1. Background and context

Uganda is the largest refugee hosting country in Africa, hosting over 1 million refugees and asylum seekers as of December 2017. The majority have fled South Sudan, and over 80% are women and children. The displacement of South Sudanese is set to continue during 2018 and beyond, and to be protracted. This unprecedented mass influx to Uganda has strained the county’s resources, in particular land and water, and has implications in terms of access to education and basic services. Diminishing land availability has impacted refugee’s agricultural production and self-reliance. The large numbers have put pressure on the government and its humanitarian and development partners’ capacities to respond to the crisis, and on Uganda’s ability to maintain its generous refugee policy.

Uganda’s refugee framework has been lauded as one of the most progressive worldwide. Uganda’s current four-year National Development Plan II for 2016-2020 highlights the country’s commitment to refugee support. It includes the ‘Settlement Transformation Agenda’ (STA), which aims to establish self-reliance and local settlement for refugees, and to support social development in refugee-hosting areas.¹ Led by the Office of the Prime Minister (OPM), the STA is supported by the Refugee and Host Populations Empowerment Strategy (ReHOPE) running across ten refugee hosting districts and combining the efforts of multiple actors to address protracted forced displacement by addressing the humanitarian-development nexus. The strategy places much emphasis on the self-reliance of refugees and on the integration of services to refugees and host communities. Both the STA and ReHOPE are considered a core part of the Comprehensive Refugee Response Framework (CRRF) process which is being piloted in Uganda and aims to ensure sustainable interventions that benefit both refugees and host communities. The EU in Uganda is also currently piloting the operationalisation of the humanitarian-development nexus.

There are signs of increasing tensions between host and refugee populations and between recent and older refugee arrivals.² Host communities have raised concerns in terms of lack of assistance and limited indirect benefits from aid operations, including access to jobs in aid organisations.³ This strain on scarce resources

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¹ Office of the Prime Minister, A concept paper for the Settlement Transformation Project, April 2015.
and the increasing tensions are placing pressure on the Ugandan refugee policy framework and raise questions about the rationale of self-reliance and shared services.⁴

2. Shared services, community relations and integration

Although full, legal integration is not available to refugees in Uganda, many suggest that refugees achieve a form of de facto Integration due to the rights afforded to refugees – including freedom of movement, access to land and access to basic services; the settlement (rather than camp) approach; and the protracted nature of refugee displacement in Uganda.⁵ Local settlement and local integration are often used interchangeably, but they are conceptually different. Local settlement is oriented towards eventual repatriation whereas local integration is part of a process towards naturalisation. Some see local settlements as an intermediary step where local integration cannot be pursued,⁶ but others claim that the geographical, social and economic isolation of refugees – despite, or even because of, the settlement approach – serve to undermine integration in practice in Uganda.⁷

Integration, and indeed successful refugee hosting, is seen to depend as much on the relationship between the hosting population and refugees as on the host government’s position.⁸ This has great resonance in northern Uganda where land is held under customary ownership, and the majority of the settlements hosting South Sudanese refugees is on land granted by host communities. Assistance that benefits both host populations and refugees is thought to reinforce positive relationships between refugees and their hosts.⁹ Conversely, humanitarian and development interventions can directly or indirectly contribute to increased tensions in the communities, through increasing divisions between competing groups, undermining existing conflict resolution institutions, and exacerbating power inequities.¹⁰

These issues are reflected in Uganda’s integrated approach to service provision. Uganda’s ReHoPE strategy states that refugees will act as “agents of development” that can “positively contribute to the sustainable development of their districts”, so that “refugee asylum space is not only protected but strengthened”.¹¹ The CRRF Uganda highlights the importance of equitable access to basic services between host and refugee populations in order to support peaceful co-existence.¹² Donor policy reflects these strategies. The overall theory of change of the European Union Trust Fund (EUTF) programme (which this research is part of) assumes that if host communities and refugees benefit from shared livelihoods assets, improved service

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⁴ Development Pathways (2018) Analysis of Refugee Vulnerability in Uganda And Recommendations for Improved Targeting of Food Assistance
⁷ IRRI (2014) Conflict in South Sudan: Refugees seek protection in Uganda and a way home. IRRI: Kampala.
¹¹ Uganda Government and World Bank (2016). “ReHoPE”. Available at: https://d10k7k7mywq4rz.cloudfront.net/assets/5667425fd4c96170fe082173/REHOPE_2_Page_Brief_141015.pdf
¹² CRRF Roadmap for the implementation of the Comprehensive Refugee Response Framework in Uganda, 2018-2020
delivery and conflict management mechanisms, inter-communal relations and development outcomes will improve.\textsuperscript{13}

The streamlining of services to host and refugee populations is currently undertaken in two ways in Uganda:

- Integrated services to refugee-hosting areas so that, to the degree possible, refugees and host communities benefit from shared, rather than parallel, services.
- The principle of allocating resources in accordance with a 70:30 rule – where 70 percent of resources are allocated to refugees and 30 per cent to host communities.

Despite the significance of the shared services approach to the refugee model in Uganda, and the assumptions that it can strengthen relations between displacement-affected communities and reinforce asylum space, there has been limited analysis of how this has been applied in practice, its outcomes, the role of aid organisations and the longer-term implications.

This study is funded by the EUTF project in Uganda. The Danish Refugee Council is leading a four year European Union Trust Fund (EUTF) grant (2016-2020) to support refugee and refugee hosting communities in the districts of Adjumani, Arua, Kiryandongo and Yumbe with the aim of fostering social cohesion and harmony between refugees and host communities. The programme – implemented in consortia with three other NGOs (ZOA, Save the Children and CEFORD) – takes a comprehensive programmatic approach with four key components: 1) livelihoods, 2) conflict management 3) education and 4) research, evidence and learning. The research component includes two core elements: 1. Durable solutions analysis and 2. Analysis on whether integrated services foster stronger inter-communal relations and development outcomes. This study draws together these two research elements.

