

RDPP Learning and Evaluation Trajectory

REGIONAL BASELINE REPORT

Before the adoption of the Global Compact on Refugees and on Migration and other global commitments undertaken by the international community in New York in 2016, as well as the roll-out of the Comprehensive Refugee Response Framework (CRRF), initiatives such as the Regional Development and Protection Programme (RDPP) in the Horn of Africa had already factored in the need to shift from a humanitarian to a development approach to protracted displacement. RDPP, a Dutch-led and EU-funded programme, is a precursor to CRRF. It was launched in 2015 with the aim of advancing the evidence base on sustainable development approaches to refugees and their host communities.

An Impact Evaluation of RDPP began in 2018 and is due to end in 2020. Led by a Learning and Evaluation Team, the goal of this exercise is to offer cross-cutting and operational insights to improve the work of implementing partners and donors in this field. The scope of the work is not to provide an overview of all 69 projects across 9 countries across the Horn of Africa but to ensure learning is drawn from an impact evaluation methodology and qualitative case studies.

A. Introduction

This summary regional report presents learnings from investigations in five countries – Ethiopia, Kenya, Somalia, Sudan, and Uganda – conducted in 2018. The baseline research consisted of 1) a desk study; 2) quantitative household surveys among refugees and host communities in Ethiopia, Sudan, and Uganda; and, 3) qualitative case studies in each of the five countries. Across these jurisdictions, fieldwork focused on a particular camp context. All figures cited and evidence presented should be read with this caveat in mind.

This report is the first of six outputs. Country-specific reports are filed separately. Here, we lay out the model of RDPP and, in a comparative fashion, introduce key baseline indicators. We outline a regional level baseline metric, which will be used to measure impact in 2020. We conclude with key findings and recommendations.

B. Defining desired results and measuring impact

1. RDPP envisions a new model

Overall objective: create evidence-based, innovative and sustainable protection and development approaches for refugees and their host communities in Ethiopia, Sudan, Kenya, Somalia and Uganda.

The vision of the RDPP is to contribute to the well-being of both local and forcibly displaced populations by improving their access to services and employment opportunities. In terms of access to services, RDPP's focus differs by country but generally includes energy, water, education, and health. In view of the overall objective, RDPP specifies that it expects results in the following **four pillars**:

- **Capacity Building:** to strengthen the capacity of local and central authorities to develop and implement an integrated approach towards refugees, host communities and mixed migration.
- **Protection:** to strengthen the comprehensive protection approach for refugees in different settings and their host communities, with specific emphasis on vulnerable groups.
- **Integrated Services:** to improve social cohesion by promoting access to integrated services delivery for both host communities and refugees (in and out of the camp).
- **Socio-Economic Development:** to improve livelihood and employment opportunities for both refugees (in and out of the camp) and host communities, with specific emphasis on youth.

Local ownership and support for the integrated services model are essential for the RDPP to succeed and have a sustainable impact. Defining what is feasible, locally, will determine how to best bridge theory and practice. This requires learning, monitoring and evaluation to assess the effectiveness of the pilot actions and allow RDPP to adapt, scale up or revise the programme as needed.

2. Developing a regional metric: Key baseline data across sectors

This section presents indicators that could or should see change within the timeframe of the impact evaluation as a result of RDPP-funded activities. Using information from the quantitative survey, Table 1 presents RDPP-specific indicators to be measured across time.

The data in Table 1 can be used to:

- Identify gaps between hosts and refugees.
- Identify those most in need in a given dimension, improving targeting.
- Track the extent of improvements at the endline stage.

Table 1 - Selected data from visited camp settings and surroundings across sectors – Baseline scores 2018 to be revisited in 2020

		ETHIOPIA Hitsats		KENYA Kalobeyei		UGANDA Rhino Camp		SUDAN Wad Sharifey	
		Hosts	Refugees	Hosts	Refugees	Hosts	Refugees	Hosts	Refugees
Basic needs	Was never without food in past month ¹	58%	14%	11%	18%	14%	10%	42%	17%
	Water access through tap or borehole	99%	93%	78%	97%	90%	90%	72%	28%
	Feel completely or mostly safe ²	87%	94%	52%	67%	80%	76%	98%	92%
Education	School-aged children regularly attending school	54%	51%	42%	75%	70%	84%	70%	56%
	High perceived quality of education	31%	20%	23%	24%	34%	28%	39%	33%
Livelihoods	Working-age individuals with a source of income ³	66%	11%	46%	26%	52%	24%	34%	31%
	Earners redundancy ³	40%	5%	60%	47%	48%	11%	32%	15%
Social cohesion	No recent incidences of conflict with 'the other'	90%	97%	78%	49%	80%	82%	26%	93%
	Positive opinion of 'the other'	68%	86%	59%	29%	76%	55%	51%	80%

¹ In Kenya, the indicator reads as follows: "did not worry about not having enough food in past month".

² For Kenya, the indicator reads as follows: "children are deemed safe in the community".

³ For Kenya, the indicator reads as follows: "households with a source of income".

RDPP INDICATORS: SELECTED KEY DATA AT A GLANCE

- **Basic needs** gaps exist across the board; food insecurity is rampant. Hosts are generally better off in this regard than refugees, with the exception of Kalobeyei in Kenya. While the RDPP does not provide direct food aid, it does aim to improve food security among its target population.
- **Under education**, refugees are found to enjoy equal or better school access compared to their host peers. Only in Sudan refugees were disadvantaged in this regard. Refugees often report lower perceptions of the quality of education. This was seen in Hitsats, Rhino camp and Wad Sharifey Sudan. Overall, the most refugee and host respondents do not hold a positive perception of the quality of education available. Hence, beyond questions of access, the survey registered significant expectations as to the quality of education.
- **Livelihoods** results are dismal, particularly for refugees, with the lowest rates recorded for refugees in Hitsats, followed by Rhono camp, Kalobeyei and finally Wad Sharifey.
- **Social cohesion** is generally high. Only refugees in Kalobeyei, Kenya and hosts around Wad Sharifey, Sudan, frequently face incidences of conflict with the other group.

I. The basic needs dimension

“How to go beyond ‘Dhiij joojin’, which means stop the bleeding? NGOs do what we Somalis refer to as Dhiig joojin – to survive only and nothing more. We must do better, but first we must stop bleeding”.

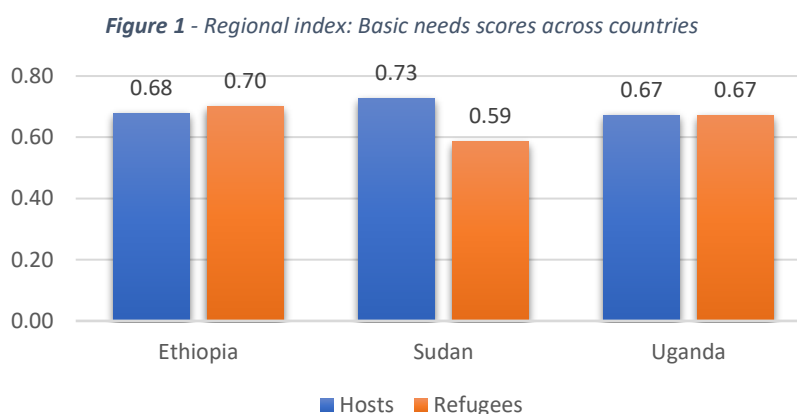
Government representative interviewed in Kismayo

The fulfilment of basic humanitarian needs is not an outcome explicitly set by RDPP. Yet basic needs are indirectly implicated in two of the programme’s results framework pillars: pillar 2 (strengthening protection) and 3 (access to services). To provide a regional comparison of the scores across RDPP locations, a basic needs metric was developed on the basis of all individuals interviewed through a quantitative survey for this project in Sudan, Ethiopia and Uganda.⁴ It represents the relative distance of host and refugee cohorts from the ‘ideal score’ of one, which in this case is equal to the basic minimum needs standard.

⁴ This region-wide index was computed on a number of indicators that were observed across all three countries by a standard ‘reduction of dimension’ indexing technique. It differs from the individual country metrics by its set of indicators, and the fact that the calculation is based on all respondents in the region rather than at the country level. Given that a uniform set of indicators was used to calculate these scores at the regional level, scores are comparable across countries and cohorts.

This regional index allows us to see how refugees fare across different camp contexts, how hosts fare, and how each group fares in comparison to the other. The results in Figure 1 show that a large distance remains to meeting basic minimum standards across groups in all RDPP countries.

1. **Refugees vs hosts comparison:** Refugees fare far worse on fulfilling basic needs than their host peers in Sudan, whereas in Uganda the average scores are almost equal. In Ethiopia, owing to the particularities of Hitsats, refugees face circumstances less dire than hosts.
2. **Cross-country comparisons:** refugees in Sudan are worse off in terms of meeting their basic needs than their peers in Ethiopia and Uganda. Host peers in Sudan appear to enjoy a higher degree of basic well-being than their fellow hosts in Uganda and Ethiopia.



Key takeaways from the qualitative data at the regional level

- **The presence of refugees has benefitted the local communities** in the provision of basic services. Examples include the building of hospitals, schools and other key infrastructure. While not enough to meet the growing needs, this impact was positively perceived across the board.
- **Food security, water, and health are key concerns and sources of instability.** Food and water shortages create fundamental challenges for the survival of hosts and refugees alike. They also have the potential to trigger conflicts between the two groups. Health issues related to hunger and water / sanitation challenges have an impact on productivity and are not adequately tackled by health service providers, who in turn lack sufficient medicine, equipment and qualified staff.
- **Security** is seen relatively positively in most contexts with the notable exception of Kalobeyei in Kenya. Overall figures hide the vulnerability of certain sub-groups, women and youth in particular.

Glaring gaps in meeting basic needs

Basic needs indicators are alarmingly low in the domains of food security, WASH and health. Water is a long-standing challenge in the area, with shortages constituting a fundamental dilemma for any approaches centred around self-reliance through farming. Severe droughts threaten the outcomes across all dimensions, diminishing local government resources and rendering gains in livelihoods fragile. Fetching water is time-consuming and keeps refugees and hosts from other productive activities. The situation is worse during the dry season, when alternative water sources such as springs and streams dry up. The ground water is of poor quality, meaning expensive piped water networks must be constructed.

Water is not available for what was envisioned as an agriculture-based livelihoods approach, and development planning has not progressed to the rate needed to ensure that the camps do not become just another care-and-maintenance setting. With water issues come health problems. Populations in Kenya, Eastern Sudan, and Northern Uganda suffer from regular outbreaks of WASH related diseases.

DOES DIRECT AID MAKE A DIFFERENCE ACROSS THE BOARD?

Regressions between different types of aid provided to beneficiaries and their basic needs scores show that overall, controlling for country and refugee / host status, the only types of assistance positively correlated with basic needs scores across the board are non-food in-kind support and start-up support. Cash assistance and in-kind food aid display a positive correlation with refugees' basic needs scores, not that of the hosts. This lack of overall correlations serves to illustrate that programming has to be tailored to the contexts and populations at hand. The same treatment will not result in the same gains for hosts and refugees alike.

Tackling basic needs gaps? Examples at the country level

RDPP aims to respond to the high degrees of food insecurity by enabling beneficiaries to move beyond subsistence. In Kenya, RDPP-supported project activities have resulted in the adoption of improved production techniques such as sowing in lines, conservation agriculture and seed banks. This has led to an increase in agricultural productivity and variety of crops. These activities have focused on host communities and should be extended to refugees. The Netherlands Enterprise Agency Agribusiness programme in Kassala, Sudan, had not yet commenced at the time of the baseline, but is highly relevant in its aim to strengthen capacity in agricultural value chains. In Uganda, provision of farm inputs also adopts the lens of bringing a development approach to a critical humanitarian setting.

The RDPP provides partial answers to health and WASH needs in Uganda (Rhino Camp), Ethiopia (Hitsats) and Somalia (Kismayo). In Hitsats Camp, RDPP aims to apply a utility-based model to integrated water management, merging the Government-run and UNHCR systems into one common water system unit. This will be managed (and financed) by hosts and refugees together. This plan follows other successful joint water management models applied in Gambella but is at risk due to capacity constraints and a lack of trust between community members. In Northern Uganda, ADA's intervention, which targets the piped water supply systems and sanitation challenges, is closely coordinated with the Government to ensure more sustainable improvements (albeit at the cost of delays in implementation). In Kismayo, the Jubaland Solutions Consortium has engaged in hygiene campaigns, well rehabilitation and construction of some latrines.

What's next?

Basic needs scores must rise before development programming can have a sustainable effect. In order to prioritise long-term universal safety net programmes, it is critical to bring together donors and implementing partners; to ensure continued investments through an integrated access to services approach, inclusive of the displaced and host communities; and to do so, with a balance between supply of and demand for services.

Taking this baseline, the RDPP activities are well suited to targeting some of these gaps and ensuring the baseline (and minimum standards) are elevated through an integrated approach. RDPP will not aim to do so directly, but through building the capacity of authorities and improving coordination of the large group of stakeholders that form the ecosystem of development initiatives in the region. At the endline stage, a panel or difference-in-differences approach will assess whether RDPP efforts have managed to raise basic needs scores for refugees and hosts in Sudan, Uganda and Ethiopia.

II. *The education and livelihoods dimension*

Education and livelihoods are overarching components of RDPP across all five contexts studied. They are reflected in pillars 3 (integrated service provision) and 4 (socioeconomic development to improve livelihoods opportunities for hosts and refugees).

In the education dimension, school attendance differs widely. In Kalobeyei, Kenya, and Rhino Camp, Uganda, refugee children are more likely to enjoy regular schooling than their host peers. Host children in Kalobeyei in particular are disadvantaged in their access to education. In Hitsats, Ethiopia, slightly over half of host and refugee children receive a regular education.

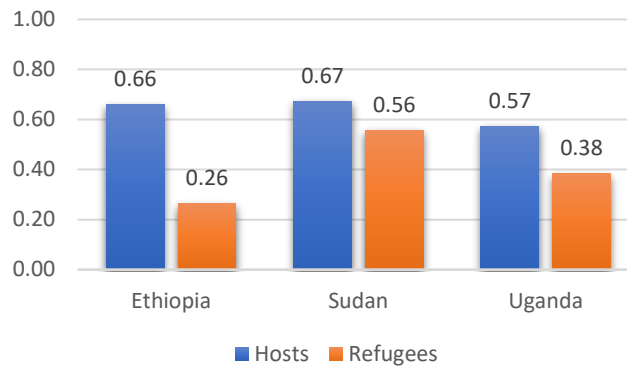
School attendance alone however is not an adequate indicator of success. In Kenya and Uganda for instance, increased enrolment is one of RDPP's main objectives. This objective has been achieved in the locations visited for this study, but questions remain as to the usefulness of enrolling 5,000 children in one Kalobeyei school (for instance) which does not have the capacity, in terms of staffing or infrastructure, to provide an adequate learning environment. The assessment of the quality of education received is damning: around a third of adult household respondents across the board consider that their children enjoy lessons in an adequate environment.

Under livelihoods, we found striking differences, with refugees appearing more disadvantaged. In Hitsats, Kalobeyei, and Rhino Camp, refugees of working age are much less likely to have a source of income than their host peers. Although opportunities exist in and around camps such as Kakuma, these do not extend to the inhabitants of Kalobeyei, whose skills may be misaligned with the emerging marketplaces of other camp settings. In Sudan, on the other hand, the differences are more subtle, owing to the specific context of Wad Sharifey Camp. The camp is inhabited by Eritreans in a protracted displacement situation who have merged with the host community.

Combining data from all countries, we compiled a regional livelihoods index.⁵

⁵ The index includes household earners, income redundancy, wealth (as proxied by assets), as well as the subjective assessment of economic opportunities and the household's current economic situation.

Figure 2 - Regional index: Livelihoods scores across countries



Significant gaps

Education. Under education, although RDPP partners have contributed to an improvement in infrastructure (i.e. building/upgrading of schools), demand exceeds supply. The context is marked by long distances between home and school, lack of available dormitories, language constraints and high numbers of students in each available classroom. Reflecting the basic needs gaps mentioned, school meals remain a major draw, whereas school fees represent an important obstacle to school attendance.

Livelihoods. RDPP aims to raise livelihoods scores through vocational skills training. In a number of countries – Sudan, Kenya and Ethiopia, until the new refugee legislation comes into effect – refugees do not have the right to work or are de facto limited by encampment policies. Other challenges exist, not least lack of access to finance, group dynamics, insufficient start-up capital etc. These represent the reason for which participants of skills training, who subsequently receive business support, are more likely to report that the assistance led to a significant and sustainable change in their lives or the setting up of viable businesses.

Agriculture. The camps are located in arid or semi-arid areas, yet in all contexts, agriculture is the main source of livelihood. Rarely does this activity result in more than subsistence-level yields. Economic opportunities remain largely restricted to the area within and immediately surrounding camps or settlements, for refugees, returnees and IDPs alike. Hindering the pursuit of sustainable livelihoods for refugees, out-of-camp opportunities are lacking across all countries and remain the biggest impediment to integration.⁶

While livelihoods programming under RDPP is frequently based on market assessments, existing studies do not address the question of absorption capacity of labour markets or the market share of specific trades, for example based on household spending. This makes prioritising skills development difficult.

⁶ At the same time, in many cases the camp itself has become a hub of opportunity, however unsustainable those might be. Many of the non-agriculture related jobs are directly related to the camp, in either construction or trade.

WHAT TYPE OF DIRECT ASSISTANCE SEEMS TO RAISE LIVELIHOODS OUT-COMES INDEPENDENTLY OF CONTEXT?

Regressions between different types of aid provided to beneficiaries and their livelihoods scores show that overall, controlling for country and refugee / host status, the only types of assistance positively correlated with livelihoods scores across the board are TVET and saving / lending activities. This speaks to the relevance of vocational training and in favour of the potential for increased VSLA.

Key takeaways at the regional level

- Enrolment does not equal education, and (integrated) school attendance is a poor gauge of success. Teacher-to-learner ratios and overcrowding must urgently be addressed before efforts to increase access, improve retention and quality, and foster integration through education will bring results.
- The policy environment is not as important an obstacle to the pursuit of livelihoods as the local economic environment: refugees in Wad Sharifey, Sudan, are more likely to have a source of income than those in Rhino Camp, Uganda.⁷
- The private sector is an important stakeholder in all countries, but RDPP partners have found it difficult to engage with it. In remote locations economic activities beyond the camp economy are limited – private sector structures are not developed, much of the trade is informal and small scale.
- TVET packages risk oversaturating the markets with the same skills. TVET is generally appreciated as providing a sense of purpose, but beneficiaries tend to doubt the trainings' potential for sustainable livelihoods.

Tackling gaps? Examples at the country level

Education relies on qualified and motivated teachers. In Kismayo, Somalia, large gaps were found in this regard. RDPP-funded teachers were demoralised due to non-competitive salaries, noting that other institutions pay threefold their current income. The lack of school feeding and the subsequent rise in school dropouts are key issues of concern that are particularly relevant to RDPP funding, as other partners in Kismayo are able to provide such benefits to children and their families. Excessive costs of secondary education in Somalia are a reason for returnee children dropping out of the school system.

For TVET and livelihoods, the long-term focus appears most clearly in Uganda through the development-approach adopted by Enabel. This skills development component integrates sustainability considerations throughout its approach. The innovative element lies in applying a structural support to skills development in contexts of displacement, where it is usually not a priority. First, it is implemented as part of a broader support to the Skilling Uganda strategic plan using the Skills Development Fund (SDF) as a financing modality.

The focus on supporting structures of both government actors, as well as training institutes and the private sector, can help ensure that high quality TVET provision for refugees and host communities is sustained in the longer-term. The Ugandan case is also an example of deliberate efforts made to ensure that the trainings offered meet market needs, basing the offer of courses on a needs assessment.

⁷ Wad Sharifey is a challenging/complex setting, inhabited by Muslim Eritreans many of whom were born in Sudan. Nonetheless, they are proof that local economic integration can be achieved despite highly restrictive national policies.

What's next?

Overall, there is optimism surrounding the launch of the CRRF/GCR process and its ability to support an economic setting which would benefit both refugees and host communities, linking camps with their immediate environment, as well as other parts of the country. This leaves room for advocacy for further implementation of the CRRF process at the local level, with the hope of promoting mobility and land access, as well as gaining local government buy-in more generally.

A greater focus on out-of-camp livelihood solutions is needed for RDPP to support innovative projects, coordination across governance structures, and towards a truly integrated approach. Such opportunities exist: in Kismayo in the fisheries sector; in Hitsats, Ethiopia, when the government's Nine Pledges are implemented.⁸ Until then, economic opportunities will largely be restricted to areas within and immediately surrounding camps or settlements, for refugees, returnees and IDPs alike. Even in Rhino Camp, Uganda, where refugees have the right to work, income-generating activities are clearly more limited for refugees than host community members.

Policy level initiatives, local inroads, and innovative solutions are needed and must be taken into account by all partners. A value chains approach is missing in most contexts - working on this together could help bring coherence to the project and across locations. From the perspective of the RDPP, a successful long-term outlook would be for the district governments to carry out mappings of local labour market needs, match skills including those from the settlements, and liaise with training institutions on what type of trainings can be offered for the skills needed. (The reality of the role of the local governments seems far from this, linking the issue of livelihoods to that of capacity building.)

Finally, in several instances we found that the remoteness of the camps constitutes an obstacle to market linkages. Larger traders feel that it is not profitable to go all the way to the camps to buy produce from farmers supported by the RDPP. More could be achieved if NGOs could find ways to overcome these difficulties through acting as 'middlemen' or support possibilities of transport in order to connect the settlements to bigger markets.

⁸ This is already the case in Dolo Ado, Ethiopia.

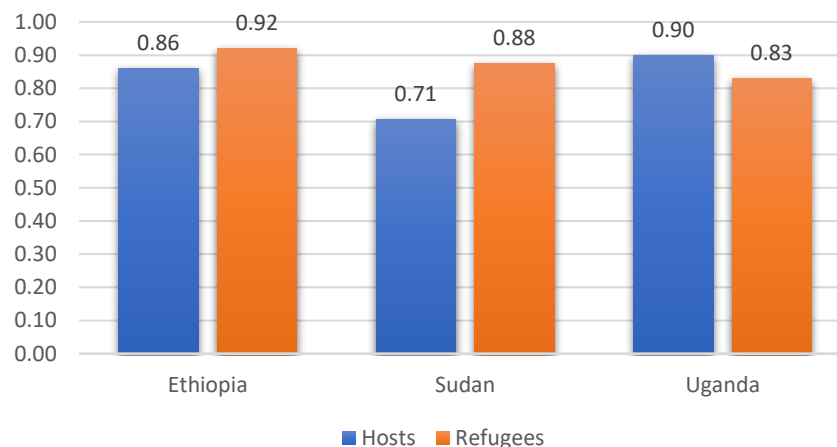
III. The social cohesion dimension

As a prerequisite of successful local integration, social cohesion is at the core of RDPP's Pillar 3. Fostering such cohesion depends on assessing the current state of relations between groups, identifying the main drivers of social tension and people's perceptions of key issues. In this regard, it matters how aid is delivered and to whom – in terms of equity of access, fairness of targeting and distribution, quality, appropriateness, and quantity. To go beyond anecdotes in every context we visited and assess social cohesion in a comparative manner, the regional index was compiled based on information collected in Hitats (Ethiopia), Wad Sharifey (Sudan) and Rhino Camp (Uganda).⁹ The exercise resulted in the average scores presented in Figure 3.

Overall, scores are relatively high. While this is based on information collected only in three camp settings and their surroundings, this points to the fact that conflicts and mistrust are not a common occurrence.

- Anecdotal evidence points to great potential for conflict and grave protection risks, in specific cases and for particular sub-groups. These need to be clearly understood and targeted.
- Social cohesion appears to be higher in the perception of the hosts in Hitsats, Ethiopia and Wad Sharifey, Sudan, but not in Rhino Camp, Uganda.
- The fact that scores of hosts are relatively low in Wad Sharifey, Sudan, speaks to a lack of trust vis-à-vis the refugee communities, which appears unusual given the high degree of informal integration. This will be further investigated in follow-up work for this project.

Figure 3 - Social cohesion scores across countries



⁹ Based on variables such as trust, perceived integration both economic and social, conflict and perception of the others.

Key takeaways at the regional level

- Peaceful coexistence in the surveyed locations is a result of a good level of security, perceived equity, and the low degree of segregation between host and refugee communities.
- Challenges reported revolve around the issue of access to energy and natural resources. Conflicts around the use of firewood, in particular, were reported in all countries.
- Local governance structures are involved in mediating and resolving conflicts and appear to do so fairly successfully. They, rather than police / security forces, are the 'first responders' in terms of conflict resolution.
- Markets and hospitals are noted as locations fostering integration, more than schools.

Tackling gaps? Examples at the country level

The general cause of tensions relates to access to natural resources, for example the cutting of trees for firewood, animals destroying fields or disputes at water points. More than half of the refugees in our sample, and a quarter of host community respondents, reported having had concerns or disputes due to natural resources.

Youth-based initiatives constitute a significant gap. Male refugee youth, who expressed feeling isolated and marginalised, reported an increase in tensions with host youth, with the potential to escalate into physical conflict. Youth who are vaguely aware of the existence of vocational training but lacking the knowledge of how to access these opportunities are particularly likely to express sentiments of anger and frustration.

Best practices have emerged tackling the tensions around natural resources. In Hitsats, joint irrigation activities allow hosts and refugees to come together, each bringing distinct access, expertise and resources to the table. They then share the harvest. The RDPP includes activities such as awareness raising on sustainable cooking practice, agro-forestry and environmental rehabilitation through planting fruit trees. These are crucial, particularly given that refugees are no longer officially allowed to cut down trees. Finally, the electrification of communal areas may provide spaces for refugees to cook rather than having to cut trees for firewood collection.

In Kalobeyei, social integration is fostered through efforts to promote positive interactions socially, culturally and economically. Key informants recognised the benefit of cultural and sports days as a way for communities to come together, learn more about each other and interact positively. Markets and trade are another key element supporting this integration. All informants shared the view that the market is where they mostly interact positively with each other.

In Rhino Camp, water committees were found to be an effective way to mediate in case of conflict. This reveals the agency role of refugees and host communities, who are pushed to find solutions to their problems collectively and to coexist peacefully in the camp.

What's next?

In designing livelihoods projects there should be equal participation from both communities to take leadership positions and activities should be cooperative rather than exclusionary in nature. Such approaches might improve perceptions and relations between both communities, contribute to more inclusive social networks across communities and strengthen local governance mechanisms in the short and long term. RDPP is in line with best practices in searching for strong linkages with local governments and community representatives.

Baseline takeaways: Relevance, coordination, adaptiveness and sustainability

Message 1: A precursor to global planning processes, RDPP in the Horn of Africa needs to link with national and local planning processes

The underlying narrative of RDPP fits into the overall logic of the CRRF. Particularly in Uganda, the relationship with the CRRF structure has led to strategic planning and cooperation. The Enabel Skilling Uganda intervention has taken the lead on 'advocating for skills development' as part of the Education Response Plan for refugees, providing context analysis and expertise to the CRRF process. The Danish Refugee Council (DRC), as the consortium lead, seconds staff to the CRRF secretariat.

Relevance to, and linkages with, national planning processes

RDPP's alignment with national planning activities differs from country to country, from activity to activity. On the one hand, RDPP programming has followed, and in some cases adapted to, national governance structures. This is true, for instance, in Kenya, where adaptation to the country's devolution process, which aims to bring the government closer to people through greater support to county administration, has guided relationship building and involvement of local authorities. This is also true in Ethiopia, where policy and legal reforms have progressed since 2016 towards a more refugee-inclusive and integrated environment. The 2019 refugee law, committing to wider freedom of movement and the possibility of work permits for refugees, highlights the relevance and influence of RDPP activities and objectives within the wider Ethiopian policy and legal context. **This relevance has been evidenced in specific sectors.** In Uganda, the livelihoods component of RDPP is part of long-term efforts to support the government's national 'Skilling Uganda' strategy.

In other contexts, alignment with and relevance of RDPP to national planning processes is less clear. In Sudan, which is not part of the CRRF process, national planning does not include integration. Refugees are hosted under a strict encampment and care-and-maintenance regime, and national discussions highlighted an unlikely change.

Relevance to local planning processes

Alignment of RDPP priorities with local level priorities remains a challenge. In Ethiopia, local development plans, NGOs and local planning cycles are not synchronised. A route to encouraging ownership and facilitating integrated planning would be to allow alignment of the planning cycle of NGOs with the Ethiopian fiscal year, which guides the Woreda budget and planning exercises. In Kenya, lack of common planning was emphasized as a gap – the formation of the County Development Plan is an opportunity for agencies and government to come together and develop a joint implementation plan. In Somalia, the Consortium deemed the Jubaland Strategic Plan to represent an opportunity to engage more closely with local authorities, align programming with policy, and bring together the four pillars of the RDPP approach.

Lack of synchronisation with local planning mechanisms brings about lack of clarity regarding local responsibility and ownership of programming. This was the case in both Uganda and Ethiopia, where responsibilities and resources for the care of refugee communities are not clearly defined or allocated. Local district sector office planning did not adequately include refugees, and there was little emphasis on refugee populations in the implementation of local service delivery. This is due to the institutional set-up and policy frameworks which are not yet sufficiently integrated. RDPP has sought to exert some influence in this regard through improved coordination and dialogue.

Message 2: Strengthening livelihoods efforts

Relevance

To truly adapt humanitarian programming to an integrated approach, **programmes should seek to outgrow traditional models.** TVET training in Ethiopia and Somalia is a continuation of existing packages with limited relevance and adaptability. Further care needs to be taken to not oversaturate the market with the same skills. While the TVET skills training and the entrepreneurship support provide valuable skills for refugees, the sustainable impact on income generation and livelihoods at large is less clear. A number of challenges exist, including, but not limited to, restricted economic market, lack of access to finance, group dynamics, insufficient start-up capital. This means that a number of participants in the skills training who received subsequent business support have reported that the assistance has not led to a significant and sustainable change in their lives. RDPP partners focus on labour market assessments when what is needed is strong value chains analysis and a comprehensive value chain development approach.

Livelihoods are a gap not easily addressed through technical and vocational training exercises in the absence of broader framework encouraging both labour market integration and the growth of economic opportunities more broadly. Nonetheless we found that both refugees and hosts welcomed the opportunity to build their skills. Efforts have been made to ensure greater relevance. In Hitsats, Ethiopia, the consortium has commissioned a labour market assessment to help connect them to markets.

In Rhino Camp, Uganda, the DRC consortium partners are building their livelihood actions on “*highly participatory and participant driven Enabling Rural Innovations (ERI)/ Participatory Action and Enterprise Development (PAED) methodologies which [is being] adapted for use in the emergency context of the programme*”.¹⁰ In Kismayo, Somalia, linking up with communities has proven cumbersome. NRC is in the process of setting up structures to directly communicate with the communities, but the effort remains sensitive and time-consuming due to clan rivalries and structural issues.

Adaptiveness

The broad sectors addressed by RDPP were found to be relevant to the local populations. Major challenges are still identified with respect to WASH-related indicators by both refugee and host communities. The situation on the ground has not always warranted a focused development approach, given the grave humanitarian gaps still faced by the beneficiaries. ADA’s experience in Uganda shows that being relevant and adaptive requires flexibility from the donor.

Efforts in Uganda, Sudan and Somalia to assess the impact of livelihoods programming mean that there should be a period of reflection on results of previous efforts (through tracer studies) and testing of assumptions prior to the design of the next stage of programming. Rigid project timelines are a strong impediment to adaptive programming. Even if the will to adapt and learn is there, project cycles mean this does not necessarily translate into activities on the ground.

“*Very little has been done on the ground. We have seen many delays. In our first meeting with the European Union, we were told the programme is flexible, but in reality we see it is not*”

Ministry of Education, Kismayo.

Message 3: Prioritise coordination, with national authorities and between partners, and learning to unlock the status quo

Levels of coordination with national authorities vary, as is evidenced by the fact that many stakeholders are broadly unaware of RDPP’s specific role in the broader ecosystem of efforts targeting refugees and host communities in the region. Government involvement across countries varies strongly, with government agencies being a formal and active part of steering mechanisms in Kenya, Uganda and Ethiopia, but less involved in Somalia and Sudan. Overall, coordination mechanisms seem to be most evolved in Ethiopia, Uganda, and, to a lesser extent, in Somalia. In Ethiopia, RDPP has been instrumental in setting up coordination platforms at various levels, although focused predominantly on zonal and Woreda levels. Meetings have started at the regional level and are currently replicated at the Woreda-level. Consultations took place with local government actors early on in order to secure their support. Key informants confirmed the need for such a platform. Some stakeholders, whom we interviewed, consider that the platforms already have led to learning and a better understanding between humanitarian and development actors (both NGOs and UNHCR) and local authorities, yet Woreda officials themselves were keen to increase learning and information-sharing.

¹⁰ EUTF SPRS-NU Action Fiche

In Uganda, on the other hand, the CRRF approach and coordination platforms existed prior to RDPP. As a result, RDPP interventions fall directly under the national SPRS-NU, whose steering committee provides a formal opportunity for government and private sector to input into SPRS-NU activities and meets twice a year. In Kenya and Sudan, coordination with national authorities has faced varying levels of challenge. In Kenya, because the county government structure is very new, representatives have expressed a lack of ownership of the KISED process, and limited understanding of their role therein (although the provision of land for the settlement speaks to their support of Kalobeyei endeavours). Coordination and buy in has therefore focused more on the IP level, with the unintended result of local administration feeling left out of coordination and planning mechanisms: the formation of the County Development Plan is an opportunity for agencies and government to come together and fill this gap in integrated planning.

In Sudan, coordination has been challenging due to the absence of a CRRF policy and the number of national stakeholders involved at different levels. For TVET activities alone, there are numerous counterparts and these differ depending on the camp. While the Project Advisory Board is composed of representatives of the State Ministry of Finance (in charge in Kassala) and the Department of Labour (in charge in Gedarif), and information is exchanged through email and WhatsApp, coordination is difficult, and activities are carried out in a climate of mistrust and competition over scarce resources. The situation is likely to deteriorate further given the recent political upheaval.

In all cases, deliberate and extensive coordination of efforts are being made with governmental and non-governmental partners – to varying degrees of success. This is essential but it is also time-consuming and a burden to already heavy workloads; it also takes place at the expense of core activities. Efficiency of coordination mechanisms in itself is therefore an element of concern.

Coordination with local non-state actors

The private sector is acknowledged as an important stakeholder in all countries, but its role ranges from simply being a contractor for construction works or supplies to that of deliberate partner in ensuring efforts match market demands. In Rhino Camp, Uganda, RDPP efforts engage with the private sector but the degree to which this happens varies. In the ADA-led component, for example, private sector involvement is reportedly limited to implementing construction works and supervision of WASH structures. Through the Skills Development Fund grant, Enabel has encouraged the establishment of public-private partnerships and joint ventures and has created networks or strengthened existing ones. In other contexts, bringing private sector actors on board – for example, to connect sellers and buyers and as part of the skills training – has been difficult as structures are not developed and much of it is informal and small scale.

