



Government of Uganda



# Self-Reliance Strategy (1999 – 2003) For Refugee Hosting Areas in Moyo, Arua and Adjumani Districts, Uganda



Report of the Mid-term Review  
April 2004

This independent mid-term review was organized by the UNHCR Branch Office in Uganda, the East and Horn of Africa Desk of the Africa Bureau and the Reintegration and Local Settlement Section of the Division of Operational Support, UNHCR Headquarters, Geneva.

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## Executive Summary

This report presents the main findings and recommendations of the mid-term review of the Self-Reliance Strategy for Refugee Hosting Areas of Moyo, Adjumani and Arua Districts of Northern Uganda (SRS). The review was undertaken by a seven person team from 8 February to 3 March 2004 in Uganda.

Uganda has been hosting refugees since the 1940s and the country is considered to be among those with relatively enlightened refugee policies and hosting practices in Africa. The vision of Uganda's refugee policy is: *"to find durable solutions to refugee problems by addressing refugee issues within the broad framework of government policy and to promote self-reliance and local integration of refugees through promoting social development initiatives in hosting areas"*.

Among the key elements of Uganda's policy and practice regarding hosting of refugees are: (i) allocation of land to refugees in designated "settlements" (for both homestead and agricultural purposes), to enable refugees to become self-sufficient in food production; (ii) relatively free access of refugees (registered or self-settled) to education, health and other facilities built by the government; (iii) the openness and generosity of local communities – related to the fact that many Ugandans had been refugees once and the cultural and ethnic affinities between Ugandans and many of the refugees – which has been a major factor in facilitating refugee integration into Ugandan society. Given these pre-disposing factors, the concept of *self-reliance for refugees* has been a potentially viable option in Uganda – predating the "Self-Reliance Strategy".

Uganda hosts over 200,000 refugees from many countries, with the Sudanese forming the majority (about 80%). Uganda also has the largest caseload of Sudanese refugees in the region. Most of the Sudanese refugees are found in the three northern districts of Adjumani, Moyo and Arua, where they constitute, respectively, 36%, 15% and 5% of the total populations of these districts. The Self-Reliance Strategy was jointly developed in 1998 by the Directorate of refugees (Office of The Prime Minister - OPM) and UNHCR to promote self-reliance for the Sudanese refugees. The objectives and over all goals of the SRS are: (i) *to empower refugees and nationals in the area to the extent that they will be able to support themselves; and (ii) to establish mechanisms that will ensure integration of services for the refugees with those of the nationals.*

Rapid progress was made during the early stages (1998/99) but implementation slowed down and virtually ground to a halt shortly after due to a variety of factors (lack of a common understanding between UNHCR and OPM, inadequate funding, resistance by some of the districts due to perceived lack of sensitivity to the concerns they raised, as well as the top-down manner of its introduction, and personnel changes within both UNHCR and OPM). A new phase began in December 2001 when the First Deputy Prime Minister and Minister for Disaster Preparedness sent out a memorandum to all districts indicating that the strategy was official government policy and instructing the districts to proceed with implementation.

In carrying out its work, the review team met with a wide cross-section of stakeholders at community, district and national levels. The main findings of the team are summarised as follows:

### At the community-level

- A large degree of social cohesion and co-existence was observed – the incidences of conflict between refugee and national communities appear to be on a level, which would not warrant serious concern;
- Where land has been provided and is of reasonable potential there has been a positive increase in food production for both refugees and neighbouring nationals - it has been possible to phase out food ration distribution from a number of settlements, and/or sections of settlements;

- Although some settlements are no longer receiving food rations, it has not been possible to eliminate food distribution as completely as had been anticipated in the SRS. This was targeted for 2001. The team has noted seasonal periods of food scarcity in the majority of the communities visited.
- Regardless of whether they are on good land or poor land, the effects of shocks (droughts, floods, pests, and insecurity) has had a major impact on the progress to self-sufficiency;
- Access to education services has improved at the primary level, for both refugees and nationals. Access to health services has improved in general due to an increase in the number of staffed facilities, shorter distances, and more predictable supplies of drugs. Both communities have better access to safe water. There has been an expansion of the access road network and assistance to districts in improving and maintaining part of the feeder road network;
- However, the team has been told that there is a marked drop out rate from primary to secondary level especially among refugee children, who would have previously been eligible for support from UNHCR. Communities also experienced disruption of medical services immediately following the handing over of facilities to the districts. However, the services then improved, but did not attain the previous high level. In some areas the supply of sufficient safe water for the community's needs remains a problem;
- A major issue with facilities and services noted by the team was that of sustainability, since for both schools and clinics, which have been transferred to the districts, United Nations High Commission for Refugees (UNHCR) continues to provide the funding for their operation;
- Efforts have been made to undertake skills training particularly aimed at youth (male and female) and trainees included both national and refugee communities. Some extension services are being provided for agriculture, non-farm income, and establishment of small businesses. The refugees are learning skills which are useful when they return to Sudan;
- Despite this, the team regards the lack of consistent efforts to support income-generating activities and develop alternative livelihoods for both nationals and refugees to be a major gap in the implementation of the SRS, especially in Adjumani and Moyo Districts. This has adversely affected progress towards self-reliance, ability to weather shocks and the building up of assets, especially for future repatriation;
- Through giving communities the opportunity to come together and form groups and committees for a wide variety of activities, there has been increased opportunity for people to participate in their community affairs (although care should be taken not to overload a community with committees). There are also many attempts at informal group formation for mutual support and income generating activities especially for women. Unassisted community care of vulnerable members, among both refugees and nationals appears to be weak and ad hoc in nature;
- Refugees and nationals are coming together on service committees and for consultations on an ad hoc basis, and Refugees are learning about local governance mechanisms and structures from their Ugandan neighbours, which may have a positive effect on their return to Sudan. However, the Refugees have no formal or agreed input to the local planning system as yet;
- Community involvement in planning among both nationals and refugees appears not to be fully utilised as intended under decentralisation and there appears to be significant top-down planning at District level.

#### At District level

- There are now a greater number of nationals benefiting from access to health services, education, water supply and roads;

- The increase in services and the presence of UNHCR, Implementing Partners (IPs) and Operational Partners (OPs) have resulted in the creation of direct and indirect employment in the districts, with positive effects on the local economy;
- There has been a transfer of some sectors to the districts, boosting staff availability, and increasing the capacity of sectors in districts;
- District officials verified that the SRS provided an opportunity for the district population to learn from refugees (especially in the area of small enterprise / business);
- However, the team noted a number of constraints at the district level relating to harmonisation of planning and budgeting systems, capacities, integration of services and transfers; planning, monitoring & evaluation; institutional mechanisms & arrangements; resource allocation & disbursement procedures; policy roles and the mandate of the Office of the Prime Minister (OPM).

#### Issues at national level

- There have been limited linkages between SRS and development activities in general, and the strategy continues to rely almost exclusively on UNHCR funds, which have been declining since the inception of the SRS. Even where services have been transferred to the districts, these continue to rely on UNHCR funding support and there is scant up-take of these activities by other partners;
- The Universal Primary Education (UPE) and school feeding programme represent important efforts to include refugees in national programmes. In many areas there is access by refugees to Government built clinics, hospitals and other facilities. The OPM has also tabled proposals for the inclusion of refugees and refugee hosting areas in the Poverty Eradication Action Plan (PEAP), which is currently being revised;
- SRS continues to be largely implemented in the districts by partner organisations that are essentially relief rather than development oriented. The team did not carry out a formal assessment of current staff profiles within UNHCR and their implementing partners, but through enquiry and discussion, it was clear that the staff required to pilot a local development initiative, such as the SRS, were not in place. In the field, the Directorate for Refugees, OPM, concentrates its efforts on refugee administration and camp management. There is also a lack of developmental expertise and orientation among its staff.

The report outlines a number of recommendations to address the challenges/constraints identified at the various levels.

#### Durable Solutions Analysis- Potential impact of repatriation

- Voluntary repatriation is the preferred option for the vast majority of Sudanese refugees in the three districts visited. However, the refugees would require information and assurances from UNHCR and GoU on the peace process, security, prospects for repatriation, and the type of support they would be provided to go back (transportation, food, health facilities in transit).
- There are many dynamics which will influence the return process: relative peace and stability of Southern Sudan as compared with Northern Uganda, presence of mines and militia in areas of return, possibility of internally displaced persons occupying land in areas of return, children in school in Uganda, vulnerable and women headed households receiving support in Uganda, the level of development of services and infrastructure in Sudan.
- The majority have also expressed the view that they need support to prepare for repatriation mainly in skills training and asset creation.

- The national communities anticipate that the service levels in the area will fall as the districts and GoU will not have the resources to maintain all the created assets. They also feel that a large burden of maintenance will fall on them for the up keep of community facilities and that in some cases the maintenance training has been provided to refugees alone, and therefore they do not have the necessary skills. This view was also echoed by the district officials met.
- Because of these wide spread perceived impacts of repatriation on the districts, there is a need to devise an overall strategy jointly with the districts and communities. Such a strategy should deal with identification of excess capacity, possible changes of use of facilities, operation and maintenance plans at community and district level, and the planning of any future investments, including those for repatriation, such that they are useful to the districts once the refugees leave.

### Proposed Way Forward

- In the view of the team, the Self-reliance Strategy (SRS) has shown many positive achievements and provided many useful lessons. Therefore the review team recommends a six-month transition phase to move towards a Development Assistance for Refugees<sup>1</sup> (DAR) programme for Uganda building upon the SRS experience. The transition phase should start in July 2004, to coincide with the planning and budgeting cycle of the GoU.
- The transition phase from SRS to DAR would be preceded by a thorough discussion involving all stakeholders on the findings and recommendations of the SRS mid-term review. The review team recommends national and district based workshops as well as briefing for development partners.
- Government should take a lead role in the DAR, and be supported by UNHCR. OPM should work in close collaboration with the Ministry of Finance, and Economic Planning (MoFEP) and the Ministry of Local Government (MoLG). It is also recommended that UNHCR continue efforts to encourage wider UN participation and supports the OPM in the bringing in other partners.
- The review team recommends that a taskforce or similar body, supported by a light secretariat, be tasked with ensuring the development of an operational plan for the DAR and follow through its implementation. The formulation of the plan and identification of priorities should be done in a bottom-up manner with adequate consultation and inputs from community through to district level (refugees and nationals).
- The team recommends that UNHCR headquarters recognise Uganda as a DAR pilot of global interest – and provide the required support based on development skills, which could be addressed by deploying the necessary expertise in Uganda.
- The review team further recommends that consideration be given to placing any additional expertise for the transition phase and the DAR, either within the office of the UN Resident Coordinator or within OPM. This should avoid creating the impression that the DAR process is being driven by UNHCR and assist in fostering collective ownership.

The team concludes that by providing an organising framework and building upon past activities and practices, the SRS has resulted in greater focus on issues of self-reliance, rather than a mere acceptance that land is available to refugees. In that sense it has reinforced the GoU thinking and practice in dealing with protracted refugee situations.

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<sup>1</sup> Despite the title, the DAR concept is inclusive of the nationals living in refugee hosting areas.

## Acronyms

AAH	Aktion Afrika Hilfe ev
ACAO	Assistant Chief Administrative Officer
ACORD	Agency for Cooperation and Research in Development
ADEO	Africa Development and Emergency Organization
AHA	Africa Humanitarian Action
BO	Branch Office (UNHCR)
CAO	Chief Administrative Officer
CAP	Consolidated Appeal Process
CAR	Central African Republic
CAS	Country Assistance Strategy
CEFORD	Community Empowerment for Rural Development
CCA	Common Country Assessment
CS	Community Services
DAR	Development Assistance for Refugees
DASS	Danish Assistance to the Self-Reliance Strategy
DC	District Council
DED	German Development Service
DEO	District Education Officer
DDP	District Development Plan
DRC	Democratic Republic of Congo
DTF	District Taskforce
EFNAs	Emergency Food Needs Assessments
FAO	Food and Agricultural Organization
FDG	Focus Group Discussions
GoU	Government of Uganda
GTZ	German Development Cooperation
HAP	Health for Adolescents Programme
HDI	Human Development Index
HQ	Headquarters
IAS	International Aid Sweden
IDA	International Development Association
IDP	Internally Displaced Persons
IGA	Income Generating Activities
ILO	International Labour Organization
IP	Implementing Partner
JFAM	Joint Food Assessment Missions
JRS	Jesuit Refugee Service
LC	Local Council
LRA	Lord's Resistance Army
LWF	Lutheran World Federation
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
M&E	Monitoring and Evaluation
NGOs	Non-governmental Organizations
NUSAF	Northern Uganda Social action Fund
OCHA	UN Office for Coordination of Humanitarian Affairs
OPM	Office of the Prime Minister
OP	Operating Partner
OXFAM	Oxford Committee for Famine Relief
PEAP	Poverty Eradication Action Plan
PMA	Programme for the Modernization of Agriculture
RDC	Resident District Commissioner

RLSS/DOS	Reintegration and Local Settlement Section/Division of Operational Support
RWC	Refugee Welfare council
SNV	Netherlands Development organization
SOA	Sub-office Arua
SOP	Sub-office Pakelle
SRS	Self-Reliance Strategy
TPO	Transcultural Psychosocial Organization
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
UNRF II	Uganda National Rescue Front II
WFP	World Food Programme

# 1 Background

Uganda is surrounded by countries in conflict or transition, and has been and continues to be an epicentre for refugees for many decades. Between 1942 and 1944, 7000 Polish refugees, mainly women and children were settled in two camps, Nyabyeya (Masindi) and Koja (Mpunga) in Mukono District. There were also camps for Germans, Italians, Austrians, Romanians, Bulgarians, Yugoslavs, Hungarians, French Legionnaires, Maltese and stateless Jews. Thus the country has a long tradition of hosting refugees.

## 1.1 Sudanese Refugees in Uganda

Currently, Uganda hosts over 200,000 refugees from Sudan, Democratic Republic of Congo, Rwanda, Somalia or Somaliland, Burundi, Ethiopia, Eritrea and Kenya. Sudanese refugees form the majority of refugees in Uganda (about 80%). Uganda also has the largest caseload of Sudanese refugees in the region – see tables 1.

**Table 1: Sudanese refugee populations in Africa Region**

Country	CAR	Chad	DRC	Egypt	Eritrea	Ethiopia	Kenya	Uganda
Refugee Population	36,000	95,000	69,473	30,324	661	88,194	59,500	223,079

Source: Regional Operations Plan for the Repatriation and Reintegration of Sudanese Refugees. UNHCR, Africa Bureau, January 2004.

The vast majority of Sudanese refugees are found in the three northern districts of Adjumani, Moyo and Arua, and they constitute respectively, 36%, 15% and 5% of the total populations of these districts – see table 1c. The northern districts of Uganda are poorer than the rest of the districts, are marginalised and plagued by insecurity, displacement and under-development<sup>2</sup>. There is an estimated 1.5 million Internally Displaced Persons (IDPs) as a result of widespread insecurity in the north, especially in Acholi and Lango sub-regions.

**Table 1c: Refugee populations relative to total population in the districts of Adjumani, Moyo and Arua**

District	District Population	Refugee Population	Refugees as % of Total Population
Arua	834,250	40,690	5
Moyo	202,291	31,067	15
Adjumani	167,964	60,987	36

Source: WFP/UNHCR: JFAM for Sudanese Refugees (West Nile). March 2003

*Refugees make many contributions to Ugandan society – cultural, social and economic. In the northern districts refugees frequently inhabit sparsely populated areas, they are producers and consumers of goods and services and by virtue of the agencies present to service needs of refugees, jobs are created and local economy stimulated.*

By virtue of their number and areas of settlement – i.e. the drier, poorer parts of the country - Sudanese refugees in Uganda pose significant development challenges for the communities, districts

<sup>2</sup> Prior to launch of the SRS, the Human Development Index (HDI) of northern Uganda was 0.301 compared to a national average of 0.380, and 0.442, 0.357 and 0.327 for central, western and eastern Uganda (Source: Uganda Human Development report, 1997).

and the country in general, requiring a sound policy environment, to mitigate potential adverse effects, but, also to capitalize on opportunities created by the presence of refugees.

## **1.2 Policy Environment**

Uganda has been hosting refugees since the 1940s and the country is considered to be among those with relatively enlightened refugee policies and hosting practices in Africa. The vision of Uganda's refugee policy is: *"to find durable solutions to refugee problems by addressing refugee issues within the broad framework of government policy and to promote self-reliance and local integration of refugees through promoting social development initiatives in hosting areas"*.

Key elements of Uganda's policy and practice regarding refugees include the following:

- Allocation of land to refugees in designated "settlements" (for both homestead and agricultural purposes), to enable refugees to become self-sufficient. The policy of local settlement has been in place since the arrival of the early refugees in Uganda (1940s/50s). It is estimated that Government of Uganda (GOU) has allocated well-over 3300 km<sup>2</sup> of land to refugees in consultation with communities and Districts;
- In many parts of the country, refugees (registered or self-settled) freely access education, health and other facilities built by the government;
- A new Refugee Bill was tabled in parliament in February 2004. Although long in gestation, the bill is considered far-reaching in its scope, dealing among other things, with issues related to jobs, employment, and freedom of movement, integration of services and self-reliance for refugees and development of host communities;
- The openness and generosity of local communities – related to the fact that many Ugandans had been refugees in the past (many times, including people in government positions) and the cultural and ethnic affinities between Ugandans and many of the refugees - has been a major factor in facilitating refugee integration into Ugandan society;
- The fact that Uganda has since 1997 adopted a Poverty Eradication Action Plan (PEAP) as the national comprehensive planning framework, and has a decentralization policy in place since 1994 provides additional entry points for taking into account refugee issues in development planning.

Given these pre-disposing factors, the concept of *self-reliance for refugees* has always been a viable option in Uganda– predating the "Self-Reliance Strategy". Thus both in policy and practice, there is a conducive environment for refugees in Uganda which deserves recognition.

## **1.3 The Self-Reliance Strategy for Sudanese refugees in Uganda**

### **1.3.1 Introduction and evolution of the SRS**

The SRS was jointly developed by the Office of the Prime Minister (OPM), Directorate of Refugees and UNHCR Uganda. It should be pointed out however, that Uganda's refugee policy already emphasised in one form or the other the concept of self-reliance. Refugees in Kiryandongo (Masindi district) have been reported to achieve self-sufficiency in food production allowing GOU and WFP to phase out food distribution many years ago (i.e. by 1995). Indeed, developments in settlements such as Kiryandongo are said to be precursors to what was later to become the *"Self-Reliance Strategy for Refugee Hosting Districts of Adjumani, Moyo and Arua"* – the SRS.

Initial discussions on the concept of SRS took place in early 1998 and the concept was tabled to stakeholders (UN agencies, Districts, NGOs, MPs and others) at a first Round Table in July 1998. Momentum continued to be generated but following the second Round Table held in June 1999, progress slowed down and the strategy virtually ground to a halt due to a variety of factors – lack of a common understanding between OPM and UNHCR, poor introduction of the concept to the districts (including the top-down manner of its introduction), change in staff and management within UNHCR, inadequate funding and resistance in some districts due to perceived lack of sensitivity to the concerns they raised.

As the SRS process stalled at national level in 2000 and 2001, it took shape in the districts based on how it was perceived and adopted. The progress depended on:

- The receptivity of the district authorities and politicians, based in part on the perceived impact of the size of the refugee populations at the district level;
- The degree of awareness raising and information available;
- Individual interpretation and initiative of UNHCR staff in the field;
- Degree of internalisation of SRS philosophy and principles by implementing and operating partners.

A new phase began in December 2001 when the First Deputy Prime Minister and Minister for Disaster Preparedness and Refugees sent out a memorandum to all refugee hosting districts indicating that the strategy was official government policy and instructing the districts to proceed with implementation.

### **1.3.2 Objectives of SRS**

As spelled-out in the Strategy Paper for Self-reliance for Refugee Hosting Areas in Moyo, Arua and Adjumani Districts (1999-2003), the objectives and over all goals of SRS are:

- *to empower refugees and nationals in the area to the extent that they will be able to support themselves; and*
- *to establish mechanisms that will ensure integration of services for the refugees with those of the nationals.*

The overall goal of the strategy is “*to improve the standard of living of the people in Moyo, Arua and Adjumani districts, including the refugees*”. The strategy was also viewed as an important mechanism for preparing refugees for eventual repatriation. Although SRS was initially for Arua, Moyo and Adjumani, the team was told that government later adopted it as the main policy framework for refugee assistance in Uganda

The ultimate goal of the SRS was to integrate the services to refugees in the eight key sectors of assistance (*health; education; community services; agricultural production; income generation; environmental protection; water and sanitation, and infrastructure*) currently provided for the refugees into regular government structures and policies. This means also enhancing the government’s (and district) capacity to take over this responsibility and monitor and coordinate the implementation of its refugee policy.

The SRS was a 4-year strategy with the first two years focused on initial activities – *with all food assistance being phased out in 2001* – and the last two years on consolidating the structures and systems set up in the initial 2 years. The strategy envisaged that “*by the year 2003, the refugees will be able to grow or buy their own food, access and pay for basic services and maintain self-sustaining communities*”.

Under the strategy, districts were to play a lead role in implementation, with UNHCR and OPM providing policy guidance. A key assumption was that support from traditional development partners would be forthcoming to take over from UNHCR.

## **2 The Terms of Reference of the SRS Mid-term Review**

At its inception, there was provision for a mid-term review of the SRS and a final evaluation at the end of 2003. While there were many ad hoc assessments of on-going activities, no mid-term or final evaluation was ever undertaken as was envisaged – some attempts were made though through the “Stock-taking exercise” of UNHCR Branch office (BO) and the recent mission by RLSS/DOS in

September 2003. The current mid-term review therefore is the only comprehensive review of the strategy undertaken since its inception. This – particularly when the strategy was going through very difficult times - has played a significant part in preventing timely corrective measures being taken.

The goal of the mid-term review of 2004 is to examine the overall impact and effectiveness of SRS – “*assess the extent of implementation of the SRS in Uganda; identify successes, failures and gaps in the implementation; make proposals for better implementation of the Self-Reliance strategy; specifically to commence the successful transformation of Development Assistance for Refugees (DAR) for SRS*”.

The specific tasks of the team were to:

- Critically analyse the self-reliance strategy in terms of food security, access to livelihood, social and economic welfare;
- Examine the capacity of district departments to implement UNHCR funded projects;
- Assess the integration of Refugee Services into the District System;
- Assess the perception of District authorities on SRS; and
- Examine the Linkage of Services with the Community/Refugees.

The full text of the Term of Reference can be found in Annex A.

### **3 Methodology**

#### **3.1 Team Composition**

The review team consisted of 7 persons:

- 2 independent external consultants one of whom was the team leader
- 2 Persons from OPM;
- 1 Person from WFP/Uganda;
- 1 Person from MoLG/GOU; and
- 1 person from NGOs.

See Annex C for members of the mid-term review team.

When the mission was originally conceived it was expected that there would be participation of UN agencies (UNICEF, UNDP, and FAO) but these agencies did not participate.

The mission, which lasted four weeks in Uganda, consisted of the following segments:

- *A preparatory phase*: one week in Kampala (8-14 February 2004) to design interview guides, review literature, plan the field mission and meet Kampala-based stakeholders;
- *A Field visit*: a 12 day field mission to the districts – Adjumani, Moyo and Arua (14 February – 26 February 2004) – see Annex D for itinerary of the team;
- *Synthesis of results*: one week in Kampala to prepare a summary report and debrief UNHCR/OPM (27 February – 3 February);
- *Preparation of final report*: 10 days preparation of draft report of review at UNHCR HQ in Geneva by the two consultants (8 March-17 March 2004).

The team submitted a final report to GOU and UNHCR-Kampala at beginning of April 2004.

#### **3.2 Tools used**

The review team used the following methods:

- Meetings with individuals and groups of stakeholders;
- Focus Group Discussions (FGDs) – for women, men, youth and vulnerable groups in refugee communities and national villages;

- Household interviews – for male, female and vulnerable-headed households in refugee and national villages;
- Observation; and
- Review of literature and available documents.

The checklist of questions used for the general meetings, FGDs and household interviews can be found in Annex B. These were developed during the preparatory phase of the mission.

### **3.3 Stakeholders consulted**

The team consulted with a wide cross-section of stakeholders – see Annex C for list of persons met. The main categories were:

#### At District level

- Selected refugee communities in Adjumani, Moyo and Arua districts;
- Selected national villages in the three districts;
- Village and refugee community leaders (Refugee Welfare Committee -RWC I - and Local Council; LC I - levels);
- Sub-county officials – Local Council III (LCIII) and Sub-county Chiefs, and members of sub-county local governments;
- Refugee representatives at RWC III level;
- UNHCR field staff, UNHCR Implementing Partners (IPs) and Operating Partners (OPs) in the districts;
- Sector heads and staff of District technical departments;
- OPM field staff;
- Chief Administrative Officers (CAO);
- District Council members;
- LC V Chairpersons and members of the district councils;
- Resident District Commissioners (RDCs)

#### At Kampala level

- UNHCR BO – The UNHCR Representative and staff (management, programme, protection);
- UN- agencies: UNDP, FAO, UNICEF, WFP, OCHA;
- Donor representatives (Netherlands, GTZ);
- Ministry of Local Government (MoLG), Ministry of Health, Ministry of Education and Ministry of Finance, Planning and Economic Development;
- OPM staff – Directorate of Refugees;
- GOU Policy makers: First Deputy Prime Minister/Minister for Disaster Preparedness, Permanent Secretary/OPM, Commissioner/Directorate of Refugees, etc.

### **3.4 Places visited**

Table 2 below contains a list of the places visited by the team in the districts. In order to get a broad perspective of conditions in the field, and properly assess how the strategy was performing under different conditions, the team organised its field trip such that:

- Villages and settlements in both high and low agricultural potential areas and on different ration regimes were covered. Thus in Adjumani, the team visited Obilokongo (high potential) and Kolididi (low potential) village/settlement;
- Visits were made to self-settled refugees (Munu in Moyo) to ascertain how other refugees not covered by the SRS were getting by;
- Visits were made to sites where land pressure was reported to be generating conflicts between villagers and refugees (e.g. Kolididi);

- Visits to specific settlements such as Mirieyi Transit camp in Adjumani where refugees had been staying for 10 years and had not been moved to settlements – this camp is inhabited by Dinkas and Nuer who are predominantly pastoralists. Since provision of land was the pillar of the SRS, it was of interest to assess how refugees with non-farming backgrounds were faring.
- Visits to see how integrated facilities were working (Health Clinic transferred to the district in Ibakwe and a refugee school in Kali Central – Moyo).

**Table 2: Places visited by the SRS mid-term review team**

<i>District</i>	<i>Sub-county HQ</i>	<i>Refugee Settlement</i>	<i>National Village</i>
<i>Adjumani</i>	Adopi, Ofua	Mireiyi, Keyo II, Kolididi, Obilokongo	Obilokongo, Kolididi
<i>Moyo</i>	Itula Lefori, Uriama	Nyawa, Murubi	Legu, Munu
<i>Arua</i>	Odupi, Rigbo,	Simbili I & Ossa 1 (Rhino Camp); Point D & Point A (Imvepi settlement)	Ngurua, Likiddo, Awa Hill, Ossa 1

### **3.5 Gaps and limitations**

As in any work of this nature, the team recognizes that there are limitations. These are related to time constraints, the lack of a quantitative approach and the fact that the team relied on views expressed (which could be distorted) – there was limited time for more in-depth investigations. It was also unclear to the team, how representative the people met were, of the population in the village or settlement. There was not always sufficient time to triangulate and verify statements made. The team could not also visit other parts of Uganda to assess how refugees outside of the SRS areas (and urban self-settled refugees using district built facilities) were coping. In addition, it was at times difficult to determine what impacts were due to SRS and what were the result of the actions of others.

