



# REHOPE – REFUGEE AND HOST POPULATION EMPOWERMENT STRATEGIC FRAMEWORK - UGANDA

June 2017

Developed with support from the United Nations Country Team and the World Bank

**Settlement**

© UNHCR/Jordi Matas

**Girl in Classroom**

© UNHCR/Eunice Ohanusi

**Farming**

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# ACRONYMS & ABBREVIATIONS

DaO	Delivering as One
DRDIP	Development Response to Displacement Impacts Project in the Horn of Africa
FAO	Food and Agriculture Organisation
NDPII	National Development Plan II
NGOs	Nongovernmental organisations
NUSAF	Northern Uganda Social Action Fund
ReHoPE	Refugee and Host Population Empowerment Strategic Framework
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme

# EXECUTIVE SUMMARY

The Refugee and Host Population Empowerment (ReHoPE) Strategic Framework is a transformative strategy and approach to bring together a wide range of stakeholders in a harmonised and cohesive manner to ensure more effective programming. It is a response to specific challenges faced in delivering protection and achieving social and economic development for both refugee and host communities. It supports the Government of Uganda's integration of refugees into the National Development Plan II (NDPII, 2015/16–2019/20), through the Settlement Transformation Agenda (STA), thereby making refugees part and parcel of the development agenda of Uganda.

ReHoPE is a key component in the application of the Comprehensive Refugee Response Framework (CRRF), as stipulated in the New York Declaration on Refugees and Migrants (19 September 2016). It is a key building block of a comprehensive response to displacement in Uganda, led by the Government of Uganda and the United Nations (UN), in partnership with the World Bank, donors, development partners, national and international nongovernmental organisations (NGOs), civil society, and the private sector, among others. This approach to delivering protection and social and economic development is envisaged to equally serve all refugees while they are in Uganda as well as when they eventually return to their countries of origin. ReHoPE forms a critical component of Pillar Three of the Ugandan CRRF model, with its focus on resilience and self-reliance.

The principles of ReHoPE are reflected in various country partnership strategies. For example, they have been integrated into the UN Development Assistance Framework (UNDAF) 2016–20. UN agencies initiated the implementation of ReHoPE principles in 2016, building on the progressive rights environment and the settlement approach. Further development of the strategy to expand stakeholder engagement and ensure an area-based approach is being funded through the UN–World Bank Partnership Trust Fund.

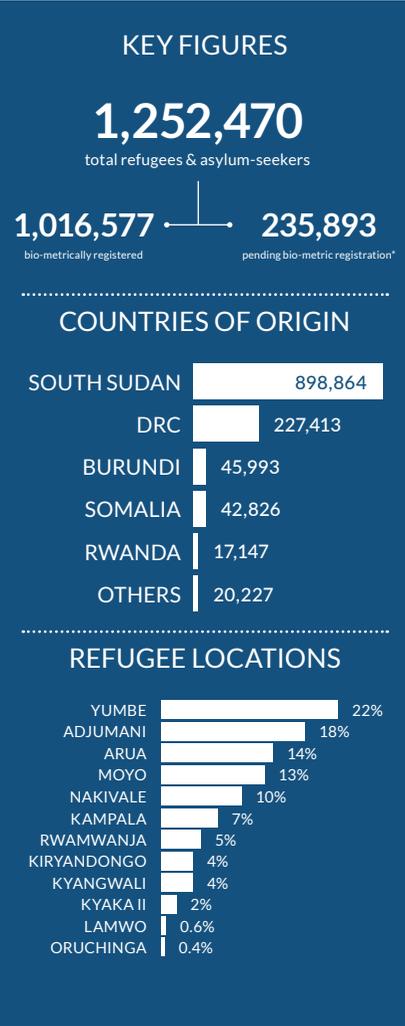
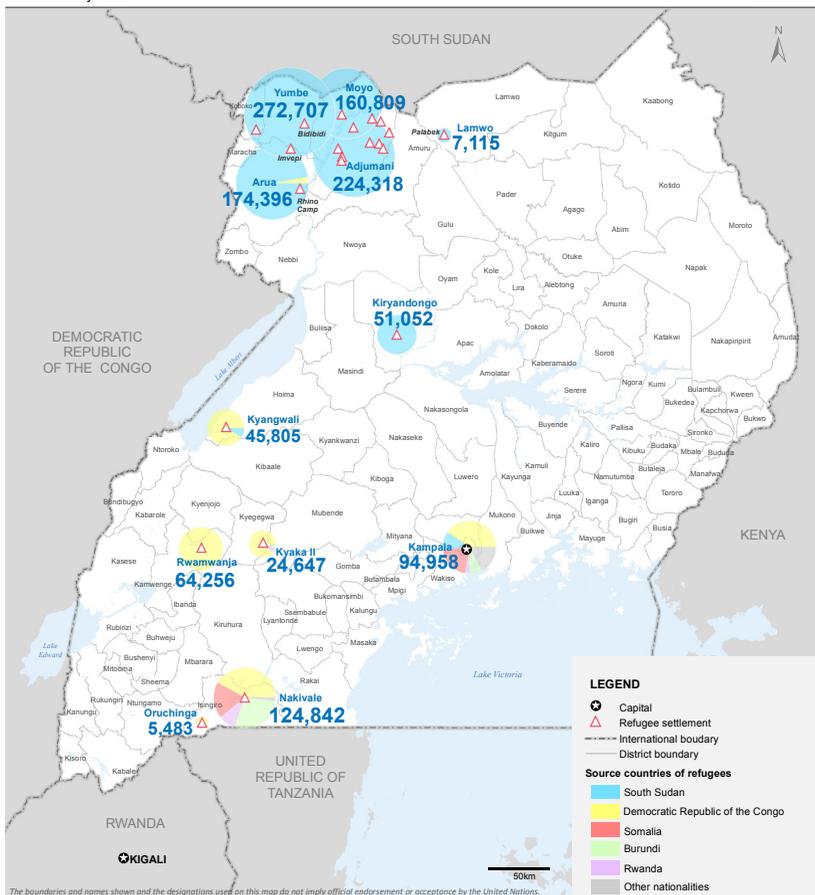
This strategy outlines key objectives, challenges, and the process by which ReHoPE will foster a comprehensive response in refugee-hosting areas. Through nine core principles, ReHoPE will seek to address the humanitarian and development needs of refugee-hosting districts in Uganda, with key roles for all stakeholders based on their comparative advantage and on the principles of partnership.

Through the CRRF secretariat, there will be a focus on knowledge management, the development of harmonised tools and approaches, and implementation support to deliver on a comprehensive response to displacement impacts.

# 01 CONTEXT

Uganda has a long history of providing asylum, and from 1959 to present, hosted an average of over 160,000 refugees per year.<sup>1</sup> Uganda continues to receive large flows of refugees, hosting just over 1.2 million refugees and asylum-seekers as of 1 May 2017<sup>2</sup> in an environment where globally, asylum space is shrinking.

## UGANDA Refugees and asylum-seekers as of 01 May 2017



Creation date: 01 May 2017 Sources: Geodata: UNHCR, UNCS, UROS. Statistics provided by Government (DPM), Refugee Department, Registered in (RIMS) and UNHCR Field Offices Author: UNHCR Representation in Uganda Feedback: numbere@unhcr.org, khalifno@unhcr.org | UNHCR BO Kampala

1 See UNHCR Population Statistics: [http://popstats.unhcr.org/en/time\\_series](http://popstats.unhcr.org/en/time_series)  
2 This is according to the Government of Uganda's statistics as of May 1, 2017



Refugees from Rwanda, 1 January 1964. © UNHCR/McCoy

Uganda is a signatory to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol and to the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. In addition, Uganda has proactively pursued and nationally implemented these laws. The rights of refugees are enshrined in Uganda's 2006 Refugee Act and the 2010 Refugee Regulations. Refugees are integrated in settlements within host communities and have access to basic and social services on par with Ugandan nationals. Refugees have the right to work, establish business, go to school, freedom of movement, and access to documentation; they are also allocated land for shelter and agricultural use. These laws ensure the dignity of the individual and provide pathways for refugees to become self-reliant.

The settlement approach, combined with these laws and freedoms, provide refugees in Uganda with some of the best prospects for dignity, normality, and self-reliance found anywhere in the world. These factors also create a conducive environment for pursuing development-oriented planning for refugee and host communities. Rather than being hosted in camps, refugees are settled in villages, located within refugee-hosting districts. The majority—more than 80 percent—of refugees in Uganda are hosted in settlements in a refugee-hosting district. Land for shelter and agriculture has been, for the most part, gazetted by the government for the settlement areas. Where land has not been gazetted, the Government has negotiated for land with host-community leaders. In some areas, refugees make up more than one third of the total local sub-county population.

In line with the 2030 Agenda for Sustainable Development and its principle of not leaving anyone behind, Uganda's firm commitment to peace and security in the region, and a recognition of the protracted nature of displacement, the Government of Uganda took a bold decision to integrate refugee management and protection within its own domestic mid-term planning framework through NDP II (2015/16–2019/20).

Despite 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 recognised under the vulnerability criteria of NDP II, making them a priority for 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 Ugandan nationals.

*The rights of refugees are enshrined in Uganda's 2006 Refugee Act and the 2010 Refugee Regulations. Refugees are integrated in settlements within host communities and have access to basic and social services on par with Ugandan nationals.*

# 02

## INTRODUCTION

ReHoPE, a transformative strategy and approach, is a key building block of a comprehensive response to displacement in Uganda, led by the Government of Uganda and the United Nations (UN), in partnership with the World Bank, donors, humanitarian and development partners, national and international nongovernmental organisations (NGOs), private sector, and civil society. It hence seeks to bring together a wide range of partners in Uganda and to do so in a coordinate, harmonised and cohesive manner to overcome fragmented programming. It is a response to specific challenges to developing durable solutions for refugee and host communities, and it is a practical application of the Comprehensive Refugee Response Framework as stipulated in the New York Declaration on Refugees and Migrants (September 19, 2016). ReHoPE represents a key building block of a comprehensive response to displacement in Uganda, targeting refugee-hosting districts and their entire population – both refugees and host communities – through an area based approach.

The development of ReHoPE is collaborative and participatory, at the heart of which is strong government leadership. Initiated by UNHCR, and championed by the UN and the World Bank, the ReHoPE initiative is designed as a collective humanitarian and development response to support the Government's Settlement Transformation Agenda for refugee-hosting districts.<sup>3</sup> Building on the UN's initial implementation of ReHoPE through the UN Development Assistance Framework, it seeks to foster a multi-year, multi-sectoral partnership between the Government of Uganda, the UN, the World Bank, and humanitarian and development actors. ReHoPE builds on Uganda's progressive refugee laws and has been underpinned by an extensive process of engagement on policy and technical-level dialogue. This strategy forms the basis for the next step in the process: the development of common programming principles and tools and the establishment of the ReHoPE Secretariat.



Congolese refugee Janine lays sells fish on a stall by Lake Rwamunga in Oruchinga, western Uganda. As a member of a fish farming collective, made up of 20 refugees and five locals who pool their savings, she took her first loan to buy a pregnant pig and sold the piglets to build a new house. © UNHCR/Rocco Nuri

3 See Appendix G for linkages between ReHoPE, the Settlement Transformation Agenda, and the UN Development Assistance Framework.

# 03

## OVERVIEW OF REHOPE

**ReHoPE aims to serve as a bridge for the humanitarian and development approaches and actors.** The line between a humanitarian and a development response to displacement is blurry. ReHoPE recognises that this continuum requires that interventions be sequenced in a coordinated manner across the spectrum ranging from protection, assistance and relief to development. It recognises the necessity of the humanitarian response and situates it in a development framework so that transitioning is seamless and well-coordinated.

**ReHoPE will ensure that the humanitarian mandate is protected but that it is seen through a development lens in order to enhance both sets of responses without undermining either.** This strategy is based on the realities on the ground in places where new and protracted displacement coexist. The refugee response must be life saving for the newly displaced but must have a development aspect to address the protracted situation as well. Thus, both humanitarian and development approaches are important, require tailoring to a particular situation, and are firmly embedded under overall government leadership.

**ReHoPE is a fundamental shift in how Uganda will address the needs of refugees and host communities.**

This new approach aims to have a greater impact by combining efforts to ensure better value for money and increased overall efficiency; reduced transaction costs for the government, communities, and households; and coordinated support and capacity building of the government and communities. The integration of humanitarian and development systems, the shared investment and implementation plans, and multi-year funding will therefore make support to refugee-hosting districts more effective.