Coordination among implementing partners, within RDPP and beyond

Each of the consortia has taken a slightly different focus. Intra-learning within consortium partners and between countries is lacking, and the consortium model itself has, in some cases, presented a challenge to be overcome. Competition and lack of communication between consortium members can impede effective learning. In Somalia, NRC and Concern are both part of the RDPP program and the BRCIS consortium, yet the lessons from the latter do not always inform the former.

Learning and active knowledge management systems needed to support the programme

As part of the agenda of strengthening integrated approaches, the value of the RDPP lies in helping to prepare the ground through facilitating coordination and the support to smaller scale integration efforts (e.g. joint water management, integrated schooling). If successful, these can constitute examples on which to further build and showcase relevance and benefits for both refugees, hosts and CRRF efforts.

D. Conclusions and recommendations

An opportunity exists to think more creatively about what the RDPP consortium can do: laying the foundations and testing new ideas and approaches notably on TVET training (through skills audits, value chains, a diversified livelihood model that can include a diversity of youth, even those who are not trained, and including populations in outlining opportunities that could be open to them). This will include the voices of government, teachers, trainers, displaced women, youth, and men, all of whom have specific concerns and suggestions to improve their lives.

RDPP is yet to offer a coherent vision, and because of this it is generally seen as a funding mechanism for project activities. This is the case across the Horn of Africa, and within countries. A shift in philosophy is required. 'Integrated service delivery' is pursued from the refugee camps settings outward. This means that structures that have provided services for refugees during the past are being asked to include host communities, take on a longer-term development logic and work with local authorities towards integrated planning.

Few traditional development actors that have focused on local community development of host communities are included in the consortia. Growing from a strictly humanitarian focus into an integrated humanitarian-development nexus will take time. Even though RDPP consortia cover several activities, seeking complementarity with other actors is important

The timeline is a reminder of the need to approach RDPP as a pilot that can be scaled and sustained where it works best. This will be the aim of the recommendations for the impact assessment in 2020. At the baseline and mid-line stage, we conclude that: in order to adapt humanitarian programming to an integrated approach, programmes should seek to be more innovative. The following section provides recommendations for the second half of the RDPP term, across three sections:

1. **Improving planning and coordination** for a common vision across all countries and partners. This includes data sharing, greater involvement of local authorities, and a vision for market systems.
2. **Funding humanitarian priorities**, while providing flexible funds to build resilience to crises and improve efforts, as well as bringing financial transparency to improve coordination and planning.
3. **Managing expectations** between the donor and implementing partners, with national and local authorities, and finally with the populations – hosts and the displaced alike.

On planning and coordination

IDENTIFIED NEED OR CHALLENGE	RECOMMENDATION
IPs, donors and stakeholders have a different understanding of what the overall impact-level objectives of the RDPP are.	<p>Adopt a common theory of change and monitoring framework for each country.</p> <p>The activities falling under RDPP are vast, and each has its own results framework. At the same time, they all fall under a common RDPP agenda / theory of change that should ultimately guide efforts. A common monitoring framework should reflect synergies and the interlinked nature of desired outcomes. A common gauge of 'success' beyond outputs can improve coordination and accountability.</p>
Data is not shared in a harmonized and transparent fashion	<p>IPs should develop and adopt data sharing protocols at all levels.</p> <p>The lack of data sharing has led to inefficiencies. Multiple data collection activities, overlapping amongst agencies and the lack of a common database is inhibiting the impact of activities. Existing data should be shared while safeguarding the beneficiaries themselves. Donors are encouraged to mandate data sharing as a contractual stipulation when funding assessments, evaluations and baselines.</p>
Planning occurs in silos and often focuses on short-term solutions.	<p>Strengthen synergies between consortium partners and national stakeholders.</p> <p>Although coordination efforts are in progress to a certain extent, highlighting explicit synergies between sectors – for instance, water, livelihoods, and energy – can support the identification of areas where consortium partners can work in cooperation with each other in order to identify joint, rather than parallel, solutions to identify where best practices for implementation could be improved. In the same vein, it should be ensured that activities under RDPP are informed by official policies, rather than running in parallel.</p>
Lack of investment on the part of local authorities.	<p>Donors should consider incentivising local government involvement.</p> <p>It has been established that district government / sector offices could take on more responsibility for integrated approaches, but do not consider it their role (yet). Their inclusion must be prioritised to increase ownership and ensure sustainability, and possible incentives to this effect range from capacity building to the sponsoring of staff or other financial contributions.</p>
Lack of connections to existing value chains, potential employers and wider markets.	<p>IPs should build relationships with private sector actors.</p> <p>We recommend facilitating connections between start-up businesses and larger markets in order to ensure that training responds to practical skills needs. This can increase the relevance of livelihood activities to broader economic objectives of the region, as well as connecting beneficiaries to already existing value chains</p>

On programming and financing

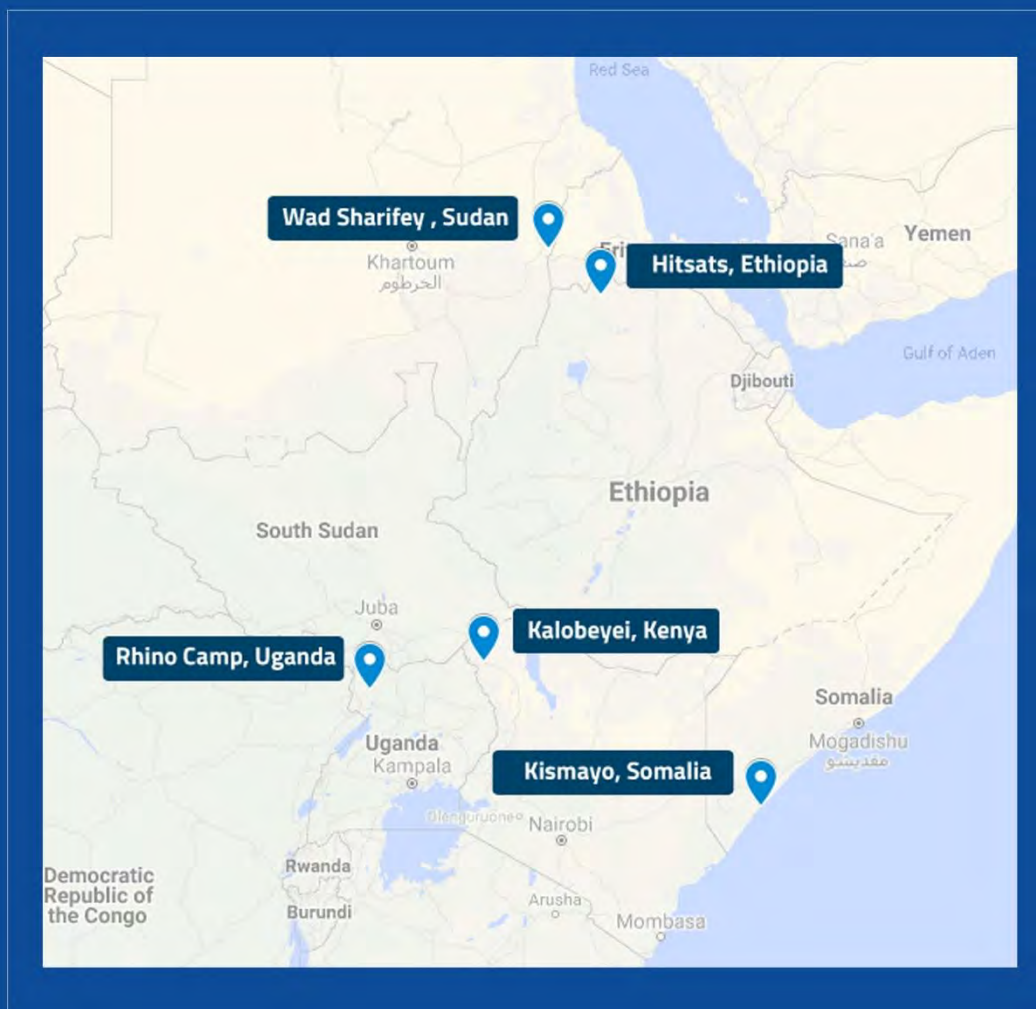
IDENTIFIED NEED OR CHALLENGE	RECOMMENDATION
Low food security and health levels threaten the sustainability of development-focused activities.	<p>All stakeholders at different levels should prioritise basic needs.</p> <p>Our findings clearly show that some vulnerable individuals, including host community members, fall through the cracks of the self-reliance strategy. It is thus imperative to cater to humanitarian needs prior to / while also focusing on development-oriented initiatives. This is not the role or mission of RDPP, but it calls for closer coordination with humanitarian programming taking place in parallel.</p>
Different funding mechanisms engender a risk of both gaps and duplication.	<p>Use financial transparency to improve coordination and planning.</p> <p>Funding streams include the government, EUTF, bilateral donor funding, UN agencies, implementing partners, development funding from the World Bank. To avoid duplication, a financial mapping of resources is necessary to allow for targeting of funding.</p>

On managing expectations

IDENTIFIED NEED OR CHALLENGE	RECOMMENDATION
<p>Strengthen links at a project level with national and local authorities.</p>	<p>Proximity to be used.</p> <p>While the RDPP is being rolled out, the CRRF and other development-oriented projects have come to life. RDPP project partners need to strengthen their ties with authorities to ensure that their commitment to RDPP remains, that linkages with other priorities are understood, and that sustainability is reinforced. RDPP can trigger the conversation and bring lessons learned to benefit a locally-led, locally-owned agenda on ‘solutions’.</p>
<p>Lack of clarity concerning expectations for IPs.</p>	<p>Remain realistic.</p> <p>Provide specific and formal strategic guidance to IPs in order to establish clear expectations regarding ‘integrated ways of working’ and structural change. Expectations of donors regarding what RDPP can achieve in the project timeframe and operational context – including significant political shifts – should remain realistic and funding flexible. Implementing partners who feel they are in competition with one another are less likely to cooperate, seek synergies and commit to the type of long-term planning which is necessary for the success of the RDPP vision.</p>
<p>No long-term solutions can be fathomed without stronger out-of-camp opportunities.</p>	<p>Advocate.</p> <p>In many of the contexts studied here, refugees are confronted with legal obstacles that prevent them from owning land and property. This places constraints on their freedom of movement and makes it difficult for them to enter the formal labour market. Donors should advocate on behalf of refugee rights, so as to limit and ideally remove these restrictions. Donors should continue to promote sustainable refugee livelihoods with the ultimate goal of enabling the refugees to live without assistance. As those objectives are achieved, the camps should be decommissioned and integrated into national service-delivery structures.</p>

RDPP

Country Chapters



ETHIOPIA | KENYA | SOMALIA | SUDAN | UGANDA

Introduction to individual country chapters

The next section presents the individual country chapters for Somalia, Uganda, Sudan, Ethiopia and Kenya, with a focus on the following locations and broad themes:



1. **Hitsats Camp in Ethiopia** is inhabited mainly by young Eritreans in transit. Under the RDPP-funded “Enhanced Integration of Displaced and Displacement-affected Communities in Ethiopia (EIDDACE)”, they and their local hosts benefit from activities focusing on livelihoods, water and energy, education, and legal protection. In a rapidly changing legislative context, RDPP activities here fall under CRRF objectives, echoing the Government’s move towards more inclusive and integrated refugee policies.
2. Established decades ago, **Wad Sharifey Camp in Sudan** is a setting of protracted displacement, mainly housing Eritreans. The context is unusual by Sudanese standards: although a classic encampment setting, informal integration has occurred. Inhabitants are supported under the aegis of RDPP through vocational training activities. Other activities had not yet commenced at the time of the baseline. In Sudan, coordination with national authorities has been challenging, with the recent political upheaval adding a layer of complexity to RDPP operations.
3. Refugees in **Rhino Camp, Uganda**, benefit from what is often hailed as one of the most progressive regimes in Africa. They have the right to work, move around freely and access basic services. Under RDPP, they and their hosts are supported under three components: water and sanitation, livelihoods, and conflict management. The stakeholder landscape is focused on the notion of self-reliance, and RDPP is aligned with the National Development Plan and CRRF. Even under these auspicious circumstances, challenges encountered somewhat mirror those faced in more restrictive contexts.
4. **Kalobeyei in Kenya** was designed as a new model for refugee and host community integration through integrated services and development approaches. Unlike nearby Kakuma Camp, it sports designated market areas, extensive cash assistance and greater promotion of subsistence agriculture. Fully in line with the vision, RDPP supports refugees and hosts via health, education / child protection, and livelihoods / market support. There are, however, significant differences between the idea of Kalobeyei on paper and the context on the ground. The approach has required traditional humanitarian actors to adopt new ways of working.
5. Finally, **Kismayo in Somalia** presents a context not of refugees but of IDPs and returns. The focus of RDPP activities thus far has been on state building and basic service provision to facilitate sustainable return and reintegration under the Jubaland Solutions Consortium. Relatively safe from insurgent activities, Kismayo has however been severely affected by drought. The emergency context has impacted RDPP activity timelines, as partners and government stakeholders have had to put implementation of an integrated approach on hold in order to respond to urgent humanitarian needs.



COUNTRY CHAPTER
ETHIOPIA



Baseline Study Ethiopia

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.

Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

BASELINE

April -May 2018 • **810 households surveyed** in/around Hitsats: 399 refugees and 411 hosts • **In-depth interviews** with 50 hosts and refugees • **Key informant interviews** with main stakeholders.

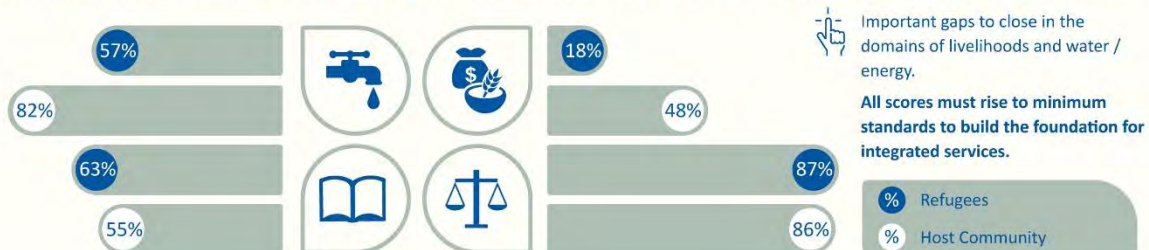
HITSATS CAMP

Registered refugees Hitsats : 15,017 • Total refugee population in Ethiopia: 905,831 • Source: UNHCR, August 31 2018

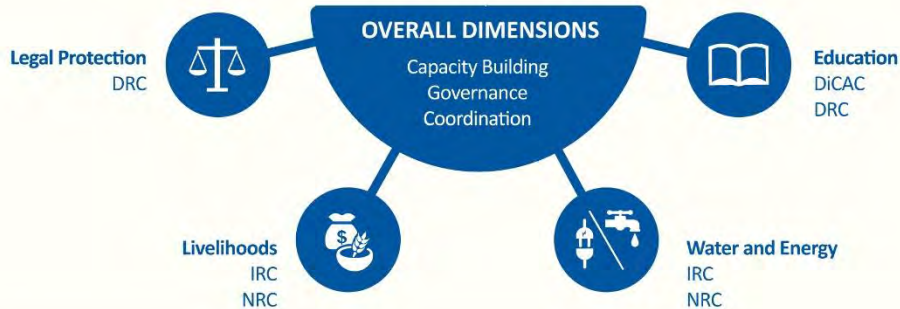
KEY FACTS AT A GLANCE: HITSATS

<p>Population Youth dominate the sample; average age of 21. Refugees are primarily Eritreans in transit.</p>	<p>Social Cohesion Shared language and culture as a foundation to promote integrated services.</p>	<p>Policy Key changes in 2019, policy context in constant flux. Need for adaptation in RDPP plans.</p>
<p>WASH 12 litres pp/day, below minimum standard. 78% of refugees have access to private pit latrines vs 10% of hosts.</p>	<p>Energy 89% of hosts access the grid. Camp not yet connected and solar energy not seen as a viable alternative.</p>	<p>Legal services 12% of hosts and 2% of refugees reported a problem in the past year.</p>
<p>School Over 50% of children attend school. Refugees more likely to attend integrated schools (84%) than hosts (27%).</p>	<p>Trade Takes place in the town. Refugees are seen as good customers. Locals do not go to the camp for services/items.</p>	<p>Livelihoods 11% of refugees and 66% of hosts in paid work; 95% refugees and 60% hosts have one income earner only.</p>

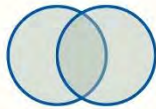
AVERAGE SCORES IN DOMAINS OF WATER / ENERGY, LIVELIHOODS, EDUCATION AND SOCIAL/LEGAL ACCORDING TO RDPP METRIC



RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS



RELEVANCE

RDPP activities in line with CRRF objectives and well-aligned with sub-national policies. Focus areas correspond to community priorities of better access to water, energy, education and livelihoods.



ADAPTIVENESS

Crucial in a context of rapidly changing context (peace treaty, Refugee Proclamation). Adaptive practices have led to delays for instance in the domains of WASH and TVET. Flexible funding and timelines are needed.



COORDINATION

Positive effect in creating coordination platforms and fostering buy-in. Limited discussions with other actors under CRRF, need for stronger capacity building at the local level.



SUSTAINABILITY

Good practices have emerged, but sustainability is threatened by structural factors (restricted markets, legal hurdles, lack of water and access to energy). Staff turnover requires continuous engagement.

MAIN TAKEAWAYS

OVERALL

Humanitarian standards must be met prior to development planning. This requires humanitarian funding and partnerships.

The context is increasingly favourable to long-term gains and represents an opportunity.

STRUCTURAL

Agree on common Theory of Change and joint M&E.

Implement beneficiary feedback mechanisms.

Adapt coordination for greater inclusion.

Reduce siloed programming: map activities.

ACTIVITY SPECIFIC

Connect livelihoods to existing value chains, employers and market systems.

Align with changing policies.

Learn from shortcomings of the TVET approach: individualised & gender-sensitive support.

DONORS

Provide strategic guidance, communicate realistic expectations.

Flexible funding for adaptive programming.

Coordinate a mapping of all activities under CRRF.

RDPP in Ethiopia: The case of Hitsats Camp

Presentation of the case study: scope and methodology

This chapter offers a targeted study of Regional Development and Protection Programme (RDPP) in Ethiopia with a focus on the case study of the Lot 1 activities. It is based on quantitative and qualitative data collected¹¹ in Hitsats Camp in Tigray between mid-April to early May 2018, as well as on a comprehensive review of relevant project documentation. The survey reached 399 randomly sampled refugee households and 411 households of the nearby host community, with qualitative information gathered from both groups. This baseline report offers a snapshot of the situation at that particular time and place. Data will be used to trace impact in 2020 as part of the Learning and Evaluation Team's impact evaluation of RDPP in the Horn of Africa.

The RDPP in Ethiopia focuses on the provision of sustainable development and protection solutions for refugees and host communities. It aims to provide alternatives to irregular and secondary migration movements and build social cohesion through integrated service delivery. The programme's targeted beneficiaries are in five geographic 'ots' across the country: Afar, Tigray and Somali Regions of Ethiopia, as well as the cities of Shire and Addis Ababa, where most of the country's Eritrean and Somali refugees are hosted.

The EUR 30 million budget primarily aims to serve 100,000 to 120,000 beneficiaries, made up of refugees and host community members, in the **water and energy, education, livelihood opportunities, and protection/ access to justice sectors**. Capacity building for local authorities and the establishment of multi-stakeholder platforms play an integral part in ensuring sustainability and the adoption of locally led approaches.

This report is divided into four areas:

1. [Key messages](#) summarises the fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
2. [Opportunities in the desert](#) outlines the narrative of the context within which RDPP is operating in Ethiopia's Hitsats camp, profiling the lives of refugees and hosts with a view to using the detail to inform operational activities.
3. The two central sections, [Evaluating needs on the ground](#) and [How are the needs on the ground being met: Evaluation of RDPP in Hitsats](#), present key quantitative and qualitative data and indicators that will allow the measurement of RDPP's impact in Hitsats Camp
4. In [Conclusion and Recommendations](#), we seek to address gaps highlighted in the central sections. This includes, as a **way forward to the endline, the presentation of an RDPP outcome metric for Hitsats camp to allow for a monitoring of the impact of programming** on the key variables identified for this location.

¹¹ In total 810 and over 3,300 individuals (refugees and host community) have been surveyed in Hitsats. As part of a mixed-method research approach, the team conducted a further 20 Key Informant Interviews as well as 68 in-depth semi-structured interviews of refugees and host communities to draw out nuances and personal stories.

I. Key messages

RDPP is a multi-annual development programme aiming to meet longer-term structural needs. Nonetheless, **meeting humanitarian standards, as a precursor to development responses, will require humanitarian funding and partnerships.** While programming in Hitsats under RDPP includes activities related to water access and energy infrastructure – both needs that have been identified – the baseline research highlights other priority areas such as food security and health. These basic needs are not the remit of RDPP, but also not currently adequately covered by humanitarian programming. They need to be met prior to effective development planning and call for strong linkages between RDPP and its broader operating environment.

Education and livelihoods activities form the two core sectors for RDPP activities under Lot 1. Constraints surrounding livelihoods programming, in particular TVET programming, are reflective of broader obstacles to reaching effective integrated solutions: there is a significant imbalance in the ratio of refugee to host community members who are able to access these services, as well as a need for wider policy and legal changes before TVET and livelihoods trainings may begin to have an impact for refugees in particular. Livelihoods activities should strive to connect community entrepreneurs – refugee or host – with existing value chains and markets. Efforts to achieve these linkages are hampered by a number of structural obstacles, including the dearth of developed markets, droughts threatening fragile agricultural gains, the legal restrictions placed on refugees’ participation in the labour market and the high likelihood of onward movement by the target population.

The opening of a secondary school inside the camp, attended by host and refugee students, is a promising step towards integrated educational services. It is also worth noting that refugees did not previously have access to secondary education. Limitations remain to be addressed however and integrated provision of schooling will depend on the management of the facility by the Ministry of Education.

Developing coordination structures that ensure effective and efficient communication between actors has proven challenging. Many stakeholders need to be represented for coordination to succeed: the government, ARRA, other CRRF stakeholders, RDPP consortium members, host and refugee communities (beneficiaries), and donors. Despite these challenges, and a complicated legal and policy environment, RDPP has established structures that can serve the CRRF in Ethiopia. Social cohesion in Hitsats remains strong – this represents a foundation on which stakeholders can develop more effective and integrated programming.

RDPP implementing partners are learning to reconcile traditional humanitarian practices with a longer-term development logic and identification of non-traditional actors. The context is favourable to this. However, a stronger focus on assessing and developing capacity on governance is flagged at the baseline stage. While generally supportive of the language of ‘integrated approaches’, woreda offices have displayed a reluctance to include refugees in their own planning, seeing this rather as the domain of NGOs, with ‘integrated services’ seen as an expansion of NGO support to local populations.

The report presents **a set of recommendations to be shared and discussed with implementing partners**, in the context of a workshop. We hope in this way to obtain feedback and pave a way forward for the second half of RDPP activities in Ethiopia.

II. Opportunities in the desert

Ethiopia hosts close to a million registered refugees, the second largest refugee population in Africa, as well as an estimated three million IDPs. The majority of the refugee population is South Sudanese, Somali, or Eritrean. RDPP targets the Eritrean and Somali populations in five locations or ‘lots’.

In Tigray, the refugee population is Eritrean, hosted in camps since 2004. Mainly young and mobile, the Eritrean refugee population is known to move onwards in higher numbers than Ethiopia’s other refugee populations – this is in part due strong connections to a diaspora that can support this movement. Eritrean refugees have benefited from relatively preferential treatment on the part of the Ethiopian government: Eritrean refugees have been able to, in certain instances, benefit from an Out of Camp (OCP) policy that allows them to live outside the camps, although this policy comes with strict requirements and constraints.¹² Significant changes in Ethiopian politics in the past year have had an impact on refugee flows in Tigray: following the signing of a peace agreement between Eritrea and Ethiopia and the subsequent demilitarisation of the border, Eritrean refugee arrivals in Tigray have increased.



Photo 4 - The main road in Hitsats Town, meters away from the camp

Hitsats Camp, located around 40 km from the city of Shire, was established in 2013 following increased numbers of Eritrean refugees into Ethiopia: it is the newest and youngest of the so called ‘Shire Camps’. The camp covers an area of 2,104,000 m² in a particularly arid and hot setting. It is located at the edge of Hitsats town, and the lack of a physical barrier between town and camp ensures a de facto integration between the two areas. Hitsats town is small but has experienced growth since the establishment of the camp in 2013.

Although Tigray as a region is traditionally an agriculture-based economy, this is less true in Hitsats. In recent years, industrial mines have been set up, and as the town has grown, trade and other economic activities have emerged. These economic activities include crop production (some engage in irrigation farming), animal/livestock rearing, trading, opening businesses and traditional gold mining. Most people living in and around Hitsats are young and not engaged in formal or consistent income generating activities. One common challenge is access to credit and financial capacity to start businesses.

Host community members highlight that Hitsats had become a ‘real town’ thanks to the presence of the camp (and the multiple UN agencies and NGOs that came with it) and are generally positive in their assessment of its benefits. Nonetheless, some tensions and difficulties still persist. As a Hitsats host community member put it:

“ The establishment of this camp in my view is both useful and harmful. The thing that makes this camp useful to our town is that there are more job opportunities: bars, shops, and business activities. (...) On the other hand, trees have been cut for firewood and construction of shelter. Some of these trees were hundreds of years old, some we used as a source of food. Those are gone, and this makes us very sad. (...) Also, prices have increased a lot and continue to rise from year to year. ”

¹² Samuel Hall (2014). *Living out of Camp: Alternatives to Camp-based Assistance for Eritrean Refugees in Ethiopia*

In and around Hitsats¹³, the RDPP-funded ‘Enhanced Integration of Displaced and Displacement affected communities in Ethiopia’ (EIDDACE) is implemented by a consortium of four NGOs: IRC (lead), NRC, DRC, and DiCAC, as well as a local NGO. The objectives of this programme are **to enhance governance and support capacity to implement and sustain integrated programming that responds to the needs of both host communities and refugees**. This includes developing coordination mechanisms with local government and development stakeholders, as well as building programming with these stakeholders that addresses these needs. Specific RDPP activities under Lot 1 focus on **livelihoods, water and energy, education, and legal protection** as summarised in Table 1.

These activities are taking place within a **context that is in a constant state of flux**: in past years, Ethiopia has moved towards a more open policy for its refugees, starting with the launch of the Comprehensive Refugee Response Framework (CRRF) in 2017. Significant political and policy changes have occurred in Ethiopia: beyond the peace deal between Eritrea and Ethiopia, a revised Refugee Proclamation and law was passed in January 2019. It represents a significant shift in refugee policy, promoting greater inclusion and integration of refugees within the country, including through the possibility of obtaining work permits and the right to live outside of camp. These shifts had not yet occurred at the time the baseline was conducted, and impact on RDPP remains to be seen. Implementation will take time. But it is clear that these evolutions will require adaptiveness in implementation of activities.

Table 2 - Snapshot: RDPP Activities under the Shire Lot in April 2018

Sector	Activity	IP
Livelihoods	<ul style="list-style-type: none"> · Establishment of VSLAs with host community · Skills training · Provision of start-up kits 	IRC
	<ul style="list-style-type: none"> · Development of poultry business (refugees and host community · TVET at YEP center (including hairdressing, metal work, furniture making*), including follow-up on business skills and start-up kits 	NRC
Water and Energy	<ul style="list-style-type: none"> · <i>Water</i>: In Hitsats camp, merging of host and refugee water systems into one integrated infrastructure, in cooperation with local government, increasing water supply by drilling boreholes · <i>Energy</i>: Training with host community on creating local energy-saving producers (stoves, injera ovens)* 	IRC
	<ul style="list-style-type: none"> · <i>Energy</i>: Connecting Hitsats camp to the national grid 	NRC
Education	<ul style="list-style-type: none"> · Running of secondary school open to both host and refugee students. 	DiCAC
	<ul style="list-style-type: none"> · Support of tertiary education through provision of university preparation and extracurricular tutoring programs, educational materials, follow-up with students in university, and life skills trainings · Support for youth centre 	DRC
	<ul style="list-style-type: none"> · Coordination with Axum and Mekele university legal departments to provide free legal services to refugees and host community members · Trainings and awareness-raising sessions on peaceful cohabitation · Establishment of peace committees for host and refugee populations 	DRC

****not all locations**

¹³ As well as Mai Aini and Adi Harush

III. Evaluating needs on the ground

Hitsats is a young community: refugee respondents were on average 22 years old, hosts were slightly younger (20). Motivations for leaving Eritrea are varied, and include persecution, conflict, forced military service, family reunification as well as a general lack of livelihood opportunities. Most refugee respondents have arrived in Hitsats in the past two years and are formally registered with UNHCR.

The following sections present baseline data across a range of relevant indicators. Covering both humanitarian ('Basic needs') as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities in Ethiopia (this is the case for water and energy), while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

a. Basic needs

Table 2 - Key indicators for monitoring – Basic needs

		Hosts	Refugees
Food security	Not had food to eat in the house in past month	58%	14%
	Did not worry about not having enough food in past month	52%	10%
Housing	Owens or rents shelter	98%	1%
	Owens or rents land	25%	1%
Water and wash	Tap as primary water source	35%	72%
	Borehole as primary water source	64%	21%
	Access to private pit latrines	10%	78%
Waste and infrastructure	Does not find that there is a lot of garbage outside	37%	97%
	Does not throw garbage outside dwelling for disposal	50%	97%
	Has grid access	89%	1%
	Has access to a generator (government, private, community)	9%	26%
	Has solar (private)	8%	43%
Health	Children having received vaccinations (full or partial)	86%	60%
	Covered by health insurance	34%	3%
	Sought out treatment after suffering serious illness or injury	91%	95%
	Judged treatment to be of high quality	72%	42%
Safety and protection	Feel completely or mostly safe	87%	94%
	Sought out protection after a legal problem	82%	83%
	Content with the protection received	50%	40%
	Feel they can turn to the local authorities in case of need	63%	70%

Food security remains a critical concern for refugees and locals alike, with monthly food rations from WFP per person amounting to 10kg of cereal, 1 litre of oil, and 60 Ethiopia birr (appx USD 2.1) - well below the average host community salary.

"We don't have any other income. My husband is jobless. Our life is dependent on the rations. But the 180 ETB we get from ARRA, 60 for each for the three of us, are not enough. We sometimes spent days without eating".

Eritrean woman, Hitsats

Food management in the camp is coordinated by ARRA, UNHCR, and WFP. Interviewees highlighted the following problems:

- i. A lack of diversity in their diets
- ii. The cost of food items in relation to their income
- iii. Insufficient food rations.

"Life is very difficult, the ration is not enough. I think most of the people staying here are those who have no external support and they can have only one meal a day".

Eritrean refugee man, Hitsats



Photo 5 - Shop in Hitsats.

The most pressing concern for both locals and refugees is the insufficient quantity of food. This is either due to prohibitive costs and minimal local production, or to the fact that the rations they receive do not sufficiently address their nutritional needs. Refugees are disproportionately disadvantaged: 71% of refugee respondents reported that their household sometimes or often did not have enough food to eat, compared to only 22% of host respondents. More than three quarters of refugee respondents are likely to report sometimes or often being worried that their household will not have enough food, against a quarter of host respondents.

Figure 1 - In the past four weeks, was there ever no food to eat of any kind in your household because of a lack of resources?

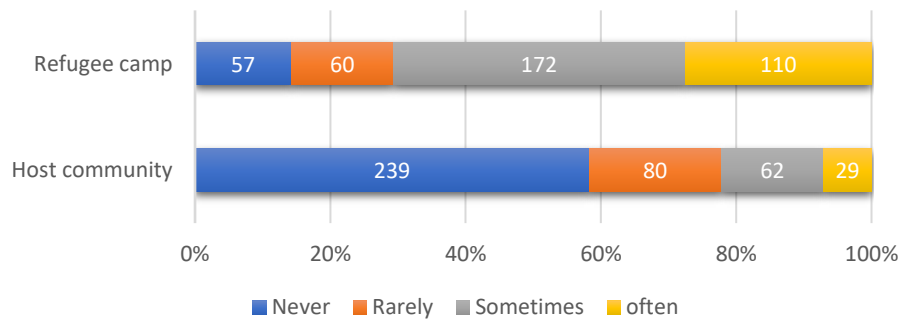




Photo 3 - Shelter in Hitsats camp

Refugee households are more likely to reside in temporary housing such as makeshift **shelters** or tents (18% vs 4%). The predominant construction material for refugee homes' roofs is iron (91%), whereas host community roofs are made of iron (62%) and concrete (37%). The rate of home ownership differs considerably between the two groups with around a third of hosts owning their current home, whereas almost all refugees reside for free with authorization.¹⁴ Land ownership is close to zero for refugee households due to legal restrictions.

“

“They say people of Ethiopia are now living a better life. But really that’s only true for those who have their own land. It is not true for those who live in rented house.”

”

Eritrean Refugee

The **water** provision is at around 12 litres per person per day, well below the IRC standard of 20 litres.¹⁵ UNHCR places these figures even lower, at 7 litres per person per day. Access to clean drinking water is a serious need in Hitsats camp.

JOINT WATER MANAGEMENT: LEARNING FROM CURRENT LIMITATIONS

RDPP aims to apply a ‘utility-based model’ to **integrated water management** for hosts and refugees in Hitsats, led by the IRC. Currently, there are two different water management systems for refugees and host community: the latter is managed by the local government and the camp system is managed by UNHCR. RDPP aims to merge these two systems in partnership with local actors, with the goal of having one water system unit managed jointly by members of the host and refugee communities, and the Government’s Water Bureau. Both hosts and refugees would pay for this system, while a joint water management committee would collect the money and invest it back into the system. This system, it is hoped, can provide a sustainable way of water management in Hitsats, following the example of other similar systems that have been put in place in Gambella. However, informants during baseline fieldwork revealed that existing water management committees in Hitsats face capacity constraints and are not fully trusted by community members. Integrated water management for both refugees and hosts needs to be accompanied by learning and capacity building on effective water management more broadly.

¹⁴ This is confirmed by the results of a recent World Bank survey showing that “housing needs for refugees in Ethiopia are almost entirely provided by the UN or NGOs through temporary shelters”. This also often means living in temporary and overcrowded shelters (World Bank, 2018).

¹⁵ Pro-just Research and Training Center PLC/IRC et al. (2017). ‘Baseline Assessment Report: Enhanced Integration of Displaced and Displacement Affected Communities in Ethiopia (EIDDACE)/ Regional Protection and Development Program – Shire Area’

All refugees and the vast majority of host community respondents (94%) report having access to improved water sources (including borehole, shared or private tap, protected spring). 21% of refugee households, and 64% of host community told us that a borehole is their primary source of drinking water. The other main source of drinking water for both groups is a shared tap.

Qualitative research reveals that refugees as well as host community members access water from hand-dug unprotected wells as a response to unreliable water systems that struggle to meet demands. These wells are informally owned by the person (refugee or host community) who has dug it, and payment is sometimes required in order to access the well.



Photo 4 - Drawing water from a borehole in Hitsats camp

The fact that refugees do not generally have to pay for water while hosts do has given rise to scepticism regarding a joint water management system.