Overall, the team however, is confident that that due to the extensive nature of the consultations held, the care taken to obtain objective interpreters and the preparation of checklists, has helped in assuring the quality of the conclusions. Many of the findings and conclusions of the review team are confirmed by previous reviews, which because they were scattered could not provide a comprehensive picture.

*While in Uganda, the team was made aware of the often-contentious history of the SRS – starting from its very inception. This arose from institutional misunderstandings and divergent views on SRS and different stakeholder interests. The team did not deem it necessary to delve into these issues, important as they might be. Rather our goal – taking a cue from the new spirit of cooperation that seems to prevail among all partners, starting with UNHCR and OPM – was to look to the future, and while acknowledging the challenges build upon the positive.*

## 4 Main Findings and Recommendations

This section covers the main findings and recommendations of the review team and these are grouped into the following:

- *Assessment of underlying assumptions of the SRS strategy;*
- *Review of the SRS document – as a concept of self-reliance and as an operational tool;*
- *Perception of SRS by various stakeholders;*
- *Overall achievements and challenges at community level;*
- *Issues at sub-county level;*
- *Issues at district level;*
- *Issues at national level;*

Some of the sector specific findings are presented in Annex E.

### 4.1 **Assessment of the underlying assumptions of the Self-Reliance Strategy**

The Self-reliance strategy was based on a number of key assumptions. These included the following:

- *That development agencies would come on board;*
- *There would be improved security in the districts;*
- *UNHCR and NGOs would move away from relief thinking and parallel service delivery to integration of services within district structures;*
- *The host country would effect pro-refugee policies;*
- *A transition period of four years is needed to make people self-reliant;*
- *The refugee situation would remain stable with no new influxes.*

The team reviewed these assumptions and came to the following conclusions:

#### **4.1.1 Development agencies and other partners would come on board**

The review team noted a number of positive developments in this regard. The effort of districts in allowing self-settled refugees to freely access services established using district resources was noted. The GoU has also been generous in allowing access to education funds by refugees through Universal Primary Education (UPE), and efforts are underway to include refugees in the Poverty Eradication Action Plan (PEAP) process.

With respect to UNHCR, the team noted the collaboration with WFP and UNICEF on SRS related activities, the success in bringing DANIDA (through DASS) on board, and attempts to bring in the UN-system (e.g. through the Heads of mission visit to West Nile, and UNHCR participation in the UNDAF process).

The team met with SNV and DED and was made aware of their support in terms of district capacity building, although this is not expressly linked to SRS.

*From the information made available to the review team, it was concluded that the active involvement of development agencies or inclusion of refugees in their own support programmes has not been achieved beyond UNHCR's traditional partners (WFP). Some of the reasons appear to be related to donor policies, lack of sustained effort to attract partners, and mind set among potential partners (e.g. some line Ministries and development agencies) that refugee issues are taken care of by OPM and UNHCR. Sufficient effort was not made to pro-actively bring them on board.*

### **4.1.2 There would be improved security**

The team was informed that the peace agreement with UNRF II has significantly improved security in Arua and Moyo districts. Unfortunately incursion of LRA rebels in parts of Adjumani continues and this has an adverse effect on the program – see table 4.1 – it has hampered capacity to produce food<sup>3</sup> and diverted resources. Coupled with this, Adjumani and Moyo’s relatively isolated position and routes through the troubled areas of Gulu and Lira has an impact on the prospect for development in these areas. This also limits the livelihood possibilities for the nationals and refugees in these districts. In Adjumani, the team was informed of facilities that had to be abandoned due to insecurity, although this is not widespread<sup>4</sup>.

Table 4.1 LRA Security Incidents in Adjumani District

Year	2000	2001	2002	2003	2004 to date
No. of incidents	22	8	11	11	0

Data supplied by OPM - Adjumani

### **4.1.3 UNHCR & NGOs move away from relief thinking and parallel service delivery.**

The review team has noted that the phasing out of OXFAM and the introduction of DED in Arua brought in an organization with a recognized development background. The initiation of integrated service delivery and transfer to the districts (though limited at the moment, especially in Adjumani and Moyo districts) constitute important steps forward. However, a number of challenges remain, such as:

- UNHCR has provided little guidance, or training /reorientation, and limited access to external development expertise for its staff. The view was expressed that UNHCR training was sometimes targeted at international rather than local staff. UNHCR has developed a global self-reliance manual – it is unclear if this has been used in the implementation of SRS;
- From information gathered in the field it would seem that NGOs have been doing bits and pieces under a humanitarian banner, but that there is need for focusing efforts and reaching a volume (critical mass) to create a meaningful development impact;
- The review team had the impression that many of the IPs have an unhealthy reliance on one major source of funding, namely UNHCR, and therefore it may be difficult for them to act as a challenging partner – leaving UNHCR to dictate the form and nature of assistance;
- IPs / OPs may, in some cases, have difficulty in attracting staff with the appropriate skills and background.

### **4.1.4 Host country will effect pro-refugee policies**

The team observed many positive developments such as:

- The draft refugee Bill went to parliament during the mission period – although a lot of work will remain to be done to overcome some anti-refugee sentiments and to make the content operational if/when the Bill is passed.
- There has been positive interest expressed by GoU for a “Development Assistance for Refugees” (DAR) Programme, but there are issues remaining that will need attention. These issues will be highlighted in sections 4.5 and 4.6
- Despite lack of a new refugee Bill, there has been a long practice in Uganda of hosting refugees in a liberal manner.

<sup>3</sup> OPM/UNHCR: SRS Consultative workshops held in Adjumani and Moyo Districts, November 2003.

<sup>4</sup> The JFAM Report of March 2003 states that “Arua district reported 1,800 refugees displaced from Maji settlement (Adjumani District) because of insecurity”.

*Without an established legal framework, important issues relating to self-reliance of refugees such as freedom of movement, employment and taxation will remain unresolved and/ or left to arbitrary interpretations.*

#### **4.1.5 A transition period of 4 years is needed to make people self-reliant.**

The team found this to be an over ambitious assumption, even under the best of circumstances, to have all livelihood solutions in place within 4 years. The review team have found little evidence that non-farming based solutions for self-sufficiency have been examined. The path to self-sufficiency has also been adversely affected by shocks (i.e. climate and security).

The review team has also questioned whether the self-reliance strategy can be largely based on land, given plot sizes, soil quality, non-rotation, and in some cases non-availability of land.

The review team has found no evidence of systematic investigations and understanding of the livelihood and coping strategies of the refugees and nationals (a study was proposed, but not conducted). Some individual efforts have been made by some partners (e.g. WFP on-going study on Social re-distribution; Assessment of Social support mechanisms among refugees and nationals in Adjumani District, DASS, 2001; Socio-economic and Skills assessment survey in Palorinya Refugee Camp, AAH; Deepening the Self-Reliance Strategy in Adjumani, ATP/DASS report, 2003).

The team has also not been able to identify baseline data against which to measure progress, and no mechanisms to monitor the effects of the programmes on self-reliance of households in the communities. However the team has noted that there is a mechanism in place involving WFP, OPM, UNHCR and IPs/OPs to determine levels of food and income availability.

*It should be noted that some of the refugees had been hosted in Uganda since 1993 and the introduction of the SRS only took place many years later. As a principle, self-reliance planning and activities ought to start as soon as refugees reach the country of asylum.*

#### **4.1.6 The refugee situation remains stable - there would be no new influx.**

Evidence gathered by the team would suggest that refugees are still arriving particularly in Imvepi settlement in Arua, but we note that refugees have also been leaving the areas either for Sudan or other parts of Uganda. Thus in many settlements, a mixture of recent and earlier arrivals can be found and thus families on different ration regimes. This has had an impact on how community-level programmes could be implemented (e.g. effective targeting of assistance reflecting a complicated variety of levels of self-reliance.)

#### **4.1.7 District capacity would be built to fully take over in 4 years**

The review team felt that in the light of development experience of capacity building that this again is perhaps an over ambitious assumption. This is particularly true in the case of Adjumani, which was created as a district about the same time as the launch of SRS. From discussions with various partners, the team had the impression that the scope of the capacity building has been limited, with few activities reaching beyond enhancement of staff numbers, provision of allowances, logistic support and provision of some infrastructure.

*Overall, the review team notes that several of the key underlying assumptions on which the SRS was based at the onset did not hold and this had a significant impact on strategy/programme success – see sections 4.4 to 4.6 below. Several of the assumptions will need to be revisited for the future, as they continue to be unrealistic.*

## **4.2 Review of the SRS document**

The team reviewed the SRS document from two perspectives: (i) as a concept of self-reliance and (ii) as an operational tool.

### **4.2.1 As a concept of self-reliance**

The team found the conceptualisation of self-reliance is over simplified in the document. According to the document self-reliance means that refugees would be able to support themselves by the year 2003. A major limitation in the conceptual approach is to assume that progress towards self-reliance was a linear process over time and it did not factor in the effects of drought and other shocks. Moreover, the process of attaining self-reliance in the relevant districts is more challenging given the climate, security, historical factors, and marginalisation / isolation because of accessibility difficulties. These issues are not sufficiently acknowledged in the document. The linkage between pursuit of self-reliance and coping strategies was not taken into account and little provision was made in implementation to understand livelihood strategies of communities as a means to fine-tune the strategy.

*Self-Reliance can be defined as the ability of an individual, household or community to depend (rely) on their own resources (physical, social and natural capital or assets), judgement and capabilities with minimal external assistance in meeting basic needs, and without resorting to activities that irreversibly deplete the household or community resource base. It is understood to mean that refugees are able to provide for themselves, their household and community members in terms of food and other needs, including shelter, water, sanitation, health and education, and that they can cope with unexpected events, and are no longer dependent on outside assistance under normal circumstances.*

Source: Handbook for Repatriation and Reintegration Activities. UNHCR, 2004

*However, the fact that the SRS provided a framework for moving beyond government practice, and thus creating some basis for self-reliance should be viewed positively.*

### **4.2.2 As an operational tool**

The document states up front that it is a general guide and can be tailored to specific district conditions. *The team feels that this is the right approach to take in view of differences in institutional capacities, development prospects and other factors between the districts.*

On the other hand, the document does not provide sufficient guidance as a tool for operations generally, and specifically for those in the districts. The roles and responsibilities of the various stakeholders are not adequately spelt out. (Often there is reference to shared responsibilities without a clear idea of how they are to be shared.) The team understands that the original idea was that the strategy document should be seen as a living document to be continually revised and adapted. This has not happened. There is also the impression that it is a semi-strategy document and a semi-programme document, which does not fulfil either function properly. It is also unclear how the sector specific objectives and description match the government priorities (PEAP 1998).

### **4.3 Perception of SRS by the various stakeholders – Community, District, National levels**

#### **4.3.1 Level of information about SRS**

The review team found that overall, at district level information on SRS was available, but this diminished as it reached the lower levels and was least present in communities. In general, there was:

- more awareness of SRS among refugees than nationals;
- more awareness among men than women;
- vulnerable had little or no information;
- information among refugees often come from the IPs/Ops;
- information is fragmented with only parts of the SRS strategy being known. (Communities - generally to do with cutting rations and standing on “own two feet”.);
- some LC1 and RWC1 are reasonably well informed and some have had the opportunity to participate in workshops organised by OPM/UNHCR;
- RWC III - well informed and aware of the issues;
- LC III - generally informed about SRS, but lacking documentation on the strategy. Some have benefited from workshops at district level;
- RDC/LCV - well aware of SRS and the issues surrounding the strategy ;
- CAO - well informed;
- UNHCR field staff – well informed, but sometimes lacking the original documentation;
- IPs/OPs - well informed, but sometimes lacking the original documentation;
- National level – the development partners met by the review team were all aware of the SRS.

The team however, notes that changes in staff and officials have had impact on level of awareness and information on SRS.

#### **4.3.2 Perceptions of SRS**

The SRS assumed that there would be a positive change of attitude of all stakeholders. The team found that a number of factors hampered this process, including the following:

- inadequate clarity on the objectives (particularly the motives of UNHCR);
- inadequate flow of information;
- inadequate clarity on roles;
- method of introduction to districts was contrary to the spirit of local government and decentralization in Uganda, and participatory development.

*Some positive change of attitude is evident, but a hurdle had been created by the way that SRS was introduced in the districts, that still persists in some cases.*

The team noted differentiated responses on how SRS is viewed or perceived by the various stakeholders:

- Community level: In the refugee communities SRS is associated with reduction in rations and the call for them to be self-sufficient. Among nationals, it is seen as a strategy which has given access to services for both refugees and nationals
- Sub-county level: The strategy was not bad, but due to climatic and other shocks it was not working very well. There is too little involvement at present to be clear about achievements.
- District level: some officials view SRS as a good strategy with sound goals, but it calls for additional funding and a range of capacities at district level. Some view it as a difficult concept with different implications for each of the stakeholders, therefore requiring proper dialogue. Others see implicitly that the SRS is an “off-loading” and exit strategy on the part of UNHCR. Much of the initial resistance is due to this perception. This was not helped by the top-down manner of its inception and the overall decline in UNHCR budget – in the case of

Arua District there was actually increase in total resources to the district between 2001 and 2004. There was a fear (well-grounded) that if UNHCR /OPM failed to attract additional development agencies, the districts would be left with additional responsibilities and no resources – the departure of some NGOs/IPs has sometimes reinforced this.

**Table 4.3a UNHCR Budgets and actual disbursements 2001 – 2004 (Adjumani District)<sup>5</sup>**

	2001	2002	2003	2004 (First quarter only)	Comments
Total Budget (Ug Shs)	N/A	566,676,206	370,591,775	70,535,000	Inadequate and delayed funds from Branch Office/ HQs coupled with delayed accountability of funds received by the districts.
Total Disbursements (Ug Shs)	N/A	488,777,569	358,429,771	70,535,000	

**Table 4.3b UNHCR Budgets and actual disbursements 2001 – 2004 (Moyo District)**

	2001	2002	2003	2004 (First quarter only)	Comments
Total Budget (Ug Shs)	N/A	206,433,974	170,531,763	85,243,921	Inadequate and delayed funds from Branch Office/ HQs coupled with delayed accountability of funds received by the districts
Total disbursements (Ug Shs)	N/A	178,449,333	166,398,161	85,243,921	

**Table 4.3c UNHCR Budgets and actual disbursements 2001 – 2004 (Arua District)**

		Disbursements \$			
		2001	2002	2003	2004 Budget
<b>NGOs</b>					
1	German Development Service (DED)	1,052,234.80	847,238.58	1,037,720.33	983,293.53
2	Lutheran World Federation (LWF)	-	-	235,066.53	496,646.57
<b>District Departments</b>					
1	District Director of Health Services	93,299.40	196,407.01	192,822.32	190,950.65
2	District Education Department	-	188,763.52	205,654.72	205,228.89
3	District Forestry Office	28,613.35	21,079.19	42,880.85	38,345.25
4	Directorate of Community Services	-	-	62,585.89	77,859.45
5	Office of the Prime Minister (OPM)	107,500.77	121,275.45	231,177.03	133,805.49
<b>TOTAL</b>		<b>1,281,648.32</b>	<b>1,374,763.75</b>	<b>2,007,907.67</b>	<b>2,126,129.84</b>

<sup>5</sup> It is unclear if these figures include SRS budgets implemented through IPs in Adjumani and Moyo.

*The team found that although there has been progress in the harmonisation of views, SRS, still means different things to different stakeholder groups. Understandably there is no common perception of what SRS is, partly due to different stakeholder group interests. Such differences are therefore likely to persist in the future (and need to be addressed or worked on).*

#### **4.4 Overall impact of SRS at the community level**

It was the view of the review team that SRS must be judged firstly, by its impact at community level. The team therefore paid special attention to community level views and perceptions regarding impact of SRS.

At the community-level, a large degree of social cohesion and co-existence was observed – the incidences of conflict between refugee and national communities appear to be on a level, which would not warrant serious concern. This co-existence is happening despite the fact that the communities live physically apart and have different community structures and mechanisms, and in some cases even different languages and religions. The openness of the receiving communities has been a major force for social cohesion. Integration/sharing of services has built on this good will and brought the communities closer together - it is doubtful whether such cohesion could have been maintained in the face of unequal access to services. In fact there is evidence to suggest that cohesion and cooperation has increased since the introduction of service sharing. It is reported that nationals now have a greater feeling of ownership and right of use of the facilities built.

*Community Integration: “a situation in which host and refugee communities are able to co-exist, sharing the same resources – both economic and social – with no greater mutual conflict than that which exists within the host community”*

Source: Harrel-Bond, B. E. 1986 Imposing Aid: Emergency Assistance to Refugees

##### **4.4.1 Food security**

The SRS has as its main pillar the provision of land to refugees to enable them to grow their own food and attain self-sufficiency. In this regard, the GOU has provided over 3,000 km<sup>2</sup> of arable land to refugees – on the basis of “right-of-use-for-the-time-they-are-in-exile”. The RLSS/DOS mission to Uganda of September 2003 states, “Food self-sufficiency, albeit, affected by intermittent dry spells, has been achieved for the majority of the refugees. This however, needs to be assessed, evaluated systematically and documented...”

##### **Impact / Achievements**

- Where land has been provided and is of reasonable potential there has been a positive increase in food production for both refugees and neighbouring nationals.<sup>6</sup> In Adjumani, refugee settlements in fertile areas include Maji I – IV, Mogula, Magbura I & II. Mogula is said to be the “bread basket” of Adjumani. The NGO, AHA reports that in Adjumani, nutritional surveys show that in good years and good locations, there could be 80 – 90% self-sufficiency in food among refugees. In Arua, WFP report of February 2004 notes that only new arrivals and extremely vulnerable individuals are on 100% food rations – the bulk of the refugees (55%) being on reduced food rations.<sup>7</sup>

<sup>6</sup> The “Stocking exercise” conducted by UNHCR Uganda, states that 60% of the refugee population in northern Uganda is self-sufficient in terms of food and the remaining 40% are at various levels of food self-sufficiency. In total, 39,200 Mt less food was distributed to refugees as a result. The team could not verify these figures.

<sup>7</sup> PRRO 10121.0 Briefing Note on programme activities for refugees and nationals, February 2004, prepared by UNWFP Arua sub-office.

- Due to land being made available refugees can grow a wider variety of foods than those available in the ration (e.g. sorghum, cassava, sesame, ground nuts, a variety of vegetables).
- It has been possible to phase out food ration distribution from a number of settlements, and/or sections of settlements.
- In normal years, the food availability in local markets has increased due to the food production activities of refugees.
- It was also noted that the extensive WFP-sponsored school feeding programme was influencing household levels of food security especially for the children

### **Constraints / Challenges**

- Although some settlements are no longer receiving food rations, it has not been possible to eliminate food distribution as completely as had been anticipated in the SRS, which had a target date of 2001. The team has noted seasonal periods of food scarcity in the majority of the communities visited – in Arua this is reported to be the period April - September<sup>8</sup>. The March 2003 JFAM report notes that in Arua district all refugees receive WFP food aid while in Moyo and Adjumani districts, 61% and 43% are still on ration.<sup>9</sup> – this could be related to the food shortage caused by pests, droughts and floods that occurred in the past year – see below.
- Areas where limited land is available, it is of poor quality or there is a reduction in soil fertility the achievements have not enabled people to move towards food self-sufficiency. For example in Arua, refugees are mostly settled in the Nile Basin area, which is low-lying land characterised by irregular rainfall patterns and poor soils.<sup>10</sup> In Adjumani, it was reported to the team that there are several refugee settlements in the drier areas (Agojo, Dubaju, Arere I & II, Olijji, Arra. Nyeu, Erema Keyo I & II, Baratuku Nyumanzi I & II). The team was told of a number of informal arrangements, which were in place such as renting of land to enable refugees to access additional land for their needs<sup>11</sup>.
- The team were informed of reduction in soil fertility due to soil exhaustions, lack of enough land for rotation, and finally, limited use of soil improvement techniques. This was especially true of the refugee settlements as the nationals had more possibilities for rotation.
- Regardless of whether they are on good land or poor land, the effects of shocks (droughts, floods, pests, and insecurity) has had a major impact on the progress to self-sufficiency. In many areas, refugees report that rains have become unreliable and that they effectively only have one season of rains in the year.

*Coping strategies used by refugee households to deal with income and food scarcity:*

- *Reduction in the number of meals and food intake;*
- *Agriculture casual labour “lejaleja”;*
- *Use of natural resources: sale of firewood and thatching grass, charcoal;*
- *Petty trading – brewing, cooking and selling food, hairdressing, tearooms and restaurants, small kiosks, buying and selling;*
- *Rearing small animals: goats, sheep, chickens.*

- In terms of food security, the refugees appear to be able to rely on external support (i.e. WFP food distribution) to a greater extent than nationals, in the event of shocks due to drought, floods or pests.

### **4.4.2 Access to Services**

<sup>8</sup> Briefing note on Programme activities for refugees and nationals, UNWFP Arua sub-office, Feb. 2004

<sup>9</sup> JFAM mission Report, March 2003.

<sup>10</sup> GTZ Appraisal report on Food and Nutrition Security in the West-Nile Region, October 2003

<sup>11</sup> The JFAM Report of March 2003 notes that only 38% of the arable land in Imvepi/Rhino Camp was put to use in second season of 2002 and 56.6% in Moyo. This means that for various reasons, refugees are sometimes unable to utilize all the land put at their disposal which makes food self-sufficiency through own production more difficult to achieve.

With funding support of UNHCR, a number of facilities and infrastructure have been built in all three districts – see Table 4.4a and 4.4b. A number of these facilities are integrated and some have been transferred to the districts, although UNHCR continues to provide the resources to maintain them.

**Table 4.4a Infrastructure and facilities Moyo and Adjumani**

Item	Moyo	Adjumani	Comments
Bridges	1	2	▪ Heavy capacity bridges allowing all weather access.
Boreholes	130	202	▪ 8 of the 130 boreholes in Moyo are dry & unproductive while 2 were abandoned (security). ▪ 7 boreholes in Adjumani are either abandoned (salty) or dry.
VIP Latrines	5	18	▪ Each of the units is a five-stance structure.
Health Centres	4	22	▪ 4 of the health units were handed over to the districts. 2 in Adjumani and 2 in Moyo.
Primary schools	15	31	▪ 6 are integrated (SRS) in Moyo ▪ 6 are integrated (SRS) in Adjumani
Secondary Schools	1	3	▪ Known as Self-Help schools started by refugee parents

**Table 4.4b Infrastructure and facilities Arua**

**Infrastructure Establishment**

	Rhino Camp	Imvepi	Madi Okollo	Ikafe
<b>Primary Schools*</b>	13	7	Under construction	Not yet started
<b>Health Centres**</b>	4	2	Under construction	1
<b>Water Points (boreholes)</b>	68	35	6	7 rehabilitated
<b>Roads (Km)</b>	161	85	18	under const.

\*Maintenance of infrastructure is still under the NGO, education services under the district

\*\*Maintenance of infrastructure is still under the NGO, health services under the district

**Impact / Achievements**

- Access to education services has improved at the primary level, for both refugees and nationals, but mostly for the nationals in areas where there were no local schools before. There is improved school infrastructure, teaching staff, availability of scholastic materials. Refugee children are benefiting from UPE funding based on total school population, indicating an openness of the Ugandan school system towards refugees, and a reflection of the general Government of Uganda policy and practice regarding the hosting of refugees<sup>12</sup>. Schools are staffed by refugees and nationals, the refugees having been given teacher training and school management opportunities. A number of the integrated schools are registered with the districts and a number have been transferred to the district for management – see tables 4.4a, and b above.
- Access to health services has improved in general due to an increase in the number of staffed facilities, shorter distances, and more predictable supplies of drugs. This is particularly so for the nationals living adjacent to the refugees. The scope of health services has been broadened to include adolescent health issues, and psychosocial counselling. The refugees are also benefiting from referral services such as district hospitals and both communities are benefiting to some extent from the availability of ambulance services, which is uncommon in many rural areas.

<sup>12</sup> It has been reported that in Adjumani, refugees do not benefit from UPE – OPM/UNHCR SRS workshop, November 2003.

- Both communities have better access to safe water – however, there were reports of higher coverage among refugees than nationals. There is a marked effort to encourage community responsibility for management, operation and routine maintenance.
- There has been an expansion of the access road network and assistance to districts in improving and maintaining part of the feeder road network. In Odupi sub-county, Arua, officials report that the cost of transport is cheaper due to better road access. National communities in refugee hosting areas were appreciative of the expansion of the access road network in their area.

*Where general levels of services have improved this has sometimes created a “pull-factor” for nationals to move into the refugee hosting area (e.g. Rigbo sub-county in Arua). In Ngurua village (Arua), the LC I Chair reported that national households have increased by 30% because of improved facilities and access to services.*

### ***Constraints / Challenges***

- The team has been told that there is a marked drop out rate from primary to secondary level especially among refugee children, who would have previously been eligible for support from UNHCR. There are a limited number of scholarships available, but they are subject to stiff competition. In some cases there has been lack of clarity as to the community level management of schools and the role of refugees in such structures, once they have been transferred to the Districts. Although some nationals enjoy better access to schools as a result of school provision in refugee areas, there were some concerns regarding the use of refugee local languages for instruction in the lower primary school grades, thus putting national children at a disadvantage. A fall in level of services has been reported in schools transferred to the districts – due to decline in school inspections (e.g. the team was told that Adjumani district has only one school inspector).
- Communities experienced disruption of medical services immediately following the handing over of facilities to the districts. However, the services then improved, but did not attain the previous high level. Drugs are free when available, but there is a tendency for them to run out, and the available drugs could not treat some widespread medical complaints. This suggests some inflexibility in the system, which means the services are not able to respond to specific community needs. (E.g. worms in children, outbreaks of skin disease).
- Some of the yields of the boreholes are poor and providing insufficient water for both the national and refugee communities (e.g. in Keyo II, Adjumani District, the water was rationed and the borehole padlocked. Refugees also reported that in the height of the dry seasons the borehole could dry up completely.) In other communities, insufficient water was cited as a cause of tension between refugee and national communities.
- There appeared to be different amounts of money being collected for borehole maintenance with refugees generally paying 200/- per household per month and nationals 500/- per household per month. Despite this, no resentment was noted among nationals the team met with.
- Refugees and nationals expressed concern that some of the buildings built by UNHCR (e.g. Schools and health centres) were not permanent structures and thus demanded continual maintenance and roof replacement. The communities said they were not aware of the decision making process for building permanent or non-permanent structures.
- The communities who were now involved with maintaining their own access roads were not always satisfied with the level of the resulting service. In some refugee settlement areas the roads were still being maintained under the UNHCR and therefore there was little involvement of the community, except sometimes in terms of paid labour, and the effect of “handing over” was not known.

*A major issue with facilities and services noted by the team was that of sustainability, since for both schools and clinics, which have been transferred to the districts, UNHCR continues to provide the funding for their operation.*

*The lack of proper assessment of absorption capacity of districts prior to transfer, the limited dialogue that often takes place in the transfer process and the lack of follow up to identify weaknesses and gaps have to be addressed. The team agrees with the conclusion of the September 2003 RLSS/DOS mission that “transferring sector activities without proper assessment of capacity of line departments and evaluation of quality of services already transferred may have negative impact both on the department and well-being of populations”.*

#### **4.4.3 Income and Livelihoods**

Given the limitations on land, the effects of shocks and other factors, access to non-farm incomes and alternative livelihoods are important factors determining progress towards self-reliance. The team therefore examined the extent to which income generating and other related activities were being addressed.