**ReHoPE aims to ensure that humanitarian action is embedded in a long-term development approach.** In this way, humanitarian actions can be a catalyst for activities that are then transitioned to development actions, rather than seeing them end when the humanitarian funding dries up. Humanitarian interventions must, from the onset of an emergency, be initiated with the engagement of local government structures to ensure that all action is in line with district development plans, that refugees are included, and that there is sustainable local government

ownership over the long term. The Refugee Coordination Model, led by the United Nations High Commissioner for Refugees (UNHCR), will be critical in the emergency stages, and will also link with UNACs and engage sectorial coordination mechanisms and forums involved with longer-term service provision. At the onset of an emergency, the focus will always be on life-saving interventions, in which cases fully applying an integrated approach may not be possible. The focus will be on ensuring that a transition is plausible and that the response does not undermine long-term interventions. The government's surge and risk management capacity will be developed to enhance its ability to respond to future emergencies.



Recently arrived refugees from South Sudan arrive at temporary accommodation in Adjumani.

© UNHCR/Will Swanson

**The ReHoPE strategy has a 20-year time frame to underscore the long-term thinking** crucial for a development impact. This also acknowledges the time required for sustainable resilience to be built and for systems to be strengthened. A detailed programme design will build on the long-term concepts of this strategy and will be programmed in five-year increments with a clear, phased approach. The strategy will be responsive to changing demand and incorporate a learning-by-doing approach. It will be reviewed annually to make rolling adjustments to both the strategy and the operational priorities. A 20-year time frame also allows for the opportunity to affect the life cycle of a child, which is critical, particularly given the demographics of the refugee population, but also due to the very young Ugandan population.

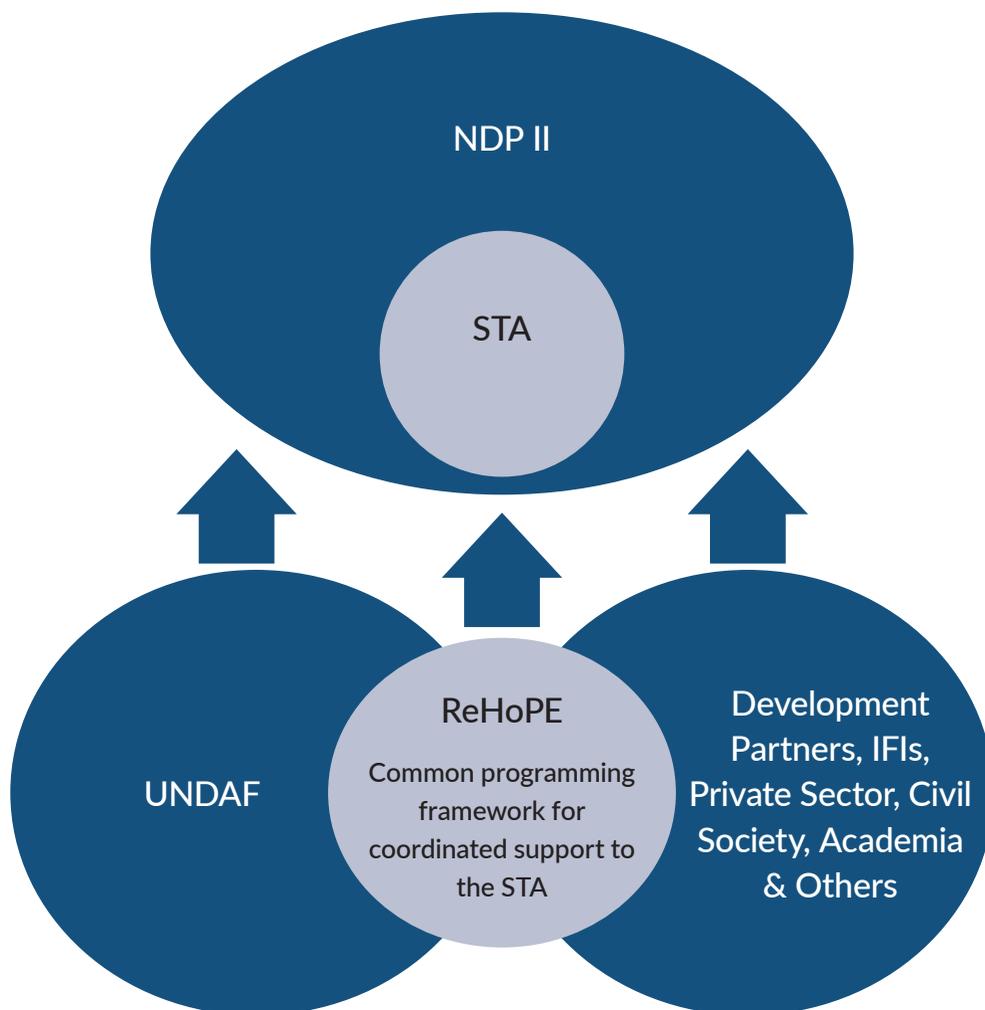
ReHoPE provides the basis for common programming principles, framework, and tools between the Government of Uganda, UN agencies, multilateral development banks, humanitarian and development actors, and the private

sector. It supports the major Government policy initiative included in NDP II – the Settlement Transformation Agenda (figure 1).

### Figure 1. ReHoPE Strategic Relationships

#### Vision 2040 & Agenda 2030\*

\*Vision 2040 is the Government of Uganda’s Vision and plan to move the country to a middle-income status. Agenda 2030 in the new global development agenda with 17 Sustainable Development Goals



# 04

## OBJECTIVES

### Strategy Outcome<sup>4</sup>

To have in place strong and resilient institutions 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 and that maintains and promotes the asylum space.

### Overall Objective

Under the leadership of the Government of Uganda, to strengthen collaboration between government institutions, humanitarian actors, development actors, donors,

academia, civil society and the private sector to enhance resilience and self-reliance among refugees and host communities by:

- Building and strengthening ownership and capacity among local governments and community institutions;
- Improving basic social service delivery in terms of access, quality, and efficiency;
- Expanding economic opportunities and sustainable livelihoods with a focus on women and youth; and
- Addressing environmental degradation in refugee-hosting areas.



Bidibidi refugee settlement in Uganda's Yumbe district. © UNHCR/Jiro Ose

<sup>4</sup> The strategy outcome is what ReHoPE contributes to but cannot fully realise with only the inputs of the ReHoPE actors.

# 05

## CHALLENGES AND RATIONALE

<sup>5</sup>It is widely recognised that the presence of refugees can have a dramatic impact on host communities. However, host community needs are not systematically addressed by programmes for refugees, and this can lead to resentment and conflict between refugees and their hosts.

Refugees who are vulnerable or exceed the five-year food aid support limit do not receive the development support they need to become resilient.

Host communities and broader government bodies have limited involvement in displacement issues at various levels (e.g., local, district, and national); refugee management is centralised under the Office of the Prime Minister’s Department of Refugees. Otherwise, Uganda has a decentralised political structure.

In some instances there are two parallel systems addressing the needs of refugees and host communities, which highlights the fundamental dichotomy between humanitarian and development responses for any given location:

- i. Traditional humanitarian refugee responses, even when they include host communities, are not geared toward sustainability;
- ii. Funding is short term, limiting longer-term planning and interventions; and
- iii. The separate humanitarian and development coordination mechanisms cause unnecessary duplication and reduce synergies.

The current way of working is fragmented, inefficient, and duplicates efforts:

- i. Project-based interventions prevail with a confusing range of different approaches, placing an extra burden on communities and the government to deal with multiple implementation partners;
- ii. Fragmentation undermines opportunities for greater efficiency and value for money;
- iii. Lessons are not effectively captured and shared and do not inform improvements to the overall system;
- iv. Efforts to strengthen the governments’ ability to deliver services are limited, hard to sustain, and often displaced by humanitarian action; and
- v. The current humanitarian model is not financially sustainable.



Parents visit their sick children at the Nakivale Health Centre in Uganda where medically-trained refugees work alongside local doctors. © UNHCR/Rocco Nuri

<sup>5</sup> The context, challenges, and rationale are detailed in Appendix A.

# 06

## REHOPE'S RESPONSE TO THE CHALLENGES

The approach outlined in this strategy builds on the experience of existing interventions and seeks to translate them into a multi-stakeholder programming framework and tools. The core elements include:

- i. Design interventions that are multi-year and multi-sectoral to support both host communities and refugees with coordinated delivery under government leadership; and
- ii. Ensure line ministries, local government and communities are key partners in ReHoPE.

Enhance resilience and sustainability at three levels (see details in Appendix B):

### At The Household Level

- Engage in joint and synchronised targeting to achieve agreed-on objectives; and
- Ensure access to the multi-sectoral support and inputs they need to become resilient (e.g., by following a graduation approach).<sup>6</sup>

### At The Community Level

- Empower communities to plan, implement, and account for activities that enable both household and community resilience; and
- Use the community-driven development approach with activities focused on environmental infrastructure and those that support household livelihoods (e.g., market infrastructure).

### At The Systems Level

- Help integrate community-level participation into government systems (planning, implementation, and accountability);
- Progressively enhance the social service delivery system and capacity while integrating services with local government systems;
- Support the enhancement of local government capacity to better coordinate, plan, implement, monitor, and adjust the system according to experience; and
- Ensure inclusion of refugees within district development plans and subsequent annual work plans.



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<sup>6</sup> See Appendix C on pathways to sustainable livelihoods and details of the graduation approach

# 07

## THE NINE CORE PRINCIPLES OF REHOPE

- 1 Government is in the lead.
- 2 Follow a rights-based approach that prioritises equity, human rights, gender responsiveness, & women's empowerment.
- 3 Engage and empower the community.
- 4 Leverage comparative advantage.
- 5 Build programmes on existing programme blocks.
- 6 Promote a harmonised, area-based approach.
- 7 Harmonise the programme tools.
- 8 Build on and strengthen existing coordination structures.
- 9 Fill the evidence gap.

### Principle 1

**Government is in the lead, and ReHoPE partners actively support government leadership.** Government leadership and ownership is paramount to the success of ReHoPE. ReHoPE will be situated under the Office of the Prime Minister (OPM), which is mandated to coordinate the implementation of all government business. Recognising the leadership for refugee affairs under the Department of Refugees within the Office of the Prime Minister, ReHoPE will work to link its mandated responsibility with the district-level government needs assessments and planning processes, thus integrating efforts under overall government structures. The focus is on ensuring overall government leadership through the relevant ministries where, just like other stakeholders, the government will engage on the basis of comparative advantage and respective mandates. The primary entry point should be the districts that are hosting refugees. In the process, ReHoPE will focus on strengthening overall service delivery systems and providing support for capacity development.

### Principle 2

**Follow a rights-based approach that prioritises equity, human rights, gender responsiveness, and women's empowerment.** ReHoPE recognises that the needs of the women, men, boys, and girls in refugee and host communities are different and as such will need to be specifically identified and addressed, primarily through an enhanced age, diversity and gender mainstreaming analysis. The concept of equity extends to ensuring consistent treatment of the two communities, including access to services. Indicators of inequity will be monitored to provide early warnings of potential conflict. A rights-based and gender-sensitive approach will be promoted in the formulation and implementation of ReHoPE programming.<sup>7</sup>

### Principle 3



Integrated social services. © UNHCR/Will Swanson

**Engage and empower the community and place refugees and host communities within a development context.**

The Ugandan refugee policy provides a unique enabling environment for empowering communities. In order to capitalise on this, ReHoPE will:

- i. Ensure active and intense participation of both refugee and national communities;

<sup>7</sup> For example, a gender analysis should be carried out to measure the services that matter most to women, such as accessibility to health care, ambulances, safe delivery practices, and sexual and reproductive health rights. Specific attention must be given to building the capacity of both refugee and host community women to effectively participate in leadership positions. ReHoPE must also carry out a needs-based approach to effectively address the varying needs of the women in each of the populations to provide appropriate support.

- ii. Address the needs of individuals in need, affected communities, and the systems and institutions that support them;
- iii. Transition refugees and host communities into strengthened government social services;
- iv. Focus on the planning, coordination, and implementation functions as a first step in empowering communities;
- v. Where appropriate, utilise a community-driven development approach, (e.g., as operationalised in the Settlement Transformation Agenda under the World Bank-supported Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa;
- vi. Include a strong emphasis on community contributions to the development effort to promote community ownership and sustainability; and
- vii. Support improved linkages between community-level planning and local district government<sup>8</sup> planning processes.

*ReHoPE will seek to clearly define areas of core competency, building on existing aid effectiveness efforts among development partners and the UNDAF process for the UN agencies, including a shared-learning process between stakeholders that recognises the advantages of different modes of operation.*

## Principle 4

**Leverage comparative advantage; build on the strong examples of agencies working together based on their comparative advantage.**<sup>9</sup> Each stakeholder of ReHoPE has areas of clear comparative advantage as well as areas of shared expertise. ReHoPE will seek to clearly define areas of core competency, building on existing aid effectiveness efforts among development partners and the UNDAF process for the UN agencies, including a shared-learning process between stakeholders that recognises the advantages of different modes of operation.

## Principle 5

**Build on existing programme blocks and best practices.** There is a wealth of programmes and services currently being delivered in refugee and host communities. However, the full potential of the interventions is often missed due to fragmented project-based approaches and a lack of sharing or learning from experience. ReHoPE will ensure that interventions build on existing programmes and progressively move away from project- and agency-based silos.