“The water that we drink is dug from underground and it has all kinds of germs. We drink it because we don’t have any other option. And it’s not even for free!”
Host community man

WASH infrastructure development has not kept up with the pace of continuous refugee arrivals since the establishment of the camp. The refugee camps appear better equipped with toilet facilities: 78% of surveyed refugees report using private covered pit latrines compared to only 10% of hosts. Four host respondents in ten have no toilet facilities available to them. Finally, garbage disposal is sorely lacking in the areas inhabited by the interviewed host community members.

Unlike Hitsats town, the camp is not yet connected to an **electrical grid**; a quarter of interviewed refugee households report no electricity use whatsoever. Those that are connected typically depend on private solar power (43%), a private generator (15%) or a community generator (10%). NGOs operating in the camp have introduced solar power as an alternative form of energy. For most refugees this does not constitute a viable energy alternative, especially not for opening small shops.



Photo 5 - Energy in Hitsats camp

BUILDING AN ACCESSIBLE ELECTRIC GRID?

RDPP and other EUTF-funded programmes are **working with the Ethiopian Electric Utility to connect the camp**. Construction of this connection had yet to begin at the time of baseline fieldwork. The involvement of the Ethiopian Electric Utility (EEU) in the expansion of the national grid to camp means that the Government of Ethiopia would gain a larger customer base. The activity would also support equitable electricity access. However, refugees have voiced concerns in interviews that even if a grid connection were put in place, many of them would be unable to afford the electricity bills. It is imperative that these limitations to access are taken into account in discussions with national partners.

Health is not part of RDPP programming but constitutes a condition without which durable gains cannot be achieved. There are few differences between host and refugee respondents in terms of access to **healthcare**, with the majority having experienced a case of serious injury or illness over the past month also seeking out treatment. Refugees seek treatment in government health facilities (87%) while hosts also appear to frequent NGO-run health facilities (46%), private ones (14%) and local pharmacies (11%). Hosts are much more likely to judge health services positively. Qualitative interviews depict a situation of inefficiency in the provision of health services inside the camp. Respondents are dissatisfied due to alleged mismanagement and misconduct of the health centre's administration and medical staff. Costs of treatment and medicine are deemed too high.

"It is difficult to get the medicine because we have to pay!"

Refugee respondent

Conversely, the local community in Hitsats town seems to be satisfied with the health services provided, particularly the opportunity to also seek assistance from the clinic in the camp.

"Life is good. People are cooperative and if you get sick the clinics treat you."

Host respondent

Finally, both refugee and host respondents report feeling mostly or completely **safe** in their communities (94% and 87%, respectively). Although crime and theft were mentioned by a few interviewees, most refugees reported improvements to security and an overall perception of safety during the qualitative interviews.

Of the relatively few refugees who did not feel safe, the most common source of that insecurity stemmed from isolated incidents (for instance, harassment, violence, or theft) with others outside their community. For host community members incidents primarily came from within their own communities. Women are deemed particularly vulnerable.

Contrary to common assumptions, refugees in Hitsats are more likely than host community members to believe they can turn to a local authority if they have a dispute or experience conflict. On the whole, refugees view the responsiveness of the national and local government, and NGOs more positively than host respondents.

Three out of four refugees trust national authorities in such situations compared to only one host in ten. This lower trust in authorities on the part of host communities may be a potential barrier to integration to be addressed, including through the participation of local authorities in existing peace building or justice resolution programming where appropriate.

Overall, **legal issues** are not a common occurrence for refugee households as only two percent report having had a legal problem in the 12 months prior to the survey, in contrast to the 12% of host respondents. Of those reporting legal problems, 82% sought out legal protection with no significant difference across the two groups. Local government authorities, and informal/community justice systems for host communities, were the go-to institutions. In the few cases where refugee respondents were faced with serious legal issues and sought legal protection, they felt this protection was inadequate: this was the case for refugees accused of grave crimes with no possibility of legal recourse or appeal.

“I have a son who is in prison in Mekele. There was a fight between two Ethiopian people and two refugee people, and my son was in the crowd. [...] One of the Ethiopians died. The judge said my son has to denounce the killer since he was a block leader, but my son doesn't know who it was. [...] ARRA or UNHCR did not help— at first ARRA was trying to select an elder to make an agreement[...] with the parents of the dead man, but it didn't work, and they did not support me after that. My son will probably be in prison for life.”

Eritrean Refugee Woman

NEED FOR CONTEXTUAL CONSIDERATIONS WHEN PROVIDING LEGAL SERVICES

Under RDPP, DRC has established partnerships with the legal departments of Axum and Mekelle universities in order to provide **free legal services for refugees and host community members**. This is meant to benefit community members in Hitsats and Mai Aini camps. DRC also seeks to establish a harmonised legal referral mechanism, in order to support the legal aid officers who focus on the most vulnerable and pressing cases. KIIs highlighted that the process of obtaining MoUs between these universities, local government, and DRC had been a time consuming and bureaucratic process. Activities had not yet begun at the time of baseline fieldwork. Discussions about recruitment and training of legal students had been sporadic and high level only. It is crucial that those offering legal counselling receive adequate and up-to-date training on the current legal context for refugees in Ethiopia, as well as on potential sources of tension. Given that only a minority of respondents expressed the need for such services, but that those who do need them are in dire situations, efforts must be made to identify and reach out to those potential clients. More broadly, a focus of the programme should lie on helping refugees exercise their rights under the new refugee law – this should involve communicating these rights to those who might not be aware of how the changes in the legislative environment might impact their lives.

b. Education and livelihoods

Education and livelihoods activities form the two core sectors for RDPP activities under Lot 1. Constraints surrounding livelihoods programming, in particular TVET programming (see box 5), are reflective of broader obstacles to reaching effective integrated service provision: there is a significant imbalance in the ratio of refugee to host community members who are able to access these services, as well as a need for wider policy and legal changes to be implemented before trainings may begin to have an impact for refugee community members in particular.

Freedom of movement and the right to work need to be addressed; the potential impact of the new 2019 Refugee Proclamation regarding these elements will form a crucial part of the endline.

Education programming is one of the activities the consortium was most proud of at the time of the baseline: the opening of a secondary school, located near the edge of the camp and attended by host and refugee students alike, is a promising step towards integrated educational services. It has considerable added value given that prior to the establishment of the school, refugees in Hitsats had no access to secondary education.

Table 3 - Key indicators for monitoring – Education and Livelihoods

		Hosts	Refugees
Education	Regular school attendance		
	Age 0-5	5%	21%
	Age 6-10	82%	80%
	Age 11-18	78%	62%
	Integrated school attendance		
	Age 0-5	8%	38%
	Age 6-10	21%	83%
	Age 11-18	35%	98%
	Fewer than 50 children per teacher	1%	18%
	Quality of education judged high or very high	31%	20%
	Assistance to attend school (uniform, shoes, books...)	25%	27%
	School-feeding programme	2%	38%
Livelihoods	In paid work or self-employed	66%	11%
	Earned redundancy (more than one income earner)	40%	5%
	Among working population, hosts working inside and refugees working outside camp	7%	1%
	Among working population, formal contract	27%	69%
	Among working population, holds skill certification	27%	69%
	Among working population, working five or more days per week	17%	21%
	Average monthly expenditures	\$113	\$37

EDUCATION



Photo 6 - Classroom at Hitsats

Hitsats camp counts an elementary **school** for refugee children, managed by the camp; Hitsats town has its own elementary school managed by the Bureau of Education. Facilities for younger children in the camp are scarce, particularly those focusing on early childhood education – a gap raised in key informant interviews.

A secondary school was newly built in Hitsats in 2017 and managed through RDPP funds. **It is attended by both host and refugee children.** At the beginning of the 2017/2018 school year DiCAC had registered 227 host community students and 123 refugee students, all in 9th grade.¹⁶ The school was accredited by the Regional Education Bureau, which recommended the school be fenced and equipped with a laboratory (both under construction). It is aligned with the national systems but runs in parallel to national schools. Locals and refugees attend the school together.

As it is the only option for secondary education, the opening of the school has been welcomed by refugees, hosts and local politicians with whom we discussed the event. This is an area where the RDPP has brought a real change and opportunities that were not present before. The endline will be an opportunity to investigate if the initial positive feedback continues and assess the outcomes for the first batch graduates and the community.

Informants highlighted that dropouts, in particular for host community members, remain a significant challenge. Host community students may leave school for financial reasons, or to attend other schools in larger towns; host community students may also register but not attend school at all for similar reasons. In this regard, the good relationship that the IPs have with ARRA and UNHCR can help resolve small challenges that reduce the outcomes and impact of the school.

DiCAC could, for example, convince ARRA and UNHCR to change the food distribution timing so as not to clash with classes – this reportedly contributed to absenteeism and dropout rates. Around one in four children of both hosts and refugees receives assistance to go to school, though school-feeding programs are rare for the hosts.

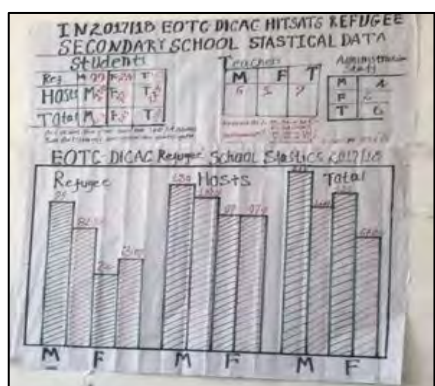


Photo 7 - School attendance figures

The high school follows the national Ethiopian curriculum and is staffed with accredited Ethiopian teachers. The day-to-day management of the school falls to the local consortium member, DiCAC, with the agreement and support of the local Woreda education office. The school maintains new science laboratories, a library, and an IT room complete with computers which will be connected once the electric grid has been established in Hitsats.¹⁷ The school will prepare students to take the national entrance exams for preparatory school and university.

Challenges remain to be addressed in implementation of effective integrated education provision, including:

- (i) **Imbalanced ratio between refugee and host community students in school:** On the one hand, DiCAC reported higher registration numbers of host community than refugee students for the first year of the secondary school operations. On the other hand, refugee respondents from the survey were much more likely to report that their children were generally attending school with host community classmates in comparison to host respondents (84% vs 27%).

¹⁶ A new grade will be added progressively each year.

¹⁷ At the time of fieldwork, they could be turned on by being connected to the school generator.

This paradox is explained by the fact that registration rates do not reflect attendance, and host community students may avail themselves of other school options outside of Hitsats. Schools situated within the camp are more geographically accessible to refugees, while host community members send older students to attend schools in Shire or other nearby towns where 10th, 11th, and 12th grades are immediately accessible. As new grades are opened at the high school each year, it remains to be seen if progress on this front is made.

- (ii) **Staff turnover and lack of materials:** Teachers are recruited from Shire, Axum, Mekele, and other surrounding cities; the heat and remoteness of Hitsats makes it an unappealing place to work. In addition, DiCAC offers a salary about 2000 birr (USD 70) per month less than other (UNHCR-managed) schools, which has contributed to teacher turnover and dissatisfaction. Resignations have, in some cases, led to teachers needing to cover multiple classes or subjects. At the time of fieldwork, discussions were held to increase salaries.
- (i) **Budget constraints** have meant that books, uniforms and equipment for the recreational centre were lacking. The school has limited access to water (through a pipe installed by IRC) and electricity. The RDPP electrification plan is designed to include the high school.
- (ii) **The student-teacher ratio** is high for both groups, although in line with regional trends and only slightly above the national average:¹⁸ one class that was visited during fieldwork had around 50 students for one teacher. The quality of the education their children receive is judged poorly by the majority of both host and refugee parents.

A CHALLENGING JOURNEY TOWARDS TERTIARY EDUCATION

In addition to the high school run by DiCAC, DRC is engaged under RDPP in supporting access to tertiary education through provision of tutoring services for struggling students and those seeking to pass the national entrance exams to university. While the majority of students do not pass the exam, for those students who do succeed in gaining admittance to university, DRC supports study groups, life skills training, and follow up over the course of university studies.

LIVELIHOODS

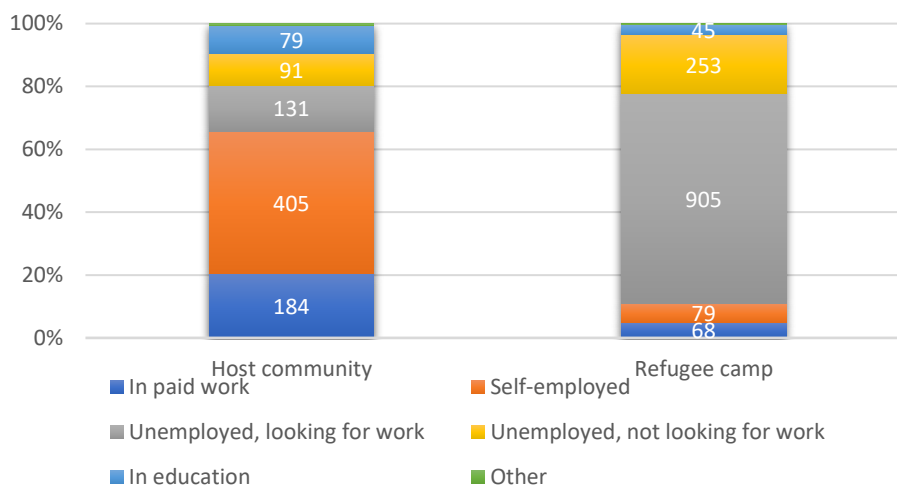
Host community members are significantly more likely to be **working** than refugees. This status quo may change with the new Refugee Proclamation, which guarantees the right for refugees to ask for a work permit. Due to work restrictions, the relatively few employed refugees work exclusively within Hitsats camp as incentive workers. Opportunities for paid work for refugees outside of NGOs within the camp are extremely limited: some refugees may be informally employed in service jobs in town, but these arrangements are not common.

¹⁸ In 2012 the average pupil teacher ratio in Ethiopia was 40:1 (World Bank, 2012)

The majority of employed host community members work in either the private or government sphere – interviews note that the presence of the camp has expanded the private sector within the town, contributing to the opening of new shops and restaurants, although in multiple cases the owners of these shops were not Hitsats natives, having come from bigger cities to seize the opportunity presented by the expanded consumer base in Hitsats.

Refugee and host community members are involved in small-scale activities like trading and service provision (e.g. restaurants, beauty and barber shops). Agricultural activity appears to be less important in this context for both groups, although hosts are slightly more likely to be involved in farming, animal rearing, and beekeeping, to name a few.¹⁹ In addition, traditional gold mining is a source of self-employment for host members, typically as informal daily labour.

Figure 2 - What was this person's primary daily activity during the past 12 months?



Note: Working-age individuals 15+ years old and 'active' on the labour market, meaning currently working or looking for work if unemployed (i.e. does not include students, retirees, disabled, etc.). N for refugee camp: 1,052 and host community: 720.

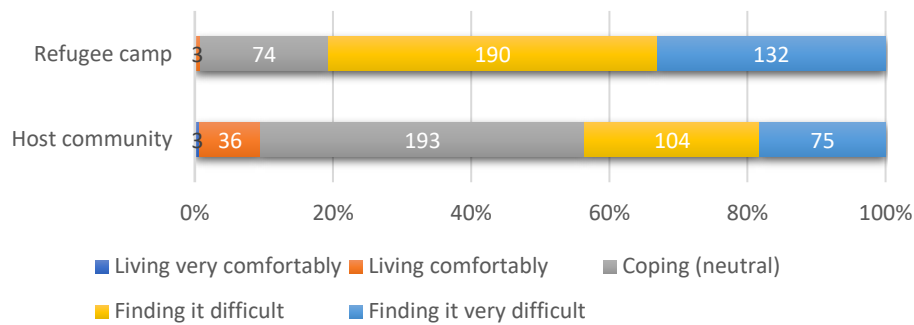
Trade between refugees and locals is informal in Hitsats town and takes place mainly at the markets. Refugees are seen as good customers for businesses in Hitsats town, especially those who receive remittances. Locals do not usually go to the camp to access services or buy items. Even when a refugee household member is able to find work, purchasing power for refugees is lower than for hosts: host communities **spend** approximately \$75 more per month in comparison to refugee households. These discrepancies are also reflected in asset ownership. Refugees are thus more affected by the fact that the cost of living in Hitsats has risen significantly since 2013 as the town has taken on more urban characteristics and is less comparable with rural areas and costs.

A regression analysis confirms that residing in Hitsats refugee camp will, while controlling for individual characteristics such as age, gender, marital status and education of the head of household, result in lower income / expenditure and employment prospects. The education of the head of household has a significant positive effect.

This large discrepancy between hosts and refugees is reflected in the subjective assessment of respondents' economic situation: a significantly higher share of host community households view their current economic situation positively.

¹⁹ Hosts are also considerably more likely to own livestock such as cows (23% vs 3%), donkeys (18% vs 2%) and poultry (16% vs 6%).

Figure 3 - How do you see this household's current economic situation?



TVET: A STOPGAP MEASURE IN A STAGNANT CONTEXT

Developing livelihood activities and opportunities, primarily in the form of certified vocational skills training (TVET) courses and follow up, is a significant part of RDPP's operations. Two main stakeholders lead complementary TVET activities in Shire under RDPP.

- ➔ NRC implements vocational skills training for youth as part of the Youth Education Pack (YEP) and teaches life skills, literacy/numeracy and occupational skills. The life skills trainings have been provided through a six-month programme, while the business skills trainings follow completion of a vocational skills training through the support of Shire Polytechnic College. The vocational courses focus on five value chains: structural construction work, hotel kitchen operations, basic garment making, basic metalwork, and furniture making. Once the courses have been completed, trainees benefit from business skills training and group start-up kits designed to support the expansion of their skills into the development of a small business.
- ➔ IRC provides trainings of trainers (ToT) to teach the "learn-to-earn business and life skills training curriculum". IRC conducted a quick capacity assessment of public TVET College instructors in the Shire area, and 'soft skills' were identified as a gap among these instructors. As a result, IRC collaborated with the Aksum University Research and Community Service Directorate to provide ToT to four government TVET colleges: Shire Polytechnic TVET college, Shire Agricultural TVET college, Endaba-guna TVET College, and Mai-Tsebri-TVET College. The "learn to earn business and life skills training curriculum" was adapted to fit into the existing TVET curricula. A further identified gap was ICT- as a result, IRC procured 10 desktop computers for use at Mai-Tsebri TVET College.

Although most respondents were happy to have had the chance to take part in RDPP-funded trainings, examples of viable businesses resulting from these trainings are rare. Where they do exist, they are the result of a business owner having access to supplemental funding through remittances. Inadequate start up support and funds, the complicated nature of group start-up kits (which require 5 to 7 people to work together on one business), as well as limited access to markets and restrictions on movement for refugees have resulted in very little livelihood impact for training participants.

While some refugees highlighted psychological benefits to these trainings, giving participants a sense of purpose and accomplishment in a camp where life is mostly stagnant and involves interminable waiting, these benefits are unsustainable in the long run, serving as a stopgap measure which does not address more fundamental barriers to livelihoods access. Sustainable approaches to livelihoods need to be reconceptualized outside of a uniquely TVET approach and need to include key policy changes in terms of access to movement, markets, and relevant networks.

c. Social cohesion

This research focuses on RDPP activities in Hitsats, Tigray - Eritrean refugees and Ethiopians here share a common language, religion, and culture. This means that social cohesion indicators cannot necessarily be compared to a context such as Gambella, where more conflictual relations are the norm. But in the case of Hitsats, the majority of refugee and host respondents hold positive views of the other. It is not uncommon for families to have members on either side of the border.

Table 4 - Key indicators for monitoring – Social cohesion

	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	16%	2%
Think that authorities treat refugees better than hosts	52%	13%
Have not experienced conflict with the other group in the past month	90%	97%
Believe economic integration is on the rise	57%	59%
Believe social integration is on the rise	71%	66%
Have a positive or very positive opinion of the other	68%	86%

“We have good relations with the host community. They do respect us, and they are good people.”
 Refugee woman in Hitsats

The vast majority of both refugees and hosts say they have never experienced conflict with the other (97% and 90%, respectively), and serious disputes are rare. What little conflict there is often revolves around the use of local natural resources, in particular firewood which refugees are no longer allowed to harvest.

“There is a huge problem of shortage of wood. Because of this, we fear that relations with the host community might turn sour.”
 Refugee woman in Hitsats

While tensions persist and may be exacerbated by new arrivals, the fact remains that social cohesion between refugees and host communities in Tigray is strong; this represent an opportunity to promote access and attendance towards more effective integrated programming.

d. Migration intentions

Hitsats is a significant transit place for Eritrean refugees who intend to move onwards.²⁰ Family and diaspora networks remain strong: nearly half of the interviewed refugee households indicate that they have a family member in Europe. Upwards of 85% of refugees surveyed would like to move away from their current location over the next 12 months (either to another country or within Ethiopia), although only one third had concrete plans to do so.

²⁰ UNHCR (2016). *Study on the Onward Movement of Refugees and Asylum Seekers from Ethiopia*.

Table 5 - Key indicators for monitoring – Migration intentions

	Hosts	Refugees
Would like to migrate, but no concrete plans	21%	85%
Plan to migrate	17%	31%
Of those, plan to use formal channels	84%	91%
Have been provided information about the risks of irregular migration	74%	91%

“I believe that in order to change your situation and life, you have to move and find a job. (...) Staying here is a waste.”
Eritrean Refugee in Hitsats

The overarching perception appears to be that Hitsats is stagnant, and that those who strive for a better life, for the ability to save and benefit from opportunities, have little choice but to seek fortune elsewhere. This view is partly due to the fact that international migration has led to visible signs of wealth within Hitsats, partly as a result of remittances received.²¹

Regression analysis shows that, controlling for individual characteristics including income, age, gender and marital status, individuals residing in Hitsats refugee camp are more likely to plan to migrate than their host peers. Education also appears as a statistically significant factor in the decision to migrate: the more educated, the higher the likelihood of migration aspirations.

Migration is openly discussed. Refugees are more likely to want to go to Europe, whereas host community members see movement to the Middle East for work as a potentially more affordable option. Overall main destinations for respondents include Europe (45%), the USA (24%) and Canada (11%). The majority of respondents are aware of risks inherent to irregular movement and want to migrate legally. Several interviews revealed that refugees were waiting for resettlement with their families to a third country.

Nearly all respondents indicated that they had been provided with information about the risks involved with migrating. NGOs, UN agencies and the government are the main sources of this information. Several UNHCR ‘*Telling the Real Story*’ billboards can be found in Hitsats, featuring cautions on the dangers of migration. Refugee beneficiaries and refugee leaders both mentioned that the majority of people do not put much stock into these billboards. They highlighted the harsh journey that Eritreans had already faced to reach Ethiopia, noting that harsh and dangerous journeys were not a deterrent to onwards movement. The majority of those stuck in Hitsats who want to move express a feeling that they have nothing to lose. As one Eritrean put it: “*Most people would rather die trying to leave than stay*”.



Photo 8 - Telling the Real Story? Billboard in Hitsats Camps

²¹ Exceptions do exist. As one local highlights, “*it is better to live in your own country - you proudly live in your country. It is better to live in the environment that you are familiar with. If you work hard you can also change your situation at home*”.

IV. How are the needs on the ground being met: Evaluation of RDPP in Hitsats

This section turns the spotlight onto RDPP activities in Hitsats following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity. It provides context to numbers collected, as of March 2018, in the Monitoring and Learning System (MLS) on Lot 1 activities which report:

- 2,087 people receiving basic social services as part of the project.
- 374 people assisted to develop economic income-generating assistance.
- 325 staff members from local authorities and basic service providers benefiting from capacity building for strengthening services delivery.
- 59 people benefiting from professional trainings (TVET) and / or skills development.

a. Relevance of programme activities

Three tiers of relevance in particular emerge:

- ✓ **Relevance to national policy promises and objectives:** At the national level, RDPP activities fall under CRRF objectives, echoing the Government's move towards more inclusive and integrated refugee policies. At the local level, stakeholders view RDPP as a pilot approach to the CRRF, with a strong willingness to learn from the RDPP experience as a pilot approach.
- ✓ **Relevance to regional or sub-regional government objectives:** Where national policy had not yet been formally communicated at sub-regional levels, RDPP discussions with local authorities have, in some cases, served to clarify national level policies and the CRRF, and align activities with and sub-regional needs and objectives. The desk review conducted as part of this evaluation highlights how government officials at different levels (e.g. regional, zone, district) express their support of the project's successful implementation and visit project locations on a regular basis.
- ✓ **Relevance to local beneficiary or community needs:** Consultations with direct beneficiaries occur less frequently and less directly. Lot 1's focus on livelihoods, education, energy, and water correspond to community priorities. However, specific activities within these sectors may need to be revised or reconsidered in order to be relevant to particular community dynamics.

Table 6 lays out the types of assistance received by respondents, their assessment of the quality of assistance and need in terms of (further) aid in that domain. This table summarises the findings for both services provided by RDPP and more humanitarian-type assistance provided through other means:

Table 6 - Are the services offered in Hitsats in line with the needs of the beneficiaries?

			Hosts	Refugees
Humanitarian-type assistance, not covered by RDPP	<i>food in kind assistance</i>	% received	3%	100%
		% happy with	84%	8%
		% requesting	17%	64%
	<i>non-food in kind assistance</i>	% received	1%	81%
		% happy with	67%	12%
		% requesting	6%	55%
	<i>cash</i>	% received	1%	92%
		% happy with	100%	7%
		% requesting	11%	53%
	<i>supplementary for pregnant women / children</i>	% received	9%	36%
		% happy with	87%	33%
		% requesting	1%	7%
Development-type assistance, partly covered by RDPP	Business grants	% received	4%	16%
		% happy with	83%	54%
		% requesting	48%	26%
	VSLA	% received	2%	3%
		% happy with	33%	72%
		% requesting	12%	4%
	TVET	% received	9%	41%
		% happy with	79%	57%
		% requesting	24%	3%
	Legal assistance	% received	10%	27%
		% happy with	73%	51%
		% requesting	4%	1%
Agricultural inputs	% received	10%	0%	
	% happy with	51%	NA	
	% requesting	3%	0%	

CHALLENGES TO IDENTIFYING RELEVANCE FOR BENEFICIARIES: THE EXAMPLE OF TVET IN HITSATS

TVET activities are an interesting case in point: while skills training is deemed relevant by beneficiaries interviewed over the course of this research, the value of this is more psychological than economic: these trainings are not seen as a path to economic independence, but rather as ‘something to do.’ The role and relevance of skills training as it stands in Hitsats is complicated by unclear selection criteria: one IP staff noted that in order to minimise the risk of dropout there has been a preference for targeting those who express a wish to stay in Hitsats. Using migration aspirations as a criterion for selection comes at the expense of matching opportunities with interest and skills, and thus reduces the relevance of this programming to the target population. This is in addition to the fact that current limitations on movement and work severely limit participants’ ability to use any of acquired skill.

Half of host respondents express an eagerness to receive business grants, which they have had limited access to. One host respondent in four thinks they would benefit from TVET opportunities, compared to only 3% of refugee households. This suggests that TVET activities might do well to strive for further inclusion of hosts, who are less represented in these activities. However expectations need to be made clear to potential participants of what a training may offer: host communities who had participated in trainings expressed disappointment at delays in receiving start up support, lack of longterm business support, frustrations inherent to having to work with a group to start a business, and lack of financial growth of their business when they were able to launch it. Stronger connections with employers and identification of market needs, not only in Hitsats but in larger cities such as Shire, maybe a way too reframe TVET to fit into a wider and more relevant context.

b. Adaptiveness of programme structures

Adaptiveness is crucial in the Ethiopian context, which has changed drastically since fieldwork for this report was conducted in April 2018. A new peace treaty with Eritrea and the ensuing demilitarization of the Eritrean-Ethiopian border, as well as the formalisation of the new Refugee Proclamation in January 2019 have brought significant shifts to the context within which RDPP is being implemented. Follow up studies will need to examine closely how programming has been able to adapt to these changes. Maintaining flexibility in programming comes at a cost, as adaptive practices lead to delays as shifts in programming need to be redefined and discussed in new consultations with authorities. This has been a recurrent challenge for RDPP in Ethiopia, where adaptiveness of programming – whether in order to avoid project overlap, or due to inclement environmental conditions or shifting social dynamics – has slowed down implementation.

EFFECTIVE AND INEFFECTIVE ADAPTIVENESS OF PROGRAMMING

An example of flexible and adaptive programming are water activities, changed under Lot 1 to avoid duplication of efforts by UNICEF on the Serenta dam. Instead, IRC sought to work in tandem with UNICEF to establish where water related efforts might be best served. At the time of writing, these shifts were still in the process of being defined.

On the other end of the spectrum, livelihoods programming largely duplicates past livelihood training activities, which have now also been made available to the host community as part of an integrated approach. No fundamental structural changes have been implemented to the activities otherwise, and this lack of adaptation to context has limited the potential impact of livelihoods programming.

c. Coordination

Working on integrated programming is relatively new for all stakeholders involved. Developing coordination structures for effective and efficient communication between diverse actors has been challenging. Five main categories of stakeholders need to be included for coordination to succeed: government, other CRRF stakeholders (including humanitarian and development actors), RDPP consortium members, host and refugee communities, and donors.

The coordination dynamics are complex:

- ✓ *Government:* ARRA used to be the sole government actor in charge of refugee programming. Developing relationships with other government actors is a new facet to working on integrated programming. Consortia have put effort into developing these new relationships, particularly at the zonal and woreda level: partners and authorities were consulted and had the opportunity to input to RDPP Lots from the initial application stages. This inclusion has had a positive effect, as it brought actors together and ensured buy-in from the outset. Local authorities have expressed a willingness to support and coordinate with the consortium, although their eagerness to be included and to receive information is tempered by reluctance to actively include integrated programming in community planning.
MoUs have however been signed with relevant regional and local authorities, and coordination platforms with these authorities have been put in place. Held on a regular basis, these platforms also aim for coordination with DRDIP and BRSP, thus linking government and CRRF coordination.

- ✓ *Other CRRF Stakeholders:* CRRF was launched at the local level more or less at the same time as RDPP, though RDPP became operational much earlier. While CRRF has seen a launching workshop, the adoption of the national strategy, regional action plans, etc., remain on hold. RDPP, DRDIP and BRSP are currently the only projects fulfilling the CRRF vision more broadly. In the case of Hitsats, RDPP consortia have this been instrumental in serving as pilots for building effective CRRF coordination mechanisms. This is by no means the case for all Lots.

“Coordination between programs is new. It started with RDPP. Last month there was a multi-stakeholder meeting, with government, all UN agencies in the area – we all met for the first time. This was an open invitation, anyone could come. CRRF was part of it. (...) In areas where there is no coordination mechanism we agreed to form them, and to continue and strengthen where there is. Right now RDPP is coordinating everything. But the idea is that UNHCR and ARRA will take over at some point, and form a type of umbrella coordination platform”.

KII UNHCR CRRF Focal Point (February 2018)

These fledgling coordination mechanisms have included discussion with other projects. RDPP and DRDIP in particular held discussions to ensure complementarity and avoid redundancy by agreeing to focus on different *kebeles* within which to implement programming. This coordination however remained minimal at the time of fieldwork and follow up studies may examine how it has developed.

- ✓ *Consortium members:* Coordination within the consortium is ensured through regular coordination and progress meetings: common project reviews occur every three months and joint workshops are carried out in order to assess performance. Tensions within the consortium regarding overlap, leadership, and communication issues, have on occasion inhibited effective coordination - IPs are not used to being asked to work collaboratively as opposed to competitively, and there is a learning curve inherent to working effectively within a consortium model.
- ✓ Coordination with *beneficiaries* themselves has not been formalised, occurring only occasionally on an ad hoc basis despite being envisioned in the project’s inception report. None of the above stakeholders have defined relationships or coordination with private sector actors: linkages with outer markets and involvement of non-traditional actors (such as banks or community leaders) are weak and informal at best.

d. Capacity Building and local ownership

While generally supportive of the language of ‘integrated approaches’, woreda offices have displayed a reluctance to actively include refugees in their own planning, seeing this as the domain of NGOs, with ‘integrated services’ understood as an expansion of NGO support to local populations (rather than local governments extending activities to refugee communities). Part of the reason is funding: local woreda lack the resources to take on a more active role integrated planning. While RDPP does not explicitly address resource issues for local government, capacity building activities are aiming to promote co-ownership of programming. Small steps such as aligning woreda planning and RDPP planning calendars can be significant for building a stronger base on which to work in tandem. Information sharing on national initiatives, policy changes, and new legal frameworks is also crucial here.

BUILDING ON EXISTING SOCIAL COHESION AND INFORMAL INTEGRATION

In Lot 1, informal integration of services exists already to a certain extent between camp populations and host communities. Close to Shimelba, a host community school accepted the enrollment of refugee students, and included them in its budget planning, independent of any formal programming. In addition, host and refugee community members near Hitsats have worked jointly on land irrigation, sharing together the resulting harvest.

The foundation for effective building capacity on integrated service provision has therefore already been laid to a certain extent, in part thanks to a strong sense of social cohesion that exists for historical and cultural reasons. Local stakeholders are beginning to speak the same language and can envision what successful integrated programming might look like – RDPP programming should recognise and build on these relationships.

Beyond the woreda level, kebele level officers provide entry points towards shared implementation, as practices at the kebele level may trickle up. Kebele administrations may feel more invested if they are part of planning and if there is a sense of shared implementation – capacity building efforts should be aimed at these levels of local administration as well as at the larger woreda, zonal, and regional levels.

e. Sustainability and Effectiveness

The inception reports across RDPP Lots indicate that the projects will address sustainability at the environmental, institutional, financial and policy levels in each lot. Good practices have emerged. The most apparent is the close and active involvement of regional and sub-regional government offices. This offers significant potential to create a lasting contribution to future programming. Stakeholders' willingness to be flexible in response to complementary programming and contextual needs is encouraging for long term impact. However significant challenges to sustainability remain. Staff turnover of local authorities, IP staff, and activity staff (including teachers at the new high school) is an issue that requires continuous engagement and creative problem solving in light of limited resources. RDPP stakeholders have to build new relationships as actors change, including within the consortium. Active knowledge management systems and interagency learning is crucial.

Some activity sectors struggle with sustainability and effectiveness. This is true of livelihood activities associated with TVET skills trainings: while the training and the entrepreneurship support implemented by IRC and NRC provide valuable skills for refugees, the ability to use these skills towards sustainable income generation is less clear.

This is due to structural factors, which include:

- A **restricted market** in Hitsats and lack of access to opportunities further afield.
- **Insufficient start-up capital** despite the provision of start-up kits by IPs.
- Material issues such as **lack of water and lack of access to energy**.



Photo 9 - Zone C

Participants in skills trainings, who received business support, do not report a significant and sustainable change in their lives due to a lack of long-term support. On the other hand, positive examples to emulate also exist. Tailoring and small restaurants seem to have more success than other enterprises. One host community member interviewed described the success of his metal and construction business thanks to livelihoods trainings provided by NRC. In these cases, factors related to effective interventions include good cohesion and teamwork within the supported group, timely provision of start-up resources by the IP, and successful efforts to create a customer base. For RDPP livelihood activities to be sustainable and effective, IPs will need to learn from these initial lessons.

V. Conclusion and recommendations: Ways forward to 2020

The findings provide a snapshot of the situation of RDPP Ethiopia in 2018, with a focus on Lot 1 in Hitsats. Different actors play a role in building capacity and effectively implementing RDPP; the recommendations provide ways to address weaknesses and build upon project strengths.