##### ***Impact / Achievements***

- Efforts have been made to undertake skills training particularly aimed at youth (male and female) and trainees included both national and refugee communities. For example under SRS, did establish a centre in Ocea, in Rhino Camp, Arua district, where training opportunities in carpentry brick laying, business management etc. are provided. Community-based skills training units have been established and training for female youth (Tumaine Africa Foundation) in tailoring, office practice, knitting, weaving, customer services etc. Industrial attachments have also been introduced. (No such similar facilities seem to exist in Adjumani or Moyo districts). Although the team did not visit the Ocea centre, references to it were made by some of the communities met.
- Some extension services are being provided for agriculture, non-farm income, and establishment of small businesses;
- The refugees are learning skills which are useful when they return to Sudan (e.g. construction trades, weaving, handicrafts);
- The nationals are being exposed to the entrepreneurial skills/attitudes of the refugees.

##### ***Constraints / Challenges***

- Households have developed a variety of mechanisms to earn income including: labouring, cutting and selling grass for thatching, firewood, charcoal, hunting, petty trading up to substantial businesses. This underlines the adaptive capacity that many people possess, but it is not being built upon by the SRS, and some of the activities may have a longer-term effect on the environment (Refugees are limited in terms of how much tree planting activities they can undertake because of land availability, lack of title to the land, motivation, etc.);
- Training is being provided, but the recognition of the courses and their certification in line with Uganda national standards and Sudanese national standards has not been addressed as far as the review team is aware;
- Although there is some evidence of activities, there are:
  - Limits in the number and nature of IGAs being supported<sup>13</sup>;
  - Limited access to credit and financial services at the community level;
  - Limited access to extension services in many areas and also to skills training;
  - Limited follow-up aimed at supporting implementation of new skills and formation of household enterprises.
- There appears to be a difficulty in dealing with refugees who are non-farming –based, i.e. accommodation of refugees with cattle and/or pastoral livelihoods.

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<sup>13</sup> The UNWFP and UNHCR hammer mills groups are reported to be having a beneficial impact with groups opening bank accounts with the Centenary Rural Development Bank (deposits range from 2-3 million US\$). JFAM Report, March 2003.

*The team regards the lack of consistent efforts to support income-generating activities and develop alternative livelihoods for both nationals and refugees to be a major gap in the implementation of the SRS, especially in Adjumani and Moyo Districts. This has adversely affected progress towards self-reliance, ability to weather shocks and the building up of assets especially for future repatriation.*

#### **4.4.4 Community-level structures and capacities**

Self-reliance is largely seen from the perspective of the individual or household. But it is also essentially a community attribute –communities provide the social network required in times of adversity. Thus the existence and functioning of community structures and their capacities are an important component of self-reliance. Moreover, community organization has an important bearing on the equality of participation in development planning.

##### ***Impact / Achievements***

- Refugees and nationals are coming together on service committees and for consultations on an ad hoc basis. We have seen some good examples of how the two communities come together to plan and how the results have fed into the LC II level planning;
- In some areas LC III and RWC III were coming together and cooperating in taking common issues affecting the two communities on SRS to the LCV level, especially in resolving conflict;
- Refugees are learning about local governance mechanisms and structures from their Ugandan neighbours, which may have a positive effect on their return to Sudan;
- There are many attempts at group formation for mutual support and income generating activities especially for women;
- Through giving communities the opportunity to come together and form groups and committees for a wide variety of activities, there has been increased opportunity for people to participate in their community affairs;
- Vulnerable groups living within refugee settlements have to a certain extent a safety net in terms of food ration and some initial assistance with household needs.

##### ***Constraints / Challenges***

- There are variations in the social support network for vulnerable members in both communities. There are however, better external support services for vulnerable s in refugee communities;
- Although we have seen some good examples of inter-community planning, there are many cases where there is only informal consultations if at all, and *limited* inputs into the district planning system from refugees;
- Every project intervention seems to necessitate the creation of a group or committee of some kind. Efforts are needed to streamline and reduce the number of committees and build upon those committees already existing in the community – especially those in line with the planning system.
- Without training it is difficult for the community leadership to participate effectively in the district planning process, and to gather and be strong advocates for community priorities, as a counter to initiatives driven by the top;
- We have noted contribution of communities for the maintenance of infrastructure (although there seems to be some disparity in the financial contribution by nationals and refugees for borehole maintenance.);
- In many of the community level discussions, it was apparent that the knowledge and access to information decreased across the community, with the LC1/RWC1 officials and men’s groups being better informed than the women and vulnerable groups.

*Community involvement in planning among both nationals and refugees appears not to be fully utilized as intended under decentralization and there appears to be significant top-down planning at District level. The efforts made by DASS to develop Community Action Plans (CAPs) in Adjumani District is positive, but greater efforts are needed to ensure the inclusion of community priorities as the plans are developed at Parish, Sub-county and District levels.*

*Unassisted community care of vulnerable members, among both refugees and nationals appears to be weak and ad hoc in nature.*

#### **4.4.5 Recommendations<sup>14</sup> for Issues raised at Community Level**

The review team has identified a number of actions to address the challenges at various levels. There is a need for further discussion of the recommendations by all stakeholders and in an open participatory manner to set priorities and sequence actions within a given timeframe.

##### General

1. The Self-Reliance Strategy should set realistic goals as to the level of self-sufficiency that it is reasonable to expect under the present arrangements and conditions, and not assume that 100% self-sufficiency is always attainable. This is particularly true of refugee hosting areas with poorer land quality and/or less favourable climatic conditions.
2. In the future, all activities should target the refugees and the nationals living in refugee hosting areas. There can no longer be any reason to exclude sections of the population. This does however mean that national programmes should also address everyone living in the area.

##### Food Security

3. To enable the refugees to progress towards self-sufficiency in food, allocation of land alone is not enough. Allocation of land must be complemented by measures to enhance land productivity (i.e. improved soil fertility management, improved water management and improved technologies, advice on suitable crops for different conditions, processing, credit, marketing and farmer training /extension support). Any such support should be offered to both refugees and nationals. UNHCR and the districts ought to give serious consideration to allocating sufficient resources to facilitate the improvements listed above.
4. Efforts should be made to extend the food and nutrition monitoring system that exists for refugees to include nationals, so that periodic shocks can be quickly identified and acted upon for all those living in the refugee hosting area. This should not lead to an increase in food distribution among nationals in years of normal production, but act as a safety measure for both communities when food production is affected. WFP and UNHCR in collaboration with OPM and the Districts should incorporate this recommendation in future Joint Food Assessment Missions (JFAMs), nutrition surveys and Emergency Food Needs Assessments (EFNAs).
5. Sufficient food at household level is one of the highest priorities for refugee families, therefore more efforts should be made to inform and dialogue with the community on the basis for ration cuts. (This needs further investigation because of the importance of the issue and because of systems in place.) Ration cutting should operate as part of an improved support to agriculture, so that communities can appreciate the assistance they are being given to increase

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<sup>14</sup> Development agencies have a clear role to play in carrying out these recommendations and OPM with the support of UNHCR should make sure that they are brought on board.

their agricultural output when rations are being reduced. Action – WFP, OPM, UNHCR and the Districts.

6. The districts' drought contingency planning and mitigating capabilities need to be strengthened (or established where not existing) to assure timely and effective response to recurrent droughts. Action – Districts, Ministry of Agriculture, Animal Industry and Fisheries (MAAIF).
7. Strengthen the environment programme to reverse the environment degradation evident in many refugee settlements. Recovery programme should be put in place to ensure degraded areas are upgraded e.g. Agojo south, Dubaju, Keyos, Alere, Mungula and Maji settlements.
8. Identify components of agriculture like agro forestry to address pertinent issues of food insecurity. Food-for-work initiatives should be encouraged to facilitate such programmes

#### Access to Services

9. Communities should be further encouraged to accept responsibility for the routine maintenance and operation of services and facilities, but there should be a clear division of responsibilities and an agreed partner for the inputs which are beyond the community resources. (I.e. replacement of borehole pipes, repair of road culverts / small bridges). Action – Communities, all District levels, UNHCR, IPs and OPs.
10. The membership and work of the community committees (PTAs, water committees, etc) should be monitored whether the services have been handed over or not, to ensure fair representation of nationals and refugees (women and men), and to assess the access to support from the external partner. This would also allow the committees to present difficulties such as staff attendance, drug availability, etc. to Districts. Action –UNHCR, IPs/OPs and OPM.
11. All future investments at community level should be planned to be of use to the national communities should the refugees return to Sudan, and infrastructure aimed at smoothing possible repatriation should be planned so that it is also of use to the districts.

#### Income and livelihoods

12. The basing of SRS purely on land for farming is not always a viable strategy to have self-sufficiency for all household needs. Therefore the team recommends that a major emphasis should be given to promoting other IGAs, for both nationals and refugees, building upon what people are doing for themselves, and on sound market opportunities. IGA efforts should be accelerated in view of the impending repatriation, to cushion both communities from the likely effects. (Reference section 5) Action – UNHCR, IPs / OPs.
13. UNHCR together with OPM should particularly look at livelihood options for refugees who are traditionally non-farming based, and at ways of accommodating livestock ownership.
14. Some of the IGAs adopted by refugees and nationals are based on local resources (e.g. firewood selling, charcoal burning). Without extra land, and land ownership it is difficult for refugees to become involved in tree planting for regeneration. A sustainable solution is needed that can involve both communities in wood lot development. Action – Districts, UNHCR IPs / OPs
15. In the future, SRS should always be seeking a balance between providing the necessary infrastructure for refugees and the refugee hosting areas, and enhancing opportunities for earning non-farm income and building household assets. Action -Districts, UNHCR, IPs/OPs

## Community level structures and capacities

16. As the aim is to integrate SRS into the District Development Plans (DDPs) this must begin at community level in line with the district planning systems, with structured consultations and priority setting across communities. To continue bringing in refugee concerns at district level only is not sufficient – it is the use of formalised District planning process that is central to an authentic integrated planning and priority setting. Action – Districts, UNHCR, IPs/OPs.
17. There is a need to strengthen the capacities of community leaders (RWC1 and LC1), through training and introduction of tools and methodologies, to effectively gather priorities from the community, and provide information to the community in a manner, which will ensure the inclusion of women, youth and vulnerable groups. They must also be enabled to represent their communities and present their priorities at Parish and Sub-county levels. Action – Districts, UNHCR.
18. Awareness raising will be needed at all district levels (LC 1 to LC V) to accommodate the inclusion of joint planning from LC1 and RWC1 into the DDPs. Action – Districts.
19. As unassisted community care of vulnerable members, among both refugees and nationals, appears to be weak and ad hoc in nature, there is a need to strengthen community initiatives and address the gaps through external support. Action – UNHCR and Districts

### ***Self-settled Refugees – The Munu Experience***

*One of the communities visited by the review team was Munu in Moyo District. The refugees settled in Munu had previously been displaced from a camp and had subsequently settled themselves among the nationals in the area. Ready acceptance, by the nationals of the refugee families, was in part due to them having been neighbours, when some of the Ugandans were refugees in Sudan. Therefore this makes for a rather special set of circumstances.*

*Two of the major differences for the refugees and nationals were (i) the refugees were not allocated any land and have to rent all the land they use for farming, and (ii) apart from some support for the primary school, the refugees have mainly relied on services and facilities supplied by the district (i.e. sharing of a borehole drilled using Parish funds, use of the local clinic). As a result, the community has not benefited to the same extent as other communities adjacent to settlements in attracting services and facilities from UNHCR and its partners. Due to their refugee status, but non-settlement in a camp, there has been some confusion over the need for refugees to pay graduated tax (refugees should be exempt from this national tax).*

*In good years, the refugees could grow sufficient food, but both the refugees and nationals were vulnerable to shocks.*

## **4.5 Issues at Sub-county level**

The sub-county level is the locus for implementation of most development activities. Officials at this level are tasked with planning, implementation, monitoring and follow up of development activities. The team therefore met with officials at the sub-county level to assess how they viewed progress and impacts of SRS.

### ***Impacts/Achievements***

According to sub-county officials (LCIII and Sub-county Chiefs) the main achievements of SRS were:

- SRS promoted social cohesion between the two communities – refugees and nationals;
- Benefits to refugees has been extended to nationals and there is sharing of resources/facilities between nationals and refugees;

- Some improvements (health services, referral services, maternal and childcare);
- Improvements in income and food security. [Some of the improvements came through the Plan for the Modernisation of Agriculture (PMA)];
- There has been a moderate influence of SRS on livelihoods;
- That people have improved living standards by taking part in income generating activities (IGA) and promoting their welfare- people are able to stand on their feet;
- A greater degree of acceptance by nationals of SRS concept;
- That refugees are free to do business – some even voluntarily pay graduated tax.

Other impacts include land brought under cultivation, schools/clinics built, road infrastructure/water points, logistics, employment, etc- but some sub-county officials expect UNHCR to compensate them for land given up. Strong feeling that the central district (department/sector) level benefit to a greater extent than sub-counties in terms of support from SRS.

### ***Constraints/Challenges***

- Sub-counties not represented in District Task Forces (DTF) and the minutes of DTF meetings are not sent to sub-counties;
- Sub-county chief and LCIII involved in monitoring of integrated services (schools, clinics, etc), but have difficulties in handling transferred activities due to lack of logistic support;
- Poor dissemination of information on SRS, especially for local populations – there may be differences in access to information on SRS between nationals and refugees;
- UNHCR is reported to plan with refugees but not with sub-county;
- Activities of SRS are not reflected in the sub-county budgets/plans;
- Living standards have remained low due to widespread poverty;
- No bottom-up planning leading to greater resistance to the SRS;
- Insufficient facilitation and lack of information (from central district structures) on how funds flow from UNHCR to beneficiaries. Therefore not clear how much resources are available to implement SRS activities;
- At sub-county level no refugee leaders take part in planning yet- in some cases they are invited and in some cases not.

### ***4.5.1 Recommendations for issues raised at Sub-county Level***

1. Given that the sub-county is the locus for planning, implementation and monitoring, SRS initiatives and support should target the sub-county level and not just target the central District structures. Action – District, UNHCR, OPM.
2. Provide better information and involvement in implementation of SRS activities to the sub-counties and below in line with the decentralisation policy in Uganda (If support is provided to sub-counties, they may well be able to undertake the further spread of information to communities, planning and monitoring of activities.) Action – Districts supported by UNHCR, IPs/Ops.
3. SRS has placed extension workers in some sub-counties, however there is a need to further strengthen sub-county capacity, particularly for monitoring implementation. Action - UNHCR, District and other development partners.
4. There is a need to involve the sub-county in discussions on environmental rehabilitation programmes. Action - Districts supported by UNHCR, OPM and other partners.
5. Building of community centres as meeting points between refugees and nationals. Action – Districts and Sub-counties.

## **4.6 Issues at District level**

Responsibility for refugee matters rests with central government or more specifically with OPM. However, under the decentralization policy, the districts have primary responsibility for development activities and provision of services. Under SRS, all activities implemented at the district level should fit into the district development plans, and districts will eventually assume responsibility for facilities and services built. The views and perceptions of district officials on progress and challenges of SRS are therefore of great importance and are described below.

### ***Impacts/ Achievements***

- Prior to implementation of SRS, there were fewer cases of nationals benefiting from services provided by UNHCR, but now a greater number of nationals also benefit from access to health services, education, water supply and road access. Therefore there are benefits to the districts and communities in the areas hosting refugees.
- From the increase in services, the presence of UNHCR and IPs and OPs has resulted in the creation of direct and indirect employment in the districts, with positive effects on the local economy;
- The review team found evidence that some Sudanese refugees were given scholarship and therefore passed through the Ugandan schools system;
- There has been some support to RDC offices for outreach and sensitisation. This was particularly useful in conflicts around land and other issues, in Arua;
- There has been a transfer of some sectors to the districts, boosting staff available, and increasing the capacity of sectors in districts;
- District officials verified that the SRS provided an opportunity for the district population to learn from refugees (especially in the area of small enterprise / business);
- Agricultural production and forestry/environmental rehabilitation has been supported by SRS resulting in increased food supply in the districts and phasing out of food rations in some settlement;
- The districts have noted better social cohesion and peaceful co-existence. This is due to SRS but builds upon historical and cultural factors – (Ugandans were refugees once, ethnic affinities, etc);
- Districts are benefiting from logistical support through the SRS, enabling them to undertake some implementation, monitoring and follow-up;
- The transfer of services in Arua based on functions in a sector (e.g. inspection and management in the case of education) seems to work better than transfer of small segments as is the case in Adjumani where just six out of 46 schools were transferred to the district.

*The transfer of facilities appears to be much more advanced in Arua than Adjumani or Moyo Districts. For example:*

- *the District Directorate of Health Services(DDHS) is responsible for health service delivery and sanitation in both Rhino Camp and Imvepi settlements;*
- *the District Forestry Office (DFO) undertakes management and protection of woodlots in all settlements;*
- *the District Education Office (DEO) has taken over aspects of refugee education such as inspectorate, control and management of the curriculum, staff recruitment and deployment, etc;*
- *Community services sector has been fully handed over to the districts.*

*However, it is important to stress that refugee settlements are concentrated only in one sub-county and form a much smaller proportion of the total population than either in Moyo or Adjumani.*

## *Constraints/Challenges*

The main constraints noted by the mission at district level can be grouped under the following headings:

- *Capacities;*
- *Integration of services and transfers;*
- *Planning, monitoring & evaluation;*
- *Institutional mechanisms & arrangements;*
- *Resource allocation & disbursement procedures;*
- *Policy roles and mandate of OPM.*

### Capacities

- Inadequate district capacities are one of the key obstacles to SRS implementation. Some of the district institutions are comparatively young and lack sufficient experience and resources – low District staffing levels low, and overwhelmed staff, leads to poor implementation of activities. Services delivered by district staff does not always cover refugee areas;
- The review team did not see concrete evidence of concerted capacity building through SRS as was envisaged. However there are other efforts being made to enhance the capacities of the districts and their staff (SNV, DED, DASS);
- The team noted that despite great interest to become fully involved, the sub-county level was suffering, in some cases from inadequate facilities, but more particularly poor logistical support to participate in SRS;
- The SRS districts visited, having less well-developed amenities, have more difficulty in attracting and retaining qualified staff ;
- There are a wide variety of funds and other inputs coming from various partners, that are not harmonised, and this is creating an administrative burden (reporting and accountability) on the districts.

### Integration of services and transfers

- The review team had the impression that the service transfer process is often not proceeded by timely and sufficient dialogue between all the partners regarding the actual transfer process, the readiness of the district department and administration, and the necessary transparency on budgets;
- Transfer process should be reviewed after one year but this was not done. There is no systematic review of the completed transfers and planning of the future transfers;
- From discussions, the team noted that the refugees are doubtful if districts can maintain services. This partly stems from the change in delivery mechanisms from the IPs/ OPS and UNHCR to those of the districts, and at times the decline in service levels that have been observed;
- The districts may be unable to maintain a level of service to which the refugees are accustomed when in some cases this could be higher than those provided in the national areas;
- There is concern at district level that the high level of services in the settlements is affecting their budget allocations from central government, which are used to supply purely national areas – the argument being that they are well serviced;
- The review team was unable to find any uniform guidelines on how integration should be done (each district does this according to its own interpretation);
- The team has found that there are cases of congestion in schools, in general a lack of female teachers, in some cases inadequate sanitary facilities, and there have been instances of late arrival of education materials, and in the health sector delays in drug supplies.

### Planning, monitoring & evaluation

- Difficulties are created by the different planning and budgeting cycles of UNHCR and the districts;

- The team found that with very few exceptions, there were no mechanisms for integrating refugee concerns into the district planning process. Inclusion of their concerns relied on inputs by UNHCR and IPs and OPs, directly at the district level;
- At district level, the review team found that there was no holistic approach to joint planning between UNHCR and the districts (Instead the team found a sector by sector approach);
- National priorities guide local planning, but UNHCR planning is activity based;
- UNHCR seems to have a parallel structure for M&E, essentially through its IPs/OPs;
- The districts were citing difficulty in monitoring due to lack of logistic support, especially in Adjumani and Moyo<sup>15</sup>. On the other hand, there have been reports that UNHCR monitoring of activities based on the district work plans is at times not well received – they are at times viewed by district as a “policeman”.
- Monitoring of transferred facilities is generally weak, although in some cases funds have been made available to support monitoring.

#### *Institutional mechanisms/arrangements*

- The SRS taskforces at district level do not seem to be functional – except in Moyo<sup>16</sup>;
- The team were made aware of inadequate flow of information and coordination between UNHCR, OPM and districts.

#### *Resource allocation and disbursement procedures*

- District councils have expressed concern that they are not sufficiently involved, especially in discussions on SRS budgets and their integration into district development plans;
- There is insufficient flow of information on funds allocated to the districts between the district administration and the district council, – (e.g. UNHCR disburses directly to district sectors);
- Questions were raised regarding the accountability and efficiency of use of some of the funds made available to the Districts.
- Insufficient transparency – UNHCR does not reveal its budget to districts (there is a perception that those who expose their budgets will be targets of district authorities for fuel, logistic support, etc);
- The view was also expressed that district staff are handling far greater budgets than those of SRS (e.g. Adjumani district budget for 2003/2004 was 10 billion USH compared to SRS budget of 313 million USHs) and thus less priority could be given to follow up of SRS activities;
- The late release of funds by UNHCR in relation to the seasonality of certain activities, and the sudden budget cuts makes planning difficult and is a constraint on these activities;
- Management of UNHCR funds is parallel to the district system. Districts have difficulty in managing different donor procedures;
- Anticipated additional funding did not materialize from other donors;
- Delays in signing of sub-agreements at central level and therefore the resulting delays in disbursements.

#### *Policy roles and mandate of OPM*

- There has been inadequate attention to the clarification of the roles of different stakeholders;
- There is a perception that OPM is not present in planning and budgeting except when signing tripartite agreements, so the districts work essentially with UNHCR. OPM policy guidance and support to districts is therefore lacking. (It is recognised that the OPM has

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<sup>15</sup> The mission noted in some cases that district politicians were eager to undertake monitoring missions. While this is commendable, it is important to separate their policy making role from implementation responsibilities of district technical departments.

<sup>16</sup> In Adjumani, the view was expressed that the district planner who is also the SRS focal point may be overwhelmed – suggestion was to designate sector focal points which will free the district planner to more effectively coordinate SRS matters.

played a leading coordinating role in Arua and Adjumani, and that they also are present in the refugee settlements).

#### **4.6.1 Recommendations for issues raised at District Level**

##### Capacities

1. Encourage formation of an inter-district forum for political and administrative officials to improve flow of information, encourage sharing of experiences and enhance the implementation of SRS. Action - OPM supported by UNHCR and Districts.
2. Strengthen sub-county level capacity, as it is the locus for implementation (staff and their ability to provide extension services and monitor) and in its planning functions. Action - Districts & MoLG supported by UNHCR, OPM, IPs / Ops.
3. Capacity building efforts within the districts, which are supported by agencies outside the SRS framework, should be encouraged to address the capacity issues raised in this review. Action – Districts supported by OPM.

##### Integration of services and transfers

4. Adequate information and dialogue with people on repatriation, to build and maintain linkages and trust established between communities. Action – UNHCR supported by OPM IPs / OPs Districts & Sub-counties.
5. Continue transfer of remaining sectors in a planned manner based on full assessment of absorption capacities and organisational assessments, backed by adequate preparations and regular reviews of transferred facilities, to avoid temporary collapse of services and in order to maintain acceptable levels of service. Action – UNHCR and Districts supported by OPM and IPs / Ops.
6. Transfer and integration should be based on functions in a sector (based on assessment of those functions the districts have a capacity to handle), and be accompanied by capacity building efforts.

##### Planning, monitoring & evaluation

7. Integrate SRS planning with districts planning. This will require harmonising UNHCR planning cycle with that of the districts (not the other way round) through the active participation of UNHCR and utilising district fora and mechanism to that end. Action - UNHCR
8. In order to strengthen integrated planning between UNHCR and the districts, the review team recommends that SRS activities be based on a rolling multi-year (e.g. 3 years) plans with indicative budgets, that can be adjusted annually or as needed. Action – UNHCR, Districts.
9. SRS is a broad framework, and its application at the district level should be an outcome of discussions between the different stakeholders – Districts should be allowed their “own space” and sequencing of activities at the planning stage. Action – UNHCR, OPM.
10. Even in an emergency situation, the district should be involved in all planning issues relating to refugee settlements and repatriation, to ensure that facilities built can be sustained by the district and are of a standard which can be adopted by them. Action – Districts, UNHCR.
11. The review team recommends participatory monitoring and evaluation of all SRS activities. To accomplish this, simple check lists and guidelines for use by all partners (Districts, Sub-county, Communities, UNHCR, IPs/OPs and OPM) should be developed. Action – UNHCR, OPM and the Districts in consultation with all partners.

### Institutional mechanisms/arrangements

12. Revive / continue District Taskforces, review their terms of reference and broaden their base to include key partners in the district, including representation from the sub-counties<sup>17</sup>. Action- OPM supported by District, and UNHCR.
13. Improve information flow among all partners at district level, and set up district-based information management system (e.g. information on refugee numbers and locations, types of activities being undertaken, partners involved, budgets, etc.), which should also serve to inform development partners so that refugee-hosting areas can be included in their entirety in the planning of their activities with the districts. The review team recommends that the possibilities of a district based SRS newsletter as a forum for partners, including the sub-counties and communities, to share information and ideas, be looked into. Action - UNHCR and Districts.
14. The review team recommends that better sensitisation is needed to dispel high anxiety, but also high expectations of SRS. Action – OPM.

### Resource allocation and disbursement procedures

15. Given that resource availability is likely to remain a constraint for the foreseeable future, greater efforts should be made at District level to use resources more efficiently and more realistic priorities need to be set.
16. Widen donor base beyond UNHCR and increase funding to support service delivery. Action – OPM supported by UNHCR & Districts.
17. Government should consider special budget support for districts hosting refugees, as budget allocations do not always reflect total population (national and refugee), and also as these districts are few in number. Action - OPM with support from MOLG, UNHCR, Districts.
18. There is a need for greater clarity on SRS budgets and transparency on UNHCR resource constraints. Action - UNHCR
19. Greater transparency between all stakeholders (Districts /sub-counties, IPs/OPs, UNHCR, & OPM)
20. Calls for additional resources for the districts must be matched by greater accountability in the use of funds received – audits have revealed weaknesses in this area.
21. Avail districts of logistics support to improve service delivery – the sub-county level should receive priority in this regard.

### Policy roles and mandates of OPM

22. OPM should be the spokesperson and advocate for refugee-hosting Districts. Action - OPM–HQ, MOLG.
23. OPM should be present at district level partner consultations and not leave the districts and UNHCR to deal with each other alone. It should be a tri-partite arrangement. Action - OPM.
24. OPM should provide policy advice on all refugee matters to the districts including legal aspects. Action – OPM.

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<sup>17</sup> In Moyo, the District Taskforce, reportedly: is a sub-set of the district technical committee; (i) composed of sector heads, district secretaries; (ii) chaired by the CAO; meets on a quarterly basis; (iii) makes decisions on work plans, budgets and implementation; (iv) undertakes monitoring, supervision and reporting; (v) reviews national policy issues impacting on SRS (e.g. effects of new education policy on curriculum).