## Principle 6

**Promote a harmonised, area-based approach aligned under the district development plans and the district planning processes.** In order to address the fragmentation of efforts both within the refugee context and between development actors, ReHoPE will move away from project-based approaches. The goal is to collectively address the refugee and host community needs within the wider operational area in a way that combines inputs in support of government plans. Central to this is the full participation of communities in their own development.

<sup>8</sup> For the purposes of this document, the term “local district government” refers to all levels of local government, including districts, sub-counties, municipalities, and parishes.

<sup>9</sup> As an example, see the track record of the work on resilience done by the UN country team in Uganda (appendix E).

## Principle 7

Use harmonised programme tools to adopt a common approach and ensure that this harmonised approach aligns with and supports government systems.<sup>10</sup> Reducing existing fragmentation and maximising the impact of interventions means doing things differently. ReHoPE is an opportunity to put the international principles of aid effectiveness into practice. At its core, this requires:

- i. One results framework<sup>11</sup>, one analytical framework, joint area-based planning under the local district governments, joint monitoring and evaluation, and joint systems strengthening; and
- ii. A striving on the part of ReHoPE to maximise impact while ensuring value for money throughout all operations, including the analysis of investments' economic viability to determine which would have the greatest impact at the lowest investment point, with transparency and accountability as the bedrock principles.

## Principle 8

**Build on and strengthen existing coordination structures.**

There is an existing coordination architecture for both the emergency refugee response (which includes host community support) and development actors, including, but not limited to:

- i. The coordination of ongoing government development initiatives with a focus on decentralised structures;
- ii. Refugee coordination architecture led by the Office of the Prime Minister's Department of Refugees;
- iii. Sector coordination and support to respective line ministries;
- iv. Local Development Partners Group and the National Partnership Forum with the Government of Uganda;
- v. The UN country team in Uganda leveraging the One UN initiative, UN Area Coordinators and the UNDAF Joint Steering Committee with the Government of Uganda.



@UNICEF

ReHoPE will support the better integration of coordination structures throughout the transition toward local district governments providing integrated services to both refugee and host communities.

## Principle 9

**Address the evidence gap.** ReHoPE will stress the importance of evidence-based action. Collectively, ReHoPE stakeholders generate a significant amount of evidence, but often it not shared or used to its full potential. As a starting point, ReHoPE partners will share information on the baseline studies they conduct to avoid duplication. The approach will emphasise the need to systematically gather evidence with a "learning as we go" approach that includes clear and practical mechanisms. ReHoPE's multi-stakeholder approach will link it to global initiatives and forums on solutions to displacement, which will help bridge the evidence gap and share experiences globally. Most importantly, the evidence collected will be systematically synthesised and fed back into the systems strengthening process.

<sup>10</sup> See appendix D for more details

<sup>11</sup> See appendix F for potential strategy-level indicators.

# 08

## IMPLICATIONS

**ReHoPE requires a fundamental change in the way agencies operate.** The current way of working is at times fragmented and dominated by inconsistent, project-based approaches<sup>12</sup>, placing an extra burden on communities and the Government of Uganda to deal with multiple implementation partners. Fragmentation also undermines opportunities for greater efficiency and value for money. Without improved efficiencies, the current humanitarian model is not financially sustainable nor can it deliver the development outcomes required to build resilient communities.

**ReHoPE will build on existing synergies between government structures, the UN, the World Bank, and humanitarian and development actors.** The strategy will be further elaborated and developed through common programming tools. Its programmatic aspects will be given shape and weight within the existing programmes and activities of the Government, international financial institutions, development partners, and UN that target the refugee-hosting districts. Ensuring that existing programming in the defined ReHoPE areas is coordinated and planned under the same local district government planning umbrella will be essential.

**ReHoPE will build on the commitment of the UN country team in Uganda to “Deliver as One” (DaO).** DaO is a UN initiative aimed at making the UN agencies better coordinated and more efficient and effective. ReHoPE implementation will benefit from the groundwork laid by DaO to build harmonised ways of working internally with the UN (e.g., the UNDAF Outcome Result Group work plans)<sup>13</sup>. The UN reform work to strengthen coordination around leadership, programming, the budgetary framework, communication, advocacy, and operations will allow UN agencies to engage in ReHoPE more efficiently and with a common position.

The new approach involves:

- i. Harmonised approaches (detailed in appendix D), including progressively phasing in:
  - One results framework;
  - One situation and problem analysis in a shared analytical framework;
  - Joint area-based plans under the district planning process;
  - Joint targeting that contributes to a single registry;
  - Joint monitoring and evaluation, including reporting; and
  - A joint systems strengthening approach.
- ii. Moving from a short-term single agency response to multi-year and multi-sectoral approaches, maintaining the capacity to effectively respond to emergencies.
- iii. Seamless coordination that spans humanitarian and development interventions.

<sup>12</sup> A project-based approach refers to the problem facing local district governments for individual projects implemented independently of each other that are not coordinated under the local development plan and that might potentially duplicate efforts and increase transaction costs on local communities and the local district governments.

<sup>13</sup> The UNDAF Outcome Results Group work plans form a potential foundation for a UN joint programme or joint resource mobilisation effort, with ORG 1.4 on Peace, Security and Resilience as the main entry point.

# 09

## REHOPE BENEFICIARIES

The strategy will be focused on communities in **refugee-hosting areas** that have experienced impacts due to a refugee presence. The beneficiaries of the ReHoPE investments will be both the host and refugee communities. This will involve a clear process to identify the most vulnerable persons among the two communities. Following a rights-based approach, the principles of equality and non-discrimination as well as the effective and informed participation of refugees and host communities

will be followed. Joint targeting will be utilised to avoid duplication, but set criteria will evolve to allow stakeholders flexibility in designing their interventions based on their own programmes while still being in line with ReHoPE objectives.



Navikale refugee settlement in Uganda's Isingiro district. © UNHCR/Rocco Nuri

# 10

## GEOGRAPHIC AREAS OF INTERVENTION

The refugee-hosting districts have fundamental differences in context and geographical conditions, primarily between community-owned land, gazetted land, and urban dwellers. ReHoPE will be demand-driven and will thus remain flexible in order to cover new emerging needs in areas and districts hosting refugees. The preliminary geographic areas of intervention under ReHoPE (i.e. the refugee-hosting districts as of 1 May 2017) are:

- 1) Northern Uganda (Adjumani, Arua, Koboko, Moyo, Yumbe & Lamwo)
- 2) Southwest and Mid-West Uganda (Hoima, Isingiro, Kamwenge, Kiryandongo, and Kyegegwa)
- 3) Kampala

The overall principles, objectives, and approach will be consistent across all areas, with flexibility to define entry points and areas of emphasis based on local dynamics. It is important to be responsive to variations in the demographic, cultural, and economic context of the refugee and host populations while ensuring a consistent overall approach. The comparative advantage of different stakeholders and their various ways of operating should also be taken into account, which will require an understanding of the demand and the supply side (i.e., how to match an understanding of household-level strengths and constraints to opportunities in agriculture, off-farm, or employment markets).



Ugandan grandmother Medina (right) and South Sudanese Betty (left) farm together in Uganda's Yumbe district. Medina gave parts of their land to Betty and her family as they arrived from South Sudan in August 2016. © UNHCR/Rocco Nuri

# 11

## REHOPE STAKEHOLDERS

An all-inclusive approach through collective effort based on comparative advantage is core to ReHoPE. ReHoPE emphasises close working relationships between Government partners, humanitarian actors and the wider development community in planning and implementation. The local district governments are the primary partners in the planning and coordination of development-oriented interventions and in basic service provision, and each participating agency is expected to make appropriate linkages with their counterpart line ministries at central level. Government leadership ensures that development partner support will promote resilience and self-reliance in line with national and local development priorities.

### ReHoPE will require the engagement of the widest range of stakeholders from across the humanitarian and development spectrum

- i. **Government of Uganda.** With an emphasis on government leadership, ReHoPE will support strong coordination between the Office of the Prime Minister, line ministries, local district governments, and other bodies (e.g., disaster management committees) to enhance service delivery for refugees and Ugandan nationals in refugee-hosting districts. In particular, local governments will take a much more central role because they are key to implementing the NDPII. It is expected that refugee settlements will be included in district planning and that district-level technical experts will receive support from line ministries.
- ii. **United Nations.** The UN country team in Uganda, led by the UNRC, has already integrated the concept and principles of ReHoPE into the UNDAF, thereby making refugees an integral part of development planning and the DaO approach<sup>14</sup>. This is in support of the overall leadership by the Government of Uganda.
- iii. **Communities.** Both refugee and host communities are integral partners in ReHoPE. They will be empowered to increasingly plan, oversee, implement, and account for ReHoPE activities.
- iv. **World Bank and development partners.** Bilateral and multilateral development partners will contribute to ReHoPE under government leadership and commit to ensuring that project funding provided to refugee and host communities (including through government agencies, NGOs, and UN agencies) is delivered in accordance with ReHoPE principles. The World Bank has already renewed its commitment to addressing displacement through DRDIP – providing a loan worth US\$50 million to target the four districts of Arua, Adjumani, Kiryandongo, and Isingiro in support of the Settlement Transformation Agenda.
- v. **Independently funded actors.** The private sector, including independently funded organisations, civil society organisations, and international NGOs constitute a major driver of service provision, employment creation, and income generation. Private enterprises are important service providers in the fields of health (e.g., pharmacies, medical stores, and private clinics currently providing about half of the health care in Uganda), education (e.g., pre-primary, primary, and secondary schools as well as private vocational centres and apprenticeships), and credit and business services. A strong private sector has the potential to fill gaps in services that the government cannot meet. ReHoPE will work to create space for private sector interventions and investments to ensure that the private sector can fulfil this role.

<sup>14</sup> The UNDAF was developed in parallel with the NDP II; it incorporated the initial conceptual framework of ReHoPE, which was further elaborated in this strategy.

# 12

## FINANCING MECHANISMS

ReHoPE will aim to accommodate a wide range of funding modalities. No source of funding by itself is adequate for achieving the objectives of ReHoPE. A comprehensive approach is needed that mobilises different sources of funding, including domestic and international private and public sector funds, and ensures that the mobilised funds are used effectively and efficiently. This will require looking at new and alternative sources of funding and especially focusing on strong private sector engagement.

While the details of the financing modalities have yet to be fully developed, they will follow some guiding principles:

### Additionality

Mobilising humanitarian financing for refugees and refugee-hosting communities as part of the refugee response and the official development assistance will remain a critical need. However, ReHoPE will require the mobilisation of additional and varied sources of financing.

The humanitarian and official development assistance that is going to refugee-hosting areas will be used strategically to attract additional private and public funds at the domestic and national levels.

### Efficiency

The various financing mechanisms will be designed to add value by reducing risk and improving financial efficiency.

### Effectiveness

ReHoPE's financing architecture will be designed to increase the purchasing power of available funds by incorporating incentive structures that enhance accountability and ownership.



UNHCR's Representative Bornwell Kantande cuts the ribbon to mark the official inauguration of a primary school in Palabek settlement, Uganda's Lamwo district. © UNHCR/Rocco Nuri

# 13

## SECRETARIAT AND COORDINATION

**The CRRF Secretariat will provide technical support to ReHoPE implementation and will have a coordination role.** To meet the challenges posed by a large influx of refugees, close coordination will be required between a range of humanitarian and development actors. The ReHoPE partners commit to putting those most affected at the centre of planning and action. Government stakeholders, the UN country team in Uganda, the World Bank, and other humanitarian and development actors will work together to develop and implement joint processes of analysis, advocacy, planning, fundraising, programming, monitoring, and evaluation. The aim is to bring down the visible and invisible barriers between agencies, to maximise the comparative advantages of each partner, and to gain the efficiency and effectiveness benefits of collective and coordinated action.

**The secretariat will inform, strengthen, and link to existing coordination architecture as much as possible to avoid creating new structures.** At the national level, ReHoPE will explore ways to help strengthen inter-agency and national coordination structures with a focus on policy and programme coherence. Given the efforts already invested in coordination, ReHoPE will aim to piggyback and support existing operational coordination wherever possible, respecting mandates and comparative advantage. These include:

- i. The refugee response under the refugee coordination model, co-led by the Government and UNHCR;
- ii. Existing government coordination structures with a focus on decentralised structures;
- iii. The Local Development Partners' Group and the National Partnership Forum, led by the Office of the Prime Minister;
- iv. Sector and inter-sector working groups, led by line ministries;
- v. UNDAF joint steering committee (Government of Uganda–UN country team in Uganda); and
- vi. UN area coordinators (under the DaO approach).

**Knowledge management will be critical** for learning from past experiences, documenting lessons learned, and sharing and disseminating new approaches. The secretariat should become a knowledge hub through which such documentation can be accessed and even developed. This will require each stakeholder to openly share documentation, reports, and other evidence. The link to academia and other actors capable of carrying out evidence-based research should be utilised.