Structural recommendations

NEED OR CHALLENGE	RECOMMENDATION
Lack of investment on the part of kebele and woreda authorities in active implementation: they want to be informed and included, but do not see implementation of integrated programming as their role.	Involve kebele level authorities in coordination: While efforts to include and consult local woreda authorities have proven effective, kebele administrators can provide viable entry points to community buy-in and feedback. They may feel a stronger sense of shared implementation if they are part of formal and regular coordination.
Consortium activities function in silo, providing punctual updates rather than working together in a consistently coordinated matter.	Strengthen collaboration and synergies between consortium partners: Although coordination efforts are in progress, highlighting explicit synergies between sectors can support the identification of areas where partners can work to identify joint solutions. <i>Examples of working coordination mechanisms include ensuring that a transformer is installed to electrify YEP centres and the DiCAC High School. The Serenta Dam project was originally planned to fall within IRC's responsibility through RDPP but was finally included in UNICEF's portfolio and financed through DFID funding, further illustrating the importance of close coordination for maximum impact. One example of room for improvement is the integration of WASH and livelihoods activities, for instance by linking up with UNHCR WASH projects, pursuing complementary funding, and supporting NRC's business groups with WASH access.</i>
IPs, donors and stakeholders have different understandings of what the overall impact-level objectives of the programme are.	Agree on a joint monitoring framework: Explicit and realistic agreement on programme objectives can be communicated through the production of an agreed-upon common RDPP Ethiopia monitoring framework. This would be based on a consensus among IPs and all other stakeholders. Monitoring should reflect synergies and the interlinked nature of desired outcomes. The common EUTF output indicators are a start but were found by stakeholders in the field to be too broad (aggregated indicators being unable to serve the purpose of detailed analysis for any given portfolio), while disaggregated indicators lead to an absence of comparability. Furthermore, the existing framework lacks benchmark targets which IPs in Ethiopia can aspire to meeting not in isolation but as a common RDPP vision. M&E information is not routinely shared among stakeholders in the field. A common gauge of 'success' beyond outputs can improve coordination and accountability. The outcome metric proposed on this report may serve as a starting point for further reflection in this regard.

Activity-specific recommendations for implementing partners: TVET and livelihoods activities

NEED OR CHALLENGE	RECOMMENDATION
The group business structure for TVET graduates has been a source of problems due to differing interests, future plans, money management and work styles amongst group members.	Consider group member interests and relationships when creating livelihood and business groups. This can ensure more cohesive, cooperative, and sustainable groups than the current somewhat arbitrary means of forming business groups.
Lack of sustainable support for TVET graduates upon completion of programme, including significant delays in receiving start-up kits.	Reduce the time gap between training and reception of start-up kits and other in-kind support and provide clear business plan development support in addition to technical skills training, so that those benefiting from livelihoods trainings can begin to build up their small businesses as soon as possible once training is completed.
Lack of connections to existing value chains, employers, and wider markets around Hitsats and the larger Shire areas.	Build relationships with private sector actors around Hitsats and in Shire to connect start-up business to larger markets in order to ensure that training responds to practical skills needs. This can increase the relevance of livelihood activities to broader economic objectives of the region as well as connecting beneficiaries with already existing value chains.
	Arrange market fairs in or around Hitsats for livestock and livestock-based products (chickens, eggs, milk, meat) in order to connect to markets that are farther and less easily accessible for refugees and host community members. This can allow community members in Hitsats to engage with wider markets and traders.

Structural recommendations for RDPP Steering Committee and Donors

NEED OR CHALLENGE	RECOMMENDATION
Lack of clarity concerning expectations for IPs.	Provide specific and formal strategic guidance to IPs in order to establish clear expectations regarding ‘integrated ways of working’ and structural change. Expectations of donors regarding what RDPP can achieve in the project timeframe and operational context – including significant political shifts – should remain realistic and funding flexible.
Need for flexible funding to address contextual specificities and support continuous learning opportunities.	<p>Provide strategic guidance to consortium leads for aligning RDPP project cycles with budgetary planning cycles of woreda offices. In the words of one counterpart with whom we discussed the issue, <i>“all NGO projects use different calendars. One of our tasks now is to discuss with Woreda offices to promote refugee issues as a part of their development plans. But it is complicated by the fact that our own plans were drawn up already. The IPs should be more flexible. Local government actors have their cycles dictated by the national level”.</i></p> <p>The RDPP Steering Committee should maintain a certain level of flexibility regarding planning cycles in order to better coordinate and work with local administration. Communication between IPs and the EU Delegation remains high level, focused on general support and feedback on strategic direction rather than the details of implementation of individual activities.</p>
Lack of clarity concerning expectations for IPs.	Provide specific and formal strategic guidance to IPs regarding ‘integrated ways of working’ and structural change. Expectations of donors regarding what RDPP can achieve in the project timeframe and operational context – including significant political shifts – should remain realistic.
Need for publicly available and widely distributed mapping of all activities that fall under CRRF objectives.	Mappings of activities and programming that falls under the umbrella of CRRF should be conducted in cooperation with all local stakeholders. These CRRF activity mappings can help address coordination gaps, avoid duplication, and identify where efforts are needed to streamline existing structures at both national and local levels. While this exercise should not necessarily be <i>led</i> by RDPP counterparts and might be better suited to national government counterparts or UNHCR, the RDPP Steering Committee is in a strong position to initiate the necessary discussion.

Structural recommendations for local and national government stakeholders

NEED OR CHALLENGE	RECOMMENDATION
Lack of knowledge of CRRF law and of national refugee context on the part of local stakeholders.	At the national level, invest in outreach and awareness measures that clearly communicate information regarding the practical implications of the new refugee law and CRRF at the local level, including at the woreda, kebele, and camp level.
Lack of inclusion of refugees in local planning.	At the local level, lobby to include refugee and integrated activities in woreda planning and budget measures.

CONCLUSION

The RDPP Lots in Ethiopia have made the effort to establish baselines and a certain level of community assessments before establishing programming: this inception work has helped ensure relevance of programming to the general sectoral needs of target populations. This is evidenced by references to such assessments in the literature review of RDPP project documents, as well as in feedback from interviewees in the case of EIDDACE in Hitsats. Compared to other RDPP countries in the Horn of Africa, the Ethiopian RDPP consortia seem to be relatively strong in this regard.

While targeted sectors may represent relevant community sectoral needs, the content of programming may not address the specific contexts – this is true for instance of livelihoods programming, where the focus on specific TVET training offers brief windows of purposes but has not been able to link with the wider market context. Programming in this sector is additionally limited by the current restrictions on refugee movement and work at the national level.

Overall, expectations of all stakeholders should be managed. For many RDPP Lots in Ethiopia, and for EIDDACE in particular, ‘Integrated service delivery’ is pursued from the refugee camp settings outward. Structures that have provided services for refugees during the past are being asked to include host communities, take on a longer-term development logic and work with local authorities towards integrated planning. Few traditional development actors that have focused on local community development of host communities, and working through other line ministries than ARRA, are included in the consortia. Growing from a strictly humanitarian focus into an integrated humanitarian-development nexus will take time.

Even though RDPP consortia in Hitsats cover several activities, seeking complementarity with other actors is important and could be pursued more systematically. EIDDACE alone can and should not be the sole leader in effecting full transformation of service delivery and moving towards integrated services.

Opportunities for building capacity and local ownership of programming do exist and should be strengthened. But RDPP is in many ways a pilot. In addition, the policy context at the national level, which has been changing rapidly in Ethiopia (and continues to remain unpredictable at the time of writing), has an enormous impact on the capabilities of and restrictions that refugees face – equitable programming will require changes at the national level in practice as well as in law: this is yet to be implemented. Given all of this, expectations of RDPP should be modest, recognising that this is a first step in a new way of working, and that what RDPP offers at the structural level is the possibility of identifying tangible lessons to be learned. If this is effectively taken on board, it can prove foundational for future striving towards integrated and equitable programming.

ANNEX 1: USING AN RDPP OUTCOME METRIC TO GAUGE EFFECTIVENESS OF PROGRAMMING

✓ Why an outcome metric?

In order to evaluate the impact and effectiveness of RDPP programming, stakeholders in the field, donors and evaluators should agree on the effects they expect to see. Focusing only on variables to influence, scores can be attributed to individual respondents both along to point to gaps and identify the most vulnerable respondents, both across each dimension and overall. At the time of the endline, to the extent that the same respondents are identified and re-interviewed, the evolution in the relevant dimensions can be assessed and linked to programming efforts.

✓ Which dimensions / indicators are relevant in the case of Hitsats camp and surroundings?

The indicators should focus on the domains of direct relevance to RDPP activities, with the understanding that these are sector-based rather than reflective of the broader RDPP priorities as reflected in its theory of change. In Hitsats camp, activities focus mainly water / energy, education, livelihoods, social cohesion and access to justice.²² Based on these broad categories, the following indicators were selected for a Hitsats-specific RDPP outcome metric:

Table 7 - Hitsats-specific RDPP outcome indicators

Water and energy	Access to an improved water source
	Enough water for agricultural production
	Access to electricity (grid, solar or generator)
Education	Regular school attendance
	Integrated school
	Teacher-student ration of 50 or less
	Quality of teaching judged high or very high
Livelihoods	Working-age individuals in paid work or self-employed
	Individuals working in an integrated setting
	Working individuals with a formal contract
	Individuals who have access to TVET to foster their skills
	Households which have access to credit
	Households which have income redundancy (more than 1 earner)
	Respondents who find their economic situation (very) comfortable
Justice and social cohesion	Households who judge that economic integration is on the rise
	Households who judge that social integration is on the rise
	Trusting one's own community
	Trusting neighboring community
	Has not experienced conflict in the past month
	Has a neutral, positive or very positive perception of the group
	Can turn to local authorities in case of conflict
	Was able to seek legal help in the event of a legal problem

✓ How is the metric calculated?

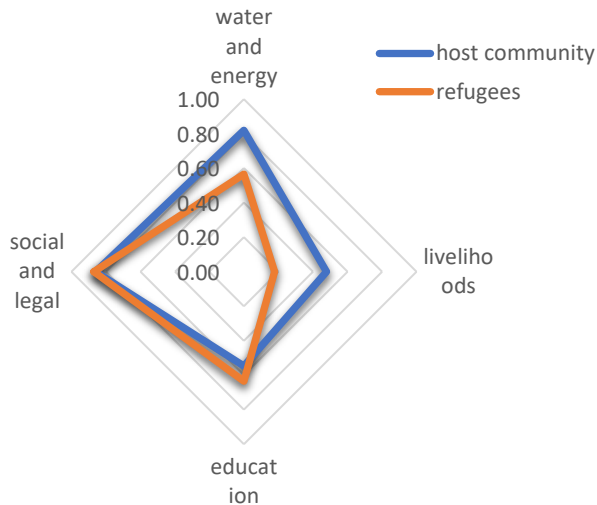
A multiple correspondence analysis²³ was used to determine a set of weights that would maximize the variance of the weighted sum among these variables within the sample. Empirical indices are often used in the absence of an a priori set of weights based on intimate knowledge of the underlying populations with respect to themes at hand. These weights were used to create a thematic index to compute a score for each respondent household in each dimension.

²² Governance and capacity building is another important component, but its effects on the population cannot be ascertained using a household-level survey tool.

²³ Although for binary variables, multiple correspondence analysis is functionally equivalent to principal components analysis, the former is a more appropriate term due to the lack of scalarity in the variables.

✓ **What are the preliminary insights?**

Figure 6 - Average scores of host and refugee respondents



The overall assessment of average scores between host and refugee respondents points to an important gap in the domains of livelihoods and water / energy. Closing these gaps will be one of the goals of RDPP programming in the years to come. Refugees' scores are so low as to be negligible. For integrated programming to lead to sustainable integration, these scores should rise significantly.

Figure 8 - Livelihoods scores and livelihoods support received

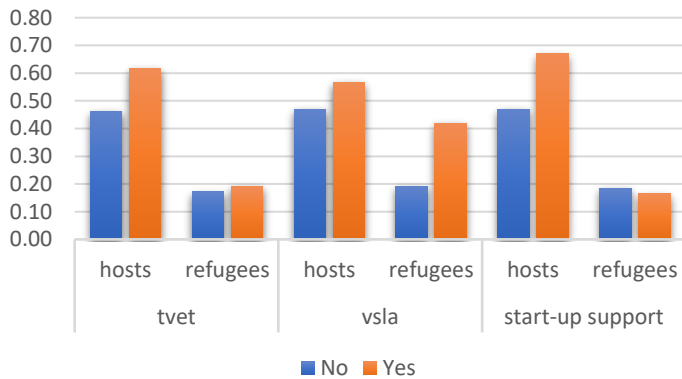
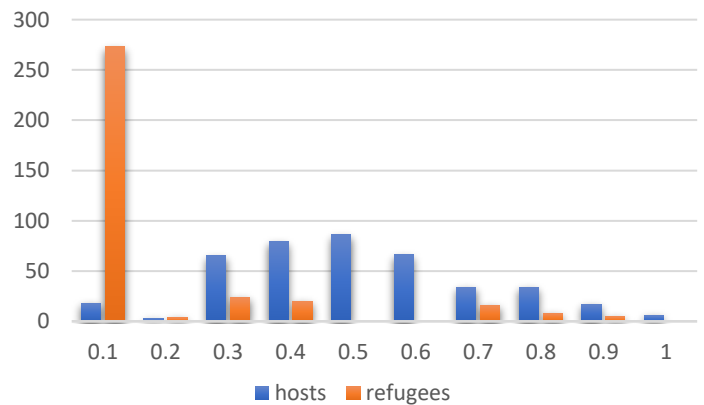


Figure 7 - Histogram of livelihoods scores



Comparing mean livelihoods score to different types of livelihoods programming benefited from, it emerges that particularly for host respondents, higher scores tend to go hand in hand with a higher likelihood to have benefited from TVET, VSLA activities and start-up support. It is not possible to ascertain whether this is due to success of programming (aid raises livelihoods scores) or inefficient targeting (those most in need are not necessarily those selected as beneficiaries) - further light will be shed at the link between economic well-being and programming at the endline stage.

✓ **What changes would we expect to see at the time of the endline?**

If targeting is effective, one would expect the lowest quartile of respondents to have improved their scores considerably. The domains where respondents score the lowest should be prioritised. In the case of Hitsats, these are the livelihoods and energy domains, with a focus on refugee populations. In line with the goals of the integrated approach, gaps between hosts and refugees should be minimized.

Overall, the population should be 'lifted' towards the goal of a 'perfect score' – this is by no means an ideal score but simply represents minimum standards being met in the context of this study of Hitsats and in the domains relevant to programming efforts.

ANNEX 2: Limitations to the research

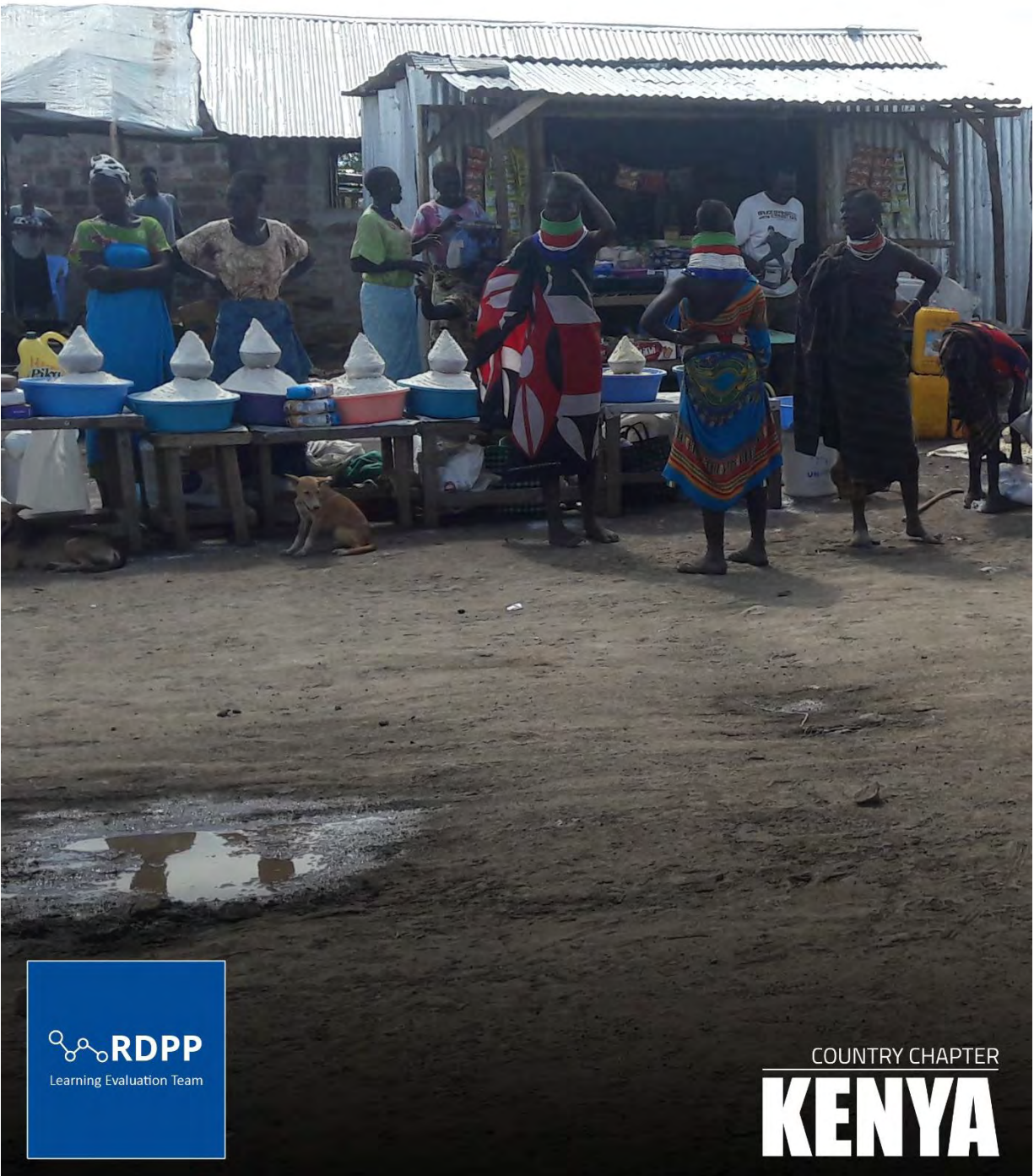
The above chapter focuses on the baseline situation of RDPP-related activities in Hitsats camp and surroundings. Located in Tigray, this camp was selected in consultation with RDPP stakeholders active in Ethiopia as the best option for qualitative and quantitative fieldwork because of the programming's focus, as well as accessibility and permits / authorisations. Lessons learned here are likely to apply also to programming taking place in the regions of Afar and Somali. They should not, however, be generalised without taking into consideration the local areas' context.

Limitations to fieldwork included the fact that timing coincided with the post – Fasika (Orthodox Easter) festivities, as well as the long-awaited reopening of mobile telephone / data services throughout the country.

Fieldwork was impacted by the fact that the temperatures in April exceeded 35 degrees Celsius, putting a limitation on the number of interviews which could be conducted in one day, particularly in the camp zones with smaller and hotter shelters (Zone C).

Permissions to conduct research had to be obtained from the local Administration for Refugee and Returnees and was granted after a detailed presentation of the kinds of activities that would be undertaken.

The team found that it was easier to interview refugees than hosts. The team assigned to the camp also struggled with the respondents' survey fatigue, but camp management was helped the team navigate the environment, identify respondents and make introductions.



COUNTRY CHAPTER
KENYA



Baseline Study Kenya

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.

Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

BASELINE

July 2018 • Case study and focus group discussions • Key informant interviews with main stakeholders • Qualitative data complemented by quantitative data collected for a related project in September 2018

KALOBEYEI CAMP

Registered refugees Kalobeyei / Kakuma: 185,798 • Total refugee population in Kenya: 470,088 • Source: UNHCR, August 31 2018

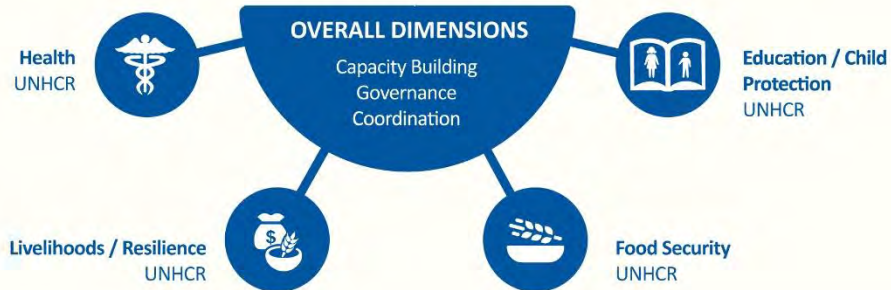
KEY FACTS AT A GLANCE: KALOBEYEI

<p>Population Mostly from South Sudan, many recent arrivals. High number of female-headed households.</p>	<p>Context Most camps in Kenya are prolonged “care and maintenance” operations.</p>	<p>Vision Kalobeyei designed as a new model for integrated services and development approaches to displacement.</p>
<p>Health A pressing concern. Recent grave illness or injury for close to half of all interviewed households.</p>	<p>Food security 89% of hosts and 82% of refugees worried about not having enough food. Poor food diversity.</p>	<p>Education Regular school attendance for 42% of host and 75% of refugee children. Serious quality issues.</p>
<p>Livelihoods 46% of hosts and 26% of refugees have a source of income. Critical dependence on assistance.</p>	<p>Water & agriculture Crop failure and dry spells are common. Hosts are pastoralist nomads.</p>	<p>Social cohesion 29% of refugees and 59% of hosts have positive views of the other. Exchanges around trade and firewood.</p>

SUPPORT DESIRED BY HOSTS AND REFUGEES IN AND AROUND KALOBEYEI



RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS



RELEVANCE

The vision of Kalobeyei is aligned with Government policies and international frameworks. But minimum standards are not met and not all sectors are ready for a development approach.



ADAPTIVENESS

Traditional humanitarian actors have had to adopt new ways of working. Shocks experienced underline the important of long-term planning and strategic emergency interventions.



COORDINATION

Room for improvement in terms of coordination among IPs. Government representatives express a lack of ownership. Misalignment with County Development Plan due to differing timelines.



SUSTAINABILITY

Fragile overall and most at risk in the domains of health and economic well-being. The county government is overstretched in meeting sectoral needs, and requires more resources and capacity.

MAIN TAKEAWAYS

OVERALL

Bring humanitarian funding to meet basic needs while planning for the long term.

Provide contingency funding for emergencies and to protect fragile gains.

STRUCTURAL

Divide funding and responsibilities for more balanced collaboration.

Develop multi-annual joint implementation plan and common monitoring framework.

Share data.

ACTIVITY SPECIFIC

Increase support to villages 2 / 3 and the host community.

Realign irrigation infrastructure investment.

Diversify approach to TVET.

Raise awareness of schools among host community.

DONORS

Agree on uniform terminology as the foundation for policy and planning.

Use process outputs to capture critical components of IP work.

Make data-sharing a contractual stipulation when funding assessments.

RDPP in Kenya: The case of Kalobeyei

Presentation of the case study: scope and methodology

This chapter presents a snapshot of the Regional Development and Protection Programme (RDPP) in Kenya through the case study of activities in Kalobeyei focused on education and training provision. As such, it complements other ongoing research conducted in Kalobeyei by the WFP-Oxford team on food security and income; and the mid-term review conducted by Samuel Hall for the EU. It is based on qualitative data collection that was conducted in July 2018 and complemented by quantitative data gathered for the mid-term review of the EU engagement under EUTF in the late summer of 2018 as well as a comprehensive desk review of relevant project documentation. This baseline report thus mainly depicts the situation at that specific time and place – while it does cite some figures from the midline review of EUTF, de facto these constitute the mid-2018 baseline figures for the RDPP evaluation. It will be followed by an endline in 2020 to assess the impact of efforts funded by initiatives falling under the RDPP portfolio.

The objectives of the RDPP in Kenya are to create improved health standards for the population in Kalobeyei and surrounding areas; improve food and nutrition security; strengthen economic resilience; increase school enrolment of children, and improve child safety and wellbeing. Overall, by targeting both refugees and the nearby host communities, the programme aims to increase social cohesion and reduce conflict over scarce resources. The action is part of the Kalobeyei Integrated Social and Economic Development Plan (KISEDPP), a long-term plan to develop the local economy and service delivery at Kalobeyei.

The first phase of KISEDPP was to provide for the establishment of up to 45,000 refugees from Kakuma to the Kalobeyei site and support the basic infrastructure and set-up of the settlement and the establishment of basic and integrated services to be run by relevant government authorities. It aims to prepare the host community and refugees to take advantage of emerging economic opportunities. UNHCR is the implementing partner for RDPP in Kalobeyei.

This report is divided into four sections:

5. [Key messages](#), highlighting fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
6. [New solutions to old problems](#), a section that sets out the narrative of the context within which RDPP is operating in Kenya, detailing key specificities that inform the lives of host and refugee communities and stakeholders in the region.
7. A presentation of key quantitative and qualitative data in two central sections, [Evaluating needs on the ground](#) and [How are the needs on the ground being met](#). This data will allow the assessment of RDPP's impact in Kalobeyei.
8. Finally, in [Conclusions and Recommendations](#) we suggest ways to address gaps and challenges highlighted in the central sections three and outline a strategy to move forward.

I. Key messages

RDPP is a multi-annual development programme, focusing on addressing longer-term needs. While it does not focus on humanitarian activities, RDPP is impacted by the fact that basic humanitarian standards are not currently met in the location of study. As a result, there is a need to review the initial project design to bring humanitarian funding to support key sectors. Without this, development outcomes are at risk.

Among the sectors in need of humanitarian support are health, child protection and education.

Minimum standards in water and sanitation are not currently met, affecting the population's health and livelihoods and lessening the impact of the promotion of handwashing and safe sanitation practices. Neither refugee nor host community respondents in or around Kalobeyei settlement collect the required 20L minimum standard per person per day. The education gap at the household level is reflected in school attendance figures, with only four host children – compared to eight refugee children – out of ten attending school regularly. Close to half of school-aged children in Kalobeyei are out of school. Despite a delayed timeline in education programming (including the construction of permanent structures), positive outcomes include the training of incentive teachers, provision of textbooks, school materials and the school feeding programme.

Examples of progress can be noted in a number of regards. Global acute malnutrition rates in Kalobeyei are now well below the emergency threshold suggesting that food security and livelihoods programmes are achieving positive gains. This sector is ready to transition to a more development focused approach revolving around farming. 46% of hosts and 27% of refugees state having access to agricultural lands. This access however has not yet translated into increased self-reliance for an important share of respondents.

Many of the refugees residing in Kalobeyei have a background in **agriculture**, which livelihood programming actively strives to build upon. Agricultural production is one area of livelihoods where progress has been made, even though results have not met expectations. For the time being, farms are viewed more from the perspective of food consumption than income generation. There is a shared understanding, by both host community members and refugees, of the added value of **vocational trainings** in Kalobeyei. At the time of fieldwork, 3% of interviewed host respondent households and 17% of displaced respondent households had a household member enrolled in vocational training or an apprenticeship. Host male youth indicated feeling marginalised from TVET opportunities. When asking hosts and refugees directly which kind of support would be the most welcome, by far the most desired is the ability to be a part of the local economy, in line with the vision behind Kalobeyei.

To achieve the proposed impact, the Kalobeyei project will need to work on a government-led Theory of Change, revised partner logframes and a greater split of responsibilities and bilateral funding to key actors in charge of sectoral responsibilities. Overall, the county government is overstretched in meeting all sectoral needs and requires more support in terms of resources and capacity. Without planning and better coordination, the overall impact and sustainability of the Kalobeyei intervention risk being limited.

The baseline and midline together provide a set of sector and activity specific recommendations which will be followed up on during the endline stage of the evaluation.

II. New solutions to old problems?

Kenya is Sub-Saharan Africa's second largest host country for refugees, hosting an estimated 473 000 refugees primarily from Somalia, South Sudan, DRC and Ethiopia.²⁴ Kenya's economy is one of the biggest in the region but is marked by high regional inequalities. The main refugee hosting regions are located in Kenya's marginalised counties, economically and politically underdeveloped areas of the country. A little over a third of officially registered refugees in Kenya are hosted in Turkana.²⁵ Located in north-western Kenya, it is one of the poorest counties, facing perennial drought and food security issues, with a largely pastoralist economy living on arid and semi-arid lands. It is currently the largest beneficiary of devolved funds from the state budget, although distribution of these funds has not necessarily translated into humanitarian impact in the past.²⁶

Initially set up for 100,000 people, as of 2016, Turkana's Kakuma camp hosted some 183,000 refugees and asylum seekers, representing some 15% of the total population of the county. The majority of refugees in the camp are from South Sudan, but the area also hosts refugees from 14 other nationalities, including Ethiopians, Rwandans, Burundians, Congolese, Eritreans, Somalis, and Sudanese. Kenya practices an encampment policy – the largest camps, Kakuma and Dadaab (population of approximately 330,000) are decades old and have effectively become prolonged 'care and maintenance' operations.

As part of KISED, the Kalobeyei settlement was conceived in 2015, just 30km from Kakuma in Turkana County to launch a new model for refugee and host community assistance and integration, through integrated services and development-approaches to displacement. Unlike Kakuma, Kalobeyei has designated market areas, more extensive use of a cash-assistance programme called Bamba Chakula ('get your food'), and greater promotion of subsistence agriculture.

KISED is a 14-year vision ending in 2030, co-led by UNHCR, the World Bank and the Government of Kenya to implement a phased Local Economic Development (LED) approach; the 5-year KISED for Turkana West was announced in December 2018.²⁷ This approach is aligned with the New York Declaration and the Comprehensive Refugee Response Framework (CRRF) adopted in September 2016. On the global policy level, the Nairobi Summit, held in March 2017 with IGAD member states, resulted in the Nairobi Declaration and a plan of action to achieve durable solutions for Somali refugees, and to support self-reliance and inclusion measures for refugees in Kenya.

Key characteristics of the plan include sustainable urban and agricultural/livestock development for both host community and refugees, non-discriminatory access to services, and private sector involvement. Community participation and local ownership are requirements for the success of this model, alongside a strong protection framework. The European Union's contribution to KISED through the European Union Trust Fund's (EUTF) RDPP is intended to contribute to building community self-reliance for refugee and host community populations. This assistance is composed of inclusive education and health services for refugees and host communities, targeted protection services particularly for children, and support to foster long term food and nutrition security, and economic opportunities in and around the Kalobeyei settlement.

²⁴ UNHCR (2019). *Kenya Registered Refugees and Asylum Seekers*. March 2019.

²⁵ *Ibid.*

²⁶ ReDSS/ Samuel Hall (2015). *Devolution in Kenya: Opportunity for transitional solutions for refugees?*

²⁷ UNHCR (2018). *Kalobeyei Integrated Socio-Economic Development Programme- Phase One: 2018-2022 Comprehensive Refugee and Host Community Plan in Turkana West, Kenya*

KISEDPP is co-led by UNHCR, the World Bank and the Turkana county government, with support from the central government, other UN agencies and international partners. The inhabitants of Kalobeyei and surroundings are supported under RDPP via four thematic components: **health, education/child protection, livelihoods and markets.**

Table 3 - RDPP activities in Kalobeyei in 2018

SECTOR	ACTIVITY	IP
Health	Establishment of a 'super' health centre, full integration of Kalobeyei into Turkana County health services, capacity building of staff.	UNHCR leadership
Food and nutrition security	Management plan for agricultural production; field school activities; junior field school activities; improvement to irrigation infrastructures; training in irrigation, conservation agriculture, trade and market orientation; rehabilitation of land and development of water harvesting structures; development of a sustainable fuel, wood and fodder value chain.	
Education / child protection	Development of case management system, provision of child-centred livelihood support.	
Livelihoods / resilience	Local supply chain to school meals programme; retailer engagement strategy; TVET.	

III. Evaluating needs on the ground

There are significant differences between the aims of Kalobeyei on paper and the context on the ground. While Kalobeyei was supposed to be home to protracted refugees from Kakuma, those living in the settlement and interviewed are recent arrivals from a range of countries – South Sudan, Burundi, DRC and Ethiopia. This has an impact on activities geared towards self-reliance and integration. A 2018 Samuel Hall survey conducted in Kalobeyei with 618 randomly selected host and refugee households found that the majority of refugees had arrived in Kenya since 2016. Over half of the respondents interviewed in Kalobeyei settlement were from South Sudan, but significant minorities were encountered from Burundi, the Democratic Republic of Congo, and Ethiopia.

Interviewees were mainly female, particularly among the refugees, reflecting a broad trend of female-headed households whose husbands remained behind in the country of origin. This finding is particularly striking for the South Sudanese population. Female-headed households struggle to balance income generating, child care, household chores and social interactions. Host community households are larger than refugee ones on average, at eight family members compared to six.

The following sections present baseline information across a range of relevant indicators. Covering both humanitarian ('basic needs') as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities in Kalobeyei, while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

The data shows that the situation on the ground is one of overall need – across hosts and refugees – in certain sectors, refugees fare better than hosts (for instance on education, and safety); while the opposite is the case in other sectors (such as access to land and water).

a. Basic needs

Table 2 - Key indicators for monitoring – Basic needs

		Hosts	Refugees
Food security	Did not worry about not having enough food in past month	11%	18%
Land	Access to land for agriculture or livestock (not seasonal)	48%	31%
Water and wash	Tap as primary water source	46%	81%
	Borehole as primary water source	32%	16%
	Access to pit latrines	13%	43%
Health	Lack of access to healthcare by children	23%	11%
	Sought out treatment after suffering serious illness or injury*	40%	50%
	Judged treatment to be of high quality	30%	21%
Safety and protection	Children are deemed safe in the community	52%	67%
	Feel they can turn to the local authorities in case of need	8%	15%

*only for those reporting suffering such illness or injury

Food security remains a concern for the respondents interviewed in Kalobeyei in 2018, with 89% of hosts and 82% of refugees worried about not having enough food to eat. Food diversity levels are poor.

It has been established that global acute malnutrition rates in Kalobeyei are now well below the emergency threshold, suggesting that food security and livelihoods programmes are achieving positive gains. This means that this sector might be ready to transition to a more development and self-reliance focused approach revolving around farming. 46% of hosts and 27% of refugees state having access to agricultural lands. This access however does not yet appear to have translated into increased self-reliance for an important share of respondents as seen in Figures 1 and 2.

Figure 9- In the past four weeks, did you worry that your household would not have enough to eat?

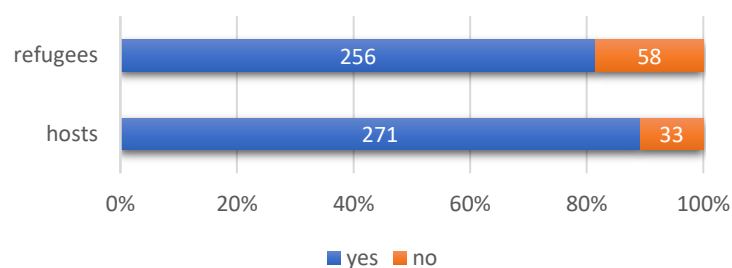
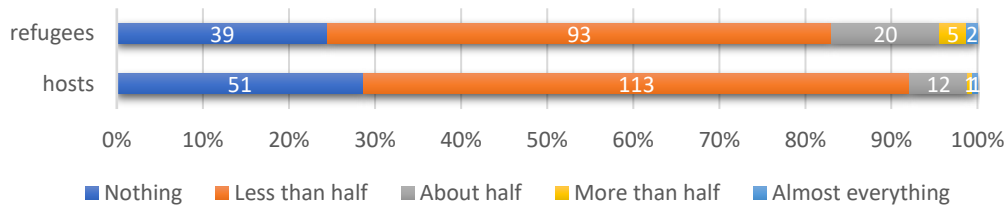


Figure 10- For those who have access to land, how much of the household's food consumption is provided for by harvest?