25. OPM should make supervisory visits to districts and their refugee hosting areas. Action - OPM-HQ.
26. Linkages should be strengthened and roles clarified between OPM and the Districts. Action – OPM supported by MOLG, Districts.
27. OPM should ensure that there is timely signing of sub-agreements so as to avoid gaps in payment of salaries for staff in transferred facilities. Action – OPM-HQ, supported by UNHCR and Districts.
28. With respect to clarification of roles, the review team recommends that the guiding principles formulated by OPM and UNHCR be reviewed and up-dated together with the districts, and officially adopted. Action – OPM supported by UNHCR and the Districts.

## **4.7 Issues at National level**

When the SRS was introduced building upon previous practice of the Government of Uganda, it represented an important breakthrough and offered a new way of dealing with protracted refugee situations. The Ugandan Government policy of providing land to refugees has a huge impact on self-reliance/ social welfare going beyond simple availability of food - it has instilled a sense of normalcy to refugee communities compared to camp situations. There have been many achievements, but significant bottlenecks are still remaining.

From the review carried out at community and district level, the team identified three key challenges that are necessary to address at national level, if self-reliance for refugees and development of refugee hosting areas is to become a viable long-term strategy:

1. Establishment of an appropriate legal and policy environment supportive of self – reliance and development in refugee hosting areas;
2. Effective linkages between SRS and development planning and programmes; and
3. Adaptation of the traditional humanitarian approach of UNHCR, and others, to deal with the transition to longer term development goals called for by the SRS.

### **4.7.1 Progress and Challenges toward a legal framework**

As discussed in the introduction (section 1.2) there has been progress towards establishing a conducive environment to promote self-reliance of refugees and development of refugee hosting areas by the tabling of the refugee bill in Parliament in February 2004. The draft bill addresses some of the key issues such as:

- self-sufficiency goals for refugees;
- integration of refugee assistance into national and district development planning; and
- freedom of movement and employment.

<b><i>The Refugee Bill of Uganda – Some Provisions</i></b>	
<u>Article 29 (e) i- vi:</u>	<i>on rights of refugees to acquire property (movable and immovable); right to transfer assets; right to education, including recognition of foreign certificates; right to engage in agriculture, industry, handicraft, commerce and establish commercial and industrial companies; right to practice profession for which they hold certificates; right to employment.</i>
<u>Article 30 (2):</u>	<i>the right to freedom of movement</i>
<u>Article 44 4b:</u>	<i>promotion of self-reliance</i>
<u>Article 48.1. (l) and (m):</u>	<i>support for refugee-affected areas; integration of refugee concerns in local, national and regional development plans.</i>

In fact the Bill codifies elements of current practice of Communities, District Councils and Government. However it remains unclear what form the current Bill will take if and when it is passed by Parliament as law. Although a draft policy on IDPs exists, a major challenge is the fact that there is no coherent policy framework for dealing with displacement in Uganda. There are currently close to 1.5 million Internally Displaced Persons (IDPs) in Northern Uganda, and the development of policy on this issue are lagging behind – a draft policy on IDPs has been prepared but the review team could not ascertain its status at the time of the SRS review mission. This might affect the final form and passage of the Refugee Bill 2004. Because of the increasing numbers of IDPs and the insecurity in parts of the North, assistance to this group of IDPs is less well developed than for the areas with longer term hosting of refugees

#### **4.7.2 Linkage of SRS to Development Activities**

There have been very limited linkages between SRS and development activities in general, and the programme continues to rely almost exclusively on UNHCR funds, which have been declining since the inception of the SRS. Even where services have been transferred to the districts, these continue to rely on UNHCR funding support and there is scant up-take of these activities by other partners. If the present trends continue, this raises serious questions regarding the sustainability of the whole strategy.

Key areas for consideration are:

- Inclusion of refugees/ refugee hosting areas in national planning:
  - Broad macro-economic planning (PEAP); and
  - Line Ministry and MOLG allocations.
- Inclusion of refugees/ refugee hosting areas in UN system planning; and
- Inclusion of refugees/ refugee hosting areas in bilateral and multi-lateral assistance programmes.

UPE and school feeding programme represent important efforts to include refugees in national programmes. In many areas there is access by refugees to Government built clinics, hospitals and other facilities. The OPM has also tabled proposals for the inclusion of refugees and refugee hosting areas in the PEAP<sup>18</sup>, which is currently being revised. If adopted, this will represent a significant breakthrough and a strengthening of understanding of Government Policy on this issue. By and large, the team noted that the districts were left to deal with the refugee hosting areas (or problems) with limited or no budget support from central government – the fact that the districts are hosting refugees does not seem to have entitled them to additional funding under the equalisation grant, because most allocations to districts are based on head counts of nationals and the view that refugee matters are entirely the responsibility of UNHCR and are perceived to be well funded.

The UN agencies the team met, consider the SRS to be a relevant and appropriate response in the context of Uganda, but some questioned the capacity of the state to provide services to the refugees as well as the local population at this stage. WFP appears to be the only agency, which is planning part of its activities based on SRS. Therefore there has been no successful integration of SRS into UN system planning and programme implementation in Uganda. However, the team was informed of a pilot initiative between UNHCR, WFP and UNICEF which is under development, and which could possibly lay the foundation for a wider cooperation within the UN system. An attempt has been made to raise funds for SRS through the CAP, but with limited success. Efforts to develop a joint programme were made, notably the joint OPM - UN delegation visit to Adjumani and Moyo districts which led to the UN developing proposals for a joint approach to supporting development in the area. Unfortunately, the proposal took time to develop and has so far not been acted upon. The views of some of the development partners the team met, was that the leadership role in this cooperation must remain with UNHCR, but there would be support for the further development of initiatives under the CCA/UNDAF process for the planning of the 2006 to 2010.

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<sup>18</sup> The Poverty Eradication Action Plan (PEAP) constitutes the overall framework for development in Uganda and has four main goals: (i) Rapid and sustainable economic growth and structural transformation; (ii) Good governance and security; (iii) Increased ability of the poor to raise their incomes; (iv) Enhanced quality of life.

*Many of Uganda's neighbours are either in crisis or emerging from crisis, and Uganda has therefore been receiving an influx of refugees over a considerable period of time. Most of these refugees have also stayed in the country for long periods of time. Uganda's development partners need to support the Government to put in place a framework and operational plan, based on current policy, to deal with this situation, thus avoiding compromising prospects for Uganda's long-term development.*

Through discussion with various bilateral and multilateral development partners, it emerged that there were different attitudes towards support for refugees and refugee hosting areas:

- GTZ has provided complementary support to the SRS, and is in favour of integration of refugees and their host areas in development planning. GTZ has integrated SRS into its country portfolio.
- Other partners such as the Royal Netherlands Embassy channelled their support through the districts and through budget support. Therefore, the use of funds is determined according to district priorities and open to all areas of the district whether they include refugees or not, providing it is an agreed priority of the district. Some donors are therefore constrained in providing direct support to activities initiated by UNHCR that are seen to be parallel to the district development plans.
- The World Bank, for example, provides funds through loans and grants under the HIPIC initiative. A major programme for the North of Uganda, funded by the Government of Uganda through a credit from the International Development Association (IDA), is the Northern Uganda Social Action Fund (NUSAF). Information obtained by the review team suggests that NUSAF does not explicitly include refugees among its target beneficiaries. The World Bank Country Assistance Strategy (CAS) is under review and reflects conflict and refugee issues although there is no specific reference to SRS.

*Overall, it has been far too little effort in broadening the donor base for the SRS beyond the support provided by UNHCR. Most efforts have been piece-meal and not consistently pursued over time. In addition to pursuing funding for UNHCR initiated SRS activities, it would be prudent to also advocate for increased and consistent funding support to the districts hosting refugees, from government sources and development partners, and for the conscious inclusion of these districts and the refugee hosting areas in their planned/established programmes. As the lead institution on the side of government, OPM should have played a much stronger role in such advocacy. The lack of a national institutional framework (e.g. Task Force), which included key Government Ministries (e.g. MoFEP, MoLG) and development partners, was a major weakness in this regard.*

#### **4.7.3 Adaptation of the traditional humanitarian approach to longer-term development**

SRS continues to be largely implemented in the districts by partner organisations that are essentially relief rather than development oriented. Even a development organisation such as DED, told the review team that it provides support to the SRS through its humanitarian arm and is not connected to DED development activities taking place in Uganda. Activities continue to be funded on a short-term (1 year) basis and are aimed at quick impact rather than sustainable development - there is currently no multi-year planning, funding and implementation framework for the SRS.

The team did not carry out a formal assessment of current staff profiles within UNHCR and their implementing partners, but through enquiry and discussion, it was clear that the staff required to pilot a local development initiative, such as the SRS, were not in place, and that the existing staff were occupied with their traditional roles. They also had a limited understanding of important issues such as district planning mechanisms and procedures – rather the expectations was for the districts to align their procedures to that of the needs of UNHCR instead of the other way round. This could be read as

a result of the inadequate preparation, guidance and re-orientation of staff towards the development nature of the programme. The lack of consistent UNHCR headquarters support over this period meant that the branch office could not call on external expertise to strengthen their capacity for implementing the SRS. *Under these limitations it is commendable that the UNHCR field office staff could in fact make important strides in the programme implementation.*

In the field, the Directorate for Refugees, OPM, concentrates its efforts on refugee administration and camp management. There is also a lack of developmental expertise and orientation among its staff. It is therefore not surprising that OPM has not been able to provide adequate policy guidance to the districts, especially regarding some of the key issues relating to integrated planning and inclusion of refugee issues in district development plans. In the absence of such guidance most districts are left to resolve these issues directly with UNHCR. The lack of consistent support to the OPM staff in the field on these issues has weakened the staff's ability to act as an informed broker in the SRS implementation process. OPM is also mainly dependent on UNHCR funding in the field. Furthermore, the fact that the national SRS taskforce (which is deemed by the team to be narrow in its composition – excluding development partners or relevant line ministries) was dormant meant that no overall guidance was available from the centre to the districts, particularly during critical stages of the SRS implementation.

#### **4.7.4 Recommendations at National Level**

##### Legal Framework

1. Due to the sensitivity of certain aspects of the Refugee Bill, particularly viewed in the light of the IDP issues, it would be especially important for OPM together with the refugee hosting districts to undertake concerted advocacy efforts to ensure that the parliamentarians are aware of the importance of the Bill to refugee hosting areas.
2. Once the bill passes into law, efforts should be made to speedily operationalise the contents by defining the necessary administrative procedures and mechanisms to avoid further delays.

##### Linkage to Development Activities

3. The national task force for SRS should be revived as a matter of urgency and its membership broadened to include, in particular, key ministries such as MoFEP and MoLG, as well as representation from the main development partners. (UN system, bilateral and multi-lateral). Care should be taken that the size of the taskforce is kept to workable limits.
4. In March / April 2004, there will be a joint mid-term review of the country programmes of the UN agencies. The UN system this year has just begun its Common Country Assessment (CCA), which will feed into the UNDAF process. These processes should be seen as an opportunity to strengthen the SRS as the strategy for the north and to get on board more actors.
5. It is important for the UN system to form a coherent response to displacement, recovery and development in the North, rather than to seek to address issues of refugees, IDPs and their hosting areas separately.
6. Among development partners, the UNHCR representative, who should take the lead in developing the concept, with the other agencies, should champion the SRS. However this function should be fully supported by UNDP. Opportunities to actively participate in donor consultation fora and technical groups on the north of Uganda should be pursued by UNHCR.
7. To gradually bring in development agencies and interventions into the north and the SRS process, the revised national taskforce, in discussion with all district partners, should identify where opportunities for piloting are best, taking into account the security situation.

8. OPM and UNHCR should systematically review all country support strategies (UN, bilateral, multi-lateral) with a view to integrating refugees and refugee hosting areas. Over the next few months, priority ought to be given to ensuring that refugee-hosting areas are fully covered in the PEAP and the NUSAF programme. The World Bank is reviewing its country assistance strategy and opportunities should be taken to ensure integration of refugee hosting areas.

#### Adaptation of humanitarian approach to development

9. As SRS is essentially a local development initiative for refugee hosting areas, it is important that UNHCR field staff have the appropriate skills to deal with the demands of the programme. This can be done by providing staff training and re-orientation, and ensuring that appropriate expertise exists at branch office level to provide technical support and guidance. However it must be borne in mind that the field staff also have to continue their work associated with UNHCR's humanitarian role and therefore branch offices may not have the capacity to take on the additional demands of the SRS.
10. RLSS/DOS of the UNHCR should provide substantive and regular backstopping and technical advice, given the lack of capacity at the branch and field office levels. The SRS in Uganda provides an excellent opportunity for the GoU and UNHCR to provide lessons of global interest, which RLSS/DOS can draw upon and disseminate.
11. Training courses on Participatory approaches for development and mainstreaming of gender issues should be organized for staff of OPM, IPs/OPs and UNHCR to better equip them with skills required for design and implementation of SRS-related activities – as opposed to approaches for humanitarian programmes.

## **5 Durable Solutions Analysis – Potential impact of Repatriation**

The team did not have sufficient time with the refugees visited to undertake a comprehensive durable solutions analysis<sup>19</sup>. However discussions revealed that the favoured option of the majority of the Sudanese refugees would be voluntary repatriation to Sudan. There were minority requests for information on resettlement options. The team has also noted that due to a variety of reasons some (no firm idea of numbers, but likely to be small) of the Sudanese are not likely to return to Sudan, and will most probably remain in Uganda – it therefore calls for local integration options to be looked at for this group.

### **5.1 Voluntary repatriation and perceptions on impact**

Voluntary repatriation is the preferred option for the vast majority of Sudanese refugees<sup>20</sup> in the three districts visited. The team was informed that this is also the option preferred by government. This is likely to be a gradual process over time and therefore the objectives of the SRS or its transition to a DAR remains valid. The team was informed that the Government of Uganda has no intention of forcing people to leave. The following sections reflect the different views on possible repatriation and its potential impact.

#### ***Community Level***

##### Refugees

The refugees are keenly following the outcome of the peace negotiations in Kenya, although as this has not come to a final conclusion, there is no official information coming yet from UNHCR. The

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<sup>19</sup> UNHCR branch office estimates that 35, 000 Sudanese refugees (15,000 SOP, 11,000 SOA, and 9,000 from the rest) could be repatriated during 2004 if the peace process is successful. A UNHCR logistics team has already visited Uganda.

<sup>20</sup> The review team encountered a small number of non-Sudanese refugees (Congolese, Liberians, Rwandese)

refugees are using radio and their own networks for information on this issue. If there is a durable peace, most look forward to returning to their own country. There are latent suspicions about the prospects for lasting peace, given previous disappointments, and the continuing reports on conflicts and displacements. Some of the refugees have been reported to cross the border to check on conditions there and visits have also reportedly occurred from Sudan. The main views expressed are as follows:

- Before considering returning, the refugees would require a lot more information and assurances from UNHCR and GoU on the peace process, prospects for repatriation, and the type of support they would be provided to go back (transportation, food, health facilities in transit);
- There are many dynamics which will influence the return process: relative peace and stability of Southern Sudan as compared with Northern Uganda, presence of mines and militia in areas of return, possibility of internally displaced persons occupying land in areas of return, children in school in Uganda, vulnerable and women headed households receiving support in Uganda, the level of development of services and infrastructure in Sudan<sup>21</sup>;
- From discussions, it appears that a favoured option may be for part of the family to return early and others to remain in Uganda until things are more stable and facilities available (e.g. schools, clinics, water, access)<sup>22</sup>;
- The majority have also expressed the view that they need support to prepare for repatriation mainly in skills training and asset creation. Refugees have expressed the view that rebuilding southern Sudan will require a lot of skilled personnel such as nurses, teachers, mechanics etc and any preparations for return needs to take that into account.

### Nationals

In the host communities, there was a sense of impending loss if the refugees were to return to Sudan. They suggested there would be cross-border visits to maintain the links that have been established. The main views expressed were as follows:

- The communities anticipate that the service levels in the area will fall as the districts and GoU will not have the resources to maintain all the created assets. Questions were raised such as whether the districts could provide the staff for schools and health facilities. They also feel that a large burden of maintenance will fall on them for the up keep of community facilities and that in some cases the maintenance training has been provided to refugees alone, and therefore they do not have the necessary skills.
- They anticipate a fall in the levels of local economic activity and in the availability of food in local markets.
- Women in particular, pointed to the fact that fewer people would imply less security for the few nationals left behind. This is particularly so in Adjumani.

### *District*

Most district officials share the view that return of the refugees to Sudan, will be a gradual process due to questions regarding the durability of peace and lack of facilities in the areas of return. Some maintain that the proposed referendum on separation or autonomy, after 6 years, is likely to encourage refugees to keep a foot in both countries. However, they clearly state that majority will be willing to go if the conditions are favourable. The main views expressed were as follows:

- Service levels will reduce and in some cases facilities would have to be closed. They expressed concern about the districts ability to take over services and facilities created for the refugees, including some of the access roads.
- Refugees have provided some useful examples of hard work and business development, which has had a positive influence on the local population and they feel this will be lost.

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<sup>21</sup> The review team was informed that while Acholi speakers may not leave early, those refugees in Rhino and Imvepi coming from Yei and surrounding areas with less insecurity could leave early.

<sup>22</sup> A few refugees pointed to the high level of HIV/Aids in Uganda and asked about types of information and support available in the context of eventual repatriation. Overall it seems that prevalence of HIV/Aids is still low in many parts of districts hosting refugees in the north.

- There will be a negative impact on businesses, especially in the towns, which would also result in a reduction of the tax base for the district, reduced availability of food in the markets, and the added resources, which the presence of refugees has attracted to the district (UNHCR, NGOs).
- Some were of the opinion that the burden placed on the district of hosting refugees would be removed.
- There would be a need for environmental rehabilitation, of the refugee hosting areas.

*Because of these wide spread perceived impacts of repatriation on the districts, there is a need to devise an overall strategy jointly with the districts and communities. Such a strategy should deal with identification of excess capacity, possible changes of use of facilities, operation and maintenance plans at community and district level, and the planning of any future investments, including those for repatriation, such that they are useful to the districts once the refugees leave.*

## **6 Proposed Way Forward**

The SRS has shown positive achievements and provided many useful lessons. A conducive environment for moving forward has been created as a result of the following:

- The districts now understand the relevance and potential of SRS, although some latent suspicions still linger on. (This can be overcome by open and transparent dialogue and addressing of district concerns);
- SRS has now been adopted as a national policy for the whole of Uganda;
- The Refugee Bill, when passed by parliament, will provide the legal basis for the SRS;
- There are on-going efforts to include refugee hosting areas and their concerns in development programmes and national policy frameworks (e.g. PEAP);
- The GoU has officially endorsed the preparation of a DAR programme for Uganda, building upon the long term generous practice of the country in hosting refugees and the lessons learnt from the SRS.

Therefore the review team recommends a six-month transition phase to move towards a DAR programme for Uganda building upon the SRS experience. The transition phase should start in July 2004, to coincide with the planning and budgeting cycle of the GoU. Implementation would be expected to begin in January 2005, coinciding with the second half of the GoU financial year. The team recognise that the Government planning for 2004/2005 is well underway. Efforts to enhance understanding of DAR among technical OPM staff, districts, NGOs and IP s/Ops should start as soon as possible.

### **6.1 Main elements of a Development Assistance for Refugees (DAR) Programme**

A DAR is for promoting self-reliance for refugees and to improve burden sharing for countries and communities hosting large numbers of refugees. It would be applied in protracted refugee situations, equipping refugees for any of the three durable solutions, i.e. *voluntary repatriation* to their country of origin, *local integration* in the country of asylum or *resettlement* to a third country. The general aspect of DAR would be better quality of life and self-reliance for refugees as well as a better quality of life for host communities. The DAR approach is essentially one of broad-based partnerships between governments, humanitarian and multi-and bilateral development agencies<sup>23</sup>.

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<sup>23</sup> Framework for Durable Solutions for Refugees and Persons of Concern, Core Group of Durable Solutions, UNHCR, Geneva, May 2003

*DAR aims to achieve and facilitate the following:*

- *burden sharing with the host country;*
- *compensation for the burden aspect of the host community;*
- *development of the host country;*
- *development of the host community;*
- *gender equality, dignity and improved quality of refugee life;*
- *empowerment and enhancement of productive capacities and self-reliance of refugees, particularly of women, pending durable solutions.*

## **6.2 Proposed Stages of a Uganda DAR Programme**

The following are proposed steps for developing and implementing a DAR programme in Uganda:

- a) Through use of a consultative process led by the government, build consensus, with the aim that humanitarian and development actors, bilateral and multi-lateral, agree upon a DAR approach for the relevant districts within the country. Such a consensus building must fully involve the relevant district authorities, host communities and refugees, from the start of the process.
- b) Joint planning, with an integrated approach beginning at community level, should be carried out, to realise a credible DAR programme. At national level, taking into consideration, the results coming from consultations with the communities and various district levels, planning should be carried out with relevant government partners and the UNCT, including other development partners. The joint planning will be better achieved if prior commitments have been fully secured in the above-mentioned consultative process.

*Given the decentralisation policies of Uganda, any DAR programme must be based on the premise of full integration into the planning and operational systems of the Districts. Where necessary this will imply support for capacity building at national, district and sub-county levels, to better prepare them for their role in planning, coordination, implementation and monitoring.*

- c) All partners should agree upon a joint implementation strategy. The government with strong support of development and humanitarian actors should carry out the co-ordination for DAR at central level, as well as providing policy guidance and advice to the refugee hosting districts. The districts should play a leading role for coordination of operational activities on the ground.
- d) Resource mobilisation strategy for the DAR should be agreed upon and jointly planned by partners but led by the government. UNHCR as member of the UNCT would play an active role in supporting government in resource mobilisation, seeking direct funding and parallel financing for the totality of the DAR programme. Flexible funding strategies need to be developed to support DAR programme activities.
- e) Through active involvement in various fora, all partners should promote systematically the inclusion of refugees and refugee hosting areas on the development agenda. The proposed DAR programme would be developed within the existing development framework and eventually form part of donor co-ordination fora, CCA/UNDAF and PEAP.
- f) Consideration could be made of setting up an Operational Information Management system based on preliminary assessments using gender analysis to understand the capacities and roles of women and men and gender differentiated impact of possible activities, potential of refugee hosting areas, and analysis of who is doing what, where.

### **6.3 Transition Phase from SRS to DAR**

#### ***Understanding the change from the SRS to a DAR Programme***

*The SRS contains several elements that are also to be found in a DAR. However some of the key differences are:*

- The SRS was developed and implemented with UNHCR as the lead agency, a DAR on the other hand requires the commitment and leadership of development agencies and partners.*
- The points of departure are different in that in SRS, the aim was to have refugee concerns brought into a development context. In the DAR the point of departure will be development plans and how to ensure that these reach refugee-hosting areas and include the refugee and national communities.*
- DAR is essentially meant to lead to capacities which will serve the refugee community in any of the durable solutions (voluntary repatriation, resettlement, local integration) as well as promoting self-reliance in asylum countries combined with the development of refugee hosting areas.*
- The DAR looks at the development needs in a whole district, rather than purely those of the counties and sub-counties that are hosting refugees, and therefore has the potential of making greater contribution to the achievement of development goals and reduction in poverty in the country.*
- The DAR will attract additional development resources to the districts and therefore improve burden sharing.*

6.3.1 The transition phase from SRS to DAR would begin with a thorough discussion involving all stakeholders on the findings and recommendations of the SRS mid-term review. The review team recommends national and district based workshops as well as briefing for development partners. Building upon this the transition phase would involve designing an operational plan, which will:

- consolidate the current support to SRS activities in the district to avoid disrupting on-going activities;
- address the bottlenecks identified by the review team, and prepare the ground for the DAR. There must be a concerted effort to iron out the bottlenecks and constraints identified by the review team in an open and participatory manner;
- assess the feasibility of applying the DAR concept to other refugee hosting areas in Uganda; and
- taking an open and honest look at the outcome of the SRS review and the various recommendations.

6.3.2 Government should take a lead role and be supported by UNHCR in the transition towards the DAR, and OPM should work in close collaboration with the MoFEP and MoLG.

6.3.3 We also recommend that UNHCR continue efforts to encourage wider UN participation and supports the OPM in the bringing in other partners.

6.3.4 Government of Uganda and UNHCR identify and secure resources for the transition phase and the future DAR.

### **6.4 Institutional Arrangements**

6.4.1 We recommend that a taskforce or similar body supported by a light secretariat be tasked with ensuring the development of an operational plan and follow through its implementation. The

formulation of the plan and identification of priorities should be done in a bottom-up manner with adequate consultation and inputs from community through to district level (refugees and nationals).

- 6.4.2 The National Task Force should operate under the auspices of the OPM. Some of the principal activities of the National Task Force are:
- To provide a forum for partners to meet and discuss the design and implementation of the DAR and exchange information on their various activities and contributions to the DAR;
  - To oversee the development of the plan of operations for the transition phase;
  - To provide guidance on the development of the DAR and its various programme elements; and
  - To follow up implementation of the recommendations of the mid-term review, and to ensure the consolidation of SRS activities in the districts during the transition phase.

## **6.5 UNHCR Headquarters Support**

- 6.5.1 UNHCR headquarters should recognise Uganda as a global DAR pilot, and it requires support based on development skills, which could be addressed by deploying the necessary expertise by secondments (e.g. from UN agencies and other competent agencies) by using the stand-by agreements, and other modalities. The review team recommends that consideration be given to placing any additional expertise for the transition phase and the DAR, either within the office of the UN Resident Coordinator or within OPM. This should avoid creating the impression that the DAR process is being driven by UNHCR and assist in fostering collective ownership
- 6.5.2 The experiences (positive and negative) of Uganda are of international interest and merit being documented and shared. A video documentary is recommended.

## **6.6 Other Support**

- 6.6.1 In the event that ILO technical support is provided, specifically dealing with livelihoods and IGAs, this input should be viewed as technical expertise operating under the broad umbrella of the DAR.

## **7 Conclusion**

By providing an organising framework and building upon past activities and practices, the SRS has resulted in greater focus on issues of self-reliance, rather than a mere acceptance that land is available to refugees. In that sense it has reinforced the GoU thinking and practice in dealing with protracted refugee situations.

The review team noted that there were many successes but not as many as the officials and politicians had earlier expected. - there were expectations that SRS would lead to a lot of resources, capacity building, and logistic support for the districts. In several instances, the review team found it sometimes difficult to judge what impact could be exclusively ascribed to SRS activities, as services provided by other donor supported programmes are accessible to refugees (i.e. schools, referral hospitals, some agricultural activities, etc.). The level of activity in the districts, however, is a sign that the presence of refugees has had positive impact. *The review team feel that the SRS has enough positive elements to provide the basis for moving to a DAR.*

From information received, it would appear that in districts outside of those where SRS has been piloted (outside Adjumani, Moyo, Arua), refugees are able to access facilities provided by the districts.

There are also indications that they are attaining a degree of self-reliance through agricultural production and other income generating activities. As in the case of self-settled refugees in Munu, Moyo District, this provides lessons on the levels of self-reliance, which can be attained albeit with the usual caveats regarding shocks. The development of the DAR ought to take account of such experiences.