3. Research Consultancy purpose and objectives

The Regional Durable Solutions Secretariat (ReDSS) and the Danish Refugee Council (DRC) seek to commission a study under the EUTF programme that will examine whether, and in what ways, integrated services contribute to better outcomes for refugees who are in a situation of protracted displacement in northern Uganda. Focusing in particular on community-refugee relations as instrumental to sustained and positive refugee hosting conditions, it will seek to understand how the policy of integrated services has been interpreted and applied in practice, and its implications for both host and refugee populations. It will explore the linkages between integrated services and refugee hosting, and whether any connections can be made to the integration of refugees.

It will seek to answer the following core questions:

1. What is the current policy in terms of shared services to host and refugee communities in Uganda and to what extent are services for refugees and host communities integrated in practice?
2. From the perspective of refugees and host populations, what are the social and economic implications of shared services? Do they contribute to more positive relationships and greater economic engagement?

\textsuperscript{13} https://ec.europa.eu/trustfundforafrica/node/183
3. How have different actors, including aid organisations, approached the application of integrated services in practice? To what extent have their approaches been informed by efforts to promote positive community relations?

4. What are the longer-term implications of an integrated service delivery model for refugee-hosting in Uganda? Does it contribute to more sustainable refugee hosting conditions for refugees in protracted displacement? Can any links be made to local integration?

5. What lessons can be drawn from the policy and practice relating to integrated services – particularly relating to operational agencies – and what recommendations can be drawn for the future?

The study will focus on South Sudanese populations and their hosts in two locations in northern Uganda (selected from Adjumani, Arua, Kiryandongo, Yumbe). Experiences in relation to two integrated services will be explored which offer the potential to examine the implications of both shared, as well as parallel, access to services by both refugee and host populations. In the selection of both sites and services, efforts will be made to ensure comparison between different displacement patterns, communities and aid actors. In addition to directly engaging refugee and host populations, the project will aim to draw operational learning from a wide-set of agencies in order to both gather evidence and knowledge, and to ensure the recommendations are relevant and applicable.

The study will generate greater understanding, operational learning and recommendations expected to enable NGOs, UN agencies, donors, government actors and other stakeholders to inform and improve policies and programming that seek to promote peaceful coexistence between refugees and host communities, especially with regard to the integration of services.

4. Research Plan and Methodology

This project builds from an extensive scoping mission carried out in April 2018 and a resulting policy background document. The study has a number of phases as follows:

Phase 1, project design and engagement:
- The first phase of this work builds on an initial scoping exercise that involved 20 key informant interviews with key stakeholders in Kampala and the region; a workshop with 30 representatives from operational agencies, as well as a policy brief.
- From this, a project concept was developed that will be shaped further by selected key informants and a desk review of the key literature. The consultant will engage a small number of key informants from the EUTF Consortium (DRC, Save the Children, ZOA, CEFORD); the Regional Durable Solutions Secretariat (ReDSS) and selected members from the steering group established for this project to identify:
  - The second location for the study in order to ensure its comparative value
  - The specific integrated services to be examined
  - Specific actions and approaches of aid agencies which should be explored
  - Key grey literature to inform the study

Phase 2, participatory engagement with key stakeholders:
- A series of learning workshops will be held with operational actors to ensure a strong operational perspective to the study, in terms of the analysis, lessons learned and recommendations for the
The study will be informed by key informant interviews with government officials at national and local levels, development and humanitarian actors including national and local organizations, policy makers, donors, private sector, CSOs, faith based organizations, academia etc.

**Phase 3, Research with host and refugee communities:** The methodology of the study is qualitative and will draw in particular from key informant interviews (KIls) and focus group discussions (FGDs) with refugee and host community users of shared services, as well as community leaders and other formal and informal authority structures, religious leaders, both in the refugee settlements and in targeted host communities.

**Phase 4, Validation workshops:** Validation workshops will be undertaken in the field sites and Kampala in order to test the findings and ensure the relevance and applicability of the recommendations.

5. **Expected deliverables**
   - Short inception report (power-point presentation, 15 slides max) which clarifies the understanding of the ToR, research focus, research tools/methodology, ethical considerations, and work plan and a list of individuals and/or types of organizations the consultant will be interviewing for presentation to the study’s steering committee.
   - Draft study (40 pages maximum (Times New Roman, font 11) without annexes) including:
     - Table of contents, glossary of key terms, and list of acronyms
     - An executive summary (maximum 3 pages), introduction highlighting the objectives of the study, the rationale, methodology used, scope and limitations, conclusions, recommendations and way forward
     - Analysis, recommendations and lessons learned
     - Annexes including but not limited to list of key interviews, field visits, bibliography, documents reviewed, etc.
     - A short Power Point presentation highlighting the key questions, methodology, key findings and recommendations (15 slides maximum)
     - Displacement affected communities’ quotes and perceptions to highlight community voices
   - A series of learning workshops and validation workshops in Kampala and 2 district locations
   - A final revised report based on inputs received from stakeholders and technical group composed of ReDSS secretariat and steering committee
   - Presentation of report and key findings and recommendations in Kampala

6. **Duration of assignment**

   The study will be conducted in a period of 61 consultancy days.

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14 Refer to Ethics of conducting research in conflict settings. Conflict and Health, 2009
http://www.conflictandhealth.com/content/3/1/7