One reason for this is that refugees are not used to undertaking rain-fed agriculture in a semi-arid environment characterized by common crop failure and dry spells. Cattle ownership is prohibited for refugees (although many do keep chickens). Hosts are pastoralist nomads who require access to water all year round for their cattle. Turkana County has limited surface water resources with only two rivers (Kerio and Turkwel) flowing throughout the year.

HIGHLY RELEVANT AND IN NEED OF EXPANSION: IRRIGATION SCHEMES

In this context, RDPP-supported project activities have resulted in the adoption of improved production techniques such as sowing in lines, conservation agriculture like soil and water conservation techniques, seed banks and use of open pollinated varieties. Farmers in Lodwar have seen an increase in productivity, have adopted new crops of leafy vegetables such as spinach and new varieties of water melon have increased production areas and hired additional labour. Food security has been enhanced through increased availability, diversity and improved yield per crop. The EUTF agriculture activities however appear biased towards the support of host communities with all three existing irrigation schemes planned and targeted for support in Lodwar whilst no irrigation water supply development has been realised to date for the 400ha farm which benefits mainly refugees.

At the time of fieldwork, there were still 8,000 families living in inadequate temporary **shelters** in the settlement.²⁸ Women living in temporary shelters complained of feeling vulnerable at night, but also during the day when their houses are vacant. The cash for shelter programme, run by UNHCR independently of RDPP, is designed for refugees to pay trained workers primarily from the host community to construct permanent shelters for them is working toward addressing this.

Minimum standards in **water and sanitation** are not currently met, affecting the population's health and livelihoods and lessening the impact of the promotion of handwashing and safe sanitation practices. Neither refugee nor host community respondents in or around Kalobeyei settlement collect the required 20L minimum standard per person per day. Since the rainwater harvesting tanks have been erected in Kalobeyei settlement, some households stockpile fresh drinking water in the tanks which will have a negative impact upon overall household water consumption.

²⁸ Annual EUTF Implementing partners progress report. UNHCR 2018



Photo 1 - Easier said than done? Latrines in Kalobeyei Village 3

Limited knowledge about hygiene and sanitation continues to impede healthy living (including disease prevention) for both refugee and host communities. It is estimated that 708 latrine slabs are urgently required to achieve the 1:20 standard. The most severe sanitation statistics come from Kalobeyei settlement Village 3. Hand washing stations exist in some areas but do not feature soap and water.

Lack of **healthcare** is cited as the second most pressing concern by both host and settlement community respondents. 45% of host and 53% of refugee respondents state that a member of their household had been seriously ill or injured over the past six months. The most commonly reported issue is malaria, particularly among hosts. The NGO clinics have become the preferred service providers for medical treatment for both host community and refugees. Access to a facility and economic factors were identified as central in influencing the choice of place for treatment, especially among the host community. Cholera cases were reported during the period of the research, and the Kenyan Red Cross highlighted that they do not have access to contingency funds to scale up for such outbreaks. Indeed, even the most basic medicines are frequently unavailable.

“I have customers everyday coming from the hospital to me to buy drugs. Beyond medication they need to do something about hygiene because it is the cause of so many of the ailments here – diarrhoea, flu, STIs (like syphilis and chlamydia), and a range of skin problems. A day does not pass without getting a patient complaining about STIs, diarrhoea or the need for de-worming”.

Alternative medicine chemist, Kalobeyei

Safety is an issue in Kalobeyei. Refugees and hosts identify different causes of lack of safety overall. While refugees speak of harassment, sexual violence and physical violence, hosts speak of hunger and access to health as diminishing protection. There are hotspot areas which the police are familiar with and where they try to maintain security. The area between Kakuma 4 and Village 3, for instance, has been flagged as notorious for cases of robbery, violence and rape, which limits mobility, feelings of safety, and ability to effectively make use of potential opportunities. Incidents of SGBV were repeatedly mentioned by female and male refugee and host informants, and a police officer in Kalobeyei described them as “a menace”.²⁹ Information from SGBV coordination meeting minutes support such testimonies.

“I cannot say with surety the exact number, but [rape] is a problem in the camp. People prefer solving such cases in non-formal ways. They sit together and agree on the fines to be paid and such things. It is only when they disagree that they come to the police”.

Police officer

²⁹ KII10, [Female, Kalobeyei]

Feedback on police response is mixed. Informants share concerns over police apathy, lethargy to respond and process cases without payment of a bribe. Host community members seem less knowledgeable on the presence of organisations or support services on child protection – only 8% of hosts vs 61% of refugees were aware of such mechanisms.

SAFETY ON HOLD

Evidence from the field demonstrates that lack of health care, food and adherence to child rights are highlighted in the hierarchy of interventions required. All these elements are part of the project design as captured under Results 1, 2 and 4 respectively. Critical milestones have not yet been achieved in terms of child protection, mainly due to delays in the implementation of the activities, particularly in the host communities. The government children’s office at sub-county level urgently requires increased capacity; community structures are not yet well established; and, host community members are rarely aware of available services.

b. Education and livelihoods

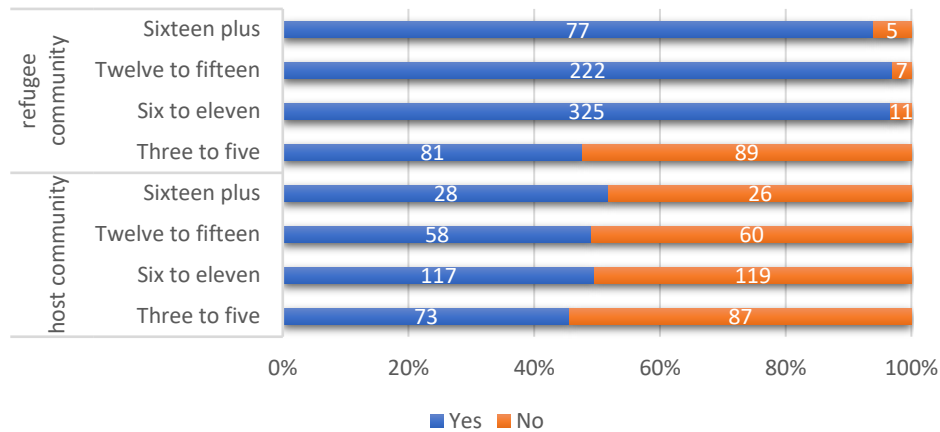
Table 3 - Key indicators for monitoring – Education and livelihoods

		Hosts	Refugees
Education	Regular school attendance	42%	75%
	Fewer than 50 children per teacher	32%	3%
	Quality of education judged high or very high	23%	24%
	Assistance to attend school (uniform, shoes, books...)	5%	14%
	School-feeding programme	46%	47%
Livelihoods	Household w/ a source of income (exc. food sale from ration card)	46%	26%
	Earned redundancy (more than one income earner)	60%	47%
	Average monthly income for HHs with at least 1 working member*	\$60	\$76
	Average reported monthly expenditures*	\$40	\$36

Refugees tend to be more educated than their host peers in the setting of Kalobeyi. When asked whether anyone in the household could read or write, seven out of ten refugees in Kalobeyi settlement responded in the affirmative, compared to only slightly over half of the host community households.

In terms of educational background, if the share of households stating that a family member had completed more than primary school education is approximately the same between hosts and refugees at 30%, the percentage of households with a member having at least primary school education is significantly higher among refugees than hosts. **The education gap at the household level is carried over across generations: only four host children but eight refugee children out of ten attend school regularly.**

Figure 3- Does this child regularly attend school?



In the host community, school attendance is dependent on the literacy rates in the household. Children from families where at least one person is literate are more than three times more likely to be in school than their peers from non-literate households. This difference could not be observed among refugees. Other factors contributing to drop-out include language (classes are in English and Kiswahili, the latter of which is not spoken by most refugees, nor by Turkana hosts), as well as funding needed to cover school fees and uniforms. Girls’ enrolment and attendance is lower than that of boys across the five primary schools accounting for only 41% of the total number of pupils enrolled (6,591 girls and 9,378 boys).



Photo 2 - Kalobeyei Settlement

Serious quality issues remain: Kalobeyei Settlement schools are overcrowded – especially in the lower classes – with an average learner to classroom ratio for ECD and primary classes of 166:1, making it hardly possible to learn.

47% of host community survey respondents are satisfied with the quality of education children receive; whilst only 36% of refugee survey respondents reported satisfaction in this regard – this is possibly a reflection of a lack of their own education and lack of experience in this regard.

In focus group discussions and school observations, students, teachers and parents shared the challenges facing the schools: lack of uniform, overcrowded classes, inadequate latrines and lack of bathrooms, the lack of qualified teachers and of teachers’ quarters, were among the key gaps. Overall, education needs are at emergency levels and should be treated as a humanitarian priority.

Integration is lacking: host community children enrolled in the five primary schools in Kalobeyei account for 1.7% of the total pupil population. Only five boys are from the host community out of the 699 students enrolled in the only secondary school in the settlement.

“There are currently no children from the host community attending school at the child friendly spaces of the Furaha Centre, due to the long distances. Similarly, children from the Somali nationality are not present in the CFS because of cultural and religious differences. (...) The low numbers have continued to decrease because of host communities’ belief that the schools are built for the refugees only. We need to come up with strategies that will include the host community”.

Area manager, Waldorf

EU funds are contributing to the establishment of permanent infrastructure, equipment and supplies, and trained teachers with a focus on aligning these to nationally recommended standards. School feeding is an achievement of the EUTF intervention, and was found to be a great motivating factor for school attendance for both host and refugee children, however:

“Teachers need to realise that the school is not only a feeding centre but an educational one as well”.

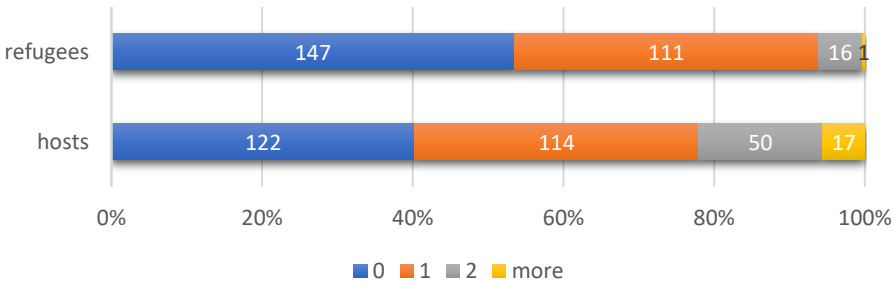
Refugee, Kalobeyei

A WORK IN PROGRESS – EDUCATION UNDER RDPP

Education activities supported are relevant in ensuring that school-aged children access education in line with the Kenyan national system. However, despite efforts, 46% of school-aged children in Kalobeyei are out of school. The sector is facing humanitarian needs, in particular the urgent need to increase teacher-to-learner ratios, reduce overcrowding (to be addressed before efforts to increase access), improve retention and quality. Despite a delayed timeline in education programming (including the construction of permanent structures), positive outcomes include the training of incentive teachers, provision of textbooks, school materials and the feeding programme.

The situation in terms of **livelihoods** is challenging for hosts and refugees alike. Half of the respondents in the settlement and 40% of those interviewed among hosts state having no source of income. For hosts, the most common source of income is trade (27%), while for refugees it is selling food from their ration cards (25%). All other trades are rare. Over half of refugee households but 20% of host households have a family member actively looking for a job.

Figure 4 - Number of income earners per household



Regulations (lack of movement, constraints to cattle ownership and access to land) have a negative impact on food security as well as income levels. There is still a critical dependency on food and cash assistance.

Host and refugees do not have strong reciprocity systems to **borrow** in times of stress. No instances of refugees extending loans to hosts, or vice versa, were found. They do however barter with each other, indicating a foundation of trust especially between host and refugee women which may develop into credit and loans as positive interactions continue. Both host and refugees cited examples of borrowing from traders. Traders are a strong reciprocity tool for informal credit and debt in times of stress, highlighting the importance of building trade networks to enhance this system which promotes positive interaction between traders, refugees and the host community. Traders are increasingly loaning money only to customers they know well and have established an element of trust through prior reliable repayment.

Many of the refugees residing in Kalobeyei have some background in **agriculture**, which livelihood programming actively strives to build upon. Agricultural production is one area of livelihoods where progress has been made, even though results have not met expectations. For the time being, farms are viewed more from the perspective of food consumption than income generation. While the income generating opportunity for sorghum exists, it is a low value commodity in terms of household income and there are other crops which can produce much higher income for farmers in the harsh Turkana environment. Informants mentioned Water a barrier to farming.

PROMOTING THE CHARCOAL VALUE CHAIN: GAINS AND NEGATIVE EXTERNALITIES

The EUTF programme is supporting the charcoal value chain development in Turkana. There has been a shift in the main source of income from sale of livestock and products to sale of charcoal and wood products. On the longer run, the promotion of the charcoal value chain should be questioned considering its negative impact on the environment and the existence of other clean energetic and heating solutions. The development of alternative value chains (including the recycling and waste management one) should progressively be discussed with refugee and host communities.

There is a shared understanding, by both host community members and refugees, of the added value of **vocational trainings** in Kalobeyei.

At the time of fieldwork, 3% of interviewed host respondent households and 17% of displaced respondent households had a household member enrolled in vocational training or an apprenticeship. Focus groups with refugees and host community members confirm that both groups acknowledge the benefits of training and apprenticeship:

"It can make a difference. It also helps you with your decisions and self-confidence. Sometimes, you understand that you cannot work alone or need more skills to achieve your objective. Vocational training is good for that as well".

Male TVET graduate

Informants provided positive feedback regarding joint refugee and host trainings in terms of positive exchange and interaction, and joint refugee and host SACCOs requesting more joint opportunities. In terms of labour market outcomes, the results are less clear. Of those attending trainings, 55% of refugees and 70% of host community survey respondents felt that the trainings would lead to paid employment.

But whilst this may be the perception, many of the graduate respondents had secured work with the agencies that trained them rather than through the open labour market. Hairdressing and tailoring were businesses which were found to be of most entrepreneurial assistance to students. There are doubts regarding the longer-term outcomes and marketability.

Furthermore, host male youth indicated feeling marginalized regarding TVET opportunities. Livelihood working group meeting minutes for January 2018 mention a need to “find a way of reaching out to the host community”. Indeed, given that hosts do not face the same restrictions to business ownership and travel, they should in theory be well placed to benefit from capacity building.

“I plan to attend vocational training but I don’t have the information. Very few people from the host community have this information”.

Male host youth

c. Social cohesion

Table 4 - Key indicators for monitoring – Social cohesion

	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	80%	34%
Have not experienced conflict with the other group in the past month	78%	49%
Have a positive or very positive opinion of the other	59%	29%

Overall, social cohesion indicators show there is room for improvement. One host household in five and one refugee household in two highlighted having experienced conflict with the other group in the past month. While 59% of hosts state that they have a positive opinion of the refugees in Kalobeyei, these refugees regard their hosts with greater scepticism.



Photo 3 - Marketplace - Sudanese women selling, Turkana women buying

Some gains have been made. Host communities and refugees interact and exchange goods daily in the Kalobeyei settlement market. The hospital, run by the Kenya Red Cross and partly funded by RDPP, is a place of equal interaction between hosts and refugees.

Informants recognised the benefit of cultural and sports days as a way for communities to come together, learn more about each other and interact positively. Informants

shared that the market, sports and social days are located in Kalobeyei settlement, noting that such activities would be more akin to integration if they could also be held in the host community.

Perceptions are different depending on gender and roles. Female refugees feel integration is gradually improving while refugee male youth feel it is not. Tensions are partly related to inter-marriage: refugee girls marrying host men. Tensions are also created by the lack of security, as well as illicit collection of taxes and bribes. A curfew has been imposed, adding some degree of security but also potentially fostering underlying resentment:

“Tensions between different refugee ethnicities have reduced considerably since 2017, hostilities used to occur “en masse” largely related to water and misunderstandings as a result of language barriers. Some problems remain, but peaceful coexistence within Kalobeyi has improved. But the curfew imposed is limiting the hosts’ freedom and mobility. They say: “Now you want to curtail our movement?”

Police officer, Kalobeyi

Interactions centred around firewood provide an illustration of the positive and negative aspects of engagement between the communities. On the one hand, firewood has strengthened trade and barter activities, particularly between women; on the other – and more importantly – the relationship between refugees is strained by conflict over scarce firewood resources. Hosts do not tolerate refugees harvesting firewood from the communal woodlands. The above-mentioned serious security concerns, particularly for women collecting firewood, add to the tension.



Photo 4 - Turkana women fetching firewood

IV. How are the needs on the ground being met?

The following section examines RDPP/EUTF activities in Kalobeyi following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity. As of March 2018, a Monitoring and Learning System (MLS) reported the following KISED outputs:

- 62,034 people received a basic social service;
- 38,557 people reached by information campaigns on resilience-building practices and basic rights;
- 19,016 people benefit from professional trainings (TVET) and/or skills development;
- 8,828 people received food security related assistance; and
- 2,177 people assisted to develop economic income-generating activities.

a. Relevance of programme activities

Findings from a recent World Bank study, “The Economics of Hosting Refugees,” have played a key role in informing the project’s design. A key finding of the study was that refugees have a net positive effect on the welfare of locals. Another socio-economic study, “Yes, in My Backyard,” highlighted the gains to the economy in Turkana County as a direct impact from the presence of Kakuma camp refugees.

Kalobeyi as a vision is relevant to the national and local contexts: it is aligned with the policies of the Government of Kenya, and adapted to the devolved government process, which aims at bringing the government closer to people and support local authorities in responding to challenges and obstacles to local development and inclusion. It has already shown a process of inclusion and adaptation to the local context notably through community consultations and local support in providing land for the settlement; and secured buy-in from host community merchants and traders to set up activities, shops and trade with refugees within the settlements.

All EUTF / RDPP intervention in Kalobeyi and surroundings are considered to be relevant to the context and to the provision of basic needs. However, greater coordination among donors and funding shifts are required as humanitarian funding is direly needed to support the Kalobeyi intervention, and to avoid development funding going into humanitarian activities.

The **healthcare and hygiene awareness** component is aligned with national policies (universal health coverage) and devolution. The process has shown inclusion and adaptation to the local context through community dialogue and provision of land for construction of the clinic. It is in line with the community request to address distance to healthcare as a key obstacle to addressing their health needs. However, despite its relevance ‘in theory’, outcomes will be difficult to foster given considerable obstacles related to the lack of water and infrastructure planning.

In the same vein, **livelihoods** activities suffer from a lack of water needed for an agriculture-based livelihoods approach, and development planning has not progressed to the degree needed to ensure that the settlement does not become another camp setting in Kenya. Kakuma remains the main market place. It could not be ascertained that the trades taught in TVET classes are the most relevant given the local labour market and that they do not duplicate efforts by other actors. The absence of legal working opportunities for refugees further threaten relevance of technical training activities.

The focus on **food security** is crucial given the constant pressure to meet daily household food needs among host and refugee households.

Agricultural activities for the moment appear to be biased towards support of host communities, with all three existing irrigation schemes planned and targeted for support in Lodwar; for the 400ha farm

benefiting mainly refugees, no irrigation water supply development has been realised to date. A sustainable fuel and fodder value chain is urgently needed given protection concerns raised over access to energy.

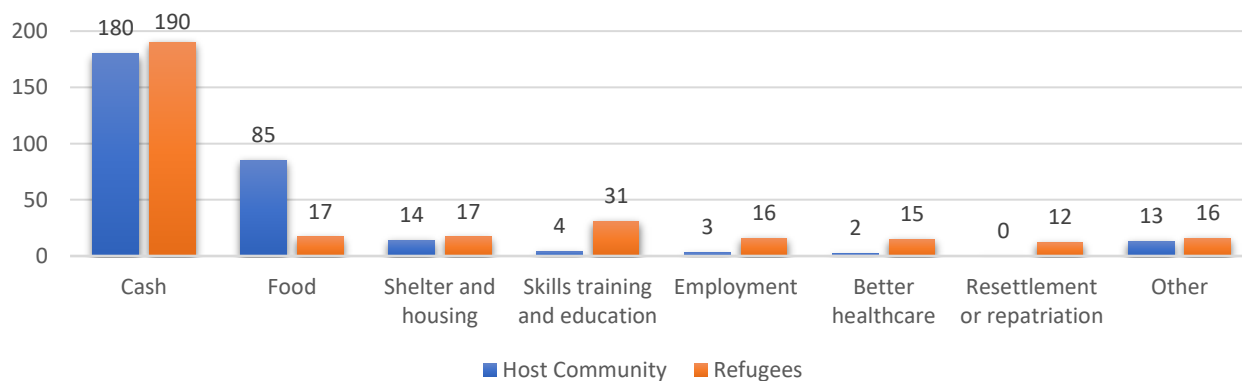
The government acknowledges that the **education** component is also ripe for intervention. In June 2018, the Cabinet Secretary visited Kalobeyei to look into opportunities for synergies with government policy, notably in terms of curriculum, as well as teacher availability and sources of funding. The relevance to the beneficiaries is clear, although dampened by the urgent need to address teacher to learner ratios and overcrowding. Relatedly, child protection remains a humanitarian priority whose significance no one disputes.

Overall, it seems clear that **not all sectors are ready for a development approach**. As a result, there is a need to change the initial project design to bring humanitarian funding to support key sectors such as health, food / nutrition security, and education, where humanitarian needs still dominate in terms of:

- A lack of medication and equipment for health services in Kalobeyei.
- Hundreds of latrine slabs urgently required to achieve the minimum standard.
- A delay in irrigation support to the 400ha farms in Kalobeyei.
- A clear over-crowdedness of schools and inability to attract host community children to schools.

When asking hosts and refugees directly which kind of support would be the most welcome, by far the most desired is the ability to be a part of the local economy, in line with the vision behind Kalobeyei. Indeed, rather than vouchers or food rations, cash transfer is preferred by respondents, allowing choice of products and giving options to beneficiaries to buy preferred products at lower prices.

Figure 5 - Needs assessment among both host community members and refugees



'Other' includes: 'clothes, firewood, animals, seeds and tools, security'

b. Adaptiveness of programme structures

The KISED approach is in its early stages and requires traditional humanitarian actors to adopt new ways of working, adaptive programming design and implementation based on lessons learned. Challenges faced thus far include limited government ownership, an unforeseen influx of refugees from South Sudan, difficulties around coordination and lack of specialised staff.

These unforeseen factors underline the need for improved implementation of the humanitarian-development nexus in Kalobeyei. For example, livelihoods is currently undertaken with a development approach while other sectors, such as education, require humanitarian interventions. Shocks experienced, such as cholera outbreaks, require flexibility and adaptation, underline the importance of long-term planning combined with strategic humanitarian injections. An example of flexibility to the unforeseen gravity of the context is WFP's adaptation of the school meals project, which has been moved to an emergency programme status in recognition of the fact that national counterparts are still unable to shoulder responsibility in this regard.

Improved adaptiveness is required in the domains of education and child protection, for instance to change the fact that host children are not attending schools that they perceive built for refugees. The project delivery modalities require revision and adaptation to incorporate the needs, profiles and practices of the host community, most notably dormitories, and a school bus to pick and drop host community learners to and from schools.³⁰

c. Coordination

Coordination among the **IPs** presents critical challenges. Through the review of sectoral meeting minutes, strategies, workshop participation and key informant interviews, it was established that that meetings and staff in most sectors combine Kalobeyei/Kakuma despite the differences between a camp approach (Kakuma) and an integrated settlement approach (Kalobeyei).³¹ This has been attributed to a funding shortage. Additionally, NGO staff who were looking after one particular element of a programme (i.e. child protection) have now absorbed other responsibilities (i.e. youth programming). Combining several geographic areas and thematic areas under one position has overstretched capacity, whether it be to respond or to coordinate. The Health and Nutrition meeting for February 2018 is an example: With nine agencies plus government actors all present in the same meeting, it is difficult to ensure quality discussion covering Kakuma, Kalobeyei and the host community. Sectoral strategies require separation. Given that stakeholders active in Kalobeyei are fewer than those working in Kakuma, efficiency gains could be made by allowing them to focus their discussions on that context in particular.

The use of different operational concepts such as self-reliance, resilience, socio-economic development, integrated approach, sustainability does not help in the development of strategies and plans. There is a need for actors to agree on a uniform terminology which can then be the foundation for policy, planning, monitoring, adaptation, programme design and articulate more succinctly the LOGFRAME. One NGO mentioned the frustration of reporting zero progress to a donor "when actually a lot of work was being done". There is a need to establish a stronger way to reflect relationship / institution building activities in particular. Process outputs would assist in capturing these critical components of agencies' work and time. Coordination with the **county governments** leaves room for improvement.

³⁰ Built with EU funds, Nationokar primary school is situated in the host community and dormitories are available, making it easier to access for host children from nomadic households or from further afield to benefit from an education there. This type of model should be expanded, especially in view of the large number of refugee learners from Kakuma 4 attending the school.

³¹ The UNHCR Protection Unit is an exception, with dedicated Kalobeyei staff.

“What agencies have done is pass information about KISED/Integrated approach to senior administrators at the sub-county level through meetings. But they have not explained what this approach is all about and how to implement it in detail”.

Government official Kakuma

At the time of the baseline, UNHCR did not have a presence in government county coordination meetings at the Lodwar level. At workshops and over the course of consultations, government representatives expressed a lack of ownership of the KISED/ CRRF / RDPP project. They feel their attendance in meetings is not a productive use of their time; they feel isolated and excluded from decision making processes. Members of sub-national government desire joint planning, decision making and problem solving. This is understood by the agencies, but they do not feel they have been afforded the time or skills to adopt it fully. Government informants specifically requested more information and strengthened knowledge on the role of education in social cohesion and the role of government in integrating host communities and refugees. These questions demonstrate a lack of understanding of roles and responsibilities.

All informants shared that they had not seen or contributed to the County Development Plan, a gap which they identified as a barrier to additional fundraising and decision making. The KISED 5-year plan, released in late 2018, is one opportunity for agencies and government to come together within this framework and develop a joint way forward.

Finally, coordination with **beneficiaries** for ongoing activities still represents a significant gap. Informants shared that they do not feel their voices are heard, they felt that issues raised with leaders are not adequately addressed to agencies or lack feedback regarding the outcome of the decisions made or actions taken. Host community leaders also felt that they were not heard by the government or agencies. This demonstrates a strong need to improve community feedback mechanisms in Kalobeyei. These depend upon context, culture and protection, and must ensure that the mechanism is safe for people to engage in without fear of reprisals or stigma. UNHCR is implementing a WhatsApp group for beneficiaries to send and receive feedback on all issues. While this is an advancement, it may not be the best method for SGBV or other protection related issues requiring referral. NRC’s Information Counselling and Legal Assistance (ICLA) service is recognized by informants as a “go to place”. This platform could be reinforced to function as a physical community feedback mechanism to compliment UNHCR’s virtual one.

d. Capacity building and local ownership

Local ownership mirrors the findings set out in the coordination section above. For the time being, to the extent that the Kalobeyei model is understood, local authorities feel that they are here to support and implement, rather than take a leadership role. This is illustrated by the type of concerns raised, for instance, as regards targeting of beneficiaries.

Examples of double dipping and exclusions were brought up by government key informants particularly in the livelihoods sector. This is related to a significant number of activities being centred in Village 1, while Villages 2 and 3 remain underserved. Host community targeting is primarily focused on Kalobeyei’s centre, while populations living around the immediate periphery of the Kalobeyei settlement feel under engaged and isolated, despite their proximity to the settlement.

Who receives what, when and why ought to be communicated with a greater degree of transparency to both government and the beneficiaries themselves: communication and feedback loops are vital to the project and its long-term goals. Local ownership will only be achieved once local counterparts have both the knowledge and the authority to effect change, for instance as concerns targeting of beneficiaries.

The mid-term review highlighted that, to bring about local ownership, the government needs to be in the lead in terms of elaborating a theory of change for actors to contribute to in Kalobeyei. In turn, the need to support local actors such as the Kenya Red Cross was identified as a critical element of capacity building in Kalobeyei, in terms of the health sector. Capacity building can translate into local ownership, but the process also requires that both elements – capacity and leadership – are invested in in parallel.

e. Effectiveness and sustainability

Effectiveness asks whether planning is adequate to produce the intended objectives. This question must be posed particularly in the domains of education and child protection. In the former, stakeholders have not adopted the schools as joint or integrated service yet. In the latter, critical milestones have not yet been achieved, due to delays in the implementation of activities at the time of the baseline, and a gap in child sensitive analysis to inform livelihood interventions. Referral pathways have not led to an improvement in child protection. For other interventions, effectiveness will be assessed at the endline stage.

The desk review illustrates that project documents emphasise how various actions of the project are designed with sustainability in mind. In practice, however, sustainability is fragile overall and most at risk in the domains of health and economic well-being.

The county government does not consider the clinic attractive enough to progressively take-over this component of the Kalobeyei intervention. The Kenyan Red Cross requires dedicated support as well to upgrade its capacity to deliver on populations' health needs. Development partners were vocal about the lack of sustainability of a vocational training approach handled by humanitarians without a long-term plan to integrate them in a labour market. Community structures are not yet sustainable. There is a need for agencies to first map existing committees, assess their capacities and transition them to community-based organisations.

Overall, the county government is overstretched in meeting all sectoral needs and requires greater support in terms of resources and capacity. Without planning and better coordination, the overall impact and sustainability of the Kalobeyei intervention will be limited. A negative perception of the integrated approach runs the risk of undermining the process. Balancing immediate lifesaving needs with political and structural needs can be overwhelming, particularly when separation of duties and required resources are not clearly outlined for all actors.

V. Conclusion and recommendations: Ways forward to 2020

The findings above provide a snapshot of the situation of RDPP Kenya in the spring of 2018, through data collected both at the baseline stage and extracted from the mid-line review funded by the EU. Different actors have different roles to play in building capacity and effectively implementing RDPP; the following recommendations provide actionable points for these actors to address weaknesses that have been highlighted and build upon the strengths of the project.