*Through out the review team's consultations at community level, there were requests made for feedback on the findings and recommendations resulting from the discussions held. In the interest of transparency and information sharing, the review team strongly recommends that a copy of the final report be given to each village/ settlement, sub-county/RWC III, district official, IP/OP and agency staff member met by the team – see list of persons met.*

## **ANNEXES**



## Terms of Reference

### Mid-Term Review of Self Reliance Strategy (SRS) in Uganda (January 2004)

#### Background

1. The commitment to the legal obligation by the Government of Uganda for decades to host refugees and provide them with agricultural land and opportunities to become productive members of the society is exemplary. The Government of Uganda and through it the refugee hosting populations need support in the spirit of burden sharing to consolidate, sustain and build upon the achievements of the Self Reliance Strategy (SRS) and, in the process, continue to provide opportunities to refugees for self reliance pending durable solutions. Currently, the country hosts over 202,509 refugees from the countries like Sudan, Democratic Republic of Congo, Rwanda, Somali, Burundi, Ethiopia, Eritrea and Kenya. Almost 80% of the refugee caseload is from Southern Sudan and about 80% of them are located in the northern Districts of Adjumani, Moyo and Arua. The rest of the refugees are located in the south-western part of Uganda in the Districts of Mbarara, Hoima, Masindi and Kyenjojo. The recent statistics of the refugees by settlements are provided (as of August 31, 2003):

<i>Settlement</i>	<i>District</i>	<i>Total</i>	<i>Male</i>	<b>8</b>	<i>Female</i>
(Total)	Adjumani	61,589	31,619		29,970
Palorinya	Moyo	31,274	16,085		15,189
Imvepi	Arua	17,101	9,682		7,419
Rhino Camp	"	25,767	13,423		12,344
Kiryandongo	Masindi	14,029	7,045		6,984
Kiryandongo (Refugees displaced from Achol-pii)**	Masindi	16,146	8,506		7,640
Kyangwali	Hoima	17,017	8,840		8,177
Nakivale	Mbarara	14,976	7,851		7,125
Oruchinga	"	4,240	2,154		2,086
Kyaka II	Kyenjojo	4,711	2,420		2,291
(Urban)	Kampala	110	53		57
<b>Total</b>		<b>206,960</b>	<b>107,678</b>		<b>99,282</b>

**\*\* The population figure for ex-Acholpii caseload maintained unchanged. Since their relocation is completed respectively to Madi-Okollo in Arua and Ikafe in Yumbe districts, the population figures will be reflected as registered on later date.**

2. In addition to the above mentioned refugee population there are Ugandan nationals living side by side in a peaceful coexistence with the refugees. In Adjumani district there are about 106,000 nationals, some 30% of whom are believed to share their natural resources and existing social services with refugees. In Moyo district out of about 110,000 national populations, about 20% live in the same areas as the refugees.
3. Between 1950s through 1980s, the Ugandan government handled the refugee program with the financial and material support from UNHCR and other donors. However, starting in the mid-1980s the Government and UNHCR had only implemented the refugee program through tripartite

agreements with NGOs. The Office of Prime Minister (OPM) retained the co-ordination, facilitation, monitoring and policy development functions.

4. These implementation arrangements often led to the creation of parallel structures of service provision for the refugees and the government structures for nationals. Considering the changed Government policy of decentralisation where by Districts are responsible for service provision, there was increasing realisation that integration of refugee services into the local government systems of services delivery could be more viable and benefit both refugees and the nationals. The above thinking gave birth to the Self Reliance Strategy (SRS) in Uganda.
5. UNHCR provides and monitors the provision of international protection and assistance to refugees in Uganda and pursues durable solutions. It also promotes a strategy of self-reliance to the refugees through food production and the integration of basic services such as health, education, community services, environment and agriculture into existing national structures. UNHCR plays a catalytic role in encouraging development agencies, operational partners and NGOs to incorporate the SRS into their programme of activities to benefit both Ugandan nationals and refugees.
6. SRS is a joint strategy mapped by the government and UNHCR aimed at integrating the refugee services into the government systems of service delivery and enabling the refugees to be self-reliant. The SRS concept was launched in 1999 but took quite a time for its actual implementation on the ground.
7. It should be noted that the Government of Uganda and host communities generously provided land to the refugees under their right of use for the time they were in exile. This provision of lands is supportive of the refugees in making their leap forward towards self-reliance. As spelled-out in the Strategy Paper for Self-reliance for Refugee Hosting Areas in Moyo, Arua and Adjumani Districts (1999-2003), the objectives and over all goals of SRS are:

1. *to empower refugees and nationals in the area to the extent that they will be able to support themselves; and*
2. *to establish mechanisms that will ensure integration of services for the refugees with those of the nationals.*

The overall goal is *“to improve the standard of living of the people in Moyo, Arua and Adjumani districts, including the refugees”*.

8. The SRS suggests four reasonable components of self-reliance: i) ability to grow or produce their own food; ii) access to and ability to pay for the cost of the health and educational services provided to refugees by themselves (at the same level as the nationals) and take care of vulnerable within the community; iii) ability to take part in socio-economic activities (in particular income generating activities) allowed by the Ugandan Law relating to refugees and aliens; and iv) ability to maintain self-sustaining community structures by providing opportunities for better organising and responding to the issues concerning them by themselves. In the above context the objectives of the SRS in Uganda could also be defined as:
  - to promote the self-reliance among refugees in Uganda;
  - to integrate refugee assistance programs into district development plans, thereby overcoming the existence of parallel systems of service delivery and, jointly with development partners, supporting districts’ development in all sectors concerned;
  - to contribute to a sustainable development of the districts hosting refugees.

9. The ultimate goal was to integrate the services in the eight key sectors of assistance (health; education; community services; agricultural production; income generation; environmental protection; water and sanitation, and infrastructure) currently provided for the refugees into regular government structures and programmes. This means also enhancing the government's capacity to take over this responsibility and monitor the implementation of its refugee policy.
10. In the self assessment of SRS it was noted that the concepts of SRS are not equally grasped in all districts. In some districts SRS is well taken up and the progress in its implementation is encouraging. In other districts the concept is either not well understood or considered as an imposition on them from Kampala - "*designed at Kampala level without full involvement of the various district authorities*". This is an area that requires better understanding. The roles and responsibilities of SRS by some stakeholders are also believed to be unclear at the district level. The level of ownership of the process at district level also varies from district to district. It is also worth noting that significant progress has been made in food self sufficiency aspect of the SRS. In the other objectives however, achievements are not significant.

### ***Way forward on SRS***

11. The Government of Uganda (particularly the district administrations, including elected bodies of refugee hosting districts) wish to build on the positive aspects of the SRS by integrating it into national and district development plans. SRS should not, therefore, be implemented as a stand-alone project anymore, solely funded by UNHCR, but form part of the existing development processes and programmes, with broader resource base. The target of the Government to include SRS in Poverty Eradication Action Plan (PEAP) should be accomplished which would facilitate additional development assistance for refugees.
12. Through participation of refugees and the host communities in an integrated manner, the Government of Uganda would like to build on the gains made through SRS. This will help address some of the problems of poverty and under-development in refugee hosting districts that could promote further peace, security and stability in the region. In this regard the Government would like UNHCR to promote additional Development Assistance for Refugees (DAR) for Uganda SRS. This will be in line with the High Commissioner's Framework for Durable Solutions for Refugees and Persons of Concern. The overarching inspiration to promote additional development assistance for refugees will be for: improved burden-sharing for hosting large numbers of refugees; promoting better quality of life and self-reliance for refugees pending different durable solutions; and, a better quality of life for host communities. DAR for Uganda SRS would therefore be for:
  - Burden sharing with the host country
  - Development of the host community
  - Improved quality of life of both refugees and host communities
  - Empowerment and enhancement of productive capacities and self-reliance of refugees, particularly of women, pending durable solutions.

### ***Mid-Term Review***

13. In order to move forward the Government of Uganda and UNHCR have agreed to undertake a comprehensive Mid-term Review of Uganda SRS. The Mid-term review would be carried out in the refugee settlements in Northern Uganda with the objective of drawing lessons that could help:
  - adapt/adjust SRS programme;
  - reorientation of UNHCR funded program of activities in 2004 and further;
  - draw up plans for promoting Development Assistance for Refugees for SRS in the refugee hosting areas of Uganda;

- collect data/information that would help facilitate integration of SRS in development processes especially in PEAP.
14. The Mid-term review, using community based participatory approach ensuring active participation and involvement of hosts and refugees women, men, youth, professionals, would have the following **distinct components** :
- Overall impact and effectiveness of SRS. Assess the extent of implementation of the SRS in Uganda; identify successes, failures and gaps in the implementation; identify factors in achieving the current level of performance; make proposals for better implementation of the Self-Reliance strategy; specifically to commence the successful transformation of DAR for SRS.
  - SRS and household economy; food security; gender and age aspects, the social and economical interactions between refugees and local populations; social sector activities; and related impact in improving the quality of life of refugees and host population – the socio-economic impact.
  - Health, education, water and environment sector activities (transferred/ streamlined and those implemented by NGOs); absorption capacity of line departments; proposed future directions.
    - Communication infrastructure (access roads etc.) and its impact on improving security and food security for refugee and host populations.
    - Co-ordination and co-operation mechanisms in place; their effectiveness and impact on SRS.
15. The mid-term review team in the context of overall objectives, while reviewing the distinct components with the aim of using the expected outcome to move forward, will also focus on the following specific tasks:

***I. Critically analyze the self-reliance strategy in terms of food security, access to livelihood, social and economic welfare:***

- Food security:
  - availability of and access to food (through cash or direct production):
  - income sources (self-initiatives or agency supported including food-for-work, cash for work)
  - land availability and suitability
  - food production (for household consumption and surplus to cater for other refugee needs),( average production in the two harvesting seasons)
  - sustainable access to agriculture inputs (tools, seeds, fertilizers, storage, technical inputs) and agriculture related services
- Access to financial services
- Household expenditures including access to services (cost-sharing, school fees, etc), household assets and productive assets (tools, land, livestock, etc)
- Market and trade analysis
- Social capital – skills, resources;
- Social/economic roles and control of resources (household and community level);
- Community organization and solidarity, small holders associations/co-operative/production groups, mixed with nationals or not, etc)
- Legal issues impacting self-reliance, livelihood including freedom of movement and access to work, policy of the Government on land, willingness of the nationals to avail more farmland to refugees and encroachment problems, taxation policy for refugees and who is collecting what and impact on trade, (self)employment, markets, right to associations, etc
- Numbers and living conditions of refugees, phased out of food distribution and those under various scale of distribution.
- Unforeseen circumstances e.g. poor climatic conditions that may affect food production
- Other coping mechanisms, employment, trade and income generating activities.

***II. Examine the capacity of district departments to implement UNHCR funded projects including:***

- the existing structures and capacity of the district departments.
- level and quality of services delivered by the departments.
- review of implementation of UNHCR funded projects by the Districts (success, failure, problems encountered, financial management/accountability, reporting etc )
- funding from the Government (UPE, PAF, National programs etc) and other donors to the Districts and how UNHCR funding can supplement these efforts.
- district development plans and their fiscal year (July - June) and how UNHCR funded projects can be synchronized with that of the District.
- level and quality of internal and external communication.

***III. Assess the Integration of Refugee Services into the District Systems:***

- current understanding of the term integration and level of integration of services.
- level of contribution of households, communities (cost sharing, school fees, etc).
- level of quality of care as a result of integration.
- capacity of districts to maintain the service standard levels.
- information including management systems and monitoring and supervision.
- plan of action for further integration.

***IV. Perception of District authorities on SRS:***

- gap between high expectations and limited funds available.
- increased district responsibilities.
- role of UNHCR, central government, and other development partners in SRS.

***V. Assess possible way forward including link to Government of Uganda's Development Plans and phasing in of development partners:***

- Prospect of repatriation and linkages with SRS.
- Resource mobilization for the districts in conjunction with other UN Organizations.
- Government to pass refugee bill and consider refugee statistics in planning and therefore disbursement of funds to the refugee hosting districts.
- Expansion of local economy beyond typical agricultural activities (alternative livelihood activities)
- Phasing in of development partners including role of other UN agencies.

***VI. Examine the Linkage of Services with the Community/Refugees:***

- Community involvement and participation.
- Availability of community resources.
- Improvement in quality of life of hosts and refugees

**Composition:**

16. The mid-term review team will be multi-disciplinary and preferably gender balanced. The composition of the teams is recommended to be the following:

Team Leader: one of the expert consultants hired by UNHCR will act as the Team Leader. The team leader will coordinate activities; ensures that team members receive relevant information/documentation for the review; liaises with the UNHCR focal point for the arrangements for the mission; be in charge of allocating responsibilities amongst team members; ensures that team members provide written inputs for the report; debrief Government of Uganda,

UNHCR and donor community; together with the second Consultant collates/ completes /circulates first draft report to team members; receives inputs/comments from team members and finalizes report together with the second Consultant.

Team Members:

- ❖ two expert consultants hired by UNHCR;
  - One with expertise in Displacement and Livelihood;
  - One with expertise in Rural Development.
  
- ❖ three members from the UN agencies (preferably Uganda based);
  - One Education expert from UNICEF;
  - One expert from WFP
  - One expert from UNDP
  - One expert from FAO
  
- ❖ one or two representatives from the donors (preferably Uganda based);
  - Please see section on bilateral participation in the Plan of Action
  
- ❖ one representative from the NGOs (preferably field based);
  - Preferably with expertise in self reliance
  
- ❖ four representatives from the Government of Uganda.
  - Two from the Office of the Prime Minister
  - One from the respective District Administration
  - One from Ministry of Local Government

UNHCR Branch Office will designate a senior staff member to facilitate the entire process.

**IV. Methodology**

17. A combination of quantitative and qualitative methods to collect detailed and accurate information that would reflect ground realities and their intricacies is suggested. The team should use secondary and primary data and could use the following methodologies:

- i) Focus group discussions (FGD)
- ii) Interviews
- iii) Household questionnaires (to be tailor made for Uganda)
- iv) Analysis of Case studies through in-depth interviews
- v) Review of reports containing observations and assessments

18. In this regard the Mid-term review team will interview partner agencies and Government counterparts, line departments in Kampala and districts; hold discussions with selected donors; interview implementing and operational partner NGOs; interview refugees and host population; hold FGD with beneficiary communities refugees and hosts; use baseline data to determine progress or lack thereof; review monitoring and evaluation documents of UN and NGOs; review situation reports; review government counterparts development progress reports; visit locations and households; use standard questionnaires. The above should focus on the following areas:

- a) Community profile and information
- b) Household profile and information (randomly selected sample)
- c) Education, health services, water supply

**V. Time Frame**

19. *Mid-term review will be completed within six weeks (for consultants) including report writing. The field mission, as part of the mid-term review would be maximum 3 weeks inclusive of 10 days visit*

*(inclusive of Kampala based team members) to the refugee hosting areas in Uganda; one week of preparation (questionnaires, methodology, gathering of information etc.); two weeks of report writing. Tentative start up date 12 January 2004.*

#### **VI. Expected Output**

20. This Independent Mid-term review Report will provide information on general impact of activities implemented for the benefit of refugee and national populations; reflect on sectoral conclusions; have sections on distinct components for the review listed in section III of this TOR; and, recommendations on the way forward on the Self-reliance Strategy in Uganda for 2004 and onwards.
21. The report will be in summary form not exceeding 25 pages, excluding appendices and annexes, with clear summary of findings and recommendations. The report will be completed by the two Consultants hired by UNHCR with inputs from other members of the team. The first draft report will be circulated by the Consultants to the team members at the end of the 4<sup>th</sup> week. Team members are expected to provide inputs/comments within 5 working days thereafter the Consultants will finalize the report and present it to UNHCR and the Government of Uganda, Office of the Prime Minister.
22. The report will be jointly published by the Government of Uganda and UNHCR and will also be placed in the public domain.

#### **VII. Management of Mid-Term Review Process**

23. The mid-term review will be managed by a Steering Committee at Headquarters headed by the Africa Bureau, with the technical backstopping of Reintegration and Local Settlement Section, Division of Operational Support, and Evaluation and Policy Analysis Unit.
24. In Kampala, Uganda, the process will be overseen by the Representative of UNHCR in coordination with the Office of the Prime Minister.



## Interview Guides

Guide for General Questions for the district level structures and community leaders<sup>24</sup>

I	CAO, LC3, RWC3, LC1, RWC I
	District name /Sub-county
	Settlement/village
	Title of official(s)
	Name of Official(s)
	Date of interview

<b>Interview Guide (To be used as guide rather than a rigid questionnaire)</b>	
<b>1.</b>	<b>Information on and awareness of SRS</b> <ol style="list-style-type: none"> <li>1. Are you aware of the SRS?</li> <li>2. What are your sources of information on the SRS?</li> <li>3. What in your view is the SRS aiming to achieve?</li> </ol>
<b>2.</b>	<b>Establishment and Evolution of SRS</b> <ol style="list-style-type: none"> <li>1. When was the SRS introduced to your: (i) district; (ii) sub-county (iii) village; (iv) settlement</li> <li>2. Describe its evolution over the last 4 years</li> </ol>
<b>3.</b>	<b>Perceptions on impact of SRS</b> <ol style="list-style-type: none"> <li>1. Has there been an improvement or decline in living standards (LS) in your: (i) district; (ii) sub-county, (iii) settlement; (iv) village; over the last 4 years?</li> <li>2. In what ways have LS improved or declined?</li> <li>3. To what extent have LS improved or declined?</li> <li>4. How much of the improvement/decline in living standards is result of activities undertaken through the SRS?</li> <li>5. Has there been any impact of SRS on the local economy? If, yes, in what ways?</li> </ol>
<b>4.</b>	<b>Successes, failures, bottlenecks of SRS</b> <ol style="list-style-type: none"> <li>1. What, if any, have been the main achievements of SRS?</li> <li>2. What, if any, have been the main failures/shortcomings of the SRS?</li> <li>3. What, if any, have been the main bottlenecks/problems affecting implementation of the SRS?</li> <li>4. Identify 3-4 ways implementation of the SRS could be improved?</li> <li>5. Identify 3-4 key areas the SRS should focus on in the future?</li> </ol>

<sup>24</sup> Note: The numbering of the questions may not be in sequence as specific questions were included or excluded depending on the target group

5.	<p><b>Institutional/Implementation arrangements</b></p> <ol style="list-style-type: none"> <li>1. What mechanisms have been set up for the SRS at: (i) national; (ii) district; (iii) sub-county (iv) village; (iv) settlement levels?</li> <li>2. How well are these structures functioning?</li> <li>3. Identify the main bottlenecks of these structures.</li> <li>4. Identify measures to overcome these obstacles.</li> </ol> <p>District level:</p> <ol style="list-style-type: none"> <li>5. What are the main implementation arrangements (i.e. MOUs) of SRS for: (i) districts; (ii) IPs; (iii) Ops?</li> <li>6. How well are these arrangements working?</li> <li>7. Identify key obstacles.</li> <li><b>8. Identify measures to overcome these obstacles.</b></li> </ol>
7.	<p><b>Food Security &amp; Access to means of Production</b></p> <ol style="list-style-type: none"> <li>1. Has the availability of and access to food in: (i) district; (ii) settlement; (iii) village; (iv) households improved or declined over the last 3-4 years</li> <li>2. What are the key factors responsible for improvement or decline in food availability and access</li> </ol>
9.	<p><b>Participation in decision-making (LC1, LC3, and RWCI, RWC 3 only)</b></p> <ol style="list-style-type: none"> <li>1. What are the main decision-making mechanisms in: (i) sub-county; (ii) village; (iii) settlement?</li> <li>2. In what ways do refugees/nationals participate in these – men and women?</li> <li>3. Is the level of participation satisfactory?</li> <li>4. What, if any, are the obstacles to participation?</li> </ol>
10.	<p><b>Nature of Integration</b></p> <ol style="list-style-type: none"> <li>1. Are nationals and refugees sharing resources. If so which?</li> <li>2. Are nationals and refugees sharing and services. If so, which?</li> <li>3. Are nationals and refugees co-existing peacefully?</li> <li>4. Are there conflicts between nationals and refugees. If so what is the source(s) of the conflict?</li> <li>5. How were these conflicts resolved?</li> </ol>
11.a	<p><b>Mechanisms for Integration of Services</b></p> <ol style="list-style-type: none"> <li>1. What mechanisms exist and/or are used to promote integration of services (e.g. policies, procedures, arrangements, planning, budgeting)?</li> <li>2. Identify the key factors that facilitate integration of services?</li> <li>3. Identify key factors that hinder integration of services?</li> <li>4. To what degree is district personal involved in SRS activities?</li> </ol>
11.b	<p><b>Mechanisms for Integration of Services Continued (LC1, LC3and RWC 1, RWC3 only)</b></p> <ol style="list-style-type: none"> <li>5. Have access to services by nationals improved or fallen as a result of the integration of services?</li> <li>6. Have access of refugees to services improved or fallen as a result of integration of services?</li> <li>7. What are the views of refugees on the SRS in general?</li> <li>8. What are the views of nationals on the SRS in general?</li> </ol>
12.	<p><b>Enabling Legal Framework</b></p> <ol style="list-style-type: none"> <li>1. Does an enabling environment exist to facilitate refugee self-reliance (e.g. movement, security, land, employment)?</li> <li>2. How restrictive has been the lack of legal framework on refugee self-reliance?</li> </ol>
13.	<p><b>Security</b></p> <ol style="list-style-type: none"> <li>1. Has security improved or declined in the last 4 years?</li> <li>2. What has been the impact?</li> <li>3. What, if any, has been the impact of the security situation in the surrounding districts?</li> </ol>

<b>14.</b>	<b>Degree of convergence between stakeholders</b> 1. In your view, are there any divergences in points of view between the various SRS stakeholders? 2. If so, what are these? 3. What effect did this have on SRS?
<b>15.</b>	<b>Availability of Resources (CAO only)</b> 1. Did any additional resources come through the SRS? 2. If so, how much: (i) Little; (ii) moderate; (iii) Significant? 3. In what areas/sectors did most resources flow? 4. What measures are needed to improve resource availability? 5. What have been the impact on implementation?
<b>16.</b>	<b>Use of SRS framework for Planning (CAO and LC3 only)</b> 1. To what degree did SRS influence planning of development activities in: (i) district; (ii) sub-county, (iii) settlement; (iv) village? 2. If limited, state why. 3. If significant, state why.
<b>17.</b>	<b>Systems in place for planning and monitoring of SRS (Q.2 &amp; 3 not for LC1 or RWC1)</b> 1. What systems are in place for planning and monitoring of SRS at: (i) national; (ii) district; (iii) sub-county; (iii) village; (iv) settlement levels? 2. Is there an Information Management System in place? 3. Are any regular review missions undertaken? 4. Are there any regular reports prepared?
<b>18.</b>	<b>Involvement of development agencies</b> 1. Which agencies are involved in SRS in your district? 2. What activities are they supporting? 3. What are their planned activities? 4. What are the development programmes not connected to the SRS?
<b>19.</b>	<b>Impact of Repatriation (CAO only)</b> 1. What preparations are underway for repatriation? 2. What are the projected repatriation figures for the coming years? 3. What impacts would repatriation have on the host districts? 4. What measures are being considered should there be a need to mitigate negative impacts? 5. What are the plans for the utilisation of the infrastructure and land left behind by returning refugees? 6. What possible impact would the repatriation process have on the SRS?
<b>20.</b>	<b>The way Forward</b> Have you any suggestions for the future?
<b>21.</b>	<b>Wrap Up</b> Have you any questions for me/us?  Thank you for your collaboration, your time and for all information you have provided us with.

Community Capacities: LC1 and RWC1

	Capacities LC1, RWC1
	Community name
	Title of official(s)
	Name of official(s)
	Date of interview

1.	<b>Assessment of Local Councils and Refugee Welfare Committees Capacities</b>
	<p>1. Do you have committees that are responsible for sector/development activities?  a) What are these?  b) What are their roles and functions (general)?</p> <p>2. Are there other groups (i.e self-help, mother's union, interest groups) contributing to community welfare?</p> <p>3. Please give examples of IGAs, which are being undertaken by these groups.</p> <p>4. Are they capable of handling these activities?  a) What kind of training have they received?  b) Who provided the training?</p> <p>5. Do you discuss your plans/priorities with the LC1 if you are a RWC, or with RWC if you are a LC1?  If yes:  a) How?  b) Where do the results go?  If no:  c) What is the reason?  d) Do you think it would be useful?</p> <p>6. How do you gather the needs/priorities of your community?  a) Have you had your priorities included in the parish development plan? If yes give examples?  b) How are they included in the parish plan?</p> <p>7. Are your priorities considered/included and funded?</p> <p>8. How has the work of the committees changed in the last 4 years?</p> <p>9. Are there income-generating activities which are successful?</p> <p>10. Is the community involved in building, operating or maintaining any of your infrastructure services?  a) Can everyone afford to contribute (in money or kind)?  b) What support do you get in looking after your infrastructure?</p> <p>11. How are the vulnerable/weak members of your community looked after?</p>

Community Focus Group – General interview plus Sector Specific Interviews

	Focus Group Interview Guide
	Sub-county
	Name of LC1 or settlement & refugee camp
	Location description /category/size
	Type of focus group being interviewed
	Size and make-up of group
	Date of interview

<b>I.</b>	<b>General</b>
<b>1.</b>	<p><b>Information on and awareness of SRS</b></p> <ol style="list-style-type: none"> <li>1. Are you aware of the SRS?</li> <li>2. What are your sources of information on the SRS?</li> <li>3. What in your view is the SRS aiming to achieve?</li> </ol>
<b>2.</b>	<p><b>Establishment and Evolution of SRS</b></p> <ol style="list-style-type: none"> <li>1. When was the SRS introduced to your: village/settlement?</li> <li>2. Describe its evolution over the last 4 years?</li> </ol>
<b>6.</b>	<p><b>Income &amp; Capacity to pay for services</b></p> <ol style="list-style-type: none"> <li>1. Have household incomes improved or declined over the last 4 years?</li> <li>2. To what extent has the SRS contributed to improved incomes?</li> <li>3. Do you have the ability to pay for services?</li> <li>4. If not, how is this affecting access to health, education, etc.?</li> </ol>
<b>8.</b>	<p><b>Skills, Capacities &amp; Assets</b></p> <ol style="list-style-type: none"> <li>1. What skills and capacities are most useful in your village/settlement?</li> <li>2. [For refugees] what skills and capacities are most useful on return to Sudan?</li> <li>3. What skills do you have?</li> <li>4. How did you acquire these skills?</li> <li>5. How have you used these skills?</li> <li>6. Have you accumulated any assets over the last 3-4 years? If so, name them.</li> </ol>
<b>9.</b>	<p><b>Participation in decision-making</b></p> <ol style="list-style-type: none"> <li>1. What are the main decision-making mechanisms in: (i) village; (ii) settlement?</li> <li>2. In what ways do refugees/nationals participate in these – men and women?</li> <li>3. Is the level of participation satisfactory?</li> <li>4. What, if any, are the obstacles to participation?</li> </ol>
<b>10.</b>	<p><b>Nature of Integration</b></p> <ol style="list-style-type: none"> <li>1. Are nationals and refugees sharing and services? If so, which?</li> <li>2. Are nationals and refugees co-existing peacefully?</li> <li>3. Are there conflicts between nationals and refugees? If so what is the source(s) of the conflict?</li> <li>4. How were these conflicts resolved?</li> </ol>