*Government stakeholders, the UN country team in Uganda, the World Bank, and other humanitarian and development actors will work together to develop and implement joint processes of analysis, advocacy, planning, fundraising, programming, monitoring, and evaluation.*

# 14

## MOVING FORWARD: A ROAD MAP

Once there is agreement on ReHoPE among government ministries, departments; UN agencies; the World Bank; and other humanitarian and development partners, the framework will be further formalised through the UN–World Bank Trust Fund.

### Preparation

- i. Finalise ReHoPE strategy (2016).
- ii. Initial implementation under the UNDAF (2016)<sup>15</sup>.
- iii. Programme design phase (2016–17):
  - a. Develop Secretariat capacities to support ReHoPE implementation.
  - b. Prepare Phase One joint funding proposal.

### Phase One (2017–20)

- i. Prepare a joint programming guidelines outlining guidelines and procedures for implementation of the phase one programme.

- ii. Prepare joint annual implementation plans based on gap and needs analyses.
- iii. Implement activities with robust knowledge management and systems strengthening functions.
- iv. Conduct independent review of Phase One which feeds into the design of Phase Two.

### Phase Two (2021–25)

- i. Roll out the recommendations from review on Phase One, particularly on the coordination and financing modalities.
- ii. Prepare annual implementation plans at the district level and repeat Phase One processes.

### Phase Three (2026–30)

- i. Consolidation of activities within national service-delivery mechanisms.



Jacob Yuot, a South Sudanese refugee, is putting money in a box after serving a client in his mini supermarket in Nyumanzi settlements, Adjumani. © UNHCR/Michele Sibiloni

<sup>15</sup> Results and lessons learned will be reported through the UNDAF Annual Review in early 2017.

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## **APPENDICES**

# A

## STRATEGIC CONTEXT AND RATIONALE

### Global and Regional Context

**Global forced displacement is arguably the defining humanitarian/development challenge of this generation, having reached unprecedented levels in 2016.** By the end of 2015, 65.3 million individuals were forcibly displaced worldwide as a result of persecution, conflict, generalised violence, or human rights violations. That is 5.8 million more than the previous year. Worldwide, an average of 24 people were displaced from their homes every minute of every day during 2015—that is about 34,000 people per day. If they were a country, the forcibly displaced would be the 21st largest in the world<sup>16</sup>.

**Countries in developing regions hosted 13.9 million of the world's total refugee population in 2015, compared with the 2.2 million hosted by countries in developed regions.**

The least developed countries—those most unable to meet the development needs of their own citizens, let alone the humanitarian needs of others that are often associated with refugee crises—provided asylum to over four million refugees<sup>17</sup>.

**The average duration for refugees in protracted situations is now 26 years<sup>18</sup>.** Displacement thus speaks directly to key global initiatives pushing for greater coherence between humanitarian and development approaches—and for their sustainability. The issue has gained international prominence and is now seen as an urgent global priority. In 2016, refugees and displacement were central in discussions regarding addressing the humanitarian–development nexus:

- i. The, now former, United Nations (UN) Secretary General made the integration of humanitarian and development responses a priority focus area.
- ii. The World Humanitarian Summit and the Grand

Bargain<sup>19</sup> push the concepts further by engaging actors and donors across the spectrum to enhance the flexibility and transparency of their actions. Uganda was featured for its progressive refugee policies at the summit, at the UN General Assembly, and at the Wilton Park conference.

- iii. Aid effectiveness approaches from Paris to Busan commit partners to ensure that there is country ownership and alignment with national plans and development partners and to streamline their efforts toward clear, measurable goals, which both recipient countries and donors are mutually accountable for achieving.

**Developing a Global Compact on Refugees is now a global priority.** It is the goal of the international community to develop a Global Refugee Compact by 2018, the first step of which was adopted in 2016 at the September 19th General Assembly by means of the Comprehensive Refugee Response Framework. The framework outlines the new international approach to refugees. Rather than responding to refugee displacement through a purely, and often underfunded, humanitarian lens, the declaration is a commitment to a more systematic and sustainable response that benefits both refugees and their hosts. The framework is designed to ensure rapid and well-supported reception and admission measures; support for immediate and ongoing needs (e.g., protection, health, and education); assistance to national/local institutions and communities receiving refugees; and expanded opportunities for durable solutions. Uganda will pilot the Comprehensive Refugee Response Framework using the Settlement Transformation Agenda and ReHoPE as key entry points.

<sup>16</sup> UNHCR, Global Trends: Forced Displacement in 2015.

<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

<sup>19</sup> “Grand Bargain” is the name for a package of reforms to humanitarian funding launched at the World Humanitarian Summit in May 2016. Thirty representatives of donors and aid agencies produced 51 “commitments” to make emergency aid financing more efficient and effective. The core principles call for greater transparency, more support and funding to local responders, an increase in the use of cash, a reduction of duplication and management costs with functional reviews, an improvement of joint and impartial needs assessments, the inclusion of people receiving aid in decision making, an increase of collaborative multiyear planning and funding, a reduction of donor contribution earmarking, a harmonisation and simplification of reporting requirements, and enhanced engagement between humanitarian and development actors.

**The Sustainable Development Goals provide an important framework for the greater coherence of approaches.** The 2030 Agenda for Sustainable Development and its principle of leaving no one behind was negotiated under Uganda's leadership as the then president of the UN General Assembly. In line with this principle, Uganda's National Development Plan (NDP II 2015/16–2019/20) already uniquely integrates refugees into national development planning through the Settlement Transformation Agenda. Furthermore, in support of this, ReHoPE reflects Goal 16, which “promote[s] peaceful and inclusive societies for sustainable development.”

**In recent years, new actors have begun to engage around displacement, beginning the process of tackling displacement with a development response.** In particular, the World Bank established the Global Program on Forced Displacement in 2009 to enhance the global development response to forced displacement through economically and socially sustainable solutions. The World Bank has now also joined the Governing Board of the Global Solutions Alliance.

**The World Bank's approach recognises that there are both positive and negative development impacts resulting from forced displacement.** There is a recognition that in most protracted displacement situations, complex relationships exist between the refugee and host communities. These relationships affect human and social capital, economic growth, poverty reduction, and environmental sustainability. If the displaced are able to develop skills and coping mechanisms in place, then they can contribute to economic growth. Therefore, both in circumstances of protracted displacement and when solutions emerge, development responses are critical for addressing the needs of the displaced as well as their host or return communities. The World Bank supports a development response to situations of crisis, protracted displacement, and return through five core lines of activity: operational support, partnerships, analytical work, technical assistance, and knowledge dissemination.

**There is broad policy support for finding solutions to protracted refugee situations in the region.** By the end of 2015, Africa was host to almost one third of all global refugees, with the Horn of Africa accounting for approximately 9.5 million displaced persons. Of these, almost three million were refugees. In line with the

Common Africa Position Action Plan<sup>20</sup> to “address root causes and durable solutions,” Uganda has demonstrated its commitment to uphold its leadership role in promoting and supporting regional capacity for peaceful resolutions in the region, including leadership in the mediation of conflicts. UN Uganda is also contributing to the Great Lakes Regional Strategic Framework 2016–17, which supports the Peace, Security and Cooperation Framework<sup>21</sup>. Because Uganda is host to refugees from several neighbouring regions, ReHoPE is situated within key global and regional peace and security frameworks: the Comprehensive Refugee Response Framework (Uganda is a pilot country); the Framework of Hope: Peace, Security and Cooperation Framework for the Democratic Republic of Congo and the Region; the UN High Commissioner for Refugees' Global Initiative for Somali Refugees; the Comprehensive Strategy for the Rwandan Refugee Situation; the Regional Refugee Response Plan for Refugees from South Sudan; and the Regional Refugee Response Plan for Refugees from Burundi. However, given the ongoing conflicts in the region, medium-term prospects for mass voluntary repatriation are considered slim, and most of the refugees who are currently in Uganda are considered to be at risk of becoming protracted.

## Country Context

**Uganda has a long history of providing asylum and has hosted an average of 168,000 refugees per year since 1961.** Uganda is one of the largest refugee-hosting countries in the world, with over 983,000 refugees and asylum-seekers as of January 1, 2017. Since July 2016, the influx of refugees fleeing conflict in South Sudan has increased dramatically. With this increase, the need for sustainable solutions has gained a new urgency. The country is considered an epicentre for refugees due to its strategic geographic position in a region characterised by social and political unrest.

**A significant majority of refugees and asylum-seekers are currently in Uganda.** The main countries of origin among refugees are South Sudan, the Democratic Republic of Congo, Somalia, and Burundi. Congolese, Burundian and South Sudanese refugees receive prima facie refugee status; people of other nationalities go through the process of individual refugee status determination. Between the beginning of July to December 15, 2016, Uganda received over 338,000 refugees from South Sudan alone. The South

<sup>20</sup> See <https://sustainabledevelopment.un.org/index.php?page=view&type=400&nr=1329&menu=35>.

<sup>21</sup> See <http://www.africa.undp.org/content/rba/en/home/presscenter/articles/2016/03/22/un-launches-development-plan-to-boost-recovery-in-africa-s-great-lakes-region.html>

Sudan influx is just one example of a continuous movement of refugees into Uganda.

**Uganda's refugee policy environment is among the most progressive in the world.** The rights of refugees are enshrined in the 2006 Refugee Act and the 2010 Refugee Regulations, which are widely regarded as a model for Africa and beyond. The Refugee Act, which was formally launched in 2009, reflects international standards regarding refugee protection, as provided in international legal instruments. It recognises the rights of refugees to work, establish businesses, move around freely within the country, and live in refugee settlements rather than camps. It also outlines how a refugee situation can cease once durable solutions have been found. The law promotes self-reliance among refugees and clearly favours a development-based approach to refugee assistance. In the 2010 Refugee Regulations, the Government of Uganda lays the foundation for refugees to become self-reliant. Rather than being hosted in camps, refugees are settled in villages, located within refugee-hosting districts. The majority of refugees in Uganda—around 90 percent—are hosted in settlements within a refugee-hosting district. For the most part, the land for these settlement areas has been gazetted by the Government to host refugees. Where it has not been gazetted, the Government negotiates for land with leaders from the host community. In some areas, refugees make up more than one third of the total population. The settlement approach gives refugees the potential to live with increased dignity, independence, and normality in their host communities. The refugee-hosting areas are administered by the Government, which registers and provides documentation to the population, allocates land for shelter and subsistence farming/agriculture, and ensures that the area is secure. A number of settlements have been set up as homes for the refugees, including Bidibidi, Kyaka II, Nakivale, Oruchinga, Kyangwali, Kiryandongo, Paralonya, Rhino Camp, and the integrated camps of Adjumani. While refugees are de facto integrated through this approach, in its current interpretation, the Ugandan constitution does not allow refugees to become naturalised citizens.

**Refugees in urban settings face an additional set of challenges as well as opportunities.** Refugees with some income, who are capable of taking care of themselves, are self-settled in urban centres where they rent housing. The economic opportunities for refugees in Uganda in terms of employment (formal and informal) and access to productive

capital varies from rural to urban areas. Over 78 percent of refugees in rural settlements are engaged in agricultural activities compared with five percent in urban areas. Refugees in urban areas trade in agricultural products, such as food items and basic farm inputs, and actively seek employment. However, refugees living in urban areas and rural settlements cite unfamiliarity with the language, legal issues, poor interview skills, discrimination, and a lack of relevant documents as barriers to accessing employment. Specific attention and backstopping is needed for urban refugees—especially youth—to enable them to fully benefit from social and economic opportunities without being exploited or resorting to risky behaviours<sup>22</sup>.

**Refugee management and protection is mainstreamed in the National Development Plan II.** This is the first time that refugees in Uganda have been included in development planning, providing the basis for intervening at the district level to serve the entire population, both national Ugandans and refugees. It recognises that refugee-hosting areas are in need of special attention due to the added demands of hosting displaced populations. Thus, an overall focus on host communities and not just refugees is paramount. Through NDP II, the Office of the Prime Minister is expected to “develop and implement a Refugee Settlement Transformation Agenda” to assist refugee and host communities by promoting socio-economic development in refugee-hosting areas. For this reason, the Government of Uganda is borrowing US \$50 million from the World Bank to finance the Settlement Transformation Agenda initiative. This is part of a US\$175 million lending operation<sup>23</sup> that aims to improve access to social services, expand economic opportunities, and enhance environmental management for hosts and forcibly displaced households in the targeted areas of Djibouti, Ethiopia, and Uganda.