Structural recommendations for donors, government and implementing partners

NEED OR CHALLENGE	RECOMMENDATION
<p>Basic needs have not been met and remain an obstacle to longer-term objectives.</p>	<p>Bring humanitarian funding to meet basic needs while planning for longer-term needs: The programme would be more effective had basic needs first been achieved. Child protection, education, health and WASH require emergency funds. RDPP can focus on livelihoods, food security and capacity building while humanitarians take forward the remaining sectors.</p>
<p>Planning occurs in silos and often focuses on short-term solutions.</p>	<p>Develop a comprehensive multi-annual joint implementation plan: To enhance the effectiveness and efficiency of Kalobeyei interventions, a comprehensive implementation plan is needed until 2022 in line with the scheduled election to harmonise government, donor and agency efforts. Traction is required before the lead-up to the election in order to ensure the productive continuation of KISEDPP going forward. Joint implementation and planning will greatly assist in addressing beneficiary targeting, double dipping and economising limited resources and ensuring value for money.</p>
<p>IPs, donors and stakeholders have a different understanding of what the overall impact-level objectives of the programme are.</p>	<p>Adopt a common theory of change led by the government: Defining the vision, the theory of change and agreeing on core elements and collective outcomes are a strategic need in Kalobeyei. One common goal and a shared learning culture are needed. A full-time learning partner should support different partners in monitoring collective outcomes.</p>
<p>Data is not shared in a harmonised and transparent fashion. The environment of data ownership hinders learning and accountability.</p>	<p>Make data sharing and financial transparency a requirement for funding, and develop and adopt data sharing protocols at all levels: The lack of data sharing has created inefficiencies. Multiple data collection activities, overlapping among agencies and the lack of a common database is inhibiting the impact of activities. Existing data should be shared while safeguarding the beneficiaries themselves. Donors are encouraged to mandate data sharing as a contractual stipulation when funding assessments, evaluations and baselines.</p>
<p>Funds are centralised with UNHCR, limiting autonomy of other partners.</p>	<p>Strengthen bilateral funding to partners on the ground. Bilateral funding will strengthen partnerships through a more balanced footing between actors. This includes bilateral funds to the county to increase autonomy, capacity and contribution towards KISEDPP.</p> <p>Bring financial transparency to improve coordination and planning. Funding streams include the government of Kenya’s budget to Turkana county, EUTF and bilateral donor funding through UN agencies and to implementing partners, development funding from the World Bank to the government of Kenya. To avoid duplication, a financial mapping of resources in Kalobeyei / Kakuma is necessary to allow for targeting of funding.</p>
<p>Responsibilities are not clarified in line with the ‘One UN’ approach.</p>	<p>Agree on a split of responsibilities under the One UN approach with technical leads for each result to accompany government and one overall coordination lead (UNHCR). We recommend that UNHCR focuses on its key mandate – protection – and maintains its traditional coordination role for all sectors in Kakuma, thus contributing to sectoral interactions.</p>
<p>A crisis modifier has not been planned for to contribute to absorbing an extreme shock.</p>	<p>Provide contingency funding for emergencies and to protect project gains. This plan, pre-agreed between the donor and partners, could include a contingency funding mechanism to enable early action and mitigation in the face of shocks (2.5-5% of the overall budget). This could apply to such shocks as drought, cholera outbreaks, inflation, or a sudden influx of refugees, without affecting the funds already allocated to integration programming.</p>

Specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
For a number of activities, priority has been given to village 1 over other camp areas, and the surrounding zone.	Increase support to Villages 2 and 3 and the host community: Implementation has focused on Kalobeyei village one, with other areas being marginalised. This is affecting equal access to services for beneficiaries and agency neutrality.
Lack of gender-focused interventions.	Engage with women and mainstream gender analyses. Stronger efforts are required to include women in the project cycle. Consideration for how projects affect gender roles, whether overburdening women, demasculinising youth or reinforcing traditional power dynamics such as girls' exclusion in higher education must be taken into consideration. Gender-sensitive analysis can be part of a larger conflict sensitive analysis in each sector.
The lack of adapted coordination structure.	Increasing the role of other partners in the Kalobeyei coordination process is critical, with UNICEF, WFP and FAO taking on lead roles in their specific sectors in order for information sharing and activity targeting, information sharing and learning to be more effective and efficient. Additionally, we recommended that stronger inter-agency linkages are established to incorporate cross cutting issues. The new way of working requires a new way of approaching coordination.
Develop and adopt data sharing protocols at all levels.	Develop and adopt data sharing protocols at all levels. Modalities need to be realised for existing data to be shared while safeguarding the beneficiaries themselves. Improved data sharing modalities will increase transparency, reduce inefficiencies and strengthen programme design, implementation and monitoring. Donors should mandate data sharing as a contractual stipulation when funding assessments, evaluations and baselines

Activity specific recommendations for implementing partners

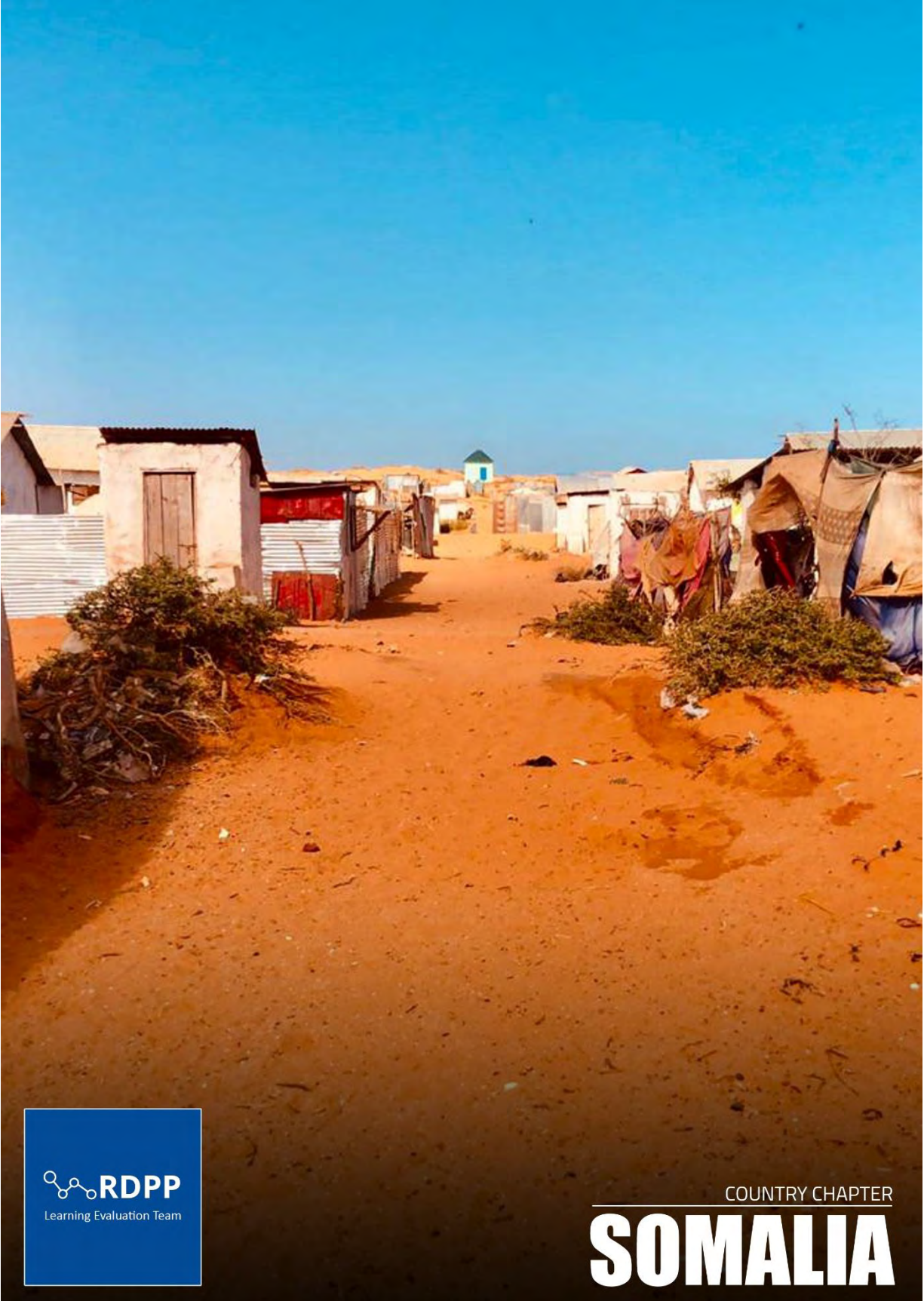
NEED OR CHALLENGE	RECOMMENDATION
For health-related activities, gaps in integration into the county services and capacity building.	Slowly start transition of healthcare. Now that the infrastructure for the clinic is available, plans (short, mid, long term) to transitioning responsibilities of the health service provision to the government need to advance. The Kenya Red Cross will require significant support in this regard.
Linkages between WASH, health and nutrition activities are weak	Raise awareness and build capacity. Sanitation and hygiene practices should be reinforced to prevent the spread of preventable diseases whose incidence has been recorded in the area. While the supply / resource components are addressed, the demand needs to be better understood. Public information activities already implemented in Kakuma should be expanded to Kalobeyei. While in coordination meetings the link between food security and health is jointly treated, in the RDPP project activities this is not sufficiently the case.
Irrigation infrastructure investment focuses on Lodwar over Kalobeyei.	Realign support to include refugees. We recommend that the RDPP programme scale down infrastructure investment outside Kalobeyei and enhance such investments in Kalobeyei; we further recommend that funds be invested in training to empower beneficiaries with an eye to allowing farmers to contribute to infrastructure repair and maintenance themselves. This would improve the overall sustainability of the farms.
The planned agricultural input fairs risk suffering from lack of cash.	Shift modalities from in-kind to cash distribution. Shifting from in-kind distribution of inputs to cash distribution to farmers would allow them to more easily access agricultural inputs. The EUTF programme may support the inclusion of micro-lending to selected agro-dealers through targeted loan guarantees to micro-finance institutions.
Host community teachers are under-represented in the teaching staff at schools.	Target host community teachers for hiring and training. Increasing the number of host community teachers and training them can support the integrated approach and create greater buy-in among the host population.
Host community members seem to consider the schools as being for refugees, and not as a common or shared resource.	Raise awareness of schools among host community. Schools are now being built nearer to the host population, but beyond greater proximity, greater awareness raising and information sharing on the EUTF education portfolio will allow for a better access of host children to schools and will, in turn, create stronger synergies with the local county government.
Livelihoods and TVET activities are not based on a common baseline. Data on labour market needs exists but has not been consolidated.	Diversify the approach to TVET. Strong leadership with a focus on economic systems and economic empowerment is needed in addition to a common baseline, labour market and value chain analysis to inform project design and a funding strategy. A household economic analysis would assist in the development of household wealth rankings to inform livelihood actors of different levels of support required.

Annex 1: Limitations of the research

The research team faced the main challenge of identifying and meeting with key district officials, making the process of obtaining authorisations and setting up key informant interviews time consuming. On occasion, 'sitting allowances' were requested in exchange for participation in workshops and focus group discussions. These requests were not met, limiting the participation of some individuals.

A challenge faced by researchers in the camp consisted of the enumerator team's language abilities. Enumerators between them spoke English, Swahili, Dinka, Nuer and French. Certain minority languages (such as Bari) could not be covered by the team, which might have led to the exclusion of certain households (though on several occasions a household member volunteered to translate for an interview.)

The baseline research was conducted before the separate EU-funded mid-term evaluation conducted by Samuel Hall, which included a quantitative survey. The figures presented in this report stem from the data collection conducted for this purpose.



COUNTRY CHAPTER

SOMALIA



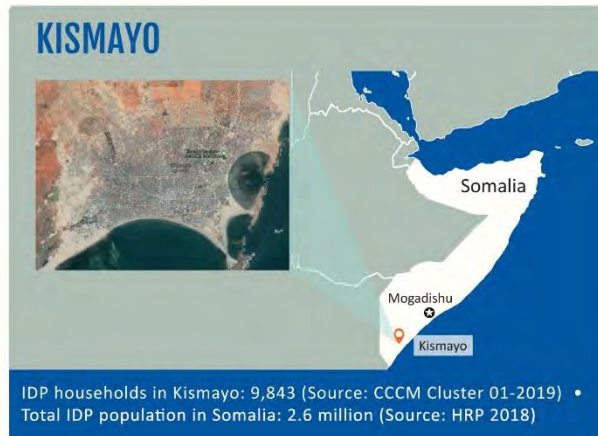
Baseline Study Somalia

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.






Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

BASELINE

July 2018 • Case study and focus group discussions • Key informant interviews with main stakeholders



KEY FACTS AT A GLANCE: KISMAYO

 <p>Population Rapidly increasing population due to refugee returns and internal displacement.</p>	 <p>Health A pressing concern – limited access for those living on the outskirts.</p>	 <p>Food security Food security is a core priority, particularly for IDPs and especially after droughts.</p>
 <p>Water 22% of households more than 500m from a water point. Water is expensive and often undrinkable.</p>	 <p>Safety Unlike its immediate surroundings, Kismayo is relatively stable.</p>	 <p>Education A significant gap: in 2017, 6% of school-aged children were in school. Demand vastly exceeds supply.</p>
 <p>Livelihoods Very limited. Agricultural sector and livestock gravely impacted by severe droughts.</p>	 <p>Migration Intentions Explicit plans to migrate are rare for hosts, returnees and IDPs alike.</p>	 <p>Social cohesion Stronger for majority than minority clans. Under threat as arrivals strain limited resources.</p>

VOICES FROM KISMAYO

“ We have very limited job opportunities because employers do not know us, and they would rather give a job to someone who is a relative or they already know. I usually call this the 2 R’s: relationship and relatives. That is how you get a job around here. ”

- Youth male returnee, returnee FGD

“ We have water from our own wells, but can’t drink it. The entire community shares water problems. A significant number of people among the host community do not have clean water taps. Even host members who have the capacity to pay for clean water don’t have the opportunity to set up water pipes for their households, due to water scarcity and limited service. ”

- Adult male host, mixed FGD

“ We have no documents. The few we received previously have been lost in the civil war. ”
- Adult female IDP, IDP FGD

Source: Samuel Hall / ReDSS (2019)

RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS



RELEVANCE

Education, livelihoods, water and tenure rights represent priorities for community members, but have been gravely delayed. A strategic focus on governance and support to local authorities is an important gap.



ADAPTIVENESS

Delays in implementation have resulted in the need to fit three years of programming into two years. Lack of flexibility in both funding and timeline limits adaptiveness.



COORDINATION

Planning has moved forward while government policies were developed in parallel. Lack of coordination hampers durable solutions planning. Workshops and coordination meetings require clearance by intelligence services.



SUSTAINABILITY

Sustainability will depend on buy-in and ownership by local authorities. Links to other existing initiatives can contribute to longer-term impact.

MAIN TAKEAWAYS

OVERALL

The foundations for an integrated approach are in place.

A strategic focus on governance and support from local authorities is needed.

STRUCTURAL

Identify and build more robust relationships with key local authorities.

Share information and contribute to ongoing participatory processes.

ACTIVITY SPECIFIC

Raise teacher morale through capacity building, consultations and review of remuneration.

Improve WASH standards in coordination with the Ministry of Planning.

Perform skills audit and value chain analysis, engage with private sector.

DONORS

Reallocate funding to learning and planning.

Align programmes to evolving national priorities and policies.

RDPP in Somalia: The case of Kismayo

Presentation of the case study: scope and methodology

This chapter presents a snapshot of the Regional Development and Protection Programme (RDPP) in Somalia through the case study of activities in Kismayo. It is based on qualitative data gathered in Kismayo in July 2018 and on further research conducted together with Regional Durable Solutions Secretariat ([ReDSS](#)) [on a solutions analysis update in Somalia](#), the aim of which was to provide an up-to-date assessment of the context. It will be followed by an endline in 2020 to assess the impact of efforts funded by initiatives under the RDPP umbrella.

The objectives of RDPP in Somalia are to address sustainable return and reintegration of returnees and internally displaced persons (IDPs) in Kismayo through state building and basic service provision. Actions target key vulnerable populations among the displaced and host communities. Target areas are Jubaland state and the city of Kismayo specifically, including the IDP and returnee settlement of New Kismayo.

Activities under RDPP in Somalia focus broadly on durable solutions, which in the context of Somalia relates to policies, programmes and plans that work to achieve sustainable (re-)integration.³² The programme targets implementation at household and individual levels, as well as on creating legal structures and institutional frameworks to strengthen governance on durable solutions. The objective of the first year of the RDPP activities was focused on state building and basic service provision to facilitate sustainable reintegration. This included activities in the sectors of education, livelihoods and TVET, and WASH, with a particular focus on youth.

This report is divided into four sections:

1. **Key messages** highlight fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
2. **A narrative of the context** within which RDPP is happening in Somalia, and more specifically in Kismayo and New Kismayo, highlighting key specificities that inform the lives of host, returnee and IDP communities and stakeholders in the city and state.
3. **The presentation of key qualitative data and indicators** that will allow the assessment of RDPP's impact in Kismayo
4. Finally, **recommendations** are presented that address gaps and challenges highlighted in section three and provide a path for ways forward.

³² ReDSS (2018). *Collective Learning for Durable Solutions in Ethiopia*.

I. Key messages

Kismayo has experienced and continues to experience significant returnee and IDP arrivals. While relationships between hosts, returnees, and IDPs are relatively stable, setting up integrated services has been a challenge as new districts have been set up to accommodate the influx of arrivals. Livelihoods and education programming has failed to adequately address the specific needs of communities and partners, and the quality of services has often been considered low.

In spite of these challenges, the foundations have been laid for an integrated approach: a basis of peace, security and infrastructure is present and acknowledged by all. More needs to be done now to strategically plan for the next steps of RDPP implementation. Reacting to delays by rushing implementation needs to be carefully considered, efforts may backfire and be a disservice to effective coordination, community engagement, and participatory planning. Feedback loops are lacking and have to be integrated into the proposed timeline and local resources as further activities are implemented.

The baseline country report focuses on key areas of action – both sectorally and programmatically:

1. The focus of the first year of the RDPP activities in Kismayo has been on state building and basic service provision to facilitate sustainable return and reintegration. However, missing from this side of the equation is a **strategic focus on governance and support to local authorities**, a coordinated plan for the second year, as well as sufficient **communication and engagement with stakeholders**. Local government is invested and expresses a strong desire to be actively involved; both hard and soft capacity development need to be considered and supported in light of local needs.
2. **Access to services can be strengthened across education, health and shelter**. While education infrastructure development plans have been elaborated, they are insufficient to meet the demand. Other barriers remain to be addressed, notably in terms of services provided to pupils, training for teachers, and overall coherence of curricula and salaries. On health, the significant investments in WASH will be assessed during the endline phase. As for shelter, moving towards a housing approach is critical, learning from other durable solutions initiatives to ensure that expectations over access to services are better addressed, principally for women and youth.
3. **A revised approach to skills training and livelihoods is required** so that programmes are designed to integrate key features of local market systems and value chains that have the most potential to support not only the displaced but also local economic development plans. Partners on the ground are encouraged to learn from best practices including within the consortium set-up and revise the approach for the remaining time under RDPP. Adaptation is required and can lead to more sustainable results.

If overarching elements surrounding alignment, communication, coordination, and adaptation are improved, the Jubaland Solutions Consortium (JSC) partners will be better equipped to implement innovative and interdisciplinary programming with effective buy-in from local authorities. There is an opportunity to think more creatively about what the RDPP consortium can do. This includes taking the time to lay the foundations and testing new ideas and approaches, notably on skills audits and tracer studies, value chains, and the inclusion of marginalised populations. These opportunities must be seized in coordination with the government, teachers, trainers, displaced women, youth, and men.

II. Returning to Kismayo

Refugee returns are a prominent feature of the Somali displacement context in general and in the port city of Kismayo in particular. As of December 2018, an estimated 87,000 refugees have returned to Somalia.³³ The majority of these returnees come from Dadaab camp in Kenya, but the improved security situation and opportunity growth in Kismayo has also attracted returnees from Yemen, Djibouti, and Ethiopia.³⁴

In addition, Kismayo is host to internally displaced people (IDPs) forced out of their homes due to drought, famine, and insecurity. These numbers have experienced a downward trend over the past two years, but they remain considerable: a joint IDP site verification in January 2019 counted a total of 133 IDP sites hosting at total of 9,843 households in Kismayo, down from 134 sites in September 2018.³⁵



Figure 1 - Location of study

As a major entry point for returnees and IDPs, Kismayo has seen a growth in the need for additional services to cater for the increasing population, in particular in the sectors of land and shelter, livelihoods, health and education. In order to address initial concerns regarding access to shelter for new arrivals, the Jubaland authority has provided permanent land for the establishment of two new settlement sites: those of Via Afmadow and of New Kismayo. Under the leadership of the Jubaland Refugee and Internally Displaced Person's Agency, the settlements have sought to better integrate returnees and IDPs with land allocations, stronger security, and a sense of social cohesion.

Beyond these measures, Kismayo is seen as a relatively attractive destination by host community members, returnees, and IDPs. While the greater Jubaland state remains largely controlled by Al Shabaab, the Kismayo government has retained power and a relatively stable level of security in Kismayo itself. As one host community member puts it:

"The first thing that you will realize while in Kismayo is the peace and relative security across town. The surrounding villages are threatened by insurgents. But generally, life here in Kismayo is good thank God".

Male Host Community Member

³³ UNHCR (2018): *Somali returnees from Kenya at 30 November 2018*

³⁴ UNHCR (2018): *Somalia Repatriation Update, 1-30 June 2018*

³⁵ IOM (2018): *Somalia: Verified IDP Sites in Kismayo - September 2018*

Kismayo and Jubaland state remain severely affected by drought. The World Bank estimates that the total effects of drought in Jubaland state alone would exceed USD 508 million in damages and losses in 2018.³⁶ The agricultural sector, in particular livestock, has suffered the most with wide ranging consequences, including declines in agropastoral livelihoods and increased food insecurity.³⁷ The emergency context created by this drought has impacted RDPP activity timelines, as partners and government stakeholders have had to put implementation of an integrated approach on hold in order to respond to urgent humanitarian needs.



Photo 1 - Dry coastal town: Street in Kismayo

The focus of the first year of the RDPP activities was on state building and basic service provision to facilitate sustainable return and reintegration under the JSC. This consortium is led by NRC in partnership with Concern Worldwide (CWW) as well as the Jubaland Foundation (JF), a local non-governmental organization which works outside of Kismayo. JF is active specifically in Admadow and Dhobley districts of Lower Juba region, CWW in the Belet-Hawa and Baardhere districts of the Gedo region and NRC is leading the work in Kismayo and Afmadow/Dhobley. Linkages between the two strands of the consortium’s work – assistance and institutional support – were still to be fleshed out at the time of the baseline. Specific activities accomplished as of the spring of 2018, mainly by NRC under the Jubaland Solutions Consortium, include activities in the sectors of WASH, TVET, Education, and Information Counselling and Legal Assistance (ICLA).

Table 1 - RDPP Activity in Somalia

SECTOR	ACTIVITY	IP	
WASH	Hygiene promotion campaigns	NRC, JF, CWW	
	Construction/rehabilitation of gender segregated latrines in two schools, hand-washing facilities		
	Distribution of sanitary kits for girls		
	Rehabilitation of two shallow wells		
TVET	Vocational Skills Training programme for youth	NRC, JF, CWW	
	Entrepreneurship trainings		
Education	Teacher training		NRC, JF, CWW
	Activities to boost enrolment		
	Development of classroom infrastructure (rehabilitation / construction)		
	Distribution of educational materials		
ICLA	Information provision on housing and legal rights, including monitoring of forced evictions	NRC, JF, CWW	
	Construction of a working space for supporting legal consultations		
	Dispute resolution training		

³⁶ WB / EU / UN / GFDRR (2018). *The Somalia Drought Impact & Needs Assessment and Recovery & Resilience Framework*.

³⁷ RedSS (2019). *Somalia Solutions Analysis Update*

III. Evaluating needs on the ground

The Kismayo population is young, with well over half of the inhabitants under the age of 18, and vulnerable: a 2017 assessment observed that 55% of households included a pregnant or lactating woman among them, and one in five had a disabled or chronically ill family member.³⁸ A third of the households profiled in the same study stated that they were not originally from the community they resided in.

The following sections examine baseline data (from secondary sources and primary qualitative data collection)⁹ across a range of relevant categories. Covering both humanitarian ('basic needs'), as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities (this is the case for water / hygiene, education and TVET as well as social cohesion) in Kismayo, while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

a. Basic needs

Although not directly addressed through RDPP, **food security** is a core priority for Kismayo households. This is particularly true for IDPs, who face significant challenges in accessing food – in a 2017 REACH study, 56% of surveyed households claimed to be facing regular difficulties purchasing food items. While malnutrition is not as significant in Kismayo as in other parts of the country, the same survey found that 21% of children suffered from moderate malnutrition, and 4% of children from severe malnutrition.³⁹ While agricultural activity such as river farming has been a traditional source of food and income in the greater Jubaland state, recent drought and security issues – including Al Shabaab's continued control of the area outside of Kismayo – has had a negative impact on this activity and any harvests that may have resulted from it. This has in some cases been a factor in movement to Kismayo from other parts of the state, even as food in Kismayo is more expensive and difficult to access.

“Before we came here, we were farmers. I used to grow my own food. But Al-Shabab chased us from our villages. That’s when we came to Kismayo. But life here is very expensive”.

IDP Woman in Kismayo

Returning refugees receive six months of food assistance from UNHCR on their return. IDPs and host communities do not formally have access to this assistance, although there have been some anecdotal reports that during actual distribution of food aid the lines between these groups are blurred. Food access remains a concern for most households in one form or another – this is indirectly addressed by RDPP in the form of vocational and livelihoods activities.

³⁸ REACH (2017). *Joint multi-cluster needs assessment: Kismayo district profile*

³⁹ *Ibid.*

Also not directly addressed through RDPP yet strongly linked to the outcomes it can aspire to achieve is **health**. Better access to healthcare is needed, in particular for IDPs. While Kismayo has one main referral hospital and several other health centers or clinics, these facilities are mainly found within the city limits and near the centre. Community members in the suburbs or in villages surrounding Kismayo may find themselves needing to travel longer distances to access health services. Informants spoke of needing to travel long distances on foot in order to deliver one’s baby. IDPs in particular face difficulties accessing health services, sometimes needing to travel long distances to reach adequate health support.⁴⁰

Kismayo General Hospital functions as an emergency health service, admitting and offering services free of charge to patients with emergency health needs. However, patients with chronic or less immediate health needs, such as those suffering from malaria, diarrhea, or TB find their access to these health services much more limited and costlier. Even if medicine is provided, it is often not trusted.

“My younger daughter has been sick for the past two months. I took her to different medical centres within Kismayo and now I am looking forward to taking her to Mogadishu for treatment as soon as I receive money from her father who is in Dadaab. The medicine in Kismayo is Chinese - it has no quality at all”

Host Community Woman in Kismayo

Returnees highlighted the gap between the quality of health care received in Kenya’s Dadaab and the health care provided in Kismayo. This was especially true when it came to maternal healthcare in Kismayo: at least one focus group participant had lost both his wife and child due to the lack of access to Maternity Health Care provision. While a new health centre is being built in New Kismayo, other mobile forms of clinics and access to health care need to be provided.

RDPP is indirectly contributing to the underlying factors leading to health problems through its WASH component. **Water and sanitation** have an impact on health, and access to clean water remains one of the major challenges identified by key informants. Issues raised include distance to a water source, the cost of the water and its quality. The Durable Solutions Programme reports that in Kismayo East and Kismayo West, a total of 22% of households are more than 500 metres away from a water point, exceeding Sphere standards for suggested maximum distance to a water source.⁴¹

⁴⁰ *Ibid.*

⁴¹ DSP (2018). *Programming in service provision*



Photo 2 - Donkey cart selling water in New Kismayo

When water can be accessed at all, it is often salty and undrinkable. Most community members have to pay for clean drinking water; for those who do not have livelihoods or income, this is an insurmountable obstacle to their health. FGDs reveal that the most vulnerable community members find themselves without any access to clean drinking water at all.

Water and sanitation facilities in Kismayo serve a large population, including communities coming from Al Shabaab-held areas in search of assistance.⁴² Returns from Dadaab have put additional pressure on the already limited WASH facilities that are in place. The Jubaland state more broadly is a hotspot for WASH-related health

issues such as acute watery diarrhoea and cholera. Ineffective waste management contaminates both surface and groundwater resources,⁴³ and cases of female IDPs dying from diarrhoea were reported in FGDs, where they were linked directly to the issues of water contamination and clean water accessibility.

“The only water we can buy is from the donkey cart and it is salty, we cannot drink it. At times my children fall sick because of the water”
Male Refugee Returnee in Kismayo

WASH therefore remains a key priority in Kismayo – alongside latrine rehabilitation and creation. In focus groups with IDP women, it was reported that four households had to share one latrine; the arrival of more IDPs has increased the ratio. While the original ratio may have met minimum standards before the arrivals of IDPs and returnees, increased arrivals have meant that this is no longer the case.

PROMOTING WASH IN KISMAYO

The JSC under RDPP has sought to address the significant WASH issues presented by lack of clean water access. By the spring of 2018, hygiene promotion campaigns had reached 2,971 individuals. This was combined with the development of WASH infrastructure in schools and within the larger community. Infrastructure improvement extended to the construction of 12 gender segregated latrines in schools and the rehabilitation and installation of hand washing facilities in 10 existing school latrines. The rehabilitation of two shallow wells in Kismayo has sought to address problems related to the cleanliness and salinity of this water. In addition to this work, gender sensitive health campaigns and distribution of sanitary kits to 250 girls has supported this. The long-term impact of these activities remains to be seen and will be examined during the endline analysis.

Access to shelter and housing, land, and property (HLP) rights remain a particularly significant issue for IDPs and returnees, exacerbated by the influx of new arrivals. Host community members are more likely to own their homes.

⁴² Ibid

⁴³ World Bank (2018d). *Somalia Urban Assessment, towards an integrated approach to services in Kismayo and Baidoa.*

Shelter within settlements remains unstable: IDPs and returnees are particularly vulnerable to exploitation by landlords, and tenancy agreements are often informal and not respected.

In Somalia, forced evictions have increased every year since 2015: in 2018, 205,000 forced evictions were documented, up from 129,000 in 2015. In Kismayo alone, 8,500 people were forcibly evicted between January and July 2018.



Photo 3 - IDP shelter in New Kismayo

ADVOCATING FOR SHELTER RIGHTS

Under RDPP, NRC has engaged with trained paralegals deployed in Kismayo and Dhobley districts to monitor, document, and report incidents of evictions, including forced evictions. The role of these paralegals is to identify prevention initiatives and response related to forced evictions. In an effort to attain the widest possible geographic coverage, this eviction monitoring network also incorporated members of local land dispute committees with whom NRC is currently partnering. This will be accompanied by advocacy and awareness raising with the greater population concerning HLP rights. The effect of these activities in practice will be assessed at the endline stage.

The government is developing a masterplan in Kismayo, which will affect some of the 145 settlements of IDPs in Kismayo. Access to shelter will remain a crucial issue in coming years, as arrivals and returns to Kismayo increase. If effective responses to this challenge are not established, land and housing issues risk sparking tensions and conflict between various communities, clans and other actors (such as Al Shabaab in peri-urban areas) who are vying for control over resources.⁴⁴

Security in Kismayo has improved in recent years is in large part due to the development of the Jubaland State Security (JSS) apparatus. This has significantly increased surveillance in the environment. Al Shabaab has sought to undermine this security by launching attacks on JSS forces, AMISOM forward bases, the Kismayo airport, and the city itself.⁴⁵ It has had little success within the city thus far. A 2017 assessment found that none of the households we interviewed had experienced any violence or physical threats within a three-month period, and only 8% of households surveyed had been victims of some form of theft.⁴⁶

⁴⁴Menkhaus, K/DDG (2017).: *Dadaab Returnee Conflict Assessment*.

⁴⁵ReDSS. (2019): *Somalia Solutions Analysis Updated*

⁴⁶REACH (2017): *Joint multi-cluster needs assessment: Kismayo district profile*

FGDs conducted for the RDPP baseline support this, revealing near universal feelings of physical safety amongst all groups, including both male and female returnees, IDPs, and host communities.

“I totally feel safe here in Kismayo and I never thought it was peaceful like this based on what I used to hear from people back on Dadaab.”

Male Refugee Returnee

An increase in arrivals to the city runs the risk of putting pressure on the JSS’s continued ability to maintain its security and surveillance apparatus, as well as exacerbating the possibility of tensions between clans, which have declined significantly in past years, but which may re-emerge if new actors threaten the established order.⁴⁷

b. Education and livelihoods

Education is a significant community need in Kismayo: in 2017, only 6% of school aged children were in school and 74% of households in the same study identified education as a priority need.⁴⁸ Barriers to accessing education include the lack of public education and the distance of some households from school facilities.⁴⁹ IDP families in particular face difficulties paying school fees for private schools. When parents are able to send their children to school, the quality of education is perceived as low: returnees from Dadaab in particular highlight that education was better back in the camp in Kenya than in Kismayo.

“I think the quality of education here in Kismayo is poor when compared to that back in Dadaab. As for the school children, I saw all different types of children attending the same schools whether IDPs, host or returnees – they all attend the same school. But my children stay at home because I can’t afford to pay school fees.”

Male Returnee

Educational needs in Kismayo surpass the supply, and the forthcoming education infrastructure development plans remain insufficient to address the number of school-aged children within returnee, IDP and host communities living in and around New Kismayo alone. NRC has gathered support from other donors, such as the Norwegian Ministry of Foreign Affairs, to complement the existing efforts. While some of the schools in Kismayo town (such as the ABE schools) still lack a protective wall, not funded by previous donors or by RDPP, NRC has learned from this gap and has sought to address it in New Kismayo through NMFA funding.

Given the time between the start of the repatriation to Somalia from Kenya – in 2014 – and the expectations gap between the situation in Dadaab and Kismayo, families are now expressing a growing concern.

Children have been out-of-school for years. The schools have not yet opened in New Kismayo, while many children have been out-of-school for years, missing crucial formative phases. There is an added concern for those wishing to send their children to secondary school as the current school plans only include primary level schooling. While primary school is free of charge, the fees for secondary school are often prohibitive. Youth are at risk of dropping out of the school system as a result.

⁴⁷ ReDSS. (2019). *Somalia Solutions Analysis Updated*

⁴⁸ REACH (2017). *Joint Multi-Cluster Needs Assessment: Kismayo District Profile*.

⁴⁹ ReDSS. (2019). *Somalia Solutions Analysis Updated*

BARRIERS TO EDUCATION

Educational programming under the RDPP in Kismayo focuses specifically on the building and rehabilitation of schools as well as teacher training and support. These are central elements in Kismayo: even with the NRC and ARC schools being built in New Kismayo, school capacity will reach only about half of New Kismayo's children of school age, not considering host community children. Teacher motivation and training forms a significant barrier to accessing quality education.

In addition to building classrooms and developing education infrastructure, RDPP consortium members will need to lay out a clear plan to support the growth of teachers and trainers and justify whether the use of a separate curriculum is in line with the Jubaland strategic plans.

Given the fact that the curriculum being taught in NRC schools is an adapted curriculum, training is needed to ensure that teachers are comfortable using it. Teachers working in the NRC ABE school raised the point that they have not received training beyond an initial induction training in 2016.

NRC teachers were not initially included in plans at the training centre that was being developed in 2018 – at the time of fieldwork, NRC had asked for its teachers to be included in the programme. This decision had not yet been communicated to the teachers, who expressed low morale and frustration during FGDs. This frustration was exacerbated by questions of payments and salary levels, broader governance issues impacting the work of the consortium.

HEARING FROM THE TEACHERS IN KISMAYO'S ABE SCHOOL: KEY PEDAGOGICAL CHALLENGES

FGDS WITH TEACHERS, JULY 2018

Current problems - "The children are dropping out. Other schools offer school feeding, sanitary pads for girls, and have protective walls. Our school programme does not offer these necessities for children. Students and their families are looking for more than the curriculum. We started with 700 students and on average 45 per class; we are now down to 20 per class, with a gradual decrease to less than half of the initial numbers. Half of the teachers have also left the school."

The lack of a competitive edge "Public schools are offering a better package for teachers and students. They have good payments and teachers are trained. Qualified teachers can earn around USD 300. When we worked for public schools, we heard of the NRC schools being set up. We joined NRC as we thought the offer would surpass that of the public schools. Instead we are paid \$100 a month. We are also not getting paid on time. (...) The salaries are often two weeks late."

The need for partnerships. "We would like to see other NGOs involved in this school to fill in some of the gaps on salary, school feeding, materials or uniforms. The other agencies are not allowed to partner in the school. We have had visits from LWF, Mercy Corps, Care International..."

Teacher salaries that do not reflect market rates are a significant issue – at the time of the baseline partners were paying a salary of USD 100 / month, below the rate for teachers working at public schools supported by the World Bank.

This was additionally highlighted in KIIs with NRC staff as a significant issue, where skilled and educated teachers were “sometimes earning less than cleaners or guards”. Greater understanding and flexibility on this issue are needed in order to ensure teacher retention and improve morale and quality of education.

In the domain of **livelihoods**, IDPs in Kismayo feel discriminated against, in part due to limited social networks compared to host community members as well as lower levels of education.⁵⁰ Households that generate income report three main means to do so: as day labourers (67%), as self-employed business owners (11%), or through agricultural production (8%).⁵¹

The livelihoods focus under RDPP has been on the provision of vocational skills for youth and entrepreneurship training provided to those engaged in apprenticeship. The first class of 81 graduated in July 2018, in four different skills:

Skill type	Number of students
Advanced tailoring	21
Auto mechanic	21
Brick making and laying	20
Baking	20
TOTAL	81

Interviews with NRC project manager and consortium coordinator highlighted that beginning the second round of TVET training as soon as September 2018 -- immediately after the first round -- could reduce some of the delays incurred at the start of the RDPP project. Both CWW (outside of Kismayo) and NRC (in Kismayo) viewed speeding up programme implementation to fit into a two-year time frame as a way to make up for lost time in the first year of the programme. While this may effectively fit programming into the remaining two-year time frame, rushing implementation without proper labour market assessment or tracking to support training priorities are likely to put the sustainability of the project at risk.

BOOSTING SKILLS TRAINING WITH BUSINESS KNOWLEDGE

Alongside the skill training and basic literacy and numeracy classes, trainees also received business skills training. The business model development teacher facilitated 18 sessions to the 81 trainees per month. Basic entrepreneurship, partnership, book keeping and record keeping in business, basic calculations, group formation and norms in business were topics covered in the business model development training. The actual impact of this on graduates remains to be seen and will be evaluated during the endline.

⁵⁰ ReDSS (2019): *Somalia Solutions Analysis*.

⁵¹ REACH (2017). *Joint Multi-Cluster Needs Assessment: Kismayo District Profile*



Photo 4 - Future mechanics at the YEP center

As with school teachers, TVET trainers remain concerned about low salaries and have questioned the ability of the YEP Center to retain them.

Trainers highlighted that returnees often have more knowledge than their local peers, but face challenges understanding trainings given in Somali language. This is especially the case for youth who had spent most of their childhood in a Kenyan camp. This requires trainers to teach in both English and Somali, and so this level of trainer skill must be compensated accordingly.

“We are doing a vital job for our Jubaland community but getting paid too little for it. When compared with other organizations like HDC, Som-action or UNIDO, we receive a third or a quarter of their remuneration. Their rate payment is higher than ours, they get 200 and 300 dollars respectively”

YEP Center Trainer

In addition, the NRC livelihood approach centres on skills training and entrepreneurship but misses out on financial capital or training for a wider variety of skills. In other words, returnees, IDPs and hosts falling outside of the identified skills categories remain out of the reach of the RDPP consortium. Adopting a more diverse approach to livelihoods, as well as creating linkages to private sector actors within these groups, may create stronger opportunities for these groups to gain access to programming.