<b>11.b</b>	<p><b>Mechanisms for Integration of Services</b></p> <ol style="list-style-type: none"> <li>1. Have access to services by nationals improved or fallen as a result of the integration of services</li> <li>2. Have access of refugees to services improved or fallen as a result of integration of services.</li> <li>3. If access to services fallen are they below national standards</li> <li>4. What are the views of refugees on the SRS in general</li> <li>5. What are the views of nationals on the SRS in general</li> </ol>
<b>17.</b>	<p><b>Systems in place for planning and monitoring of SRS</b></p> <ol style="list-style-type: none"> <li>1. What systems are in place for planning and monitoring of SRS at: (i) Village; (ii) settlement level?</li> <li>2. Are there any regular reports prepared?</li> </ol>
<b>P</b>	<b>Perceptions</b>
<b>P.1</b>	<p><b>Security</b></p> <ol style="list-style-type: none"> <li>1. Do you feel safe living here?</li> <li>2. Does security affect your ability to: <ol style="list-style-type: none"> <li>a. Farm?</li> <li>b. Travel?</li> <li>c. Accessing markets to buy and sell?</li> <li>d. Others?</li> </ol> </li> <li>3. Is it getting safer or less safe over the last 4 years?</li> </ol>
<b>P.2</b>	<p><b>Involvement in decision-making</b></p> <ol style="list-style-type: none"> <li>1. What is the most recent project to be undertaken in your community?</li> <li>2. How was this decided on?</li> <li>3. Did you participate in the decision?</li> <li>4. Were you asked to contribute? If yes, how?</li> <li>5. Do you know what happens once a decision is made in this community – where does the request go?</li> </ol>
<b>P.3</b>	<p><b>Access to services, present, past, future</b></p> <ol style="list-style-type: none"> <li>1. Are you sharing any services or facilities with the refugees/nationals?</li> <li>2. Have there been any problems in sharing the facilities?</li> <li>3. Are there any services or a facility in the area that you cannot use? Why?</li> </ol>
<b>P.4</b>	<p><b>Repatriation</b></p> <p><u>Nationals:</u></p> <ol style="list-style-type: none"> <li>1. What do you feel about the thought that the refugees may soon be able to return to Sudan?</li> <li>2. How will this affect you and your community?</li> <li>3. Do you think this will affect the services provided and how?</li> </ol> <p><u>Refugees:</u></p> <ol style="list-style-type: none"> <li>1. What do you feel about the thought that you may shortly be able to go to Sudan?</li> <li>2. How will this affect you and your families?</li> <li>3. What do you think you need to prepare yo u for returning?</li> </ol>

S	SECTORS
<b>S.1</b>	<p><b>Agricultural/ Production</b></p> <ol style="list-style-type: none"> <li>1. What are your major sources of food in the households?</li> <li>2. Have there been any changes in the sources of food in the last 4 years?</li> <li>3. What are your major sources of income in the households? <ol style="list-style-type: none"> <li>a) Have you benefited from any income generation opportunities through SRS?</li> <li>b) If so what has changed?</li> </ol> </li> <li>4. How could food and income strategies in your community be improved?</li> <li>5. How do you get your farming tools/equipment?</li> <li>6. Have you accessed any credit facilities in the last 4 years? If so is there any collateral required before you access the facility?</li> <li>7. Do you belong to any agricultural marketing group? If so, does the membership include both refugees and nationals?</li> <li>8. How do you determine which crops to grow either for food or sale?</li> <li>9. Is there any extension staff in your sub-county/community?</li> <li>10. If so, what contribution has s/he made to your farming activities?</li> <li>11. What joint food and or income generating activities have you planned/carried out together with refugees/nationals?</li> </ol>
<b>S.1a</b>	<p><b>Food Security</b></p> <ol style="list-style-type: none"> <li>1. <u>During the last year</u>, has there been a period when some in the community didn't have sufficient food?</li> <li>2. How did last year compare with the years?</li> <li>3. Were there only a few or many?</li> <li>4. Altogether, how long did that period last?</li> <li>5. What was the reason that people did not have sufficient food during that period?</li> <li>6. What did you do during that period?</li> <li>7. Did you receive food relief from WFP/UNHCR during the past year?</li> <li>8. How is your situation today compared with 4 years ago?</li> </ol>
<b>S.2</b>	<p><b>Health</b></p> <ol style="list-style-type: none"> <li>1. Has the incidence of malnutrition among children under five years declined or increased over the last four years?</li> <li>2. What factors do you attribute the change to?</li> <li>3. If you are paying for health services, how has this affected your access or use of the health services?</li> <li>4. Has your access to Health Services increased or decreased over the past 4 years in terms of : <ol style="list-style-type: none"> <li>a) Distance to health service?</li> <li>b) Access to medical personnel?</li> <li>c) Access to medication?</li> </ol> </li> </ol>
<b>S.3</b>	<p><b>Education</b></p> <ol style="list-style-type: none"> <li>1. Do your children go to primary school? Is it only for nationals/only for refugees/ for both nationals and refugees?</li> <li>2. Do your children go to secondary school? Is it only for nationals /only for refugees/ for both nationals and refugees?</li> <li>3. Are there any school fees? If yes, who pays them?</li> <li>4. If your children had to pay the school fees could you afford to send them to the school? If some children of school age are not attending the school, what are the reasons?</li> </ol>

<p><b>S.4</b></p>	<p><b>Community services</b></p> <p>4.1 <u>Special Needs Groups</u></p> <p>4.1.1 In your community are there any groups with special needs, like:</p> <ol style="list-style-type: none"> <li>Disabled people</li> <li>Orphans</li> <li>Elderly people without supportive children</li> <li>HIV/AIDS</li> <li>Other</li> </ol> <p>4.1.2 How are they coping?</p> <p>4.1.3 Who is taking care of/ supporting them?</p> <p>4.1.4 Do you think that the care/support is good?</p> <p>4.1.5 Why?</p> <p>4.1.6 What could be better?</p> <p>4.1.7 What could the community do better?</p> <p>4.2 <u>Community groups/ structures for groups with special needs</u></p> <p>4.2.1 What are the most important community groups/structures for the groups with special needs in your community?</p> <p>4.2.2 Examples please</p> <p>4.2.3 Who took the initiative to start up the groups?</p> <p>4.2.4 Who is participating in those groups?</p> <p>4.2.5 Do you think that the groups function well?</p> <p>4.2.6 Why?</p> <p>4.2.7 What could be better?</p> <p>4.2.8 What could the community do better?</p>
<p><b>S.5</b></p>	<p><b>Environmental protection</b></p> <ol style="list-style-type: none"> <li>Have you been involved in any activity during the last 4 years, which protected the environment?</li> <li>Have you been involved in any activity during the last 4 years, which helped to preserve natural assets?</li> <li>Are there more or less trees in the area around your village/settlement than 4 years ago?</li> </ol>
<p><b>S.6</b></p>	<p><b>Water and Sanitation</b></p> <p>6.1 <u>Water</u></p> <p>6.1.1 Where do you get water:</p> <ol style="list-style-type: none"> <li>For domestic use?</li> <li>For animal use?</li> </ol> <p>6.1.2 Is water available there all year round?</p> <p>6.1.3 Is it shared with refugees / nationals?</p> <p>6.1.4 Do you have to pay for your water?</p> <p>6.1.5 Who built and who maintains or repairs the system(s)?</p> <p>6.1.6 Is it the same or better or worse than 4 years ago?</p> <p>6.1.7 If it is a new system were you involved in the planning?</p> <p>6.1.8 Who do you think will take care of your water supply in the future?</p> <p>6.1.9 Are the rains sufficient to grow crops?</p> <p>6.1.10 Do you put any extra water on the fields from rivers or other sources?</p> <p>6.2 <u>Sanitation</u></p> <p>6.2.1 Does everyone in the settlement /village have their own latrine? If not how many are without?</p> <p>6.2.2 Are latrines available at the school, clinic, etc.?</p>

<b>S.7</b>	<p><b>Infrastructure</b></p> <ol style="list-style-type: none"> <li>1. Have any of the following been built or improved in the last 4 years in your village/settlement:             <ol style="list-style-type: none"> <li>a) Buildings – give type?</li> <li>b) Roads?</li> <li>c) Bridges (road and foot)?</li> <li>d) Footpaths?</li> <li>e) Irrigation schemes?</li> </ol> </li> <li>2. Who built them?</li> <li>3. Did you contribute? If yes, how?</li> <li>4. What are the state of the roads, major footpaths and bridges you use regularly?</li> <li>5. Who is responsible for maintenance?</li> </ol>
<b>YG.1</b>	<p><b>Education (For Youth Group Only)</b></p> <ol style="list-style-type: none"> <li>1. Is the curriculum in the schools appropriate for your needs?</li> <li>2. What standard of education have you achieved?</li> <li>3. Are you going to go further?             <ol style="list-style-type: none"> <li>a) If yes, what are you going to do?</li> <li>b) If no, what are the reasons?</li> </ol> </li> <li>4. What do you think about you chances of getting a job/ earning an income?</li> </ol>
<b>CC.2</b>	<p><b>Cross cutting - Training/skills</b></p> <ol style="list-style-type: none"> <li>1. Has anyone in the group received any training in the past 4 years? (workshop/on-the job/extension workers i.e. health).</li> <li>2. How were they selected for the training?</li> <li>3. What subject?</li> <li>4. What did they gain from it?</li> <li>5. Do they use it?</li> <li>6. Has anyone gained a skill – not necessarily through training? What and how?</li> <li>7. What skills would you like to have?</li> </ol>
<b>21.</b>	<p><b>Wrap Up</b></p> <p>Have you any questions for me/us?</p> <p>Thank you for your collaboration, your time and for all information you have provided us with!</p>

Community Household Level Interviews<sup>25</sup>

	HOUSEHOLD Interview
	Sub-county
	Name of LC1 or settlement & refugee camp
	Household Head <i>(i.e. Female, male, youth, child)</i>
	Sex of respondents <i>(Only recorded, not asked)</i>
	Disability (if any)
	Household size: adults - F/M children – F/M
	How many of the children are of school age?
	Of these, how many are in school?

<b>1</b>	<b>Crops Food and Income</b>
1.1	How much land does your household have available to grow crops?
1.2	On all the fields this household cultivated, which crops have you been growing during the past two seasons?
1.3	And which of the crops that you have been growing during the last two seasons have been fully or partly sold?
1.4	What was the money from your crop sales used for?
1.5	Apart from the crops your household has been growing for home consumption have you had to buy food during the last two seasons?
1.6	If yes, which types of food crops have you had to buy?
1.8	During the last year, has there been a period when your household didn't have sufficient food? Altogether, how long did that period last?
1.9	What was the reason that your household did not have sufficient food during that period?
1.10	What did you do during that period? Did you receive food relief from WFP/UNHCR during the past year?
<b>2.</b>	<b>Animals and Income</b>
2.1	Does your household have any of the animals? Which?
2.2	If you have cattle, more or less, how many heads of cattle have you got?
2.3	Do you sell milk or any milk products?
2.4	Do you occasionally sell any other animals or animal products?
2.5	What are the proceeds from the sale of the animals or products used for?

<sup>25</sup> This interview guide was based on a survey carried out by DASS in Adjumani District

<b>3</b>	<b>Work And Income</b>
3.1	Over the last 12 months_(a year back from today), did anybody from the household offer agricultural labour for money?
3.2	If yes, in which month(s) did the member of household offer agricultural labour?
3.3	How many times on average did he/she go out to work per week?
3.4	What were the principal reasons for the household members' going out to work for others or doing any of the other income generating activities?
3.5	Is anybody from your household permanently employed? E.g. teacher, agricultural advisor, nurse, accountant etc.?
3.6	Does anybody from your household currently receive an income from rafts, brick-making, brewing, trading/shop, business, preparing and selling food, or any other small business activity?
3.7	Do you receive help in money or kind from relatives who live elsewhere?
3.8	Apart from the things mentioned here, does anybody in your household have any other sources of income?
3.9	Which ones?
3.10	Do you have to pay for education for the children? Can you afford it?
3.11	Do you have to pay for medical attention? Can you afford it?
<b>4</b>	<b>Local Groups And Organizations, Extension And Training</b>
4.1	Is there any one in the household who is a member of any group?
4.2	If yes, who in the household is a member?
4.3	What type of group is it?
4.4	Has anyone in the household received assistance (e.g. loan, training, advice) from any external organization either individually or as part of a group during the last 4 years?
4.5	If yes, which organization or project has provided this assistance?
4.6	As a member of this group or individually, for which of the following have you received information from that organisation? Improved storage techniques; new crops or seeds; improved marketing; use of fertilizers; use of pesticides; erosion control; use of compost, natural fertilisers leguminous crops to improve soil fertility; use of animal manure; pest management, irrigation, fodder for animals, credit facilities, handicrafts, chicken rearing, others?
4.8	Have you or anyone in your family been visited by an extension worker or field staff, or received agricultural training?
<b>5</b>	<b>Credit And Savings</b>
5.1	Has anybody in your household received credit during the last couple of years?
5.2	If, yes who?
5.3	For which purpose did he/she receive the credit?
5.4	Which organization or project provided the credit?
5.6	Did the credit require any kind of security or collateral?
5.5	Do you or anyone in your family have savings?
5.6	What assets do you have? (i.e. furniture, tools, household items, bicycle, etc.)

<b>6</b>	<b>General</b>
6.1	What is the position of this household as compared with 4 years ago (or since they arrived in this area if less than 4 years ago)?
<b>7</b>	<b>Closure</b>
7.1	Are there any questions you would like to ask me/us?
7.2	Thank you for your collaboration, your time and for all information you have provided us with.

	LC5, RDC - General
	District name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

<b>Interview Guide (To be used as guide rather than a rigid questionnaire)</b>	
<b>1.</b>	<p><b>Information on and awareness of SRS</b></p> <p>7. Are you aware of the SRS?</p> <p>8. What are your sources of information on the SRS?</p> <p>9. What in your view is the SRS aiming to achieve?</p>
<b>3.</b>	<p><b>Perceptions on impact of SRS</b></p> <p>6. Has there been an improvement or decline in living standards (LS) in your: (i) district; (ii) sub-county, (iii) settlement; (iv) village; over the last 4 years?</p> <p>7. In what ways have LS improved or declined?</p> <p>8. To what extent have LS improved or declined?</p> <p>9. How much of the improvement/decline in living standards is result of activities undertaken through the SRS?</p> <p>10. Has there been any impact of SRS on the local economy? If, yes, in what ways?</p>
<b>4.</b>	<p><b>Successes, failures, bottlenecks of SRS</b></p> <p>6. What, if any, have been the main achievements of SRS?</p> <p>7. What, if any, have been the main failures/shortcomings of the SRS?</p> <p>8. What, if any, have been the main bottlenecks/problems affecting implementation of the SRS?</p> <p>9. Identify 3-4 ways implementation of the SRS could be improved?</p> <p>10. Identify 3-4 key areas the SRS should focus on in the future?</p>
<b>13.</b>	<p><b>Security</b></p> <p>4. Has security improved or declined in the last 4 years?</p> <p>5. What has been the impact?</p> <p>6. What, if any, has been the impact of the security situation in the surrounding districts?</p>
<b>14.</b>	<p><b>Degree of convergence between stakeholders</b></p> <p>4. In your view, are there any divergences in points of view between the various SRS stakeholders?</p> <p>5. If so, what are these?</p> <p>6. What effect did this have on SRS?</p>
<b>18.</b>	<p><b>Involvement of development agencies</b></p> <p>5. Which agencies are involved in SRS in your district?</p> <p>6. What activities are they supporting?</p> <p>7. What are their planned activities?</p> <p>8. What are the development programmes not connected to the SRS?</p>

19.	<p><b>9. Impact of Repatriation (CAO only)</b></p> <ol style="list-style-type: none"> <li>2. What preparations are underway for repatriation?</li> <li>3. What are the projected repatriation figures for the coming years?</li> <li>4. What impacts would repatriation have on the host districts?</li> <li>5. What measures are being considered should there be a need to mitigate negative impacts?</li> <li>6. What are the plans for the utilisation of the infrastructure and land left behind by returning refugees?</li> <li>7. What possible impact would the repatriation process have on the SRS?</li> </ol>
20.	<p><b>The way Forward</b> Have you any suggestions for the future?</p>
21.	<p><b>Wrap Up</b> Have you any questions for me/us?</p> <p>Thank you for your collaboration, your time and for all information you have provided us with.</p>

	Planning Unit - General
	District name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

<b>Interview Guide (To be used as guide rather than a rigid questionnaire)</b>	
<b>1.</b>	<b>Information on and awareness of SRS</b> 10. Are you aware of the SRS? 11. What are your sources of information on the SRS? 12. What in your view is the SRS aiming to achieve?
<b>11a.</b>	<b>Mechanisms for Integration of Services</b> 5. What mechanisms exist and/or are used to promote integration of services (e.g. policies, procedures, arrangements, planning, budgeting)? 6. Identify the key factors that facilitate integration of services? 7. Identify key factors that hinder integration of services? 8. To what degree is district personal involved in SRS activities?
<b>16.</b>	<b>Use of SRS framework for Planning (CAO and LC3 only)</b> 4. To what degree did SRS influence planning of development activities in: (i) district; (ii) sub-county, (iii) settlement; (iv) village? 5. If limited, state why. 6. If significant, state why
<b>17.</b>	<b>Systems in place for planning and monitoring of SRS (Q.2 &amp; 3 not for LC1 or RWC1)</b> 5. What systems are in place for planning and monitoring of SRS at: (i) national; (ii) district; (iii) sub-county; (iii) village; (iv) settlement levels? 6. Is there an Information Management System in place? 7. Are any regular review missions undertaken? 8. Are there any regular reports prepared?
<b>18.</b>	<b>Involvement of development agencies</b> 9. Which agencies are involved in SRS in your district? 10. What activities are they supporting? 11. What are their planned activities? 12. What are the development programmes not connected to the SRS?
<b>19.</b>	<b>Impact of Repatriation (CAO only)</b> 12. What preparations are underway for repatriation? 13. What are the projected repatriation figures for the coming years? 14. What impacts would repatriation have on the host districts? 15. What measures are being considered should there be a need to mitigate negative impacts? 16. What are the plans for the utilisation of the infrastructure and land left behind by returning refugees? 17. What possible impact would the repatriation process have on the SRS?

<b>20.</b>	<b>The way Forward</b> Have you any suggestions for the future?
<b>21.</b>	<b>Wrap Up</b> Have you any questions for me/us?  Thank you for your collaboration, your time and for all information you have provided us with.

	Sector - General
	District or organisation name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

<b>Interview Guide (To be used as guide rather than a rigid questionnaire)</b>	
<b>1.</b>	<b>Information on and awareness of SRS</b> <ol style="list-style-type: none"> <li>1. Are you aware of the SRS?</li> <li>2. What are your sources of information on the SRS?</li> <li>3. What in your view is the SRS aiming to achieve?</li> </ol>
<b>4.</b>	<b>Successes, failures, bottlenecks of SRS</b> <ol style="list-style-type: none"> <li>12. What, if any, have been the main achievements of SRS?</li> <li>13. What, if any, have been the main failures/shortcomings of the SRS?</li> <li>14. What, if any, have been the main bottlenecks/problems affecting implementation of the SRS?</li> <li>15. Identify 3-4 ways implementation of the SRS could be improved?</li> <li>16. Identify 3-4 key areas the SRS should focus on in the future?</li> </ol>
<b>5.</b>	<b>Institutional/Implementation arrangements</b> <ol style="list-style-type: none"> <li>9. What mechanisms have been set up for the SRS at: (i) national; (ii) district; (iii) sub-county (iv) village; (iv) settlement levels?</li> <li>10. How well are these structures functioning?</li> <li>11. Identify the main bottlenecks of these structures.</li> <li>12. Identify measures to overcome these obstacles.</li> <li>13. District level:</li> <li>14. What are the main implementation arrangements (i.e. MOUs) of SRS for: (i) districts; (ii) IPs; (iii) Ops?</li> <li>15. How well are these arrangements working?</li> <li>16. Identify key obstacles.</li> <li>17. Identify measures to overcome these obstacles.</li> </ol>
<b>10.</b>	<b>Nature of Integration</b> <ol style="list-style-type: none"> <li>10. Are nationals and refugees sharing resources. If so which?</li> <li>11. Are nationals and refugees sharing and services. If so, which?</li> <li>12. Are nationals and refugees co-existing peacefully?</li> <li>13. Are there conflicts between nationals and refugees. If so what is the source(s) of the conflict?</li> <li>14. How were these conflicts resolved?</li> </ol>
<b>11a.</b>	<b>Mechanisms for Integration of Services</b> <ol style="list-style-type: none"> <li>9. What mechanisms exist and/or are used to promote integration of services (e.g. policies, procedures, arrangements, planning, budgeting)?</li> <li>10. Identify the key factors that facilitate integration of services?</li> <li>11. Identify key factors that hinder integration of services?</li> <li>12. To what degree is district personal involved in SRS activities?</li> </ol>

<b>12.</b>	<p><b>Enabling Legal Framework</b></p> <p>3. Does an enabling environment exist to facilitate refugee self-reliance (e.g. movement, security, land, employment)?</p> <p>4. How restrictive has been the lack of legal framework on refugee self-reliance?</p>
<b>14.</b>	<p><b>Degree of convergence between stakeholders</b></p> <p>7. In your view, are there any divergences in points of view between the various SRS stakeholders?</p> <p>8. If so, what are these?</p> <p>9. What effect did this have on SRS?</p>
<b>15.</b>	<p><b>Availability of Resources</b></p> <p>6. Did any additional resources come through the SRS?</p> <p>7. If so, how much: (i) Little; (ii) moderate; (iii) Significant?</p> <p>8. In what areas/sectors did most resources flow?</p> <p>9. What measures are needed to improve resource availability?</p> <p>10. What have been the impact on implementation?</p>
<b>17.</b>	<p><b>Systems in place for planning and monitoring of SRS</b></p> <p>9. What systems are in place for planning and monitoring of SRS at: (i) national; (ii) district; (iii) sub-county; (iii) village; (iv) settlement levels?</p> <p>10. Is there an Information Management System in place?</p> <p>11. Are any regular review missions undertaken?</p> <p>12. Are there any regular reports prepared?</p>
<b>18.</b>	<p><b>Involvement of development agencies</b></p> <p>13. Which agencies are involved in SRS in your district?</p> <p>14. What activities are they supporting?</p> <p>15. What are their planned activities?</p> <p>16. What are the development programmes not connected to the SRS?</p>
<b>20.</b>	<p><b>The way Forward</b></p> <p>Have you any suggestions for the future?</p>
<b>21.</b>	<p><b>Wrap Up (after sector specific interview)</b></p> <p>Have you any questions for me/us?</p> <p>Thank you for your collaboration, your time and for all information you have provided us with.</p>

## Capacities of District Departments

	Sector - Capacities
	District name
	Title of official(s)
	Name of Official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

<b>1.</b>	<p><b>Services and activities</b></p> <ol style="list-style-type: none"> <li>1. What is the additional project/programme portfolio of the department/unit beyond core services?</li> <li>2. Do the services the department/unit provides to refugees differ from the services, which are provided to the national population?</li> <li>3. In which way do they differ?</li> <li>4. What are the consequences?</li> </ol>
<b>2.</b>	<p><b>Planning and budgeting</b></p> <ol style="list-style-type: none"> <li>1. In which way does the department/unit establish the needs of the target groups?</li> <li>2. In which way are priorities set?</li> <li>3. Who is involved in the planning?</li> <li>4. At which point in the planning process are they involved?</li> <li>5. In which way are new programmes/projects integrated in the department/unit?</li> <li>6. In which way is it ensured that new programmes/projects are in line with the District Development Plan?</li> <li>7. What do you do ensure that the department/unit have the capacity to implement and monitor new programmes/projects?</li> <li>8. Have the department/unit experienced budget cuts?</li> <li>9. How did the department/unit react?</li> <li>10. Have you experienced that new demands were enforced on the department/unit?</li> <li>11. How did the department/unit react?</li> <li>12. Who in your staff is dealing with SRS planning and implementation?</li> <li>13. Does the department/unit have a description of the full planning process (copies)?</li> </ol>
<b>3.</b>	<p><b>Implementation and monitoring</b></p> <ol style="list-style-type: none"> <li>1. How much extra work (burden) is being created by planning and implementation of SRS?</li> <li>2. How do you know if the target groups are satisfied with the quality and quantity of services delivered?</li> <li>3. Which systems are used for monitoring and evaluation?</li> <li>4. Which systems are used for regular reporting to superiors and donors?</li> <li>5. Do you get feed back on your reporting?</li> </ol>

	<p><b>Implementation and monitoring continued</b> continued</p> <ol style="list-style-type: none"> <li>6. How do you establish if the services adequately address the different gender roles and positions of the target groups?</li> <li>7. Have the department/unit experienced that it could not utilise its budget fully?</li> <li>8. How did the department/unit react?</li> </ol>
<p><b>4.</b></p>	<p><b>Staff</b></p> <ol style="list-style-type: none"> <li>1. What is the present number of staff members and staff positions?</li> <li>2. Has there been an increase or a decrease in staff over the past 4 years?</li> <li>3. What proportion of your staff posts have not been filled?</li> <li>4. Is the number of skilled staff members sufficient?</li> <li>5. Is the staff being adequately utilised?</li> <li>6. Is staff turnover within normal limits – compared with other parts of Uganda?</li> <li>7. Has additional funding been provided for hiring additional staff for service delivery among refugees?</li> <li>8. Funded by whom?</li> <li>9. Is there a balance in the position of men and women in different units and management levels?</li> <li>10. Are there adequate staff development/ training activities?</li> <li>11. How are staff members selected for staff development/skill training?</li> <li>12. Which type of staff development/skill training has been offered to the staff under refugees supported programmes and or other programmes?</li> <li>13. Did the implementation of the SRS demand new skills from your staff. If so how were they met?</li> <li>14. What impact has the training had?</li> </ol>
<p><b>5.</b></p>	<p><b>Infrastructure/ Logistical support</b></p> <ol style="list-style-type: none"> <li>1. Are offices and equipment adequate? If not what are the key gaps?</li> <li>2. Have vital physical structures been upgraded under refugees supported programmes and/or by other programmes?</li> <li>3. Funded by whom?</li> <li>4. Which kind of logistical support has been provided under refugees supported programmes and or other programmes?</li> <li>5. Funded by whom?</li> <li>6. Are existing infrastructure and logistical support adequately utilised?</li> <li>7. Are existing infrastructure and logistical support adequately maintained?</li> <li>8. Who is providing funding for maintenance/ replacement?</li> </ol>

This guide is followed by the individual sector interview guides.