**The UN country team in Uganda, led by the UNRC, is clearly committed to “Deliver as One,” with all UN agencies actively engaged through the United Nations Development Assistance Framework (UNDAF).** ReHoPE is a stated activity in UNDAF (2016–20), which contributes to the achievement of NDP II and Vision 2040 in three priority areas: governance, human capital development, and sustainable and inclusive economic development. The UNDAF demonstrates UN support for transformative change, gradually shifting from direct implementation to upstream support, evidence generation, and national capacity development. The inclusion of refugees in

<sup>22</sup> Government of Uganda, World Bank, and UNHCR. 2016. “An Assessment of Uganda's Progressive Approach to Refugee Management”, World Bank, Washington, DC.

<sup>23</sup> Development Response to Displacement Impacts Project in the Horn of Africa (DRDIP).

UNDAF mirrors the inclusion of refugees in the National Development Plan II. While all three pillars of UNDAF contribute to the achievement of the ReHoPE objectives of resilience and self-reliance, the primary reference point for ReHoPE lies under the governance pillar through Outcome 1.4 on Peace, Security and Resilience. The UN in Uganda is committed to DaO, with all agencies supporting the achievement of ReHoPE objectives through UNDAF.

## Challenges

**The benefits of economic growth are not evenly distributed.** Uganda has experienced robust GDP growth, averaging 6 percent from 2005 to 2014, but poverty reduction, while substantial, has not kept pace. Uganda has a record of prudent macroeconomic management and structural reforms that has helped the country overcome exogenous shocks. However, due to high population growth, real GDP growth per capita averaged only about 3.5 percent over the 2005–14 period. The poverty rate fell from 56.4 percent in 1992 to 19.7 percent in 2014, but there is substantial and growing urban–rural inequality as well as regional inequality. Uganda will need to address several challenges in order to enable structural transformation of the economy, strengthen competitiveness, and sustain high growth. Lack of integration with northern Uganda further creates challenges of social cohesion. Infrastructure gaps and bottlenecks need to be addressed to promote greater physical and digital connectivity both within the country, across the wider region, and in global markets. Agricultural productivity and value addition need to be strengthened to improve the livelihoods of the average Ugandan nationals and refugee.

**Refugee-impacted areas are more vulnerable to shocks and need a focus on resilience.** Within refugee-hosting districts, refugees and Ugandan nationals face similar development and basic service-delivery challenges. However, refugee-impacted sub-counties are more vulnerable to shocks than non-impacted areas due to the underlying poverty of refugees compared with Ugandan nationals, the demands on already-stressed resources, and the limited resilience of refugees. The limited resilience is mainly due to the fact that their community organisations and social capital are not as robust, their livelihoods are less diverse, and they have less assets and capital to carry them through difficult periods. A focus on community resilience can help refugees and host communities better weather the impact of conflict (e.g., a new influx of refugees or community tensions), economic shocks (e.g., market price volatility or food ration reductions), and environmental

stress (e.g., drought or climate change).

The Food and Agriculture Organisation, the United Nations Children's Fund (UNICEF), and the World Food Programme define resilience as "a capacity that ensures stressors and shocks do not have long-lasting adverse development consequences."

This approach is recommended for ReHoPE because it focuses on capacity, is multidimensional; is shock and context specific, linked to an outcome of interest (e.g., food security); observed over time in the face of shocks, has instrumental value, and; has already been tested in Karamoja, Uganda.

**Host community needs are not systematically addressed when programming for refugee needs.** Historically, displacement and development have been dealt with in parallel rather than holistically, falling under different mandates and operational approaches. Host communities face an equally challenging set of development challenges and end up sharing a limited resource base, which can lead to conflict. Refugees are often neglected in district and other development plans because UNHCR and its partners are supposed to be taking care of them. However, refugee situations cannot be viewed in isolation. First, the impact on the host community must be addressed, and second, it should be recognised that addressing the needs of host communities will enhance and protect the asylum space. There is a tremendous political and socio-economic pressure on the host country, which threatens asylum space if host community and broader needs are not met.

**Refugee-hosting communities are often worse off than the national average.** Most host communities are remote and already vulnerable, with limited access to resources. For instance, the World Bank Uganda Country Partnership Framework shows the disparity between northern Uganda and the rest of the country. There is a tendency to leave these vulnerable areas to humanitarian actors who are limited in their ability to respond to development issues due to short-term funding and implementation. In such circumstances, the impact of an increased human population affects the quality and availability of services, impacts access to natural resources, and can lead to a breakdown in social cohesion.

**Uganda has taken steps to address this, but more needs to be done.** The vulnerability criteria in NDP II recognises refugee-hosting districts, making them a priority for development interventions. Within refugee interventions, as a guiding principle, 30 percent of the humanitarian response for refugees should support the needs of the host communities; services are shared and are not developed as

parallel structures. However, the implementation is at best patchy. The development of the Settlement Transformation Agenda, annexed to NDP II, is a concerted move to specifically recognise and address the needs of those most affected by displacement in Uganda and to systematically integrate displacement into development programming.

**Host communities and broader government bodies have limited involvement in displacement issues at all levels (local, district, and national).** Refugee management and protection in Uganda is centralised through the Department of Refugees in the Office of the Prime Minister, while Uganda otherwise employs a decentralised political structure. While this function will remain centralised, there needs to be improved coordination of service delivery and livelihoods support services through government systems. Refugee structures are put in place to replicate district structures. Refugee Welfare Committees are established in parallel to the local council structures through which refugee leaders are elected in order to ensure that refugees can systematically engage with district structures. Refugees, however, do not have the right to vote, so it is therefore not possible to fully integrate these structures.

#### **Women remain economically marginalised in Uganda.**

High fertility rates and widespread acceptance of discriminatory attitudes hold back the participation of women in Uganda's development, despite impressive gains in primary female enrolment, maternal mortality, and poverty reduction among female-headed households<sup>24</sup>. Among Ugandans, 90 percent of all rural women work in agriculture as opposed to 53 percent of rural men<sup>25</sup>. As a result, women in refugee and host communities are disproportionately affected by changing livelihood patterns, conflict, natural disasters, and climate change. In particular, among refugee women, disparities in access to financial services, land, and property exacerbate their vulnerabilities. As has been widely documented, gender-based inequalities in access to and control of productive and financial resources inhibit agricultural productivity and reduce food security. The breakdown of structural and family relations create dysfunctional families, issues with child care, and social anomalies due to conflict. Because most refugee women depend on their male counterparts for protection and provision, with displacement, these

ties are broken, causing insecurity and a lack of social amenities. This creates pressure on the already very limited resources in the community because these refugees resort to utilising the services available in host communities. An additional dimension to avoid violence is the need to address the needs of refugee and host community women differently than those of men. While both women and men are affected by conflict, refugee experiences of women and men are different, with women refugees bearing most the brunt of conflict due to the gender-specific atrocities they face. Their needs as mothers and family head, are more enmeshed in family networks than male refugees, and they may lose their traditional sources of income with displacement<sup>26</sup>.

### **Rationale**

The traditional **humanitarian response to refugees is not geared toward sustainability due to a limited focus on ownership and long-term sustainability**. However, protracted displacement requires a different approach that is often beyond the traditional tools available to humanitarians. The challenges with a strictly humanitarian approach include:

- i. Short-term humanitarian funding limits long-term planning and the ability to respond to the full range of refugee and host community needs.
- ii. There is limited focus on effectiveness and value for money.
- iii. There is a limited scope for effective learning to inform systems strengthening.

#### **A “hand-out culture” persists despite much progress.**

The first priority of a humanitarian response is to meet the immediate basic needs of refugees, often meaning the direct distribution of goods and services. However, in a protracted refugee situation, this can lead to a dependency culture at both the recipient and institutional levels and risks undermining peaceful co-existence<sup>27</sup>. This type of culture is characterised by a supply-driven rather than a demand-responsive approach, with refugees as beneficiaries or recipients rather than partners in the process. There are, however, opportunities to combine

24 World Bank, 2016. “Uganda Poverty Assessment Report 2016.” World Bank, Washington, DC.

25 See “Uganda: Division of Labour in Agriculture” at [https://www.ifad.org/topic/tools/tags/gender/gender/knowledge\\_note/2593494](https://www.ifad.org/topic/tools/tags/gender/gender/knowledge_note/2593494).

26 Isis-WICCE's Model of Empowerment, 2014: <http://airforafrica.org/wp-content/uploads/2014/06/Isis-WICCE-Model-of-Empowerment-2013.pdf>

27 As refugees are integrated into host communities, the fact that they continue to receive inputs from humanitarian actors while Ugandan nationals do not can create hostilities. In this case, the 70–30 rule for allocating resources—70 percent to refugees and 30 percent to host communities—may not be good enough as refugees still receive more support than nationals. Furthermore, this rule does not apply to food distribution, which only goes to refugees.)

efforts for greater impact. Refugees and host communities are keen to build sustainable livelihoods with significant demand for land, credit, and skills development.

**Fragmentation exists at multiple levels.** It starts with the parallel implementation of humanitarian and development interventions in the same area. Different approaches in refugee and host communities leads to a lack of uniformity in interventions. This in turn risks duplication of effort and increased transaction costs for both communities, for implementing partners, and for the government. Project-based approaches further fragment the potential for a more cohesive programme approach. And the Office of the Prime Minister is not fully integrated with the decentralised government structures of Uganda. The potential for greater shared learning is often missed due to the fragmented evidence base. A more systematic lesson-learning process is needed to improve programming and to better inform system strengthening.

**There are two parallel coordination and delivery systems: one for a humanitarian response and one for a development response.** Mostly, refugees are addressed by the former and host communities by the latter, which leads to unnecessary duplication and reduces synergies. The traditional humanitarian response is not fit for the purpose of addressing long-term needs. The system is not geared toward sustainability with its short-term funding and approaches that limit longer-term planning and interventions. Further, refugees are often not included in humanitarian support to Ugandan nationals. For example, national programmes that provide food aid in times of drought are not provided to refugees even if they reside in the same area.

**There is a history of mixed success in targeting refugee-hosting districts for self-reliance in Uganda.** The 1999 Self Reliance Strategy for Refugee Hosting Areas in Moyo, Arua, and Adjumani Districts and the 2006 Development Assistance for Refugees Hosting Area Programme each had strengths and weaknesses. Their main strengths were the foundations they laid for integrated programming, service delivery by local government, and an improved legal regime. Weaknesses included insufficient consultation with refugee and host communities, a lack of differentiation between refugees who were ready to transition away from assistance and those who were not, insufficient attention to the participation of local governments, and inadequate funding. In addition, the design of the Self Reliance Strategy and Development Assistance for Refugees did not take into consideration the priorities and competing interests of local governments, resulting in refugees sometimes being

disfavoured in relation to host communities, especially when resources were limited. In the end, these strategies were superseded by two events: the return of the majority of the Sudanese refugees to what became South Sudan and the legislative reforms of 2006 and 2010 that codified the freedom of movement and the right to work, resulting in many refugees seeking and finding economic pathways outside the settlements.

**District-level capacity is limited.** It is important to recognise the Government's limited capacity and the need for significant support, particularly in the refugee-hosting districts. NDP II characterises weaknesses of the past in this way: "Public sector management was characterised by low enforcement of critical reforms and innovation; inappropriate procurement procedures, processes and management; corruption; conflicting, overlapping and duplication of mandates; low levels of productivity; non-compliance with service delivery standards where available; and low motivation and remuneration compounded by the poor mind set and negative attitudes which further contributed to the slow progress in the implementation of the core projects. Weak and limited subnational institutional and technical capacity to plan and deliver on mandated services coupled with limited fiscal space and inadequate public service standards to follow were also constraining factors in the achievement of the NDP I objectives." Concerted efforts are needed to ensure ReHoPE focuses on the challenge of limited district-level capacity.

# B

## ENHANCING RESILIENCE AND SUSTAINABILITY AT THREE LEVELS

The Refugee and Host Population Empowerment Strategic Framework (ReHoPE) will operate at three levels that work together to reach the overall objectives and contribute to the strategy outcome: household, community, and institution and systems.

### Enhancing Household-level Resilience and Sustainability

**Building sustainable livelihoods starts at the household level.** This requires converging and sequencing a number of inputs on the same household as opposed to co-locating projects in the same area. A single agency cannot deliver all of these inputs, which directly leads to joint targeting and other harmonised approaches. Programming for inclusive economic growth requires a holistic approach with interventions sequenced and provided equitably to vulnerable households in both refugee and host communities. Activities should be planned to match different levels of need and capacities within the target population, for example by following a “graduation approach” which combines elements of social protection, livelihoods development, and financial inclusion.

**ReHoPE will build on the diverse range of experiences by the United Nations country team in Uganda, development actors, bilateral development agencies, and the World Bank in building sustainable livelihoods.** This acknowledges the vast experience of various stakeholders and will form the basis for learning and development of common tools.