Activities in Kismayo might benefit from information sharing and learning with other consortium members. Concern Worldwide, for instance, has developed a separate livelihood and training approach with support catered to three categories:

- Those who have skills but lack start-up funds are trained and given a 2 / 3-month entrepreneurship training and grants in line with their business plans and skills.
- Those who do not have skills and do not have start-up grants are integrated in TVET classes.
- Those who do not want TVET training but want entrepreneurship courses are given a 5-month class and given grants based on their business plans.
- Business mentors are identified for the trainees and grantees, working with them in class settings and working together outside, with continued meetings to share challenges and lessons learned.

Concern will be testing these new models of entrepreneurship outside of Kismayo. Within Kismayo, NRC is continuing activities on the basis of traditional labour market assessments.

A value chain approach is missing – working on this together within the consortium may help bring coherence to this project across locations. The limited time and opportunities for intra-consortium learning and sharing of practice is a hurdle that needs to be addressed if this is to occur.

Linkages to existing initiatives may also prove beneficial: the livelihood cluster in Kismayo, for instance, has set-up a fisheries sub-cluster to which RDPP consortia members can connect over the coming months and years. The opening of markets in New Kismayo and Kismayo town may further generate a demand for specific value chains products. Overall, stronger technical understanding of the support needed for economic systems is required for years 2 and 3 of the consortium’s programmes.

In addition, stronger post training business support and follow-up is needed. At the time of baseline fieldwork, in early July 2018, conversations around and support for the graduates’ business plans and next steps after graduation had not yet started.

An incubator approach will be tested by NRC to transition trainees into a model where they can self-produce and sell on the market, directly utilising the skills gained during the training, and for those who may not be directly employed on the labour market.

c. Social cohesion

Interviews and consultations with community members highlight that community relationships are positive. This is true at the level of local governance as well: community action plans have included and promoted the involvement of both returnees and IDPs, and community social events, such as sports events or the celebration of World Youth Day, have also supported this movement towards stronger cohesion.⁵²

“Today the relationship between the IDPs, the returnees, and the host community is perfect. They work together. We have not heard of conflict or problems between them - thank Allah”.

KII Deputy Commissioner Kismayo

However FGDs with IDPs and returnees also highlight that while there are no explicit tensions between the two groups, interaction is limited due to the fact that they live in different parts of the city – those living in settlements in New Kismayo may not have much contact with IDPs from majority clans living in the main town centre. Recent literature has also highlighted the risk to social cohesion that continued arrivals might bring to Kismayo.⁵³ Returns to Kismayo will likely double the population of the city and are expected to be a major strain on land and access to basic services, as well as limiting allocation of aid in the city. Returnees from powerful or majority clans are generally assimilated, however those from minority clans – Digle-Mirifle and Bantu – find housing in existing IDP camps and are viewed locally as IDPs, not as returnees.⁵⁴

Integration of minority clans remains an issue. Somali Bantus highlight that they do not feel like their plight is not among programming or policy priorities. This was reflected during fieldwork, where Somali Bantu IDPs shared with field teams their sense that this was the first time their views had been solicited. This lack of community consultation is relevant across the board – from education to training and protection services – and may be addressed through a stronger linkage with the governance elements of the RDPP portfolio, and a prioritization by NRC of setting up community level structures and consultation methods.

Somali Bantus IDPs in Kismayo are currently employed in the seaport, in domestic chores in the homes of hosts, and in the construction sector. Exchanges with the local population are frequent: they produce and sell vegetables, they market livestock products and produce fishing meat to sell. Although they are involved in the Kismayo economic system, they are not sufficiently integrated in humanitarian assistance and are not always able to secure access to schools and housing the way returnees do.

⁵² Ibid.

⁵³ DDG (2017): *Dadaab Returnee Conflict Assessment*.

⁵⁴ ReDSS (2019): *Somalia Solutions Analysis*.

Children are left out of the school system and are often being taken care of by grandparents. In several focus group discussions conducted with Somali Bantu Youth and women, children were reportedly being raised by grandparents in the absence of one of the parents. Family separation is another protection issue that can be addressed in programming. One key informant estimated that about 80% of Bantu school-aged children are not attending school, elaborating that:

“[Somali Bantus] are living among the hosts but are not being represented, they have been left aside from the assistance frameworks and lack representation.”

IP Key Informant in Kismayo

d. Migration intentions

There is not a strong culture of international migration within communities in Kismayo. This was equally apparent in FGDs with all communities, be they host, refugee, or IDP. While a very small minority of respondents did highlight the desire to move due to difficult conditions in Kismayo, this was not a common response or a widespread community dynamic. Nearly all FGD respondents did not openly state that migration was an effective way to change one’s life.

“No, I do not want to leave. I have been away from the country long time and now that I am back it’s time to take part in the development of the country. I am young: if I leave my country at this time, who else will stay?”

Male Youth Returnee in Kismayo

“No, I don’t agree that migration is the best way to achieve a better life. If you see a country which is developed, its people are the reason for that. I am also willing to change my country. I will never ever go anywhere. Remember, “where there is a will there is always a way.”

IDP Female in Kismayo

In cases where they did agree that migration represents an option, respondents focused mainly on the potential benefits of internal migration, in particular migration to an urban centre.

IV. How are the needs on the ground being met?

The following section examines RDPP activities in Somalia, at the time of the baseline and following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity.

a. Relevance of programme activities

Basic service provision under RDPP in the sectors of education, livelihoods, water, and HLP rights correspond to relevant priorities and needs of community members as heard in FGDs and key informant interviews, although there had been significant delays in implementing many of these activities at the time of fieldwork. More needs to be done to be aware of what activities would be relevant to the most vulnerable populations, including women and minorities such as Somali Bantus.

Missing from the equation at the time of fieldwork in 2018 was a stronger, strategic focus on governance and support to local authorities, as well as a coordinated plan for the second year, and sufficient communications and engagement with local stakeholders.

Much of the planning was seen as being mandated by donors, implemented by consortium members, but with limited inclusion of the Somali population – whether authorities, host communities or the displaced. Further engagement is needed to ensure that the durable solutions funded by RDPP is led by the Government and local stakeholders; efforts are under way, following the lead of EU-REINTEG’s learning partner, ReDSS. These will be further analysed at the endline stage in 2020.

Progress has been made for establishing the foundations for an integrated approach: the basis of peace, security and infrastructure building are present and acknowledged by all. More needs to be done now to strategically plan for the next steps. Concerns over the lack of time to plan and the rush to implement have to be addressed as there is a need to coordinate, engage communities and plan with them for long term sustainability. Feedback loops are lacking and should be integrated in the timeline and resources locally in order to ensure that specific activities remain relevant to the context and the community.

b. Adaptiveness of programme structures

Delays in implementation have resulted in a scramble to fit three years of programming into two. While this has required a certain level of flexibility and adaptation, the risks inherent in trying to rush activities need to be considered. Constraints in funding flexibility, and the limitations of the timeline have resulted in a less adaptive programming environment than is necessary. IPs are willing to listen and to adapt, as was the case with teacher salaries; but they are also limited as to what can be achieved within the parameters of present funding levels and time constraints. This has frustrated local stakeholders as well as implementing partners. As one ministry official put it:

“Very little has been done – we have seen many delays. In our first meeting, we were told the programming is flexible but in reality we see it isn’t.”

Ministry of Education Representative

The context in Kismayo is also rapidly changing and learning and monitoring activities need to be constantly updated: as one partner put it, even a report from three months prior was already outdated. Engaging with continuous learning activities requires resources.

From the donor end, more flexibility is needed: while innovation is crucial, partners on the ground feel that they have little room to manoeuvre. Concern Worldwide will be testing new models of entrepreneurship outside Kismayo, while in Kismayo NRC is continuing on the basis of labour market assessments.

Neither of them is taking a solid value chains approach - working on this together could help bring coherence to the project. The limited time and opportunities for intra-consortium learning and sharing of practices is currently a hurdle. Consortium partners should be able to reallocate some funds for learning endeavours that are critical: value chains assessments, diversified training plans, and a skills audit among all – men and women – within displacement-affected communities.

c. Coordination

Partners need to improve their ability to share their plans and progress, and to include populations in their plans. A participatory or locally led approach can be achieved through proper structures and committees; but also through simpler means of communication such as community conversations, workshops and gatherings.

Events can allow organisations to come together to share their lessons learned, openly lay out challenges, and emulate best practices from partners for a collective approach to integrated services provision. New restrictions imposed by the national government on coordination meetings have been an obstacle to effective coordination: starting from 2018, organisations have to get clearance from intelligence structure prior to any workshop, which can take time. These clearance systems are new processes at the national level, which has complicated the ability to effectively conduct coordination workshops or common learning events for NGOs, partners, or other stakeholders.

At the time of fieldwork, NRC was focusing on establishing community structures within returnee and IDP communities that be able liaise and communicate closely with the existing structures available in the host communities. The organisation was also setting up a local governance framework that would outlive the Jubaland solutions consortium, ensuring dialogue and communication within and between groups. At the time of fieldwork, these structures still needed to be put in place, including training of facilitators and awareness raising of their utility. Once these structures are in place, NRC plans to directly communicate within the communities instead of working through individuals. The impact of this will be examined at the time of the endline.

d. Capacity building and local ownership

As shared in ReDSS' lessons learnt on early solutions planning,⁵⁵ there are key priorities in engaging with government and local authorities:

1. Engaging early to ensure government buy-in.
2. Continuously engaging government in project implementation as a necessary step towards influencing government policies.
3. Collaborating with government actors to identify their capacity enhancement needs.

There are currently three main obstacles to implementation:

First, while time has been taken to engage with the government, initiatives have progressed at different paces. The international community has moved forward without formal engagement in the absence of Jubaland policies. As a result, government and non-governmental initiatives are being developed in parallel. In Kismayo, authorities have endorsed the Jubaland strategic plan, yet this has not yet been made public. Strategic priorities need to be aligned with activities; at the time of fieldwork, it was not clear whether these were aligned.

Second, while government has been informed of plans for project implementation, they also expect to be part of the actual implementation and monitoring on the ground. Non-governmental organisations are used to implementing with their own staff and are concerned that engaging actively with government may harm the perception of their neutrality. Implementing partners need to establish procedures and guidelines for engaging in capacity enhancement and including government staff in project implementation without compromising their humanitarian values.

Third, while government actors have been asked to share their capacity enhancement needs, this conversation has been one-sided. The government provides a list of requests, or NGOs ask the government to send a list. Capacity building needs to move beyond a wish-list of items to ensuring joint undertaking of programme implementation.

⁵⁵ ReDSS (2018): *Emerging Good Practices and Lessons Learned in EU-REINTEG Programming*.

In the case of the Ministry of Education, the government cannot afford the salaries of all the government staff required for projects in Kismayo nor does it have sufficient staff to cover the locations in Jubaland. As such, half of the staff are full time while half are part-time. This is a “chicken and egg situation”: the number of projects planned in Kismayo and Jubaland require staff that can travel and supervise the work being conducted; the government’s own plans also require them to cover coastal areas currently not covered in programs. The level of manpower needed is not sustainable without project funding. In other words, NGOs and donors need to set aside funding for staff purposes.

While the hardware aspects can be planned and fundraised for, capacity enhancement needs should also result from a thorough capacity assessment exercise. This should cover organisational and technical capacity, financial viability, and engagement on solutions planning. Such an exercise can provide a better understanding of the areas of high / low engagement and capacity. In Kismayo, in an environment where the Ministry of Education does not have proper offices, suffers from low morale, and has only half of its staff on permanent payroll, teachers’ voices needed to be heard and requests answered. Donors need to coordinate for maximum impact in addressing these needs.

e. Sustainability and Effectiveness

The sustainability of JSC’s action will depend both on structural decisions (for instance on the next cycle of TVET trainings), as well as better communications with and inclusion of communities. The focus has been on the provision of vocational skills for youth and the entrepreneurship training provided to those engaged in apprenticeship. Within the TVET framework, improvements are needed in:

- 1) Strengthening the trainer base in the YEP centre. Trainers are voicing the same frustrations as teachers that are part of the NRC education program, indicating structural issues relating to trainer wellbeing and job satisfaction.
- 2) Integrating youth in plans ahead of their graduation and building the choice of skills on the basis of a skills audit and value chain assessment. In July 2018, with a three-month delay, 81 students graduated. At the time of the mission, in early July, conversations around business plans and the steps after graduation had not yet started.

Reactions to delayed activity start have mainly manifested as a desire to rush implementation and fit three years of programming into the two remaining years. While this may allow programming to catch up to the RDPP timeline, rushing implementation without taking stock of ongoing monitoring and learning may put both the long-term sustainability and the short-term effectiveness of the project at risk.

V. Conclusion and recommendations: Ways forward to 2020

The findings provide a snapshot of the baseline situation of RDPP Somalia, with a focus on activities in Kismayo. Different actors have different roles to play in effectively implementing the RDPP vision; the recommendations provide actionable points for actors to build upon the strengths of the project.

Specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Lack of buy-in and ownership from local authorities.	Identify and build robust relationships with key local authorities and use an Organisational Capacity Assessment Tool (OCAT) to identify and prioritise needs in partnership with key government actors.
	Include and actively encourage participation of government actors and local stakeholders in leadership roles in planning, coordination, and high-level information sharing mechanisms.
Coordination and information mechanisms are disparate and not participatory or locally led.	Engage with existing information mechanisms to share information and contribute to participatory processes. Community gatherings offer a space for dialogue and gathering feedback. Direct lines of communication can support a participatory approach. The Jubaland solutions consortium should mirror local community engagement (evidenced in Kismayo Community Action Plans) so that they can co-lead the design of projects and the implementation of the activities. Guidelines for the JSC committee structures need to be developed and shared, alongside plans to train them.

Activity specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Low teacher morale and minimal teacher training in education.	Feedback loops and teacher training should be prioritised. Training should be led with other teachers in the new training centre but also separately by NRC given the adoption in NRC-schools of the ABE curriculum. Use holiday periods and school closures to strengthen teacher training and provide additional training.
	In line with policy developments in 2018, teacher remunerations and contracts should be reviewed to provide for higher salaries and job security. This is also true for livelihood and TVET trainers.
	Consult with teachers on key training and capacity needs. This includes consultations on key security and material needs (i.e. badges, school supplies) as well as on curriculum and pedagogical support.
Inadequate minimum WASH standards.	Minimum standards must be raised in planning for proper water and sanitation. This should entail a closer involvement of humanitarian actors with the Ministry of Planning.
Knowledge gaps on effective skills, market opportunities, and livelihood pathways.	While a labour market assessment was being conducted at the time of fieldwork, this should be complemented by a skills audit (supply side) and a value chains analysis (demand side) in order to not only benefit from the findings to plan the next cycle of training but also to communicate to youths what their career path can be.
	Establish standards for relevant and effective tracer studies, which provide information on the paths taken by TVET graduates – tracer studies should be undertaken between graduating classes.
	Establish partnerships with private sector actors and involve them in development of skills training and of savings and borrowing mechanisms.

Structural recommendations for RDPP Steering Committee and Donor

NEED OR CHALLENGE	RECOMMENDATION
Limited space for flexibility and adaptive learning.	Reallocate funds for learning endeavours that are critical: value chain assessments, diversified training plans, and a skills audit among all – men and women – within displacement-affected communities.
Disconnect and lack of information on policies and programming.	An analysis of alignment between policies and programmes is needed, in order to ensure that activities under RDPP are not only aligned with national priorities but that they are also informed by official policies, rather than running in parallel.

Annex 1: Limitations of the research

This chapter focuses on the baseline situation of RDPP-related activities in Kismayo town and New Kismayo settlement as of late 2018. It is crucial to remember that the context in which RDPP operates in Somalia is fundamentally different from the others under consideration: support is extended to returnees and IDPs who are both originally from Somalia. The dynamics of social and legal integration are therefore different compared to other RDPP countries. The research did not explore clan dynamics – these are central to an understanding of integration but form the thematic subject of other ongoing studies.

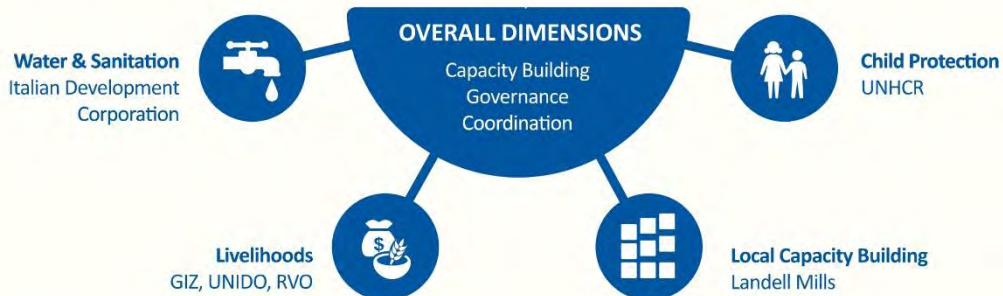
The research team did not collect quantitative survey data in Somalia. Research conducted in 2018 for ReDSS under the Somalia Solutions Update by the research team, as well as analysis of recent quantitative research conducted in the area partially fills this gap, allowing for a more comprehensive picture of the situation on the ground.

A final challenge encountered by field teams was the reluctance of both host community and returnees to participate in research. This was due in part to interview fatigue as well as fear of stigma for returnees. These challenges were overcome by hiring enumerators from local communities and preparing a detailed introduction and presentation of the background of the study. Special care was taken to make sure respondents understood the purpose of the assessment and its limitations and could give full informed consent. Respondents did not receive any direct or indirect material benefit as a result of their contribution, and they were free to decline participation with no consequence.

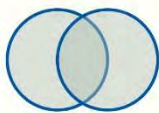


COUNTRY CHAPTER
SUDAN

RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS*



RELEVANCE

Livelihoods creation clearly relevant in Sudan. National policies technically prevent refugees from working, but Eritrean refugees often blend in with local population.

*Livelihoods component only, other activities delayed



ADAPTIVENESS

The only IP active at the time of the baseline, GIZ has shown adaptiveness by adjusting training schedules and designing outcomes-based M&E tools.



COORDINATION

Highly challenging given the number of national stakeholders involved. Lack of cooperation has led to significant delays.



SUSTAINABILITY

Financial burden-sharing with the government can contribute to financial sustainability, but officials do not generally see RDPP as a holistic intervention.

MAIN TAKEAWAYS

OVERALL

Prioritise basic humanitarian needs (food, water, health) while pursuing more development-oriented initiatives.

Explicit and entrenched encampment policy obstructs durable solutions.

STRUCTURAL

Strengthen communication among RDPP partners, conduct careful and conflict-sensitive assessment of changed government setup and its implications on RDPP activities.

Agree on common monitoring framework.

ACTIVITY SPECIFIC

Identify obstacles at different administrative echelons to commence crucial health and WaSH programming.

Implement tracer studies to verify impact of TVET.

DONORS

Regular joint international advocacy.

Focus on strengthening knowledge and capacity in agricultural value chains to support move beyond subsistence farming.

RDPP in Sudan: The case of Eastern Sudan

Presentation of the case study: scope and methodology

This chapter presents an overview of the Regional Development and Protection Programme (RDPP) in Sudan, with a focus on the Eastern region. Our study draws on quantitative data collected in the camp of Wad Sharifey, Kassala, in the spring of 2018, as well as qualitative data concerning the Um Gargour and Um Golgha camps near Shagarab in Gedarif State. It also relies on a comprehensive desk review of relevant project documentation. We carried out the qualitative data collection, consisting of 17 focus group discussions and 12 key informant interviews, in a different location from that targeted by the quantitative survey for reasons of timeline (Ramadan) and for logistical considerations (the approach of the rainy season and permit delays). The combination of the two settings offers a holistic representation of conditions in the region, rather than a snapshot of one camp in particular. Data collection for this study precedes the events of April 2019, which saw President Omar al-Bashir removed from power by the Sudanese Armed Forces.

The RDPP in Sudan aims to address root causes of displacement in conflict-affected areas that are also migratory routes, such as Darfur, East Sudan or the Transitional Areas. Actions focus on the most vulnerable populations (including refugees and host communities) in peripheral and urban areas, promoting resilience and secure livelihoods through programmes on education, health, food security, nutrition, livestock, and protection. With a total budget of EUR 15 million, the project focuses on the areas of Kassala, Gedaref and the capital of Khartoum.

The inhabitants of these camps are supported by RDPP via vocational training carried out by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). Elsewhere in Sudan, UNIDO focuses on vocational training in the urban area of Khartoum while UNHCR carries out child protection programming for refugees in Khartoum and Shagarab. A project by the Italian Development Corporation focusing on health services and a broad economic development programme centred around agribusiness by RVO had not yet commenced at the time of the baseline data collection. Finally, Landell Mills was tasked with capacity building for State authorities, focusing mainly on the Ministry of Finance and Economic Planning in Kassala.

This report is divided into five sections:

1. In [Key messages](#), we summarise fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
2. [Stuck for decades](#) offers a narrative of the context within which RDPP operates in Sudan, specifically in the camps in the East. The section explores details and aspects that inform the lives of host and refugee communities and stakeholders in the region.
3. The two central sections, [Evaluating needs on the ground](#) and [How are these needs on the ground being met](#), introduce key quantitative and qualitative data and indicators that will enable us to measure RDPP's impact in Eastern Sudan.
4. In the final section, [Conclusion and Recommendations](#), we outline strategies to address gaps highlighted in the central sections of the report. This includes, as **a way forward to the endline, the presentation of an RDPP outcome metric for Sudan to allow for a monitoring of the impact of programming** on the key variables identified for this location.

I. Key messages

Refugee and host populations display relatively similar characteristics in Wad Sharifey, perhaps owing to the protracted nature of displacement there – and despite a strict official encampment policy. Both hosts and refugees face challenges in meeting their basic needs and suffer from alarming levels of food insecurity. Water is a grave concern, and levels of health and sanitation universally dismal. RDPP-funded projects target health promotion and foster agribusiness, both highly relevant in this context; neither had commenced at the time of the baseline due to delays experienced in the planning phase.

There is room for improvement on the issue of social cohesion: while the majority of refugee respondents have positive views of their host community, the opposite is not true. People distrust the camp committees, which are sometimes perceived as corrupt when it comes to distribution of agricultural land and other benefits. There is a degree of social integration within ethnic groups, but only very limited interaction across groups. Overtly stated migration intentions are the exception to the rule.

Indicators regarding participation in the labour market show no meaningful difference between refugee and host cohorts. The share of active employed individuals is slightly lower for refugees than hosts, though not drastically so. There is a difference, however, in women's activity: Eritrean refugee women are rarely seen working outside their homes, while many of the Sudanese women are active. Conditions for refugees are difficult for a number of reasons, chief among which is documentation. Legal work opportunities for refugees are almost non-existent without some level of document fraud. Access to finance is limited.

An RDPP-funded GIZ project focuses on improving the economic conditions and general welfare of youth populations through technical and vocational training (TVET) in selected trades. This was the only RDPP activity ongoing at the time of the baseline. Although it has suffered from a number of challenges, it also presents an example of what can be achieved (and what cannot) in a difficult context. GIZ sought to provide inclusive trainings, targeting both hosts and refugees and both men and women. The opportunities for graduates to use their newly acquired skills, however, are limited, particularly for refugees who are not legally allowed to pursue opportunities outside the camp. Refugees offered to be resettled elsewhere in Sudan chose to stay, citing the relatively more affordable camp life and access to free services as a reason.

GIZ has attempted to adapt to the unforeseen circumstances by adjusting training schedules to a timeframe shorter than they had originally anticipated. The organisation has also set up an evaluation framework that goes beyond sheer output indicators and is planning to conduct tracer studies to evaluate the success of graduates on the labour market. Coordination has been a challenge throughout given the number of national stakeholders involved. Sustainability cannot yet be assessed. The burden sharing between GIZ and the Ministry of Finance might contribute to financial sustainability. But given the policy context, it is unlikely that the project will make a significant contribution in the long run. It is too soon to evaluate the business development aspects, as these activities were yet to start at the time of the baseline.

The report presents **a set of recommendations to be shared and discussed with implementing partners**. The aim of these is to obtain their feedback and agree on a way forward for the second half of RDPP's timeline in Eastern Sudan. Agreeing on common objectives can improve the results for the endline.

II. Stuck for decades

Sudan lies at the centre of the Eastern African migration route towards North Africa and Europe; it is a place of origin, transit and destination for refugees and migrants in the entire region. Sudan hosts over 900,000 (UNHCR 2017) refugees and asylum seekers in camps and urban areas and 2 million internally displaced persons (UNHCR 2017). The South Sudanese represent the largest group of displaced persons in the country. The Eritreans are another important demographic, with close to 90,000 residing in the Kassala and Gedaref region. The displacement situation in Sudan has become protracted, both for Sudanese citizens displaced internally and for refugees from neighbouring countries. At the same time, the Eastern region has recently witnessed an on-going influx of new arrivals from Eritrea and South Sudan.

Currently undergoing grave upheaval due to the 2019 *Coup d'État*, the national authorities are crucial stakeholders in the Sudanese refugee response: several ministries – including the Ministry of Interior, Ministry of Foreign Affairs, and the Ministry of Justice – the Commissioner for Refugees (COR), the Humanitarian Aid Commission (HAC), and the Darfur Regional Authority (DRA) are non-negotiable counterparts for all international organisations involved in humanitarian and development affairs. In Eastern Sudan, on which this study focuses, the camps are generally managed by the Commissioner for Refugees (COR) although certain ‘closed camps’ are managed by the Sudanese National Intelligence Security Service (NISS).⁵⁶ Nobody can enter these camps without permission - they are not accessible to SRC, WFP, UNHCR or other INGOs.

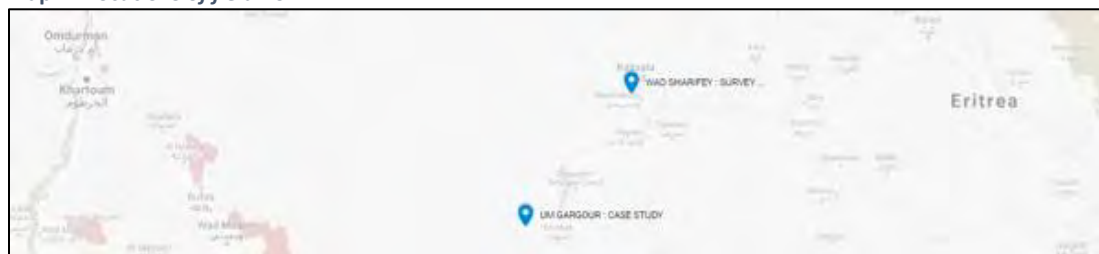
The legal, policy and institutional environment in Sudan as pertaining to refugees is generally restrictive: the country practices a strict encampment policy, is not part of the Comprehensive Refugee Response Framework, and has not set up any kind of structured dialogue on development. The previous Bashir Government had not been supportive of an approach aiming to integrate refugees into host communities through the provision of basic services and livelihoods opportunities⁵⁷ - what impact the new government landscape will have on refugee programming remains unclear.

There are nine refugee camps in Eastern Sudan operated by UNHCR and its partners (one in Gedarf State and eight in Kassala State). Established decades ago (mostly in the 70s and 80s) and run and serviced by UNCHR in a parallel system, their locations were at the time strategically chosen to contribute to local economic cycles, for instance during harvests or to contribute to irrigation schemes. However, today, in a classic ‘encampment’ setting, refugees need a travel permit from COR to leave the camps. They also need a work permit from the state-level representations of the Ministry of Labour and Administrative Reform (Department of Labour) to engage in economic activities. These permits are not generally granted. Refugees cannot own property.

⁵⁶ This is also the case in Darfur. The sites hosting South Sudanese refugees in White Nile State, however, are managed by the local authorities and the Sudanese Red Crescent Society.

⁵⁷ This strict regime concerns almost exclusively Eritreans and Ethiopians: Refugees from South Sudan (and Syria) have the same rights as Sudanese citizens.

Map 1 - Locations of fieldwork



Wad Sharifey camp is one of the oldest and largest camps in Kassala. It is mainly inhabited by Eritreans. Many Sudanese have gravitated towards it to benefit from camp infrastructures, living both in and around the camp, while protracted refugees have integrated with the host community both socially and economically. Also established decades ago, crowded **Um Gargour** Camp lies about 125 km to the south-west as the crow flies. The approximately 14,000 persons living there are mainly Eritrean Muslims. It is the only open refugee camp in Gedarif State. We conducted additional focus groups discussions with Ethiopian refugees in the proximity of the neighbouring **Um Golgha** camp, which is now closed – the area hosts close to 2,200 Ethiopians. These camps are located in agricultural settings.

Photo 1 and 2 - The road to Um Gargour



The inhabitants of these camps are supported by RDPP via vocational training carried out by GIZ. Elsewhere in Sudan, UNIDO focuses on vocational training in the urban area of Khartoum while UNHCR carries out child protection programming for refugees in Khartoum and Shagarab. A project by the Italian Development Corporation focusing on health services, and a broad economic development programme centered around agribusiness by RVO had not yet commenced at the time of the baseline data collection.

Table 1 - RDPP activities in Sudan as of May 2018

SECTOR	ACTIVITY	IP
Child protection	Child protection in Khartoum and Shagarab	UNHCR
Livelihoods	Vocational training in Kassala and Gedarif	GIZ
	Vocational training in Khartoum	UNIDO
	Economic development (Agribusiness) in Kassala and Gedarif (not started at time of baseline)	RVO
Water and sanitation, health (WASH)	WASH in Kassala (not started at time of baseline)	Italian Development Corporation (AICS)
Government capacity	Capacity building of State Ministry of Finance and Economic Planning in Kassala (not started at time of baseline)	Landell Mills

This baseline will thus focus on the vocational training component. As part of this component, GIZ is providing vocational training in selected trades with the aim of developing local businesses. Training colleges are offering vocational courses, including short introductory sessions and a one-year dual course for four different occupations. The target number of beneficiaries is at least 500. At the same time, specific capacity-building measures were put in place for 50 local SMEs.

III. Evaluating needs on the ground

The refugee and host community populations sampled in East Kassala, Sudan, are on average around 24 years old. Just under half of both refugees and hosts are female. Around one in three individuals covered by the survey were married. Refugee households are similar to host community households in terms of size with an average of six members. Likewise, the dependency ratio is the same measured by the number of typically non-working-age members (e.g. children and elderly) relative to working-age members.

The refugee and host populations are qualitatively similar in Eastern Sudan, perhaps owing to the protracted nature of the refugee context. Nearly all refugees encountered in Wad Sharifey originate from Eritrea. The median year of their household's arrival in Sudan is 1984 – about half of the interviewed refugee population were born in Sudan. Of those born outside the country, 85% are registered with UNHCR.

The following sections present baseline data across a range of relevant indicators. Covering both humanitarian ('Basic needs') as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities in Sudan (e.g. food security and health), while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

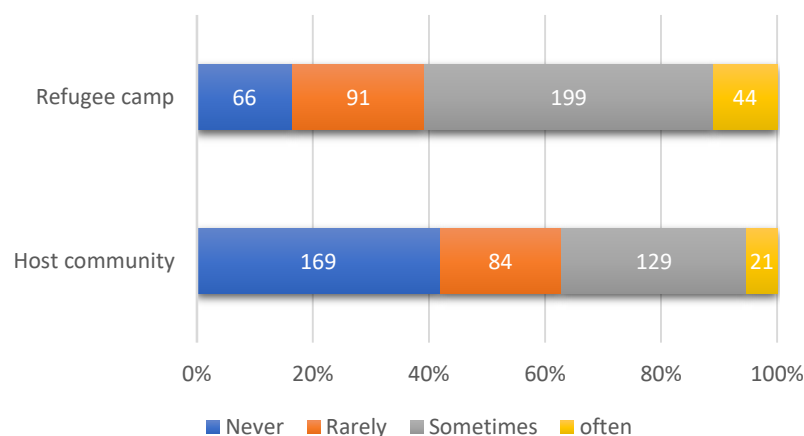
a. Basic needs

Table 2 - Key indicators for monitoring – Basic needs

		Hosts	Refugees
Food security	Not had food to eat in the house in past month	42%	17%
	Did not worry about not having enough food in past month	32%	14%
Housing	Owens or rents shelter	84%	70%
	Owens or rents land	17%	8%
Water and wash	Tap as primary water source	72%	28%
	Borehole as primary water source	0%	0%
	Access to private pit latrines	32%	76%
Waste and infrastructure	Does not find that there is a lot of garbage outside	7%	11%
	Does not throw garbage outside dwelling for disposal	93%	81%
	Has grid access	84%	6%
	Has access to a generator (government, private, community)	71%	29%
	Has solar (private)	3%	0%
Health	Children having received vaccinations (full or partial)	68%	72%
	Covered by health insurance	69%	34%
	Sought out treatment after suffering serious illness or injury***	99%	99%
	Judged treatment to be of high quality	68%	69%
Safety and protection	Feel completely or mostly safe	98%	92%
	Sought out protection after a legal problem***	71%	78%
	Content with the protection received***	53%	86%
	Feel they can turn to the local authorities in case of need	81%	82%

The population of Sudan as a whole is chronically **food-insecure** – WFP estimates that four inhabitants out of five are unable to afford the food they need on a daily basis to live a healthy life. It is the same for the sample surveyed in Wad Sharifey: 68% of hosts and 86% of refugees expressed concerns about being able to feed themselves and their families over the past four weeks. Self-reported food insecurity is an important measure. 61% of refugees report their household does not have enough food to eat, compared to 37% of host respondents.

Figure 1 - In the past four weeks, was there ever any food to eat of any kind in your household because of a lack of resources?



Food aid is provided by WFP (focusing on the most vulnerable households, particularly the elderly) as well as certain Muslim organisations such as Al Ihsan and Rahma who distribute ‘fasten bags’. The latter are not affiliated with the COR but communicate directly with the NISS and camp administration, to direct aid to those the most in need (orphans, widows, the disabled).



Photo 3 - *The exception? Temporary dwellings in Wad Sharifey*

Both groups are unlikely to reside in temporary **housing** like a makeshift shelter or tent (4% and 1% respectively). The predominant construction material for refugee homes' roofs is mud (94%), whereas host community homes' roofs are made of brick (42%), mud (41%) and concrete (16%).

The same share of refugee and hosts told us they own their current dwelling (68%). However, refugees are more likely to be living in their home for free with authorisation (30% vs 15%), and less likely to rent (2% vs 16%).

The rate of land ownership or rental is slightly lower for refugees (8% vs 18%). All refugees who own or rent land use it to grow food or as pasture for livestock (almost exclusively for their own usage). This is only the case for two host households out of three; the rest choose to rent their land to others or let it lie barren.

MOVING BEYOND SUBSISTENCE – EVENTUALLY?

Although the Netherlands Enterprise Agency (RVO)'s Agribusiness programme in Kassala had not yet commenced at the time of the 2018 baseline, its relevance to the setting of Wad Sharifey is clear. Refugees' knowledge and interest in growing food and livestock on lands constitutes a base to build upon in terms of outreach, and the fact that a fair share of hosts appears to have access to land which is currently not being used speaks to potential for growth. What little activity there is in terms of agribusiness is limited to subsistence production. Strengthening knowledge and capacity in agricultural value chains might go a long way in transitioning from subsistence farming to more sustainable livelihoods.