	Planning unit
	District or organisation name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

1	<p>Integration of planning</p> <ol style="list-style-type: none"> <li>1. <b>Is refugee service delivery integrated into the District Development Plans?</b> <ol style="list-style-type: none"> <li>a. <b>To what extent?</b></li> <li>b. <b>How are they brought in and at what stage in the planning process?</b></li> <li>c. <b>Examples?</b></li> </ol> </li> <li>2. <b>What mechanisms at district level have enabled / hindered integration?</b></li> <li>3. <b>Do the District departments have the planning capacity to include refugee concerns in the District Development Plans?</b></li> <li>4. <b>Do you have any recommendations for the better integration of the planning and budgeting systems?</b></li> </ol>
2	<p>Representation</p> <ol style="list-style-type: none"> <li>1. <b>Describe the representation of the refugees and their contribution to the development of the DDPs</b></li> </ol>
3	<p>Budgets</p> <ol style="list-style-type: none"> <li>1. <b>Do different planning and budgeting cycles create difficulties for the District?</b> <ol style="list-style-type: none"> <li>a. <b>If yes or no - how do you deal with this?</b></li> </ol> </li> <li>2. <b>What is the contribution of SRS in terms of budgeting and planning?</b> <ol style="list-style-type: none"> <li>b. <b>How much of what was budgeted did you actually receive? And</b></li> <li>c. <b>How much of what you planned was actually achieved?</b></li> </ol> </li> </ol>
4	<p>Resources</p> <ol style="list-style-type: none"> <li>1. <b>What would be the additional resource needs required by the district, if all refugees were integrated into the district service delivery (whether the resources come through Government or are provided directly or indirectly from other sources)?</b> <ol style="list-style-type: none"> <li>d. <b>In terms of development budget?</b></li> <li>e. <b>In terms of recurrent budget?</b></li> </ol> </li> <li>2. <b>How much of these resources are presently directed through the District planning and budgeting system?</b></li> </ol>

	Community Services
	District or organisation name
	Title of official
	Date of interview

1.	<b>Mobilization and empowerment</b>
1.1	<p>Initiatives</p> <p><b>Which concrete initiatives have the department taken in order to mobilise and empower the communities including refugee settlements?</b></p>
1.2	<p>SRS mobilization</p> <p>Have the department been involved in any sensitisation and mobilisation campaign on issues related to the SRS and targeting the communities?</p>
2	<b>Access to the services</b>
2.1	<p><b>Nationals</b></p> <p>To which degree do the nationals have access to the community services funded by refugee supporting programmes?</p> <p>Can you give some concrete examples?</p> <ul style="list-style-type: none"> <li>a. Community empowerment</li> <li>b. Gender</li> <li>c. Psycho social</li> <li>d. Adult literacy</li> <li>e. Conflict resolution</li> <li>f. Other</li> </ul>
2.2	<p>Refugees</p> <p>To which degree do the refugees have access to the community services provided by the district?</p> <p>Can you give some concrete examples?</p> <ul style="list-style-type: none"> <li>a. Community empowerment</li> <li>b. Gender</li> <li>c. Psycho social</li> <li>d. Adult literacy</li> <li>e. Conflict resolution</li> <li>f. Other</li> </ul>
3	<b>Refugee programmes</b>
3.1	<p>Are the staff members of the department participating in any cross-cutting refugee programmes/ projects funded by UN agencies, the NGOs and other programme providers?</p> <p>Can you give some concrete examples?</p> <ul style="list-style-type: none"> <li>a. Community empowerment</li> <li>b. Gender</li> <li>c. Psycho social</li> <li>d. Adult literacy</li> <li>e. Conflict resolution</li> <li>f. Other</li> </ul>

<b>4</b>	<b>Most vulnerable</b>
4.1	<p>Current status</p> <p>1. What is the current status with regard to the services targeting the most vulnerable in the communities (national villages and refugees)?</p> <p>2. Which services are being provided?</p> <p>3. Which programmes are being implemented?</p> <p>4. Who is involved?</p> <p>a. Community empowerment</p> <p>b. Gender</p> <p>c. Psycho social</p> <p>d. Adult literacy</p> <p>e. Conflict resolution</p> <p>f. Other</p>
4.2	<p>Impact</p> <p>Which impact have the SRS had on most vulnerable in the communities (national villages and refugees)?</p>
4.3	<p>Community ability</p> <p>Have you witness any improvement in the communities' ability to care for most vulnerable in the communities (national villages and refugees)?</p>
<b>5</b>	<b>9 Integration of services</b>
5.1	<p>1. What have been the main successes in integration of services?</p> <p>2. What have been the main short-comings?</p> <p>3. What would you recommend to improve integration of services?</p>

	Education Sector
	District or organisation name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

**1.0 Enrolment and number of education institutions (refugees, nationals, sex breakdown)**

Education institution	Number of schools			Enrolment			
	National	Refugee	Integrated	Refugees		Nationals	
				Male	Fem.	Male	Fem.
Primary schools							
Secondary schools							
Vocational schools							

1	<p>Integration</p> <p>(a) What mechanisms are used for planning education services with the aim of integrating the services for refugees and nationals?</p> <p>(b) What have been the main successes in integrating education services?</p> <p>(c) What have been the main challenges?</p> <p>(d) What would you recommend to improve the integration of education services?</p>
2	<p><b>(Probe for inspectorate services as well as joint district examinations if not mentioned)</b></p> <p>(a) What are the services that you provide to schools in the refugee settlements?</p> <p>(b) How often do you inspect each school (per term/per year)?</p> <p>(c) Is the level of inspection the same in the schools with refugees as it is for schools exclusively for nationals? Explain.</p> <p>(d) Has this been as a result of SRS?</p>
3.	<p>(a) what is the source of funding for the education programmes in the district? (List them)</p> <p>(b) Do refugee children benefit from UPE?</p> <p>(c) If no; could you explain why they are not benefiting?</p> <p>(d) How much money per pupil do you receive per term?</p> <p>(e) What does UPE funding cover?</p>

4.	<ul style="list-style-type: none"><li>(a) Of schools you have in the district; how many of them have functional School Management Committees/PTAs?</li><li>(b) For the integrated schools, how many of them have refugees on their School Management Committees/PTAs?</li><li>(c) What are the major challenges do School Management Committees/PTA face?</li><li>(d) How are the challenges handled?</li></ul>
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**9.1**

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**2.0 Key ratio comparisons in Primary schools**

Key ratio	National level				District level				Community level												
	2000	2001	2002	2003	2000	2001	2002	2003	Schools for Nationals				Schools for Refugees				Integrated schools				
	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003	
STR																					
SCR																					
STBR																					
SDR																					
SPLR																					

**Key**

- STR = Student Teacher Ratio
- SCRR = Student Class Room Ratio
- STBKR = Student Text Book Ratio
- SDR = Student Desk Ratio
- SPLR = Student Pit latrine Ratio

	Health Sector
	District or organisation name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

1	<p>Health statistics</p> <ol style="list-style-type: none"> <li>1. Statistics: <ol style="list-style-type: none"> <li>a) Number of medical personnel in district/village/settlement: (i) doctors; (ii) Nurses; (iii) Community health care staff; (iv) Traditional birth attendants; (v) traditional healers; (vi) private sector; etc</li> <li>b) Ratio of medical personnel to population in: (i) districts; (ii) villages; (iii) settlements</li> <li>c) Number of hospital beds per population</li> <li>d) Number of referral hospitals in district</li> <li>e) Total health budget of districts including other sources of funding</li> <li>f) Per capita health expenditures (c.f. with national standard)</li> </ol> </li> </ol>
2	<p>Nutrition</p> <ol style="list-style-type: none"> <li>1. Has the incidence of malnutrition among children under five years declined or increased over the last four years</li> <li>2. What factors do you attribute the change to</li> </ol>
3	<p>HIV/AIDS</p> <ol style="list-style-type: none"> <li>1. To what extent is HIV/Aids prevalent in: (i) district; (ii) villages; (iii) settlements</li> <li>2. Are there any specific programmes aimed at addressing HIV/Aids in: (i) district; (ii) village; (iii) settlements. If so, how effective are these programmes.</li> </ol>
4	<p>Services</p> <ol style="list-style-type: none"> <li>1. Do people pay for health services</li> <li>2. What has been the impact of this on access to health care by: (i) nationals; (ii) refugees</li> </ol>
5	<p>Integration</p> <ol style="list-style-type: none"> <li>1. What has been the impact of this on access to health care by: (i) nationals; (ii) refugees</li> <li>2. What mechanisms exist and/or are used to promote integration of services (e.g. policies, procedures, arrangements, planning, budgeting)</li> <li>3. Identify the key factors that facilitate integration of services</li> <li>4. Identify key factors that hinder integration of services</li> <li>5. Have access to services by nationals improved or fallen as a result of the integration of services</li> <li>6. Have access of refugees to services improved or fallen as a result of integration of services.</li> <li>7. If access to services fallen are they below national standards</li> <li>8. What have been the main successes in integration of health services</li> <li>9. What have been the short comings</li> <li>10. In what ways can the integration be further improved</li> </ol>

	Production Department
	District or organisation name
	Title of official
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

1.	<b>How has SRS been helpful in your district? Have there been any mechanisms in place to integrate farming and income generation for the benefit of nationals and refugees?</b>
2.	<p>Agriculture</p> <ol style="list-style-type: none"> <li>1) Has there been any SRS funded training of farmers/contact farmer groups in improved methods of farming? <ol style="list-style-type: none"> <li>a) If so, on what topics?</li> <li>b) What has been the impact of the training on the farmers/farmer groups?</li> </ol> </li> <li>2) As part of SRS strategy, have you as a district established demonstration gardens on improved methods of farming? <ol style="list-style-type: none"> <li>b) What are your perceived impact on this?</li> </ol> </li> <li>3) What is your source of early warning data/information? <ol style="list-style-type: none"> <li>b) If available, is it something that has been existing in the district for a long time or is an SRS creation?</li> <li>c) How useful has this information been to guiding the farming community?</li> </ol> </li> <li>4) Has there been any district farm institute built and or rehabilitated since 1999. <ol style="list-style-type: none"> <li>5. If so what was the source of funding for the activity?</li> </ol> </li> <li>5) Are there any initiatives aimed at promoting local production of agricultural tools?</li> <li>6) Are you aware of any systems established for local marketing of agricultural inputs?</li> </ol>
3	<p>Income Generating Activities (IGAs)</p> <ol style="list-style-type: none"> <li>1) Are there any IGA activities introduced as part of SRS initiatives? <ol style="list-style-type: none"> <li>(b) Which ones?</li> <li>(c) Supported by who?</li> </ol> </li> <li>2) Has there been any steps taken to enable IGA groups access credit facilities? <ol style="list-style-type: none"> <li>b) If so what steps and with what results?</li> </ol> </li> <li>3) Are there any marketing groups established in any of the SRS-targeted parishes? <ol style="list-style-type: none"> <li>b) If so in how many parishes out of the total?</li> </ol> </li> <li>4) Are you aware of any data bank established as part of SRS agricultural promotional initiative? <ol style="list-style-type: none"> <li>b) Does the district have a community based market information system?</li> <li>c) If so, is it functional?</li> </ol> </li> <li>5) Has there been any training in business management for refugees and nationals in refugee hosting sub-counties?</li> </ol>

4	<p>Forestry</p> <ol style="list-style-type: none"> <li>1) Have there been initiatives to establish community owned nurseries?</li> <li>2) If so, How is the community participation, involvement and ownership in tree planting and fuel saving technologies?</li> <li>3) Have you carried out demonstrations in tree planting and fuel saving technologies?</li> </ol>
5	<p>Irrigation</p> <ol style="list-style-type: none"> <li>1) Have any irrigation schemes been built (gravity fed or windmill) and how is it operating?</li> </ol>
6	<p>Interview Guide for the environment Officer</p> <ol style="list-style-type: none"> <li>1) What are the major environmental concerns in the district?</li> <li>2) How are the above concerns being addressed? What are the major environmental programmes in the district?</li> <li>3) Do the above programmes cover?</li> <li>4) What mechanisms, policies, and or procedures exist to integrate environmental programmes for the refugees into the district environmental management plan?</li> <li>5) What are the challenges involved?</li> <li>6) How are the challenges being addressed?</li> <li>7) How many community based tree nurseries are there in the district?</li> </ol>

	Infrastructure including roads, water and sanitation
	District or organisation name
	Title of official(s)
	Date of interview
	Time of start of interview
	Name or initials of interviewer(s)

	Infrastructure Development
1	<p>(Establish systems and structures for sustained maintenance and repair of infrastructure)<sup>26</sup></p> <ol style="list-style-type: none"> <li>1. <b>What is the assessment of the condition of the buildings, gazetted roads and bridges in this district (% good, fair, poor)?</b></li> <li>2. <b>What about community and settlement buildings, roads and bridges?</b></li> <li>3. <b>In the last 4 years how many facilities have been constructed, rehabilitated or improved?</b> <ol style="list-style-type: none"> <li>a. <b>Buildings and type:</b></li> <li>b. <b>Roads:</b></li> <li>c. <b>Road bridges and foot bridges:</b></li> <li>d. <b>Others:</b></li> </ol> </li> <li>4. <b>How many of these:</b> <ol style="list-style-type: none"> <li>a. <b>were carried out under the umbrella of the SRS?</b></li> <li>b. <b>are for refugees</b></li> <li>c. <b>are for nationals</b></li> <li>d. <b>are shared by nationals and refugees?</b></li> <li>e. <b>were created with support from non-SRS sources ?</b></li> </ol> </li> <li>5. <b>How were they implemented (i.e. contractor, NGO, direct labour, etc.)?</b></li> <li>6. <b>What targets are in your plans for 2004?</b></li> <li>7. <b>Who are your partners for the future?</b></li> <li>8. <b>Is there any cost sharing /community contribution?</b></li> <li>9. <b>Who is responsible for operation and maintenance? (In theory and in practice)?</b></li> <li>10. <b>What training has been carried out?</b></li> <li>11. <b>Are the spare parts, tools, knowledge etc. available and how sustainable are the present methods?</b></li> </ol>
2	Water and Sanitation
2.1	<p>(Establish systems and structures for sustained provision of adequate safe water)<sup>27</sup></p> <p>Water for human consumption: (Aim to provide safe water to refugee hosting areas in all 3 districts)<sup>28</sup></p> <p>Sanitation: latrine coverage (Increase coverage and improve the situation in public buildings)<sup>29</sup></p>

<sup>26</sup> Sector Specific Goals from the SRS Programme

<sup>27</sup> Sector Specific Goals from the SRS Programme

<sup>28</sup> Sector Specific Goals from the SRS Programme

<sup>29</sup> Sector Specific Goals from the SRS Programme

	<ol style="list-style-type: none"> <li>1. <b>What is the coverage in the district for safe domestic water supply for refugees, for nationals, and/or for the total population?</b></li> <li>2. <b>How does this compare with national standards?</b></li> <li>3. <b>In the last 4 years how many facilities have been created, rehabilitated or improved?</b> <ol style="list-style-type: none"> <li>a. Wells</li> <li>b. Boreholes</li> <li>c. Gravity fed water supply</li> <li>d. Latrines (public and private)</li> <li>e. others</li> </ol> </li> <li>4. <b>How many of these:</b> <ol style="list-style-type: none"> <li>a. were carried out under the umbrella of the SRS?</li> <li>b. are for refugees</li> <li>c. are for nationals</li> <li>d. are shared by nationals and refugees?</li> <li>e. were created with support from non-SRS sources ?</li> </ol> </li> <li>5. <b>How many were created with support from other sources?</b></li> <li>6. <b>How were they implemented (i.e. contractor, NGO, direct labour, etc.)?</b></li> <li>7. <b>What targets are in your plans for 2004?</b></li> <li>8. <b>Who are your partners for the future?</b></li> <li>9. <b>Is there any cost sharing /community contribution?</b></li>   <li>10. <b>Who is responsible for operation and maintenance? (In theory and in practice)?</b></li> <li>11. <b>What training has been carried out?</b></li> <li>12. <b>Are the spare parts, tools, knowledge etc. available and how sustainable are the present methods?</b></li> </ol>
2.2	<p>Water for Agricultural Production (Access the Nile to provide a water through windmills and pumps (WFP in Karamoja) or gravity fed systems (SNV)</p> <ol style="list-style-type: none"> <li>1. <b>How many schemes have been built since 1999, and are they operational?</b></li> <li>2. <b>If none or few, why?</b></li> <li>3. <b>What acreage is covered?</b></li> <li>4. <b>How many families benefit: refugee and national?</b></li> <li>5. <b>Is there any cost sharing /community or farmer group contribution?</b></li> </ol>



List of Persons Met and Review Team Members<sup>30</sup>

## I. LIST OF PERSONS MET

	<i>Name</i>	<i>Position</i>	
<i>Communities</i>			
<b>Adjumani District</b>	Mr. Ayii Ayii Zefferino	RWC 1, & community	Mriyei Settlement
	N/A	RWC 1, & community	Keyo II Settlement
	Mr. Akwito Marcello	LC 1, & community	Kolididi Village
	Mr. Hakim Dominic	Deputy RWC 1, & community	Kolididi Settlement
	Mr. Idwfua Mike Ocheng	LC 1, & community	Obilokongo Village
	Mr. Lodi Bosco	RWC 1, & community	Obilokongo Settlement
<b>Moyo District</b>	Mr. Lomurechu Galdine	LC 1, & community	Legu Village
	N/A	RWC 1, & community	Legu Settlement
	Mr. Lodu Seberino	RWC 1, & community	Murubi Settlement
	Mr. Swadiki Khemis	LC 1, & community	Munu Village
	Mr. Inani Chadlain Kenyi	RWC 1, & community	Munu Settlement
	N/A	RWC 1, & community	Nyawa Settlement
<b>Arua District</b>	N/A	LC 1, & community	Awahill Village
	N/A	RWC 1, & community	Point A Settlement (Awahill)
	N/A	LC 1, & community	Ossa 1 Village
	N/A	RWC 1, & community	Ossa 1 Settlement
	Mr. Alezo Cyprian	LC 1, & community	Ongurua Village
	N/A	RWC 1, & community	Simbili Settlement (Ongurua)
Mr. Moses Dibo	LC 1, & community	Likiddo Village	
Mr. Jackson Dudu	RWC 1, & community	Point D Settlement (Likiddo)	
Mr. Peter Tasan Oliver	Chairman	RWC 3 Imvepi	
Mr. Wilson Akulu	Vice-Chairman	RWC 3 Imvepi	
Mr. Kalisto Omena Bali	General Secretary	RWC 3 Imvepi	
Ms. Mary Zakaria	Women's Representative	RWC 3 Imvepi	
Ms. Magdalena Gabia	Secretary, Production	RWC 3 Imvepi	
N/A	RWC 3, & committee	Obodu II	
<i>Districts</i>			

<sup>30</sup> The Review Team apologizes for any errors or gaps in the list of persons met.

## **Adjumani District**

Mr. Owole Nixon,	LC 5 – Chairman
Ms. Lily Tadosiya	Clerk of DC
Mr. Calestos Angbu	Finance Committee
Mr. Anyama Ben	Social Services
Mr. Patrick Buriiku	RDC
Leru Andrew	CAO
Julius Kudra	N/A
Ben Oley	District Planner/SRS focal point
Stevens (?)	Act. Chief Financial Officer
Mr. Katabazi Joshua	Deputy settlement commander – OPM
Mr. Wilson Nyanzuni	Asst. Settlement Commander – OPM
Ms. Kabayanza Nancy	Asst. Accountant
Ms. Ujjeo Mawani J	District Education Officer (DEO)
Mr. Mori Simon Illi	Ass. Inspector of Schools
Mr. Akomi Ermin	Ag. Assistant District Education Officer
Dr. Zole Emmanuel	Ag. District Extension Coordinator

## **Sub-counties**

Mr. Amoko Amos Phillip	LC 3 Chairman	Ofua Sub-county
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Mr. Gulam Abubakar	Sub-County Chief	Ofua Sub-county
Romano Dragbi	Sub-County Chief	Adropi sub-county

### **9.1.1**

## **IPs/OPs**

Ms. Veronica Drajoru	Field Coordinator for Adjumani and Moyo, International Aid Sweden
Ms. Josephine Flora Ojera	Acting Field Director, Lutheran World Federation
Mr. James Leku	Accountant, Adjumani and Moyo, Uganda Micro-finance Union
N/A	Jesuit Refugee Service
Mr. Stephen Wani	Team Leader ACORD
Dr. Chris Omara-Owino	Coordinator (?) AHA
Ms. Christine Shimanya	Programme coordinator, Health of Adolescents Programme (HAP)

## **NGOs & Agencies**

## **UNHCR**

Mr. Tarik Muftic	Head SOP
Ms. Veronica Modey	Protection Officer
Mr. Maurice Inzuvu	Protection Asst.
Ms. Lucy Odhiambo	Admin. Assistant
Ms. Kagoro Pross	Field Asst.
Mr. Zubede a. Omer	Programme Asst.
Mr. Francis Muwonge	Associate Prog. Officer
Ms. Joyce Mungao	Associate CS officer
Mr. Passi Simon	Logistics Assistant

## **Moyo District**

Mr. Peter Iku Dolo	LC 5 – Chair
Mr. Andu Richard Opel	Speaker
Ms. Mildred Idu	Secretary - Education
Mr. Julius Peter Odonkara	CAO
Mr. Tabu Job	SRS Focal Point , ACAO
Mr. John Achiga	District Water Engineer
Mr. Casto Anguyoi	Assistant Engineering Officer Roads

Mr. Mali Michael	Deputy District Education Officer (D.DEO)
Mr. Opele C. Joseph	Assistant Inspector of Schools
Mr. Abima Simon	Assistant Inspector of Schools (special needs education)
Mr. Felix Idraku	Assistant Inspector of Schools (West Moyo)

**9.1.2**

**Sub-counties**

Mr. Anyama David	Lifori Sub-County Chief	Lifori Sub-County
Mr. Mawadri Ramadan	Community Development Assistant	Lifori Sub-County
Mr. Adrawa Sunday Kizizo	LC 3 - Chair	Itula sub-county
Mr. Eberuku Pius	Sub-County Chief	Itula sub-county

**9.1.3**

**IPs/OPs**

Ms. Regina Aliga	Food Monitor	AAH	
Mr. Anthony Rama	Comm. Dev. Officer		AAH
Mr. Paul Buga	Agricultural Officer		AAH
Dr. Malweyi Inwani	Field Coordinator	ADEO	

**NGOs, Agencies and others**

Mr. Edema Joel	Enrolled Nurse
Mr. Gerry Samuel Lopson	Head Teacher
Mr. Sulpa Dine Taban	First Dep. H/Teacher

**UNHCR**

Mr. Chabo Muzamil	Field Assistant
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**Arua District**

Mr. Andama Richard Ferua	LC 5 – Chair
Ms. Gloria Opinia	Deputy Speaker
Mr. Matata Ougu	Secretary Technical Services
Mr. Eriku Cyrial	Secretary Education
Mr. Henry Ringakech	RDC
Mr. Abdul Isodo	CAO
Mr. Robert Anguzu	Acting District Planner
Mr. David Wangwe	Deputy RDO – OPM
Mr. John Okaimo	Registration Officer
Ms. Harriet Okwethwengu	Accounts Officer
Mr. Esau Bahikayo	Settlement Commander
Mr. Milton Oudoma	Acting District Water Officer
Mr. Edward Odipio	District Environmental Officer
Ms. Kezzy Ondama	(Senior Labour Officer / SRS focal person for community services)
Mr. Bakoa Maathi	Acting District Forestry Officer (DFO)
Mr. Andama Charles	DFO designate
Mr. Okobo Charles	Forest Ranger

**Sub-counties**

Mr. Bayoga Lodoviko	LC 3 Vice chairman, R	Rigbo Sub-county
Mr. Agandrew Essa Fadil	LC 3 – Chairman	Uriama sub-county
Mr. Inziku Valente Drani	Speaker	Uriama sub-county
Mr. Mintrea Sam Afuyao	Sub-County Chief	Uriama sub-county
Mr. Vuni Augustine	LC 3 - Chair	Odupi sub-county
Mr. Bernard Mao	Ag. Sub-County Chief	Odupi sub-county
Mr. Onziga Sabina	Ag. Parish Chief	Odupi sub-county
N/A	Deputy Speaker	Odupi sub-county

<i>IPs/OPs</i>	Mr. Adi Gersti	Programme Coordinator, Arua Refugee Programme, German Development Service (DED)
	Mr. Ismail Onzima	Assistant Programme Co-ordinator - RH
	Mr. Okello Francis	Assistant Programme Coordinator –FA
	Mr. Tugume Trevor Bosco	w/shop manager
	M?. Afidra Juma	Head Agro-forestry
	Ms. Lutale Faridah	Loans Officer
	Ms. Josephine Asiimwe	Head, Construction
	Mr. Butre Vicky	S. Pump Mechanic, DED
	Mr. Buga Joseph	Kit distribution Clerk
	Mr. Mansuk Dennis	Distribution Clerk
	Mr. Abidrabu Richard	<b>Settlement Supervisor, DED Imvepi</b>
	Mr. Tomiso Julius	<b>Agriculture Supervisor</b>
Ms. Amida Gold	<b>IGA Supervisor</b>	
Mr. Anguzu Dickens	<b>Programme Manager, Community Empowerment For Rural Development 2000 (Ceford)</b>	
<i>NGOs and Agencies</i>	Mr. Gunter Engelits	Portfolio Coordinator (West Nile), Netherlands Development Organisation (SNV)
	Mr. Charles Magala	Management Advisor (Arua), SNV
<b>10</b>		
<i>UNHCR</i>	Ms. Alice Ballah-Conteh	Head of sub-office, Arua
	Mr. Richard Ewila	Associate Programme Officer
	Mr. Anguru Horace	Assistant Programme Officer
<b>11</b>		
<i>Kampala</i>		
<i>Government of Uganda</i>	Hon. Moses Ali	First Deputy Prime Minister
	Mr. Martin Odwedo	PS - OPM
	Mr. Carlos Twesigomwe	Commissioner - OPM
	Mr. R.M.Wafula	Principal Settlement Commander – OPM
	Mr. Patrick Mutabwiire	Commissioner – Local Councils (MOLG)
	Mr. Kumumanya Benjamin	Donor coordination officer (MOLG)
	Dr. David A. Ogaram	Commissioner for Labour, Ministry of Gender, Labour and Social Development.
<i>Development Partners</i>	Mr. Daoude Toure	UN Resident Co-ordinator & UNDP Resident Representative
	Mr. Dan Temu	Deputy Resident Representative. UNDP
	Mr. Ken Noah Davies	Representative Country Director, UN WFP
	Mr. Christian Gad	Consultant, UN WFP
	Mr. Edward Kalan	Deputy Country Director UN WFP
	Mr. Martin Mogwanja	Representative, UNICEF
	Ms. Lena Schildt	Reg. Manager – West Nile (?) UNICEF
	Ms. Elaine Duthoit	Deputy Humanitarian Coordinator, UN OCHA
	Mr. Erasmus Ibom	Humanitarian Affairs Officer, UN OCHA
	Mr. Ajmal M. Qureshi	Representative FAO
	Ms. Mona Chaya	Emergency Coordinator FAO
	Mr. James Okoth	Programme Assistant FAO
Mr. Gerald Duda	Regional Technical Advisor, Conflict Management, Disaster Preparedness, and Emergency Programmes, GTZ	

Mr. Francesco Mascini  
Eng. Charles Drazu

First Secretary, Royal Netherlands Embassy  
Advisor Local Govt. / Environment, Royal Netherlands  
Embassy

**UNHCR**

Ms. Cynthia Burns	Representative
Mr. J.M. Castro-Magluff	Deputy Representative
Dr. Surendra Panday	Senior Programme Officer
Mr. Tanwir Shazada	Admin/Finance
Mr. Mesfin Gebeyehu	Programme Officer
Mr. Stephen Gonah	Senior Protection Officer
Ms. Linnie Kissely	Senior CS Officer
Woja John	Associate Prog. Officer

**II. REVIEW TEAM MEMBERS**

Mr. Tijan Jallow	UNHCR Consultant, SRS Review Team leader
Mr. Amos Mwesigye	WFP
Ms. Helle Schierbeck	DASS
Mr. Felix Kasahura	OPM
Mr. Ronald Mayanja	OPM
Ms. Jane Tournée	ILO/UNHCR Consultant
Ms. Gloria Mwange	MOLG



## Itinerary of the Review Team

<b>Date (2004)</b>	<b>Day</b>	<b>Activities</b>
February 05	Thursday	Arrival of Team leader, initial meetings and discussions on organisation of the review team
February 06	Friday	Organisation and document search
February 07-08	Saturday & Sunday	Preparation
February 09	Monday	First full team meeting
February 10-13	Tuesday to Friday	Preparation of field trip and initial consultations with OPM, UNHCR and development agencies
February 14	Saturday	Departure to Adjumani and Logistic meeting with UNHCR Meetings in Keyo II Settlement and Mirieyi Camp
February 15	Sunday	Meetings with IPs and OPs
February 16	Monday	Meetings with OPM, RDC, UNHCR Meetings with Obilokongo refugee settlement, Kolididi national village and Adropi sub-county
February 17	Tuesday	Meetings with LCV, CAO, SRS Focal Point, District Sector Heads Meetings with Obilokongo national village, Ofua sub-county and Kolididi refugee settlement.
February 18	Wednesday	Departure to Moyo and logistic meeting with UNHCR. Meetings with LCV, CAO, SRS Focal Point, and District Sector Heads Meetings with Nyawa refugee settlement and Legu national village
February 19	Thursday	Meetings with UNHCR, IPs and OPs Meetings with Munu national village with self-settled refugees, Murubi refugee settlement, Lifori sub-county and Itula sub-county.
February 20	Friday	Departure to Arua and logistic meeting with UNHCR. Meetings with ARDC, CAO, SRS Focal Point and District Sector Heads and OPM
February 21	Saturday	Meeting with DED (OP – Rhino camp) and IPs and OPs and development agencies
February 22	Sunday	Meeting with UNHCR
February 23	Monday	Departure to Rhino Camp (Arua) and meetings with DED staff. Meetings with Rigbo sub-county, Ossa-one refugee settlement, Ossa-one national village, Sibili refugee settlement and Ngurua national village
February 24	Tuesday	Meetings with Imvepi RWC 3 and OPM, Awahill national village and Point A refugee settlement, Likiddo national village and Point D refugee settlement. Departure for Arua
February 25	Wednesday	Departure for Kampala
February 26 – March 02	Thursday - Tuesday	Collation of field notes, extraction of data and preparation of debriefing notes and presentation. Meetings with UNHCR, government ministries and development agencies.
March 03	Wednesday	Debriefing of OPM and UNHCR. Internal debriefing meeting for the review team.
March 04	Thursday	Gathering of additional documentation Departure of the team leader.
March 05 - 30		Finalisation of the report



## Sector Specific Findings

<b>Infrastructure</b>
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### Water and sanitation

The main water policy milestones for the GoU are to achieve the PEAP target of 65% safe water coverage by the year 2005 and 95-100% by 2015<sup>31</sup>. At present there is lack of a separate policy for water for production. At the end of 2002, the national average for safe water coverage was 54.9%. Coverage in Adjumani, Moyo and Arua districts was 66.3%, 71.7% and 51% respectively.