### Enhancing Community-Level Resilience and Sustainability

**The community level involves empowering refugee and host communities to plan, implement, and account for activities that build the enabling environment for both community and household resilience.** This builds on the humanitarian principles of Communication with Communities, Accountability to Affected Populations and Gender in Humanitarian Action as well as established best

practice for effective development planning. Women and men from refugee and host communities will be fully and equally involved in the planning, delivery, and monitoring of the Government, the UN and development partner-funded programmes in refugee-hosting districts<sup>28</sup> as well as in the key governance mechanisms. Community interventions will be based on an area-based approach aligned under the district development plans and district planning processes. Communities will plan and build the social, environmental, and economic infrastructure that contributes to community resilience and facilitates household economic empowerment.

### Focus on appropriate natural resource use and management to increase the potential for sustainability.

The Settlement Transformation Agenda stresses the importance of natural resource management to address environmental degradation. Damage to the natural environment (deforestation, land quality degradation, water source depletion, and inappropriate solid waste disposal) increases climate and conflict risks. In ReHoPE, refugee and host communities will work with local governments to reverse damage and increase resilience through improved natural resource management, including public works initiatives.

### Build on the community-driven development approach.

ReHoPE will support the rollout and enrichment of this agreed-on system of community engagement that is used in DRDIP and in the Northern Uganda Social Action Fund (NUSAF). The community-driven development approach embeds the required flexibility needed to respond to the scale and nature of community needs in diverse local conditions. It allows decision making to devolve to communities, ensuring that resource distribution is fair, supports priority local infrastructure and service delivery needs, and incentivises collective action.

**Build on the community-based fund approach.** Where appropriate, ReHoPE will prioritise the use of an innovation fund that finances proposals coming from refugee-hosting communities, such as the one under DRDIP. Communities are responsible for the oversight and accountability

<sup>28</sup> Given the limited consultations in the past, a significant investment will be needed in community leadership, organisation, and management, particularly for refugees.

of these funds, which support both community- and household-level sustainability efforts.

**Use community engagement for conflict risk mitigation.** In the context of refugee and host communities, the greatest risks of conflict and violence centre on access to farmland, environmental degradation, and competition for economic opportunities (e.g., jobs, market access, and technical training). These risks will be mitigated by ensuring full involvement by refugee and host communities in planning, implementation, and monitoring; by equal and equitable treatment of both communities; and by specific efforts aimed at peaceful coexistence. The approach is to engage influential members—such as religious leaders, former civil servants, elders, and community leaders—who can build the trust required to discuss the causes of conflict in the community. Once trust is built, these members will help engage both communities in peace-building efforts.

## Enhancing Institutional and Systems-level Resilience and Sustainability

**Progressively enhance the social service delivery system and capacity while integrating services with local government systems.** ReHoPE will ground its work with refugee and host communities in Ugandan standards and systems, with a focus on the district level and below as an area of comparative advantage for the ReHoPE partners. The integration with local government begins with support to local planning and coordination and a process of jointly identifying and supporting institutional capacity needs. The district-level planning process is the key entry point for planning, which will require all actors to ensure they plan with and provide support to the local district governments, including ensuring that humanitarian planning for refugees is systematically included in district plans.

**Systems strengthening begins as soon as a humanitarian or development intervention begins.** In the past, humanitarian action for refugees tended to be conducted in isolation from local district governments, with most services delivered directly to refugees by implementing partners. The new approach stresses a change that begins at the onset of humanitarian action. The aim is to ensure that the Government is in the lead from the start.

### District Health Systems Strengthening

Refugees and host communities are among the unserved and underserved in health services. The United Nations is working collaboratively to strengthen national and district health systems in a way that both anticipates and quickly responds to increased demand in circumstances such as an influx of refugees.

For example, UNICEF is working with local governments to ensure that government-recommended structures are fully functional and responsive to community needs, including partnering with the Ministry of Health to strengthen its overall capacity for the inclusion of community health workers and to extend the functionality of the workers; helping build an evidence base through the national Health Management Information System and to support districts to use the data for evidence-based planning, monitoring, and response; and supporting the rollout of revised Ministry of Health's district planning guidelines. A key focus is consistent local-level engagement to support the expansion of the village health team revitalisation strategy and the introduction of community health extension workers.

**System strengthening goes beyond providing training and equipment,** as capacity building has been narrowly defined in the past. Global evidence suggests that the overall impact of this narrow approach has been limited. ReHoPE will aim to broaden the vision to strengthen the overall service-delivery system for refugees and host communities and to then help develop the required capacities for the system itself. It will require sustained engagement to understand where and how to best add value to existing government systems as well as a strong partnership with the government, civil society, and the private sector.

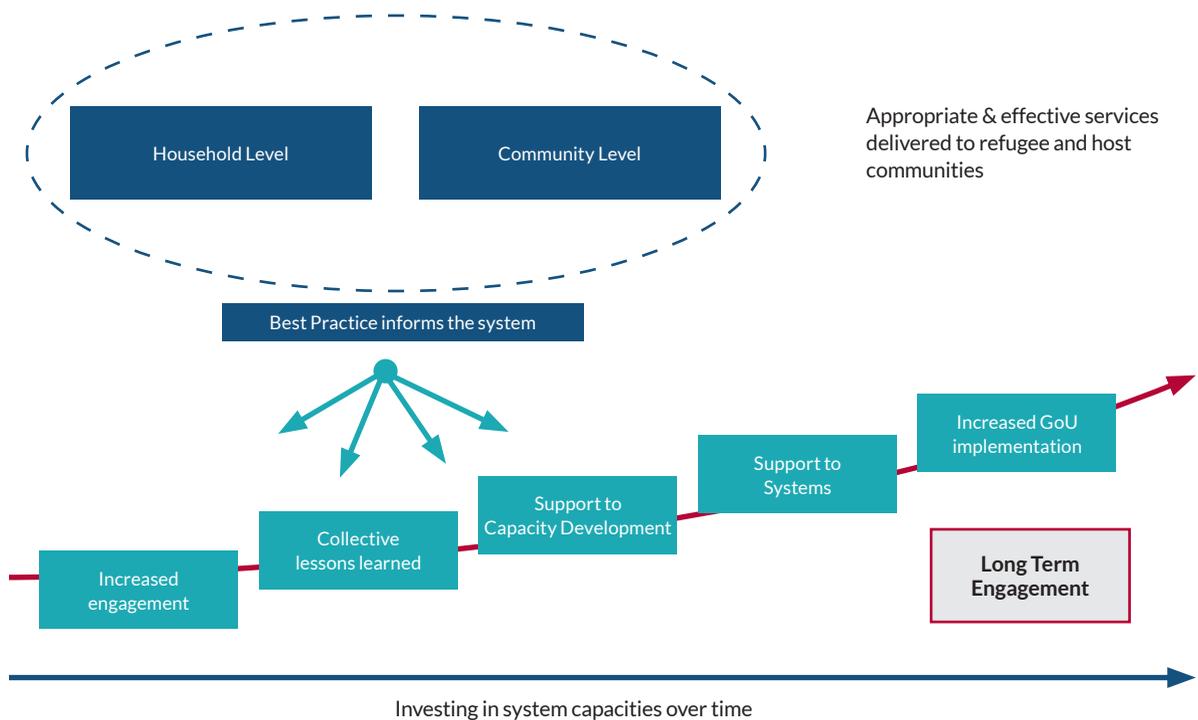
**Enhancing service delivery is an area of comparative advantage for ReHoPE actors and a complement to the DRDIP intervention component of the Settlement Transformation Agenda.** Building on the experience of the ReHoPE partners, refugee social service provision will be integrated with the line ministries and systems of the local district government in order to improve equity, relevance, and cost-effectiveness in ways that support refugees and host communities without distinction. UN agencies, the World Bank, and other development partners are already working to enhance service delivery in refugee-hosting districts, which provides a solid experience base to build on. The ways in which service delivery is integrated may differ between regions. In the West Nile, where refugees are settled on community-owned land, as well as in Kampala, refugees live in smaller groups among the local host community, so service integration there implies scaling up and extending services to include refugees. By contrast, in regions where refugees are in gazetted settlements

where they are receiving services from UNHCR partners with infrastructure already built by the Government and UNHCR through their partners, it will be a matter of integrating existing services and infrastructure with those of the local governments and ensuring that levels of service to refugee and host communities are comparable in content and quality. In both situations, the support of relevant ReHoPE partner agencies will be needed throughout the process to strengthen the resilience and capacity of line ministries and the local district governments in order to ensure that basic service delivery is maintained despite the increased size of the population.

Systems strengthening requires a better way to distil best practices gained from implementation that can be fed into

government systems as they improve. There is a wealth of experience being generated in both refugee and host community settings that are not always being documented or shared. Through the secretariat, ReHoPE stakeholders will aim to distil best practices together with government partners in a way that can lead to improvements in the overall service-delivery system. For example, many actors are currently implementing the village savings and loan associations approach. ReHoPE would collect and summarise these experience to then work with the Government of Uganda to see how to best adapt the approach for use within the Government—and how other actors, such as the private sector and civil society, could be involved.

**Figure 1. The Process of Building Sustainability; Systems, Household and Community Level**



# C

## PATHWAYS TO SUSTAINABLE LIVELIHOODS AND DETAILS OF THE GRADUATION APPROACH

There are two main pathways to sustainable livelihoods: through agriculture, and through income generation (business and/or employment).

**The agricultural productivity pathway** enhances agriculture production by accessing land or improving land quality; providing in-kind or credit support for agricultural inputs; building agricultural skills, including the introduction of modern techniques and higher-value or more resilient crops; enhancing the value of the harvest by improving post-harvest handling and primary processing or improving on-farm or aggregated storage; and finally, by improving market linkages. Depending on the detailed design, this could include strengthening of agriculture extension services in the nine target districts. As described below, until farmers are able to produce a sufficient harvest to cover their consumption needs and a marketable surplus to cover their other household expenses, they will need continued consumption support either in the form of food assistance or cash. It is expected that UN agencies and development partners supporting agriculture projects and programmes will have a comparative advantage in this domain.

**The income-generation pathway** promotes high potential value chains in non-farm sectors, including wage employment, identifying viable livelihood opportunities, business literacy, credit, small business development, and skills training, in order to increase and diversify household income and reduce vulnerability. Access to post-primary education, including tertiary education, is a key enabler for non-agricultural households. Initial studies<sup>29</sup> show that refugees in established settlements and in settlements with limited agricultural land pursue highly diverse economic pathways. Many UN agencies and development partners have a comparative advantage in this area, but it is anticipated that the bulk of support for non-farm livelihoods

will come from the private sector, including microfinance<sup>30</sup> institutions and employers, as well as from international nongovernmental organisations, multilateral development banks, and growth-oriented development projects.

In order to ensure that assistance is needs-based in a period of anticipated resource constraints, and to avoid the risk of reversing positive gains by misallocating resources, it will be important to take advantage of available technologies to ensure that only those in need are assisted by household-targeted interventions.

**A graduation approach** has number of core inputs targeted to the most vulnerable households<sup>31</sup>:

- 1 Provision of consumption support;
- 2 Access to basic social services;
- 3 Access to protection;
- 4 Enrolment in village savings and loan associations;
- 5 Support to choose the right productive pathway;
- 6 Access to mentoring/life-skills coaching, and appropriate technical skills training;
- 7 Access to the entry level of the appropriate value chain;
- 8 Provision of an asset transfer to enable graduation; and
- 9 Access to appropriate financial services.

- i. **Provide consumption support** for a defined, clearly communicated period<sup>32</sup>. Consumption support is the starting point of a graduation approach. The more vulnerable the household, the more risk averse it becomes as even small productive investments could risk its ability to feed the family. It is critical that

29 See in particular the 2013 Refugee Economies study by Oxford University; <https://www.rsc.ox.ac.uk/policy/refugee-economies-in-uganda>

30 Microfinance is the provision of financial services to people with low incomes. Microfinance is broader than microcredit, encompassing services such as micro-savings, micro-insurance, payments, and remittance transfer services. Microcredit is the provision of credit services to low-income entrepreneurs. Microcredit can also refer to the actual microloan. Micro-insurance is the protection of low-income people from specific perils in exchange for regular monetary payments (premiums) proportionate to the likelihood and cost of the risk involved. Micro-savings are deposit services that allow people to store small amounts of money for future use, often without minimum balance requirements.