**Although for Adjumani district the average safe water coverage is 66.3%, this figure is influenced by the water supply provision for refugees (safe water coverage 80%). The average safe water coverage for areas of Adjumani, where only nationals live, is 51%.**

The following characteristics of the water sector of the SRS can be drawn from the information made available to the review team:

- The relatively good coverage of safe water in the refugee settlement areas has an effect on the district figure which in turn is said to affect the size of budget received by the district for further improvements;
- In general very little of the water supply provision and maintenance has been handed over to the districts;
- The maintenance of the boreholes remains with the beneficiaries (refugees and nationals - facilitated through committees and trained pump mechanics) but their resources are insufficient for major maintenance and repair tasks. Therefore these tasks continue to be supported by IPs and OPs;
- Some recently drilled boreholes have been provided to national areas outside the refugee settlements as part of the district plans;
- The borehole drilling has been directly implemented by the IPs and OPs and has not involved local contractors;
- Discussions on the drilling of boreholes are taking place between the IPs/OPs and the districts and the proposed works are now included in the district plans (although budgets figures are not always included). However, it was not clear to the review team, how the effects of the borehole drilling, on the ground water and the traditional community water sources, was being assessed and monitored.

All the District Water Engineers have access to a technical support unit of the Directorate of Water Development, based in Arua and supported by SNV. Capacity in terms of staffing levels in the districts (notably Moyo) seem to be less of a problem than insufficient budget for executing new works, carrying out maintenance and inspections.

The coverage of sanitation (latrines) was mostly a function of the ground conditions and the family ability to construct a latrine. In some refugee settlements vulnerable households had been assisted to construct latrines, but this was not always the case.

### *Feeder and Access Roads*

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<sup>31</sup> Uganda Poverty Status Report 2003, MoFEP.

The district road network is the responsibility of the district, however the community access roads are the responsibility of local communities coordinated by the sub-county and LC III governments. The central government role is to macro-planning, co-ordination, advocacy, monitoring and setting standards for road construction and maintenance and liaison with donors and training and capacity building<sup>32</sup>. Two other policy areas worth mentioning are the encouragement of the use of (i) the local private sector, and (ii) labour-based techniques as a cost-effective approach which creates employment, thus contributing to PEAP goals.

The following characteristics of the road sector of the SRS can be drawn from the information made available to the review team:

- Apart from assistance on some stretches of trunk roads, and a contribution to the bitumen surfacing of the main road in Adjumani, most road works implemented under the SRS have been carried out on feeder and community access roads. These have included bridge and culvert construction;
- There have been good examples of resource and equipment sharing between the district (notably Adjumani) and the IPs/OPs for benefit of both nationals and refugees;
- Much of the road improvement works have been implemented directly by the IPs/OPS, however there has been contracting out to the local construction industry for some elements;
- Local communities are involved in maintenance sometimes on payment basis and sometimes on voluntary non-payment basis. Tools have been provided for the maintenance works;

*Arua district, only roads within the settlement areas are maintained under the SRS, (85 km in Imvepi and 161.7 km in Rhino Camp) nevertheless both refugees and nationals were eligible to work on the maintenance contracts.*

The District Engineers have received training from MoWHC including a training of trainers course for the training of petty contractors for routine maintenance contracts in their own districts. It is the intention of the MOWHC to expand the number of technical support units for district roads, along similar lines to the units established in the water sector.

### *Buildings*

Perhaps in this area more than any other it is possible to see examples of the SRS support to the District at different levels, particularly the sub-county level. In many of the areas visited by the team, the office blocks for the sub-county had been built or improved through the SRS.

The following characteristics of the provision of buildings under the SRS can be drawn from the information made available to the review team:

- It is also an area where both national and refugee communities have benefited from the construction and up-grading of schools, clinics, dispensaries, and laboratories;
- Most of the facilities are used by nationals and refugees, whether officially designated as integrated services or not;
- Some facilities have been built as community initiatives, which often results in a greater burden of maintenance on the refugee and national communities.

### *Recommendations:*

The recommendations for moving forward often came from the communities, sub-counties, districts and IPs/OPs themselves, and are as follows:

- As soon as the identification process for a settlement area begins, all the relevant district departments and sub-county representatives together with external partners must be included in the discussions;

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<sup>32</sup> <http://www.minimorks.go.ug>

- Even when providing emergency infrastructure, the position and design of the facilities must be fully discussed with the relevant district departments;
- Standard government designs should be used whenever possible, with very few exceptions. This is important for future maintenance and handing-over;
- Whenever possible the infrastructure should immediately be absorbed by the district, which in turn should be supported by external partners either to maintain the facilities or assist the communities in maintenance of the facilities;
- Once emergency facility provision is completed and a more regular programme of service provision is prepared, as much as possible should be implemented through the local private sector and using the district procurement procedures guided by national policy and national programmes. In fact, wherever possible they should be included in national programmes. This implies a new type of working partnership between UNHCR, IPs/OPs and the districts;

*Two reasons given to the review team as to why boreholes were being drilled by IPs/OPs directly was: (i) that it was cheaper and (ii) there were no local drillers in the area. As in the period from 1998 to 2003, more than 300 boreholes had been drilled in Moyo and Adjumani, it raises the question as to whether a national contractor would be interested to set up a branch operation in the area, if an estimate of the eventual workload could be made. This would create a capability in the area, which the districts could also use, and which could remain once the international NGOs leave.*

- The sub-county LC III level should be strengthened in its role as the co-ordinator of maintenance at community level.
- The securing of longer-term development support for the increase in infrastructure responsibilities of the districts must be secured, if the infrastructure is to be absorbed by them.

## Planning Unit / Planning Process

### Sector policy

Within the overall decentralisation policy formulated in the Local Government Act it is the aim to elaborate the District Development Plans (DDP) based on community action plans.

The Local Government Act requires all local governments to formulate three-year rolling integrated development plans and according to the Act, the District Council is the Planning Authority of a District. The District Council shall prepare the DDP and ensure that plans of lower level Local Governments are incorporated. Lower level Local Governments shall prepare plans incorporating plans of lower Councils.

A District Technical Planning Committee (TPC) shall coordinate and integrate all sectoral plans for presentation to the District Council. The TPC are chaired by the Chief Administrative Coordinator (CAO) and members include Heads of Departments. TPCs are also established at lower Local Government/Council levels.

A Planning Unit is established in order to function as secretariat for the TPC. Generally, a planning Unit is staffed with a Planner/Statistician, an Economist and a Population officer. The unit prepares the DDP, budgets, annual work plans and is charged with monitoring and evaluation of programmes/projects being implemented in the district.

The District planning structure as roughly outlined above should ideally ensure a bottom up planning with integration of the concerns and interests of the individual communities. Thus, an efficient District planning process has the potential of fulfilling two interrelated ambitions of the SRS strategy:

1. Integration of refugee assistance programmes into the DDP, which is a precondition for overcoming the existence of parallel systems of service delivery.
2. The active involvement of the communities (both refugees and nationals) in the planning, which is set as an objective in the SRS document.

From the SRS document it follows that integration of planning will initially be conducted at departmental level. The plans will be consolidated at District level into the DDP. All stakeholders involved in refugee assisting programmes should be involved in the process.<sup>33</sup>

Unfortunately, the SRS document does not elaborate on the actual planning process and how the Sub-county, the Parish and the community levels including the RWCs are to be involved – just as the SRS document does not directly indicate that the SRS planning and priority setting should rely on and follow District planning structure.

### **Key findings**

The SRS Review Team's overall finding is that the District planning structure is not systematically and consistently utilised in the planning and priority setting of SRS funded sector activities.<sup>34</sup>

As mentioned by a respondent, the refugees are not represented in the LC structure and consequently their concerns and priorities are not properly incorporated in District planning. Accordingly, incorporation of the concerns and priorities of the refugees and the national communities' involvement in the SRS planning then depend on other structures/ mechanisms.

The lack of consistent structures/ mechanisms does not out rule that individual sector department and IPs are working with participatory processes and hereby ensuring incorporation of the concerns and priorities of the refugees.

The concerns of the national communities have the potential of being integrated in the planning of SRS funded activities via the sector departments' involvement in the SRS planning. Realisation of this potential seems to depend on at least three factors. Firstly, the overall effectiveness of the District planning processes, secondly, the level of cooperation between the IPs and the sector departments', and thirdly, the degrees to which the sector departments can influence the SRS priority setting.

The SRS review team did not have the opportunity to conduct an analysis of the concerned Districts' planning and priority setting processes and the extent to which the communities are actively involved. Hence, it was not possible to ascertain if the District planning processes are effective.

Regarding the level of cooperation between the IPs and the sector departments' there is some evidence that IPs do involve District sector departments in their planning, but actual joint planning and integrated priority setting appears to be the exception. Also UNHCR involves sector departments when priorities are defined, but the degree to which sector departments can influence priority setting seems to vary indicating some inflexibility on the part of UNHCR.

It is strongly believed among many of the respondents that the establishment of SRS mechanisms will facilitate an integrated planning process. The present SRS mechanisms in place are nevertheless few and they differ between the three Districts. In Adjumani, the Districts there are no continual and permanent SRS mechanisms in place apart from an appointed SRS coordinator. Moyo District has established a SRS Steering Committee, which is functional but according to one respondent the Committee do not integrate its work with the Technical Planning Committee.

### **Recommendations – the way forward**

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<sup>33</sup> SRS page 26s

<sup>34</sup> This includes both planning of sector activities which have been handed over to the Districts and SRS funded activities implemented by other actors – the IPs.

A key question that ought to be addressed by the main stakeholders is feasibility of refugee representation in the LC structure. The Review Team are aware that this triggers other questions like the refugees contribution to the tax revenue. Yet, if feasible, refugee representation in the LC structure would be the best “mechanism” to facilitate integrated planning and priority setting. Other options include formalised links between the various RWCs levels and the equivalent Sub-county, the Parish and the community levels.

<b>Production – Agriculture, Fisheries, Animal Husbandry, Environment</b>
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The following are the key findings as established by the team at the following levels: Community, IPs, District levels and UNHCR Field Offices

## **12 1. District level sector findings**

- Unfavourable weather conditions have negatively impacted level of self-sufficiency for a cross-section of refugees and nationals
- Limited integration of services. District staff mainly servicing nationals in terms of extension services and training
- Services under production (veterinary and fisheries) are offered to both refugees and nationals in Moyo. Under crop sector AAH handles refugees whereas the district still handles nationals. Laboratory block constructed and stocked with chemicals. Able to properly diagnose animals for both refugees and nationals
- Refugees get better services than nationals – Refugee zero grazing associations gets free drugs whereas nationals do not get!
- Staff tend to respond much faster to refugee issues than nationals because of logistical support and motivation – AAH provides transport if service is required in refugee areas but not for nationals.
- SRS interventions helped improved food security in settlements where land access and soil fertility is good. Some settlements had been phased off WFP food assistance. Some of these settlements are supplying food to Adjumani and Moyo markets/towns. However there was no evidence to indicate nationals had benefited from the same arrangement.
- Agricultural inputs, farmer training and agricultural extension services provided to refugees and nationals. This was more of the situation in Adjumani than Moyo and Arua where provision of such services was more inclined to refugees than nationals.

## **13**

- No established mechanisms to integrate services in all SRS districts except for district department staff who provided veterinary services to both refugees and nationals in Moyo and Adjumani.
- Declining services to refugee farmers after the hand-over of services to the district. Staff handed over to the district under SRS not extending services to refugees as originally conceived
- Insecurity has affected production in some settlements like Maji.
- Difficult to provide full self-sufficiency because of quality and quantity of land availed to refugees

### **Community Level**

- Some refugees were not allocated land e.g. 2.5 clusters out of 9 clusters in Kolididi Refugee Settlement in Adjumani had not been allocated agricultural land.
- Fear that refugees would take the nationals land – There seemed to be no clear guidance on how land utilised by refugees from the nationals would be handled if and when the refugees went.
- Limited income sources meant that part of the food supplies were sold to address other household needs
- Pressure on natural resources like firewood created competition among the refugees and nationals, at times resulting in animosity between the groups.

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### **1.1.1 EDUCATION SECTOR SUMMARY**

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#### **1.0 Background**

*Education is one of the key sectors in the refugee programme in Uganda. The refugees in the settlements have access to nursery, primary, secondary, and tertiary education. However, access to each of the above levels varies from one level to another and from one district to another due to various reasons.*

*Overall, the refugees have access to primary education provided through the Universal Primary Education (UPE) programme of Government. Access to secondary education is limited by lack of sufficient money to pay for the tuition fees. The refugee schools follow the curriculum of the Ugandan education system and are guided and managed within the broad Government education policy framework. They sit the national examinations set by the Uganda National Examination Board. Access to Tertiary Institutions is limited by the lack of resources. UNHCR provides scholarships to tertiary institutions which are managed by the Hugh Pilkington Charitable Trust; one of its implementing partners.*

All primary schools have functional School Management Committees (SCMs) and the secondary schools have functional Parents Teachers Associations (PTA). The problem is that the SMCs are chaired by people who do not have the recommended qualifications, who are not able to adequately check and monitor the head teachers.

All the primary schools in Adjumani and Moyo benefit from the School Feeding Programme funded by WFP. In Arua, the school feeding programme is only in refugee schools.

*UNHCR has no obligation to provide secondary education. It supports community initiatives in establishing secondary schools.*

#### **2.0 Adjumani District:**

##### **2.1 Primary education**

The district has 85 primary schools; 46 of them are refugee schools started by UNHCR and located in refugee settlements. It has a total enrolment of 41,837 pupils (21,869 male, and 19,968 female). There are also 51 nursery schools in refugee settlements supported by JRS with a total enrolment of 8,075 children. The schools are shared by both refugees and nationals. Under SRS, 6 primary schools have been handed over to the district and the district is in charge of all aspects of education in the 6 primary schools. The remaining 34 primary schools are being managed by Jesuit Refugee Services (JRS) an implementing partner of UNHCR. In Primary section UNHCR funds: teaching materials, scholastic materials, salaries for teachers, construction and maintenance of classrooms (majority are temporally

structures), pay JRS for monitoring and supervision, training of teachers and 95% of the school going age children are in school.

*The district has expressed concerns with the funding from UNHCR to cover the 6 schools. The funding is considered to be inadequate. It has not provided the necessary logistics and support in terms of transport to be able to inspect and monitor the schools. The Education budget has in the main remained with JRS. UNHCR argues that the portion of the activities under the district can not justify a big budget support.*

*19, which are coded out of the 46-refugee schools, benefit from UPE. The rest will benefit once they are coded. Through UPE schools receive money from the Government, which covers instructional materials, school management, examinations, sports and co-curriculum activities. The district has assisted some refugee schools to construct permanent buildings.*

*Both the refugees and nationals jointly participate in the maintenance of the school infrastructure.*

*Overall, primary schools under the district are built in permanent materials with the help of the school facility grant of Government. Majority of the refugee schools are grass-thatched schools. However, the refugee schools perform better than the schools under the district management.*

The district does inspection of all schools whether they are for refugees or nationals. It is however limited by the resources available. Thus its coverage is not wide. Currently it does joint school inspection with JRS. The districts lack fuel and the few vehicles and motorcycles available are not maintained. It would like to have more capacity support to be able to cover the whole district effectively. The SRS budget doesn't provide for school inspection. Each school in the district is supposed to be visited at least once in a month. But at the moment, a school is only visited when there are problems reported that need the attention of the DEO. This is true for both schools for refugees and schools for nationals.

After integration of the 6 schools, the level of inspection is not the same as it was under JRS. JRS had more resources and also had more staff compared to the district.

*There are some disagreements between the district and UNHCR; for example, UNHCR would like to pay refugee head teachers more money than what the district pays to teachers with similar qualifications; yet the refugees do not have the required qualification. The district and UNHCR have not agreed on the terms of employment for the refugee teachers given that the teachers do not have work permits. The issue of terminal benefits of teachers employed under SRS has not been sorted out.*

*Security has negatively affected the running of schools. Schools along Zoka forest (eg Zoka Primary School, Ayiri) were disrupted. Some are still closed. Children had to do examinations from other centres.*

*The district has a pool (common) account for the SRS funding from UNHCR. It is not easy for a department to monitor its budget lines within the pull account. At times some money from UNHCR remains unspent on the account because of having a common account that you are not able to monitor.*

The district capacity is limited. Ideally, there is supposed to be 746 teachers in the district. The district only has 567 (including teachers under the 6 SRS schools); 401 are trained while 166 are untrained.

JRS has an additional 389 teachers. The district has a gap of 73 teachers; 15 out of 85 head teachers have the required qualifications. The district has 1 District Education Officer (DEO), 1 District Inspector of Schools, 2 Assistant Inspector of Schools. The positions for Assistant DEO and Assistant Inspector of Schools (for Sports) are vacant.

The office space is inadequate. The district is constructing a new office block for the Education Department; the funds are not adequate and not sure of completing it. The office has inadequate transport. There is only one vehicle and two motorcycles; however, there is no money to service and maintain them. UNHCR has not supported the district with transport under SRS.

Relationship between UNHCR and DEO needs improvement. There is not sufficient co-ordination in the education sector between DEO, UNHCR and JRS.

Recommendations for improved performance and effective integration of services:

1. Improve the capacity of the inspectorate department in the district;
2. DEO should be serious with the teachers to ensure that they teach effectively;
3. The UNHCR should support the DEO's office;
4. JRS structure be integrated into the district structure.

## **2.2 Secondary education**

*The district has 2 government-aided secondary schools. There are also three self-help secondary schools (ie Alele, Agojo and Mongula secondary schools) started by refugee parents and supported by the UNCHR. The secondary schools are also shared between the refugees and the nationals.*

There are secondary schools built for refugees, which are also shared with nationals. The fee paid varies from school to school. In Alere SSS it is 28,000 USHs a term, in Mongula it is 30,000 USHs, in Agojo it is 24,000 USHs. Fees for a majority of the children are paid for by their parents. A number of children whose parents cannot afford do not go to secondary schools. UNHCR provided scholarships well performing students – such students contribute 10,000 shs. Source of income is charcoal burning and casual labour. UNHCR supports needy children and girls through the girl child education programme. Currently it supports 52 needy children and 188 girls in both Moyo and Adjumani districts.

## **3.0 Moyo District:**

### **3.1 Primary education**

**13.1** *There are 72 primary schools in the district; 61 are government aided, and 11 are for refugees constructed by UNHCR; 7 primary schools were integrated into the district system under SRS; of these 4 were coded and benefit from the UPE. The rest will benefit once they are coded. The teachers for the refugee schools that have been taken over by the district are paid by the Government. The district has also constructed permanent structures for these schools. The primary schools which have not been integrated into the district system are being managed by JRS and are mainly in temporally structures thatched with grass. The UNCHR funding to the education department in the district has been 26 million for 2003 and 2004. This funding is considered inadequate.*

At least each school is supposed to be inspected once in a month. Due to limited capacity, the district only does inspection only when there are problems. The district does joint inspection with JRS because JRS has the means of transport. This is so when JRS and district have a joint programme.

The district has a DEO and a deputy DEO. It has 4 inspectors (1 of them for special education) and 3 centre coordinating tutors. The Inspectors for special education are supposed to be 3 but there is only 1. The current staffing is inadequate to cover the whole district including refugee schools. JRS has 3 inspectors.

The district has 2 vehicles, which are currently down and need major repairs, it has 3 motorcycles, but only one is operational. In the past, UNHCR provided one motorcycle.

The district has sufficient staff; what is missing is facilitation in terms transport and other logistics. Staff retention is good. The district has lost one person in the department in the last 5 years. The department has no office space. They are now housed in what used to be a resource centre. Its official offices are terribly dilapidated.

All the 61 Government aided schools have functional SMC. Refugees attend the schools, which have both refugees and nationals. The major problem is: inadequate financial management skills, most of them are below the recommended minimum qualifications.

The schools that were handed over to the district have improved in performance. Teacher absenteeism in government schools is high due to inadequate supervision

The refugees access primary education.

#### **JRS Schools vs. integrated schools.**

When Munu Primary School was under JRS, the children were receiving books, pens, chalk, blackboards, knitting and embroidery materials, sanitary materials (for girls). When the school was put under the district, all the above provisions are no longer there. However, under integration, the children benefit from UPE, permanent buildings are constructed, teachers are paid by Government, toilet facilities are put in place. The parents appreciate the infrastructure development but that lack of scholastic materials is a burden.

### **13.2 3.2 Secondary Education**

There are 13 secondary schools; 3 are government aided, 1 is a self help school (Itula secondary school) built by the refugee parents with support from UNHCR. There are 2 tertiary institutions. There are also secondary schools but school fees are high (35,000 for Itula Secondary school). Majority of those who finish primary fail to get scholarships for secondary. The few that go for secondary schools do so through doing labour jobs.

#### **4.0 Arua District**

The district has 13 refugee primary schools with a total enrolment of 9,845 as of December 2003. All the 13 schools have been handed over to the district. The nationals form 25-30% in the 13 schools. Unlike in Adjumani and Moyo where a few schools were wholly handed over to the district leaving the biggest number of schools under JRS, in Arua the entire sector was handed over. However, DED retained certain functions while the district also took over specific functions in the sector. In other words, the integration of education activities is along functions in the sector while in Adjumani and Moyo it was along geographical divides. The district took over the following: school management, UPE releases (all schools in the settlements benefit from UPE), supervision and inspection and staffing. DED retained the following activities: class room supplies (pens, books, teaching materials for teachers, chalk); text book supplies; girl child education (sanitary materials given 3 times a year to both refugees and nationals); arts and crafts supplies; class room construction and maintenance; furniture supplies and teacher training.

At the time of hand over, there were 172 teachers. None of them is on the Government pay role. All are supported by UNHCR funding channelled through the district.

The quality of inspection is the same as it was under DED. What has changed is the time taken to respond to an issue. The time is long because of the distance from Rhino Camp to Arua and also because the DEO covers a wider area. The district retained school supervisors initially employed by DED. They are based in the settlement and inspect the schools closely. The vehicle given to the DEO to support supervision is most of the time in Arua and doesn't support the programme in the settlements. The supervisors use bicycles. The supervisors work only in the settlement and do not go to national schools. The sub-county structure has no provision for an education officer. All the 13 primary schools are coded and thus government aided; 5 are in permanent structures while 8 are in temporally structures.

All the refugee schools benefit from the school-feeding programme. Parents pay 700 shs for the cook. Share the schools with refugees. The children are given pens, books, and pencils from the refugee programme. Everything that is brought for the refugee children in school, the nationals also receive it. The refugees and the nationals sit on the school management committees.

The schools are good and performed well in the last Primary Leaving Examinations. The schools have Management Committees made up of both refugees and nationals. All the schools benefit from UPE. The salaries under Government delay and this discourages teachers.

The children go to schools in the refugees' schools. The schools are good. The problem is the language for children in lower classes. The refugees would want to study in their local language, which is not known by the children in the national villages. Again the teachers are refugees.

UNHCR pays unqualified refugee head teachers salaries higher than their qualifications would entitle them to. This is not healthy in the district education system.

### **Secondary Education;**

Secondary education is handled by UNHCR directly. The UNHCR scheme of constructing infrastructure in national schools in exchange for places for refugee children ended. No new students are taken and the old ones are continuing and slowly phasing.

There are two self-help secondary schools (Quiva in Rhino Camp and Ivempi secondary in Imvepi). Quiver secondary School has a total of 750 students (500 refugees and 250 nationals). All pay 30,000 as school fees. UNHCR builds infrastructure and pays the teachers. The teachers are paid through DED.

UNHCR sponsors Hugh Pilikington Charitable Trust to run a scholarship programme for the bright students in the best schools in the districts. The numbers are small. The quarter for Rhino Camp for 2004 is 18 scholarships.

### **Recommendations for improved performance and effective integration of education services**

1. The Arua approach of integrating services along functions in a sector seems to be better than the approach in Adjumani and Moyo. The Arua approach allows for substantive resources and logistics to be given to the district to allow the district perform the required duties in the entire sector. The Adjumani and Moyo approach only passes on responsibilities that are not economical on the part of UNHCR to support.
2. Improve the capacity of the inspectorate department in the district.
3. The UNHCR should support the DEO's office.
4. JRS structure should be integrated into the district structure such that it can enhance inspectorate and supervision function.

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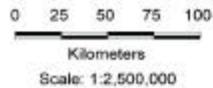
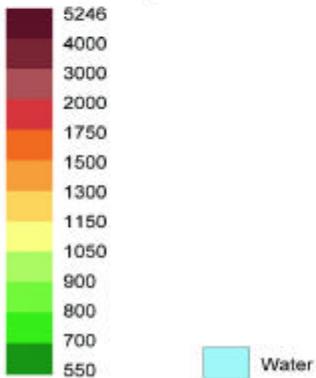


# UGANDA

## Localisation of refugee settlements

- Refugee area
- Refugee Settlement
- Refugee Transit Center
- National Capital
- District Headquarter
- International boundary

### Altitude (meters)



Source: Digital Chart of the World, First Edition 1983. GTOPO30. IRD/UNHCR. FRAME data base.

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