31 See appendix B for a detailed description of each step.

32 Consumption support is already in place for refugees but is required for the targeted vulnerable beneficiaries in host communities.

vulnerable households have a predictable transfer in order to take a risk on a productive activity and to budget accordingly. Consumption support is a grant for a defined period that includes support for basic needs such as shelter, water, and sanitation as well as food assistance in the form of in-kind food, cash, and/or vouchers. Consumption support is designed to support households during the planning and livelihood start-up phase, which could be as long as two years, before income is sufficient to meet the family's consumption needs. As households consolidate new ways of accessing income and food and move toward greater self-reliance, consumption support is gradually scaled down in a targeted way. Consumption support is a key tool for enhancing resilience because it can be temporarily scaled up to protect assets and productive capital during times of hardship (which, for example, prevents households from selling livestock to access food during a lean season<sup>33</sup>).

ii. **Ensure access to existing basic social services by integrating ReHoPE with strengthened local government systems.** Poor households often lack access to social services even when they are available. If a poor household is malnourished, sick, or uneducated, its chance of graduation is greatly reduced. ReHoPE partners have a comparative advantage in working with local governments to strengthen the delivery and access to social services, which is an important complement to the Settlement Transformation Agenda/DRDIP. The strategy will focus on facilitating access to existing services, providing gap-filling service delivery in the humanitarian space, but primarily on strengthening existing social service delivery under the district government. The main social service components critical for household graduation are:

- Public health, including nutrition, sexual and reproductive health, and HIV/AIDS;
- WASH (water, sanitation, and hygiene), including awareness creation and provision of water and sanitation access;
- Education, including early childhood, primary,

secondary, tertiary, vocational, and non-formal education;

- Child protection services and programmes to prevent and respond to gender-based violence, including legal recourse and other survivor services;
  - Environmental protection and conservation services, such as reforestation, erosion control, and watershed management; and
  - Local infrastructure, including rural roads, rural electrification, and water and sanitation.
- iii. **Ensure access to protection.** Protection has a specific legal definition in the refugee context—refugees are entitled to a range of protection measures that must be safeguarded. Protection can also be defined more broadly to include protection against conflict and other shocks.
- **Protection against the risk of conflict and violence.** In the context of refugee and host communities, the greatest risks of conflict and violence centre on access to farmland, environmental degradation, and competition for economic opportunities (e.g., jobs, market access, and technical training). Displaced and poor women and girls face particular risks of sexual and gender-based violence and exploitation when trying to provide for themselves and their dependents. It is important to analyse and understand the specific drivers of this violence, such as access to energy.
  - **Protection against shocks.** More broadly, from a disaster risk management focus, households need to be protected from shocks that can undermine their resilience. In the first instance, ReHoPE will look to define an innovative new risk financing mechanism for both refugee influxes and natural shocks, building on the disaster risk financing mechanism designed under NUSAF 3.<sup>34</sup> The concept is to help the Government of Uganda design a fund integrated into its regular budgeting framework that can respond as an early and

<sup>33</sup> The programme design process will identify who among the ReHoPE partners is best placed to support or deliver each service or process to the communities in a challenging refugee/host community environment.

<sup>34</sup> The disaster risk financing subcomponent of NUSAF 3 will be activated following disasters to scale up labour-intensive public works activities temporarily and rapidly to provide additional support to core clients and/or to extend coverage to new beneficiaries. The ability to rapidly scale up labour-intensive public works is expected to prevent household consumption from dropping after climatic disasters and to protect their livelihoods and assets, leading to a more rapid post-crisis recovery. While the core labour-intensive public works subcomponent will be implemented throughout Northern Uganda, the disaster risk financing subcomponent will be piloted in selected districts to generate adequate evidence on which to base the design of a possible extension of the programme to other areas after the midterm review.

first response to protect ongoing development investments and allow an initial response to refugee influxes<sup>35</sup>. This should be designed in tandem with a “crisis modifier” type of mechanism that builds a degree of flexibility into ongoing programmes to “surge” at the first signs of stress. Neither of these replace a humanitarian response if the shock is severe enough but would allow for rapid, in-built, and institutionalised early action.

- iv. **Promote village savings and loan associations** for financial literacy, savings, group collateral, skills enhancement, and confidence building. Once people’s food consumption stabilises, joining a village savings and loan associations helps encourage savings. Regular savings not only builds assets but also instils financial discipline and familiarises participants with formal financial services. Financial inclusion starts with financial literacy training, teaching participants about cash and financial management, and familiarising them with savings and credit. Basic literacy and numeracy may also be imparted. Village savings and loan associations introduce the concept of group collateral, which is important for accessing entry level financial services.
- v. **Provide support to choose the right productive pathway** (either agriculture productivity or employment/income generation; traditional or non-traditional) that, based on market analysis, best matches household capacity and potential with market demand. Facilitate analysis with the local district governments of the local market’s infrastructure and support services to identify sustainable livelihood options in value chains that can absorb new entrants. Once the range of viable options has been identified, the participant is supported to choose the option that best matches their livelihood preferences, abilities and capacities, and past experience.

In general, there are two main livelihood pathways in rural Uganda. In areas where refugees and host populations have access to land<sup>36</sup> —an agriculture-

centric livelihood approach is more likely, although this should extend beyond subsistence production to include access to more land—ideally 1.0 ha per refugee family<sup>37</sup> —and agricultural finance, agricultural extension services, post-harvest management, value-chain processing, and market linkages by refugees and host communities alike. In areas where land is limited and for populations for whom agriculture is not a preferred economic pathway, particularly youth and urban men and women, wage employment and viable non-farm sustainable livelihoods would be more appropriate, notably through post-primary skills and business literacy training as well as support for entrepreneurship, credit, and small business.

- vi. Ensure access to mentoring/life skills coaching and appropriate technical skills training. The poorest generally lack self-confidence and social capital. Regular inputs are required to help participants with business planning and money management, along with social support and health and disease prevention services. Participants require skills training on caring for an asset and running a business. Training should also provide information on where to go for assistance and services.

A key role for ReHoPE will be to encourage and strengthen the provision of “productive services” at the district level by both local district governments and, where appropriate, the private sector (e.g., the use of small private animal health workers at the community level to deliver basic services)<sup>38</sup>.

- vii. Facilitate access to the entry level of the appropriate value chain. A key step in building sustainable and resilient livelihoods is to help link households to the value chain appropriate to their productive pathway. Many of the poor neither understand nor have access to the markets for their chosen pathway. Lessons from the use of a value chain approach point to the need to analyse each step in the value chain, including the actors involved. Key to the approach is to engage the private sector to help facilitate the linkages between

35 The World Bank and other development partners have been developing similar risk financing instruments in other countries, which will be an important input to designing this component.

36 Refugees in Uganda live in settlements from which they are free to move provided they register appropriately with the authorities.

37 A World Bank report, “Agriculture for inclusive growth in Uganda: Zorya, Kshirsagar, Gautam, Odwongo, Verbeek and Sebudde: 2011) argues convincingly that in Uganda, commercialised smallholder farms are more efficient and more equitable than large-scale farms and suggests that a farm size of at least 1.0 ha is needed for a smallholder to move from subsistence to resilient and growth-oriented production, while according to the African Development Bank, the average farm size in Uganda is 2.5 ha (See Smallholder Agriculture in East Africa: Trends, Constraints and Opportunities: Salami, Kamara and Brixiowa: April 2010). Refugees can access farmland beyond the settlement allocation through leases or informal arrangements with community landowners.

38 The experience of community-based animal health workers points to the benefits of outsourcing some aspects of service delivery. [http://fic.tufts.edu/assets/TUFTS\\_1423\\_animal\\_health\\_workers\\_V3online.pdf](http://fic.tufts.edu/assets/TUFTS_1423_animal_health_workers_V3online.pdf).

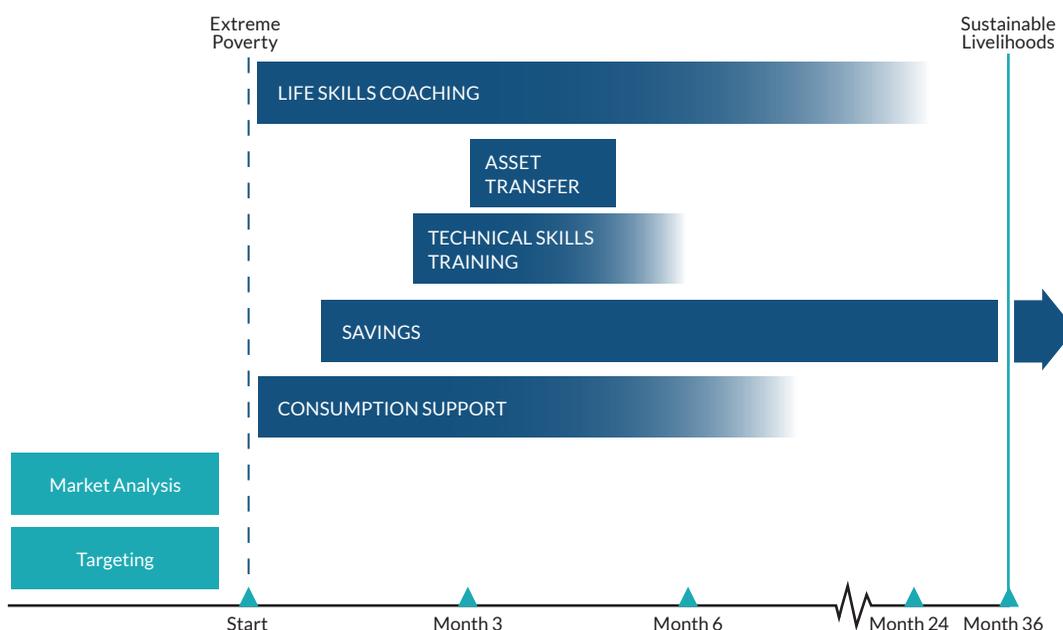
the demand and supply sides. In some cases, group-based production schemes are needed, and it makes sense to create or strengthen cooperative structures. Cooperatives can also facilitate linkages to larger markets, for example, by organising product collection centres or bulk-buying facilities or by selling outputs jointly. ReHoPE will aim to help build awareness among households, map out value chains with partners, and facilitate linkages to the actors within the value chain, including the various markets at different stages of the value chain.

- viii. Provide an asset transfer to enable graduation. Once the process of financial literacy and group formation in the village savings and loans associations has been firmly established, including the ability to save, an asset transfer is given either in kind or in cash to help jump-start economic activities. For example, the asset transfer could be livestock if the livelihood involves animal husbandry or a lump sum to access further technical training if the livelihood involves employment.
- ix. Facilitate access to appropriate financial services (microfinance, including credit and insurance). Microfinance is the provision of financial services to

people with low incomes. Microfinance is broader than microcredit; it encompasses services such as micro-savings, micro-insurance, payment, and remittance transfer services. Microcredit is the provision of credit services to low-income entrepreneurs. Micro-insurance is the protection of low-income people against specific perils in exchange for regular monetary payments (premiums) proportionate to the likelihood and cost of the risk involved. Micro-savings are deposit services that allow people to store small amounts of money for future use, often without minimum balance requirements<sup>39</sup>. It is best practice to partner with accredited microfinance institutions in implementing microfinance activities that involve savings and credit cooperative organisations.

The graduation approach recognises that not all participants will want to take on credit. However, in some cases, participants do choose to borrow to expand their activities or start new enterprises. At a minimum, ReHoPE will aim to ensure that by the end of the programme, participants are creditworthy and in a position where they can access credit if they want to.

**Figure 2. Sequencing Livelihood Interventions for Refugee and Host Communities<sup>40</sup>**



39 [www.cgap.org/publications/extreme-poverty-sustainable-livelihoods](http://www.cgap.org/publications/extreme-poverty-sustainable-livelihoods).

40 [www.graduation.cgap.org/about/](http://www.graduation.cgap.org/about/).

# D

## ONE SET OF HARMONISED PROGRAMMATIC TOOLS AND APPROACHES

### Design and Implement using harmonised core programme tools aligned with government systems.

The ReHoPE partners agree to phase in harmonised tools and approaches that bind them together. Adopting a harmonised approach will reduce duplication, increase impact, reduce transaction costs for communities and government, and allow the agencies to more powerfully leverage their experience for systems strengthening. The aim is to bring down the visible and invisible barriers between agencies, maximise the comparative advantages of each partner, and gain the efficiency and effectiveness benefits of collective action.

- i. **One results framework.** This will guide the overall direction of ReHoPE and will be the basis for measuring impact. It will leverage indicators from existing frameworks to the greatest extent possible.
- ii. **One situation and problem analysis based on a shared analytical framework.** Much analysis has already been undertaken in Uganda, but often it is fragmented and at times contradictory. Having a shared analysis process will be important to identify gaps and fully understand the realities on the ground for refugee and host communities. A cornerstone of the analytical process will be a process of regular joint vulnerability assessments to provide insight into the living conditions and challenges of both the refugee and host community population.
- iii. **Joint area-based district planning under the local district governments (focus on the district level).** Government stakeholders and ReHoPE members will work together to develop and implement joint processes under district-level coordination.
- iv. **Joint work plans under district planning system.** The integration of plans under a district planning process will extend to the coordination of operational work plans as well.
- v. **Joint targeting that contributes to a single registry.** A harmonised approach is most successful when targeting is jointly undertaken, which greatly helps in ensuring vulnerable households have access to services and inputs for building resilience and sustainable livelihoods, as well as reducing the cost of redundant procedures and overlap. Work is already ongoing in NUSAF 3 to develop a single beneficiary

management system with the Ministry of Gender, Labour and Social Development.

- vi. **Joint monitoring and evaluation, including reporting.** Evidence is the basis for informed decision-making. Monitoring and evaluation will be a shared responsibility and will involve government as much as possible, which will help reduce transaction costs, strengthen coherence, and generate cross-learning. The starting point is the harmonisation of the monitoring and evaluation processes, including reporting with one standard agreed-on report to donors. Joint assessment missions on specific objectives will be encouraged among donors as a stepping stone for better lessons learned.
- vii. **Support development of information management systems for effective planning, monitoring, service delivery, and decision making in the refugee-hosting districts.** A robust knowledge management component will be required to document lessons learned, to ensure that future planning is best informed by the lessons of the past, and to help strengthen the overall service-delivery system.
- viii. **Joint systems strengthening support and approach.** The United Nations (UN) and several development partners contribute to upstream support and national and local-level capacity development as an integral components of their partnership strategies. There is an opportunity to build on the collaborative successes to date, especially in the areas of social service delivery, particularly health, education, and WASH (water, sanitation, and hygiene). Each of these sectors is advanced in terms of the inter-sectoral collaboration in support of overall government programmes. ReHoPE will build on this to further support to strengthening government systems with a focus on the integration between sectors.

### One Voice

#### One voice for the multi-year plan to funding agencies.

Multi-year funding is essential to bridge the humanitarian to development divide and to have the time to build sustainable solutions. Maximum flexibility will be allowed to ensure all partners can participate within their own funding parameters and restrictions.

**One Voice for advocacy and for lessons learned.** All ReHoPE stakeholders have a mandate to advocate for positive change both within communities and at the policy level with governments and donors. This will involve developing a mechanism within ReHoPE to agree on key messages to bring forward when engaging with either the Office of the Prime Minister or local district governments. This will not preclude the necessary direct engagement with the Government that each agency requires. Instead,

the aim is to reduce the overall transaction costs wherever possible with common messages regarding ReHoPE. The partners will positively and proactively engage with communities to promote key messages, to help change attitudes, and to understand the issues that are important to the community. There will be an emphasis on a more rigorous process of documenting lessons learned and on bringing the results into the systems strengthening process to inform improvements.

# E

## TRACK RECORD OF COLLECTIVE WORK ON RESILIENCE & LIVELIHOODS BY THE UN COUNTRY TEAM IN UGANDA

With regard to resilience in Uganda, the Government is committed to strengthening system resilience inter alia through decentralised implementation and monitoring of programmes. In addition to a decade of sustained collaborative work on reconstructing Northern Uganda, including the Peace, Recovery and Development Plan for Northern Uganda, the Government of Uganda, the United Nations (UN), and other partners are also involved with several programmes that enhance the capacity of communities to address conflict and environmental and economic shocks. These disaster-risk-reduction and climate-change-adaptation initiatives include, but are not limited to the Joint Strategy for Building Community Resilience in Karamoja by the Food and Agriculture Organisation (FAO), United Nations Children's Fund (UNICEF), United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN), and World Food Programme (WFP); the European Commission funded FAO-implemented Karamoja Livelihood Programme; and the World Bank-funded Ministry of Agriculture, Animal Industry and Fisheries-implemented Regional Pastoral Livelihoods Resilience Project (RPLRP). These holistic interventions are aimed at improving the productivity of pastoral, agriculture, and agro-pastoral livelihood systems while creating platforms by which communities can mitigate recurrent natural and man-made disasters.

Looking forward, WFP and the International Fund for Agricultural Development (IFAD) have projects at the advanced planning stages focused on resilience in the smallholder agriculture value chain in four refugee-hosting districts. With support from Norway, joint work on gender-based violence is ongoing through the United Nations Population Fund, UN WOMEN, FAO, and UNICEF's Joint Programme on Gender Based Violence; and with support from the UK's Department for International Development (DFID), there is the Joint Programme on Gender Equality involving seven UN agencies, the Government, and civil society partners. Through the Joint Programme on HIV/AIDS, activities are underway to build capacity among young people in HIV prevention, treatment, and support. The International Labour Organisation (ILO) and the

International Organisation for Migration are providing technical assistance to develop a labour-market information and analysis system (LMIAS) that allows for the collection, analysis, and sharing of labour-market data to assist the Government of Uganda, the private sector, and other actors in making well-informed decisions relating to policies, business plans, education and training opportunities, career planning, job searching, and workforce investment strategies.

Recently, the World Health Organisation, UNICEF, and the United Nations Population Fund have supported the Ministry of Health to review the community-based health programme while taking the country's experience in the last decade and in Ethiopia into account. Currently, a more robust community health programme is being crafted; it will soon begin being implemented. Finally, combined with the tools of other organisations, FAO's agro-pastoral field schools, UNICEF's work to improve social service delivery through innovations like U-report and other forms of community engagement, the Joint UNICEF/UN Women Gender Promotion Initiative that aims at social integration of women and girls affected by conflict in Northern Uganda and at addressing cultural and economic barriers to economic assets such as land, and the WFP's vulnerability assessment and mappings together provide a comprehensive set of mechanisms for building robust, resilient communities.

# F

## POTENTIAL STRATEGY-LEVEL INDICATIVE INDICATORS

A comprehensive results framework will be developed under the leadership of the secretariat that should be in line with existing indicators, especially those for the National Development Plan II (NDP II), the United Nations Development Assistance Framework (UNDAF), and the Sustainable Development Goals. Given the multi-stakeholder approach, there is need to align frameworks as well as the need to think outside the box in order to accurately capture the approach’s impact.

An indicative framework for the strategy could be:

Overall Objective	Outcome Indicator
To strengthen collaboration between humanitarian actors, development partners, and the private sector under the leadership of the Government of Uganda; and to enhance resilience and self-reliance of refugees and host communities in the refugee-hosting areas.	<ul style="list-style-type: none"> <li>i. Partners using the same project implementation manual to design and implement all of their activities in refugee-hosting areas (number)</li> <li>ii. Participating partners using one results framework (number)</li> <li>iii. Partners using one joint monitoring and evaluation and reporting framework (number)</li> <li>iv. Government bodies involved in displacement issues at all government levels (local, district, and national) (number)</li> <li>v. Relevant district plans that include refugee settlement areas (number), disaggregated by sector to capture line ministry engagement</li> </ul>
Sub-objective 1	Outcome Indicators
Strengthen ownership of local government and community institutions	<ul style="list-style-type: none"> <li>i. Communities with functional operation and maintenance committees of infrastructure for basic social services (health, education, and water) (%)</li> <li>ii. Communities who believe that their views have been taken into account in the local development process (%), disaggregated by gender</li> <li>iii. Local governments in refugee-hosting areas publishing financial transfers and budgets at the local level (number)</li> <li>iv. Communities that have been sensitised about ReHoPE strategy and are familiar with its objectives and core principles (%), disaggregated by gender</li> <li>v. Active female participants in community leadership/ management structures (%)</li> </ul>
Sub-objective 2	Outcome Indicators
Improve basic social service delivery in terms of access, quality, and efficiency	<ul style="list-style-type: none"> <li>i. Primary school completion rate (% of which girls)</li> <li>ii. Population in refugee-hosting area with access to basic package of health services (%)</li> <li>iii. Population in refugee-hosting areas with access to safe water source (%)</li> <li>iv. Population in the refugee-hosting areas with access to safe and effective sanitation facilities (%)</li> <li>v. Level of satisfaction among targeted population with quality of services (disaggregated by specific category of services/general and by gender) (%)</li> </ul>

Sub-objective 3	
Improve economic opportunities and sustainable livelihoods	<b>Outcome Indicators</b>
	i. Persons in the refugee-hosting areas with livelihood skills who are self-employed (%), disaggregated by gender
	ii. Increase in the value of beneficiary household assets (%)
	iii. Microenterprises in the refugee-hosting areas with value addition to their products (%)
	iv. Persons in the refugee-hosting areas who have accessed microcredit as start-up or for expansion of their enterprises (%), disaggregated by gender
	v. Persons in refugee-hosting areas who are members of village savings and loans associations (number), disaggregated by gender
Sub-objective 4	
Address environmental degradation in refugee-hosting areas	<b>Outcome Indicators</b>
	i. Land area in the refugee-hosting areas under soil and water conservation practices (ha)
	ii. Degraded wetlands in the refugee-hosting area restored (ha)
	iii. Land area in the refugee-hosting area planted with trees (ha)
	iv. Households in the refugee-hosting areas using energy saving devices (number)
	v. Communities in the refugee-hosting area trained in soil and water conservation measures (%)

# G

## REHOPE LINKAGES WITH THE SETTLEMENT TRANSFORMATION AGENDA

UNDAF Outcomes	Settlement Transformation Project Objects
<p><b>ReHoPE Objective 1: Strengthen ownership of local government and community institutions</b></p>	
<p><b>Outcome 1.1. Rule of Law and Constitutional Democracy</b> By end 2020, Rule of Law, separation of powers and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice</p> <p><b>Outcome 1.2. Human Rights and Gender Equality</b> By end 2020, gender equality and human rights of all people in Uganda are promoted, protected and fulfilled.</p> <p><b>Outcome 1.4. Peace, Security and Resilience</b> By end 2020, Uganda enjoys sustainable peace and security, underpinned by resilient communities and institutional systems that are effective &amp; efficient in preventing and responding to natural and man-made disasters.</p> <p><b>Outcome 2.4. Addressing GBV and Violence Against Children</b> By end 2020, incidence and impact of GBV and VAC on women and children is substantially reduced, underpinned by a strong institutional, societal and media response.</p> <p><b>Outcome 3. Institutional Development, Transparency and Accountability</b> By end 2020, targeted public institutions and Public-Private Partnerships are fully functional at all levels, inclusive, resourced, performance-oriented, innovative and evidence-seeking supported by a strategic evaluation function; and with Uganda’s population enforcing a culture of mutual accountability, transparency and integrity.</p>	<p>3. Governance and rule of law: To ensure that settlements are governed in a way that respects the rights and obligations of refugees and promotes the rule of law among refugees and host communities</p> <p>4. Peaceful coexistence: To create an enabling environment for refugees to live in safety, harmony, and dignity with host communities, and, together, to contribute to social cohesion.</p>
<p><b>ReHoPE Objective 2: Improve basic social services delivery in terms of access, quality, and efficiency</b></p>	
<p><b>Outcome 2.1. Learning and Skills Development (ECD, primary and secondary education emphasis)</b> By end 2020, an effective and efficient well-resourced formal and non-formal quality education system that is accessible, inclusive, relevant, and produces highly skilled and innovative graduates for the job market and emerging national development needs</p> <p><b>Outcome 3.2. Infrastructure, Production &amp; Trade</b> By end 2020, Uganda’s stock of infrastructure adheres to physical planning policies and standards to support production and trade; production systems (agriculture, industry, mining &amp; tourism) are internal &amp; international market oriented, competitive, climate resilient, environmentally friendly, gender responsive, green technology driven and generating sustainable job opportunities for all, particularly women and youth; trade is formalised, competitive, scalable, ICT-enabled, regionally integrated, promoting MSMEs and corporate governance</p> <p><b>Outcome 2.2. Health</b> By end 2020, strengthened national capacity to deliver improved health outcome through delivering preventive, promotive, curative and rehabilitative services that are contributing to: reduced mortality and morbidity, especially among children, adolescents, pregnant women and other vulnerable groups, and sustained improvements in population dynamics</p>	<p>6. Community infrastructure: To progressively enhance economic and social infrastructure in refugee-hosting areas in accordance with local government plans and systems.</p>

ReHoPE Objective 3: Improve economic opportunities and sustainable livelihoods

**Outcome 2.1. Learning and Skills Development (technical and vocational emphasis)**

By end 2020, an effective and efficient well-resourced formal and non-formal quality education system that is accessible, inclusive, relevant, and produces highly skilled and innovative graduates for the job market and emerging national development needs.

**Outcome 3.3. Employment**

By end 2020, Uganda has an expanded and well-regulated labour market with safe and decent jobs benefiting all, particularly women, youth and other vulnerable groups.

**Outcome 2.3. Social Protection**

By 2020, a nation with resilient communities and reduced extreme poverty and inequalities

1. Land management: To ensure that settlement land is managed in a way that is efficient and sustainable.
2. Sustainable livelihoods: To foster sustainable livelihoods for refugees and host communities and thereby contribute to socio-economic growth.

ReHoPE Objective 4: Addressing Environmental Degradation in refugee-hosting areas

**Outcome 3.1. Natural Resource Management and Climate Change Resilience**

By end 2020, Natural resources management and energy access are gender responsive, effective and efficient, reducing emissions, negating the impact of climate-induced disasters and environmental degradation on livelihoods and production systems, and strengthening community resilience

5. Environmental protection: To protect and conserve the natural environment in and around refugee settlements.

A woman with dark skin and a green and blue patterned headscarf is holding a white sign. She is looking directly at the camera with a neutral expression. The background is slightly blurred, showing other people and what appears to be an outdoor setting.

THANK YOU  
UGANDA!!

THANK YOU  
ADJUMANI!!