Water is a concern for people in Wad Sharifey and the area as a whole – the water available from wells is too salty to use for cooking or drinking, and frequently unavailable during the summer months when the wells dry up. In Wad Sharifey, potable water is brought from El Sawagi in barrels pulled by donkeys and is available at a price which fluctuates considerably. In Um Gargour, SRC operates four water wheels (tankers) in the camp. Water from those must also be purchased. Refugees rely on vendors / tankers more than hosts (72% vs 27%). Close to three quarters of the host community we interviewed around Wad Sharifey have access to either shared (47%) or private (25%) tap water.



Photos 4/5 - A scarce resource



Photo 6 - Electricity available in the market area only

Relatedly, **sanitation** represents a greater issue for refugees than hosts in and around Wad Sharifey. 44% of hosts report having access to a private flush toilet.

One refugee respondent in five have no toilet (a health and security concern according to informants), and half only have access to uncovered pit latrines.

Four out of five host community households we surveyed have access to the **electricity grid**, compared to only 7% of refugees in Wad Sharifey. In Um Gargour, solar energy was provided by UNHCR to power the administrative area housing the police station, CoR hub, hospital and market. Even those who do have access to the grid complain of high cost and frequent outages, particularly during the rainy season. Most refugees rely on batteries and charge their phones at charging points.

Rumour of a dam being constructed to improve electricity supply are circulating but the population is not aware of a date for completion. The most common cooking fuel is charcoal. Fuel shortages were felt throughout (and had an important effect on) this study's fieldwork.

Garbage is omnipresent. Over half of hosts and refugees in and around Wad Sharifey to whom we spoke told us that there is a lot of it cluttering their living space. Six refugees out of ten dispose of trash in allocated areas, compared to less than half of the hosts. In Um Gargour, Islamic Relief provided bins in the main squares, roads and market spaces. Take-up has been limited.

Health risks in the area revolve mainly around diarrhoea, malaria, high blood pressure and osteoporosis. There are a few cases of HIV/AIDS and tuberculosis. People believe they get sick from impure water, expired fertilizers used by farmers, chemicals in food etc. One host in four and one refugee household in five in Wad Sharifey have faced serious illness or injury over the past month. Of those, almost everyone sought treatment at government health facilities (60%) or private ones (38% of hosts, 15% of refugees). Refugees also used NGO-run health facilities (20%). Public hospitals lack equipment, decent-quality medicines and staff. Private clinics are thought to provide better service, but at a high cost.

WAITING ON HEALTH PROMOTION

The Italian Agency for Development Cooperation's "Promoting health Services in East Sudan" project had not commenced at the time of the baseline. The project will focus on improving the health status of vulnerable people, particularly in remote areas or localities in Kassala. Collaborating closely with the State Ministry of Health, the project's goals are to strengthen sustainability and quality of the health system in the region, for hosts and refugees alike.

Focusing on measures of **safety**, both refugees and host respondents in Wad Sharifey are overwhelmingly likely to report feeling safe in their communities. Of the few who did not feel safe, the most common source was incidents (e.g. discrimination, harassment, violence, theft) with others in their community, whereas some refugees also worried about their proximity to the border. Around the same amount of refugee and host respondents believe women are particularly at risk (22% and 19%, respectively). These figures seem to under-report the scale of issues faced by women in light of anecdotes shared with us during the qualitative phase of our work. These highlight that many women, particularly in closed camps where access is limited, are involved in sex work.

Despite a plethora of laws passed to combat trafficking,⁵⁸ it is a common phenomenon, either part of an arrangement or as a result of kidnapping. Primitive weapons such as knives and swords are common. Ethiopians in particular report feeling unsafe:

"They have their own view of prostitution of non-Muslims. We don't feel safe here. We are a minority here and I feel the Eritreans hate us, because we are not Muslim. There are many sexual harassment incidents, but the CoR does not care about them. They claim the situation is under control, but it is not".

Ethiopian refugee

Respondents in Wad Sharifey and surroundings feel that they could turn to someone in case of need: hosts view the responsiveness of the national and local government more positively, while refugees view NGOs more positively. Specifically, refugees view the responsiveness of UNHCR very positively. Moreover, both refugees and hosts believe they can turn to a local authority if they have a dispute or experience conflict (82% and 81% respectively).

⁵⁸ In November 2013, Gedaref state enacted its Immigration and Human Trafficking Law and similar laws were passed in Kassala. In March 2014, an anti- trafficking legislation was signed into law, which prescribes between three- and ten-years' imprisonment for acts of trafficking, between five and twenty years' imprisonment for aggravated trafficking, and capital punishment in cases where the trafficking victim dies or in cases involving other serious crimes, such as rape (The Combating of Human Trafficking Act, 2014). Adoption of this legislation was supported by the establishment of a National Committee to Combat Human Trafficking. Its effectiveness reportedly remains limited.

b. Education and livelihoods

Table 3 - Key indicators for monitoring – Education and Livelihoods

		Hosts	Refugees
Education	Regular school attendance	70%	56%
	Integrated school attendance	32%	86%
	Fewer than 50 children per teacher	37%	17%
	Quality of education judged high or very high	39%	33%
	Assistance to attend school (uniform, shoes, books...)	2%	10%
	School-feeding programme	15%	14%
Livelihoods	In paid work or self-employed	34%	31%
	Earned redundancy (more than one income earner)	32%	15%
	Among working population, hosts working inside and refugees working inside camp	5%	47%
	Among working population, formal contract	34%	4%
	Among working population, holds skill certification	32%	3%
	Among working population, working five or more days per week	100%	97%
	Average income for households with at least one working family member*	\$21	\$28
	Average monthly expenditures*	\$90	\$54

*exchange rate March 2019

Parents' education mirrors that of the children. On average, adult refugee head of households are more likely to have no formal schooling. Conversely, host community members are more likely to have completed secondary and tertiary education (e.g. bachelor's degree or higher). In addition, self-reported literacy differs considerably across the two groups with 60% of refugees indicating the ability to read and write in comparison to 84% of host community members.



70% of sampled host children but only slightly more than half of sampled refugee children of school age attend school regularly. Refugee respondents are much more likely to report their children attending integrated schools in comparison to host respondents (87% vs 32%). The average number of children per teacher is nearly equal for both at 54.

The quality of education is perceived as low. Classes are crowded and teachers lowly paid. Many schools lack electricity and water.

Photo 7 - Primary school in Wad Sharifey

Education is free, but it is still expensive for parents due to costs for registration fee, books, exercise books, school uniform, and school meals. Camps also host madrassas, such as the one founded by the Eritrean Rahma organisation. Those institutions have their own syllabus and teaching staff.

“Could this “parallel” system of education become a source of religious extremism in the camps? I don’t think so. Most camp inhabitants are moderate Muslims and the schools only provide education. We understand that the majority here are opposed to the current regime in Eritrea, but they are aware that the Sudanese government prohibits political activities in the camp”.

Commissioner of Refugees, Um Gargour

Livelihoods programming in Sudan takes place in a challenging context: inflation is soaring due to steeply increasing fuel prices, while the economy is crippled by sanctions (since lifted) and borrowing constraints. The secession of South Sudan brought with it the loss of the majority of oil revenue. States in Eastern Sudan (the focus of RDPP programming) are comparatively even worse off than other areas. Economic opportunities here revolve mainly around the agricultural sector (which is however vulnerable to drought). Competition for the limited number of agricultural jobs is harsh: local farmers contract locals but also refugees (informally, for very low wages) as well as seasonal workers from Eritrea and Ethiopia. This appears to be tolerated by the authorities.

With respect to employment, there is no meaningful difference between working-age refugees and host community members in terms of being active on the labour market (i.e. either currently working or looking for work if unemployed). This is a sign that although refugees are not officially allowed to work, some informal labour market integration does occur in protracted displacement contexts in Sudan particularly for refugee populations culturally accepted among the Sudanese (i.e. Eritrean Muslims).

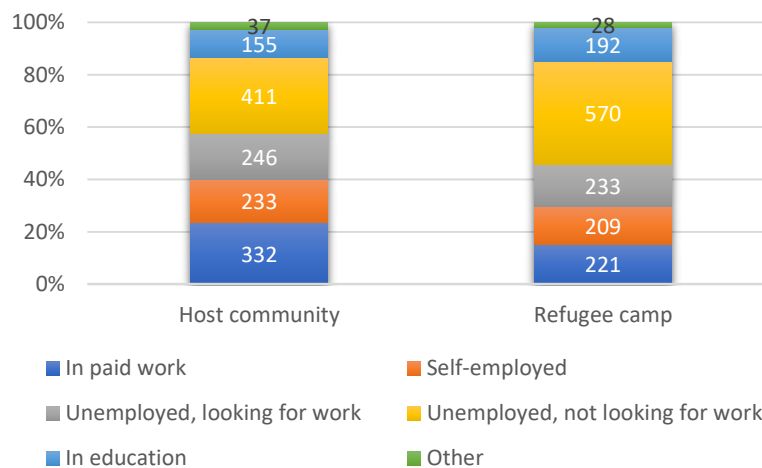
The share of those active individuals employed is slightly lower for refugees than hosts (66% vs. 71%), though not significantly so. The type of employment is similar across the two groups. Specifically, hosts community members active on the labour market are slightly more likely to be involved in paid work than refugees (39% vs 33%), yet there is little difference in self-employment and refugees are more likely to be unemployed (34% vs 29%).

In terms of the respondents’ view of local economic opportunities, 6% of refugees perceive opportunities as poor or very poor compared to only 42% of host respondents.

The type of employer hiring waged individuals differs across the two groups. Refugees are almost just as likely to work for a private firm as they are for their own family (45% and 46% respectively). Many cultivate crops but during the rainy season complain about lack of land and tractors. Camp inhabitants also work in livestock - herds of sheep and goats populate the area. Other activities in the camp are petty trade, electricity, tractor maintenance, small agricultural equipment manufacturing and maintenance, telephone maintenance and food processing. Others work as drivers or on construction sites.

Conversely, host community members involved in paid work are predominately employed by the government (42%) and to a lesser degree family business (27%) and the private sector (26%).

Figure 2 - What was this person's primary daily activity during the past 12 months?



For self-employment, the majority of refugee and host community members are involved in small-scale business activity like trading (64% and 83%, respectively). Farming and herding are less important activities but still considerable especially for refugees in comparison to hosts (25% and 10%).

Eritrean refugee women are rarely seen working outside their own house. Many of the Sudanese women run small shops, selling *kissra*, *tallih*, and traditional perfumes, traditional items of food *weyka*, *shata*, and handicraft products. Some work in childcare, as housecleaners, or in an organisation or business. Their work is not always seen without criticism:

“Men think that women working in the market are prostitutes, but we don’t care. We are working to improve our financial situation and for the sake of our families and children”.

Host woman

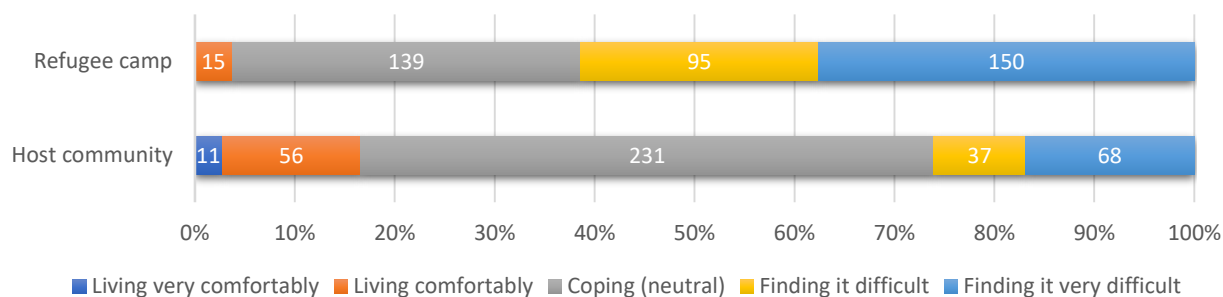
Concerning other relevant employment-related characteristics, half of refugees work exclusively within Wad Sharifey camp (53%), whereas most hosts work outside the camp (95%).

Employed refugees are less likely to have a formal position with a written contract in comparison to hosts (4% vs 34%). Although both groups work on average six days per week, household income differs considerably: the total income in an average week for host households with at least one employed household member is around SDG 1,350, while it is just SDG 985 for refugee households. This difference may reflect systematically lower wages for refugee workers, though it may also be due to the higher likelihood of host community households to be comprised of more than one employed household member in comparison to refugee households (32% vs 17%). Host community households are found to have a meaningfully higher monthly expenditures on all items including food, housing, medical expenses, debt repayment, water, electricity and all other.

A regression analysis confirms that residing in Wad Sharifey camp will, while controlling for individual characteristics such as age, gender, marital status and education of the head of household, result in lower expenditure; but refugees are not less likely to be employed. Host and refugee female-headed households are less likely to be employed.⁵⁹

Beyond objective indicators of welfare, subjective measures vary considerably among respondents. A significantly higher share of host community households views their current economic situation neutrally (e.g. coping) or positively (e.g. comfortable or very comfortable), whereas a considerably number of refugee households view their situation negatively (e.g. difficult or very difficult).

Figure 3 - How do you see this household's current economic situation?



Conditions are difficult for a number of reasons, chief among them documentation. Legal work opportunities for refugees are near non-existent without some level of document fraud:

“I wish I could have a Sudanese National Identity Number. All people in the camp have one. They can pay something like 3,000 SDG, to get it. Someone working in Sudan Civil Registration Authority in Halfa City said he can help me to issue this document, but I don’t have the money. If I want to go and work outside the camp”.

Refugee respondent

If Eritreans are generally able to acquire Sudanese IDs, this is rare for their Ethiopian peers. However, lack of ID is not the only impediment to integration.

Many refugees who do have IDs and were offered to resettle elsewhere in Sudan in the early 2000s chose to stay, deciding that living in a camp provided better prospects for them than the comparatively pricier city life. The availability of free services likely also played a role in their decision. This phenomenon is illustrated by a closer analysis of a subset of host households living on the very edge of Wad Sharifey camp, who were on average 13 percentage points more likely to have work than their peers in more remote locations. These nearby hosts are typically engaged in informal self-employment activities – specifically, small-scale family businesses (e.g. trading) – and are around 20 percentage points more likely to be doing business within the camp itself compared to other hosts. This reflects how **the camp economy provides market opportunities not only for refugees themselves, but host community households that are well placed to take advantage of them.**

⁵⁹ Given that effect sizes / coefficients are not easily interpretable for non-scalar response variables, they are not presented in this report.

Corruption is perceived to be a common challenge:

“We are working to encourage other youth to actively engage in community development, but you know youth are very discouraged by the hardship in livelihood activities, and unfair employment opportunities distribution amongst youth due to corruption, and political favours”.

Sudanese youth leader in Gedarif

Finally, **access to finance is limited**. There are various sources of loans with different terms and conditions such as banks, microfinance institutions, which used to provide loans for youth to start their income generating activities. Women in farming can have loans from the agricultural bank. However, interviewees do not have easy access to such loans.



Photos 8 and 9 - Scarce: sources of finance

MAKING THE BEST OF A CHALLENGING SITUATION: TVET

The GIZ project is designed to improve the economic conditions and general welfare of trained youth and their families in an integrated fashion. Trainees are partly trained in the Vocational Training Centre and partly in private workshops, 48 have been identified after surveying 374 workshops. Selection criteria were availability of tools and equipment, and safety features. Trades were identified based on a survey. In Gedarif, for instance, the four-month courses focus on small engine repair, cooling / refrigerating, electrician work and welding. Women are trained in food processing, tailoring, handicrafts and mobile maintenance.

c. Social cohesion

Table 4 - Key indicators for monitoring – Social cohesion

	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	41%	26%
Think that authorities treat refugees better than hosts	27%	24%
Have not experienced conflict with the other group in the past month	26%	93%
Believe economic integration is on the rise	71%	81%
Believe social integration is on the rise	67%	87%
Have a positive or very positive opinion of the other	51%	80%

While the majority of refugee respondents have positive views of the host community (81%), the share of host respondents that views refugees positively is considerably lower (52%). In fact, a quarter of host respondents openly express negative views of refugees. While trust in one’s own community is shown to be high, trust in community leaders is low. People distrust the camp committees, who are perceived as corrupt when it comes to distribution of agricultural land and other benefits.

With respect to subjective circumstances, 38% of refugees believe their own living conditions are worse in comparison to the host community. One host community respondent out of four believes refugees are treated better by authorities and agencies. These subjective measures do not reveal a great source of tension between the two groups. Still, a considerable share of host respondents experienced conflict with a refugee (73%), even though refugees do not similarly report such incidences (7%). This result hints at the presence of a minority among refugees who might be disturbing the peace with their host neighbours. There is social integration within ethnic groups, but only very limited interaction across groups. In recent years Hawsa and other Western Sudanese tribes have started to settle in Eastern Sudan, competing for work on the agricultural lands. They have a negative attitude towards the Ethiopians in particular:

“We don’t interact with them. They perceive us as criminals. Maybe because we stay awake until late nights, drinking alcohol. But we don’t hurt others. They came here once and attacked us, and tried to force us to move from here”.

Ethiopian refugee

d. Migration intentions

Table 5 - Key indicators for monitoring – Migration intentions of surveyed individuals

	Hosts	Refugees
Would like to migrate, but no concrete plans	12%	13%
Plan to migrate	10%	11%
Of those who plan to migrate, report planning to use formal channels***	99%	98%
Have been provided information about the risks of irregular migration	90%	82%

Only a minority of respondents noted wishing to, or planning to, migrate. Returning the country of origin, is not considered a valid option.

Eritreans left home a long time ago due to conflict, the oppressive regime, lack of livelihoods and basic necessities. Only 13% of refugees interviewed are still in contact with friends or family ‘back home’. Fewer than 5% send remittances.

“Unless this dictatorship regime ends, no one can go back. We have some who returned back to Eritrea in 1995 and 1996, but they come back to Sudan. They had been put in jail. This regime is not providing any human rights guarantees, and no religious freedom. The current regime aims to obliterate Islam”.

Eritrean refugee

Those who do open up about migration plans, often in qualitative interviews, dream of migrating to America, European countries, Canada or Australia. Some have friends there but lack clear information to migrate. Eritrean women support men’s migration, although it can lead to new forms of social problems, as seen in an increased number of divorces.

Through internet and social media, refugees have learned about the possibility of irregular migration. They know about the services smugglers are offering. Many refugees are seeking information on what they can expect abroad and to what extent their friends and family members there have prepared the ground for them. Several refugees have applied for legal migration. They complain that they are not frequently updated on the progress of their cases, which often keep pending for years.

Few Sudanese men appear to contemplate migration. They rather plan to improve their living standards at home. They heard about many who migrated and have now a high level of income, but they do not see a legal option for migration. Engaging smugglers is perceived as risky.

“I tried many times to go outside through smugglers. I came back from Libya from this experience. I will never try again”.

Host respondent, Gedarif

Women of both groups appear ill-inclined to consider on-migration and, if anything, are dreaming of Saudi Arabia or other Gulf states.

IV. How are the needs on the ground being met

The following section examines RDPP activities in Eastern Sudan following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity. Given that the Italian Development Corporation’s WASH activities and RVO’s agribusiness strengthening have not yet commenced, it focuses primarily on the GIZ livelihoods component.

As of March 2018, a Monitoring and Learning System (MLS) reported GIZ’s intervention outputs:

- 50 people benefit from professional trainings (TVET) and / or skills development.
- 11 staff members from local authorities and basic service providers benefit from capacity building to strengthen service delivery.

a. Relevance of programme activities

Livelihoods creation is relevant in the Sudanese context. At present refugees are not admitted to the publicly financed three-year apprenticeship training offered through the government of Sudan. NGOs offer courses for up to six months targeting specific groups and trades. Such courses can be certified by the Sudanese authorities. In an inclusive fashion, the GIZ project targets an equal number of refugee and host trainees, both male and female, partly in a centre and partly in private businesses. Trades were selected carefully based on their marketability, increasing relevance.

But the main factor determining the relevance for the local population is whether the training leads to employment or self-employment. The opportunities for graduates to use the newly acquired skills in the camps are limited. In the project proposal GIZ states that it will closely cooperate with and support the Commissioner for Refugees (CoR) and the Department of Labour to facilitate the issuance of special work and travel permits for refugees to participate in project activities. Both of these agencies however are bound by national policies, which does not allow refugees to leave the camps and work outside the camp without permission. This policy is set by the president of Sudan at the federal level.

To some extent the refugees have solved this problem. Since 2008, some 143,000 refugees disappeared after their registration. Many if not most Eritrean refugees in Um Gargour Camp, have acquired Sudanese IDs illegally, giving them freedom to travel.

They continue to live in Um Gargour Camp, most due to the cheaper housing and access to work in agriculture. Training some of the refugee Eritrean youth could lead to migration to Gedarif City for work.⁶⁰

At a more micro level, we registered doubts about the relevance of some skills training through short courses for women, for instance those focusing on handicrafts and leather products. Informants felt that there was no local market for these products, and that travel to marketplaces was not socially acceptable.

It is too soon to evaluate the business development activities which had not yet started in the summer of 2019. Half of the trainees will be from refugee camps. Some products included in the planning can be sold in the camp (like beds), but raw material will have to be transported to the camp, adding costs. It is not yet clear how feasible different types of businesses will be in the camps.

In order to ascertain the needs of respondents, the survey tool administered for this baseline study contained questions directly pertaining to the question of relevance. The following table lays out the different types of assistance received by respondents (including but not limited to RDPP), their subjective assessment of the quality of assistance and professed need in terms of (further) aid in that domain. Food assistance remains highly relevant particularly for refugees, as does cash and business grants. TVET is generally judged positively.

Table 2 - Are the services offered in Wad Sharifey in line with the needs of the beneficiaries?

		Hosts	Refugees
food in kind assistance	% received	2%	15%
	% happy with		60%
	% requesting	27%	52%
non-food in kind assistance	% received	1%	29%
	% happy with	-	54%
	% requesting	13%	23%
cash	% received	4%	2%
	% happy with	-	-
	% requesting	61%	73%
supplementary for pregnant women / children	% received	12%	33%
	% happy with	70%	68%
	% requesting	9%	14%
business grants	% received	1%	2%
	% happy with	-	-
	% requesting	55%	42%
vsia	% received	2%	5%
	% happy with		50%
	% requesting	6%	6%
tvvet	% received	4%	18%
	% happy with	84%	67%
	% requesting	16%	13%
legal	% received	0%	2%
	% happy with	-	43%
	% requesting	2%	3%
agricultural inputs	% received	0%	0%
	% happy with	-	-
	% requesting	0%	0%

⁶⁰ The situation is different for Ethiopian refugees who usually do not have Sudanese IDs. When refugees work in Gedarif City without proper documents they are frequently arrested by police, who confiscate their equipment and return it in exchange for cash payments only.

b. Adaptiveness of programme structures

Adaptiveness will be crucial given the dramatic changes in the political environment since April 2019. GIZ, the only implementing partner who started activities, has shown some degree of adaptiveness to unforeseen circumstances. This is evidenced, for instance, by an adjustment of training schedules: the training courses are intended to last one-year periods. Partly because of the delay in the re-construction of the vocational training centre and because of existing gaps of skilled labour in certain areas, four-month courses are developed and held as well. In the second half of 2018 these courses took place in Kassala and Gedarif States for both refugees and host communities.

In an acknowledgement of the insufficiency of output indicators, GIZ has set up monitoring and evaluation tools in the hope of being able to adapt in light not of “number of students trained” or “number of workshops given” but indeed employment results. To this end, the organisation plans to conduct tracer studies to evaluate the success rate of graduates in the labour market.

c. Coordination

Coordination is crucial and challenging given the number of national stakeholders involved. There is no unified system for TVET in Sudan. Instead, the vocational education is governed by Supreme Council for Vocational Training and Apprenticeship (SCVTA) which falls under the jurisdiction of the Ministry of Labour at national level. The SCVTA is responsible for the development of curricula, the certification of training courses, the admission of students, and for examinations.

In Kassala, the vocational training centre (VTC) reports directly to the State Minister of Finance, whereas in Gedarif vocational training is under the responsibility of the Department of Labour and Vocational Training in the State Ministry of Finance.

At the State level there are Councils for Vocational Training, supervised by the Ministry of Finance, which have an advisory role to the Ministry of Finance and other actors involved in delivering Vocational Training services. The Director General of the Vocational Training Centre of Gedarif, who is administrative under the Ministry of Finance, is appointed as Secretary General to the council. This qualifies as a conflict of interest.

A lack of coordination with the national authorities can have dire consequences: The Transitional Solutions Initiative, a programme in East Sudan implemented by UNHCR and UNDP in 2013-2014, was geared towards integrating long term refugees into the local communities by providing them the skills and services to be self-sustaining. Sudanese authorities (under Bashir at that time) stopped this programme over concerns that it had been devised without the input of the local authorities.

GIZ has a project Advisory Board composed of the MoF, DoL, CoR, the Women Union and representatives of craftsmen. Board members communicate with each other through emails and a WhatsApp group. GIZ also attends monthly coordination meetings with other International Organisations working in Eastern Sudan (UNHCR, UNICEF and WFP). These coordination meetings are taking place in Kassala as their regional offices are based there. The focus in these meetings is on Eastern Sudan as a whole.

The effectiveness of the governance structure and coordination between GIZ and state actors depends on the commitment of all parties.

Early signs are not encouraging: when GIZ visited the vocational training centre built earlier by the Transformative Solution Initiative (TSI), later frozen by NISS in 2013, it decided to reconstruct the premises. These efforts were hampered by lack of support from the Ministry of Finance. Delays have affected the price of materials and led to issues with the construction company.

Coordination with other international organizations under RDPP has been sporadic while their activities were on hold, or in the planning stages. While an assessment was conducted to ensure there would not be an overlap between GIZ activities and those of a fellow RDPP project by the Italian Cooperation for Development (AICS), communication since has been infrequent.

d. Capacity building and local ownership

GIZ plans to develop the capacity of trainers and of the administrative staff in the school, who are civil servants from the MoF. Areas for improvement include the definition of teaching plans and processes (e.g. class registers, documenting absences etc.), as well as the use of monitoring and evaluation tools and tracer studies. Sixteen technical teachers are nominated to be trained in four selected trades.

The degree of success will depend on national counterpart cooperation, but also on attitudes within the international community:

“I am from Gedarif and I am well familiar with the Ministry of Finance. They only want money. They resisted the idea of RDPP running the VTC – they wanted to implement it by themselves”.

Key informant

More broadly, RDPP actors have committed themselves to strengthening the capacity of the State Vocational Training Council to map needs for skilled labour and job opportunities in a more systematic way. GIZ plans to do this by involving them in the assessment of labour markets, the development of curricula, and by connecting them to the private sector.

Other RDPP partners also have integrated considerations of sustainability. UNIDO aims to contribute to capacity building for vocational training centres in partnership with the Khartoum State Ministry and the Supreme Council for Vocational Training.

e. Sustainability and Effectiveness

The Vocational Training Center set up by GIZ will receive support from the MoF in covering expenses for electricity and water, in addition to administrative expenses and the cost of raw materials. The role of GIZ will focus on the reconstruction of the premises, the development of curricula and training. This responsibility sharing can contribute to the financial sustainability of the project. Good governance, transparency, accountability, and adequate checks and balances will be crucial ingredients to long-term outcomes. Ideally, the VTC might be a ‘role model’ for others and lead to sustainability of vocational training services in the region more broadly. If graduates manage to find employment or set up a small business or workshop, this also might contribute to a sustainable improvement of their living conditions.

Only a minority of Sudanese officials understand the RDPP project as a holistic intervention. Most of the line ministries and counterparts understand it as an isolated activity. Change of policy and create greater awareness of the benefits of integration are not goals of the GIZ project.

Given this context it is unlikely that the GIZ project is going to make a significant contribution to strengthening the integration of refugees into the host community, apart from increased migration of graduated Eritrean refugees with Sudanese IDs from the camps to the cities, particularly in Gedarif State.

V. Conclusion and Recommendations: Ways forward to 2020

If Ethiopia's new refugee law is implemented, Sudan will be the only RDPP country that continues to maintain an explicit encampment policy. This policy will continue to lead to legal obstacles that constrain programming. As long as these policies are in place, RDPP activities in Sudan will only have limited impact on the lives of both refugee and host communities. While the protracted nature of the refugee context in north eastern Sudan has meant that a certain level of informal social and economic integration has occurred, in particular for Eritrean refugees, this does not translate into long term economic growth.

Relevance and adaptiveness of programming has been limited. Significant delays in implementation, and concerns about the relevance of livelihoods training in a context where sustainable economic perspectives are limited, have been barriers to implementation. Basic humanitarian needs, such as food, water, and health have not been met; activities meant to target these needs had not yet started at the time of the baseline. Targeting these needs is crucial, as trainings are unlikely to lead to decent long-term work and inadequately met basic needs form an obstacle to achieving self-reliance.

In addition, the governance context in Sudan is highly disjointed and challenging. Multiple national and local government stakeholders are involved in a variety of activities, and coordination between these actors is often ineffective. Relationships with the authorities is strained and navigating the complexities of the Sudanese security infrastructure has been as source of frustration, confusions, and delays. Cases have existed where a programme was significantly pushed back or shut down because the appropriate local authorities were not consulted.

Finding a means to effectively identify, address, and include these actors is crucial to the effectiveness and sustainability of programming. At the time of baseline data collection there were no active or effective coordination structures that addressed these challenges.

The findings provide a snapshot of the situation of RDPP Sudan in the spring of 2018, with a focus on activities taking place in Kassala and Gedarif. Different actors have different roles to play in building capacity and effectively implementing RDPP; the following recommendations provide actionable points for each to address weaknesses that have been highlighted and build upon the strengths of the project.

Structural recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Lack of regular communication not only with Government counterparts but also with RDPP partners.	<p>Strengthen communications: We argued over the course of the report that the stakeholder landscape at the national level is both convoluted and difficult to navigate. A great deal of efforts is required to reach out to government actors, obtain access, permits, financing etc. The new government landscape, once settled, will call for a ‘fresh start’ in terms of outreach, and this might represent an opportunity to improve coordination.</p> <p>It should not be as difficult for the RDPP partners themselves to keep each other apprised – constant communication between the closely related GIZ and AICS components for instance could result in shared strategies and lessons learned, for the benefit of actors following in the footsteps in others.</p>
IPs, donors and stakeholders had a different understanding of what the overall impact-level objectives of the programme are.	<p>Agree on a common monitoring framework: The activities falling under RDPP in Eastern Sudan are vast, and each has its own results framework. At the same time, they all fall under a common RDPP agenda / theory of change which should ultimately guide efforts. A common monitoring framework should reflect synergies and the interlinked nature of the desired outcomes. A common gauge of ‘success’ beyond outputs can improve coordination and accountability. The outcome metric proposed in this report may serve as a starting point for further reflection in this regard.</p>

Activity specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Significant delays in most activities.	<p>Identify sources of delays: Given the crucial importance of the WASH and Health component’s contribution to the overall RDPP outcomes (ranging from livelihoods to social cohesion), it is imperative that activities commence promptly. Organisational learning, however, should also be drawn from a case study on the reasons progress has been slow, allowing partners and future initiatives to benefit from lessons learned. Donor pressure might be needed to remove certain obstacles at different administrative echelons.</p>
It is unclear where trained individuals might head with their newly gained skills	<p>For TVET activities, start tracer studies now rather than later: Given the general bleak outlook of the economy, it is of note that a number of households who could search for opportunities outside of camp setting choose to remain. This is the case both for hosts and for certain refugees who have been offered alternative arrangements. At the same time, qualitative research revealed that a number of trades taught would be more useful in a different context - or at least with access to markets further afield. It will be crucial to understand where these trades take beneficiaries, with an eye to differentiating between Ethiopian and Eritrean refugees, as well as vulnerable hosts. Given the particular circumstances faced by the women of these different groups, the impact of gender on outcomes must be closely monitored.</p>

Structural recommendations for RDPP Steering Committee and Donors

NEED OR CHALLENGE	RECOMMENDATION
The relationship with previous Government stakeholders was strained, and there is no visibility on the future Government setup.	<p>Be sensitive in light of ongoing upheaval: Efforts to provide eastern Sudan’s refugees with protection, assistance and solutions rely on a limited number and narrow range of partners, most of them national entities and some of which bring only a modest capacity to their operational activities. More than in other contexts studied for this project, RDPP partners did not appear to enjoy a particularly comfortable relationship with the central authorities, and displayed difficulties in navigating the complex security regime. Building a working relationship with national authorities post-coup will require careful joint international advocacy and dialogue.</p>
Actions are perceived as disconnected and not addressing the underlying issues.	<p>Take a long-term view. Livelihoods, self-reliance and local integration strategy cannot be expected to be effective unless eastern Sudan is able to benefit from a robust process of economic growth and infrastructural expansion. Given the high levels of poverty and low levels of development in eastern Sudan, humanitarian activities must remain a priority, while being linked to long-term aid and investment strategies that are designed to attract robust growth to this neglected part of the country.</p>
No long-term solutions can be fathomed without an end of the encampment strategy.	<p>Advocate. Not pushed to return but not offered a path to naturalisation, the Eritreans have been confronted with legal obstacles that prevent them from owning land and property. This places constraints on their freedom of movement and makes it difficult for them to enter the formal labour market. Donors should advocate on behalf of refugee rights and continue to promote sustainable refugee livelihoods with the ultimate goal of enabling the refugees to live without assistance. As those objectives are achieved, the camps should be decommissioned and integrated into national service-delivery structures.</p>

Annex 1: WAY FORWARD: USING AN RDPP OUTCOME METRIC TO GAUGE EFFECTIVENESS OF PROGRAMMING

✓ Why an outcome metric?

In order to evaluate the impact and effectiveness of RDPP programming, stakeholders in the field, donors and evaluators should agree on the effects they would expect to see. Focusing only on variables programming would expect to be able to influence, scores can be attributed to individual respondents both along the relevant dimensions and overall. These scores can immediately be used to point to gaps between hosts and refugees and identify the most vulnerable respondents in categories of interest. At the time of the endline, to the extent that the same respondents are identified and re-interviewed, the evolution in the relevant dimensions can be assessed and linked to programming efforts, thus informing implementing partners, donors and the wider community of knowledge.

✓ Which dimensions / quantitative indicators are relevant in the case of the camp and surroundings?

The indicators should focus on domains directly relevant to RDPP activities in the field. In Eastern Sudan, these (mainly future) activities focus on WASH, livelihoods, and protection. Based on these broad categories, the following indicators were selected to form part of the location specific RDPP outcome metric:

Table 3 - Eastern Sudan-specific RDPP outcome indicators

Water and sanitation	Access to an improved water source
	Enough water for agricultural production
	Access to some kind of toilet facility
Livelihoods	Garbage-free environment
	Working-age individuals in paid work or self-employed
	Individuals working in an integrated setting
	Working individuals with a formal contract
	Individuals who have access to TVET to foster their skills
	Households which have access to credit
	Households which have income redundancy (more than one earner)
Protection	Respondents who find their economic situation (very) comfortable
	Households who feel safe in their communities
	Respondents who do not feel women are at risk in their communities
	Respondents who feel they can turn to the local authorities in case of need
	Respondents who successfully sought out protection in case of need

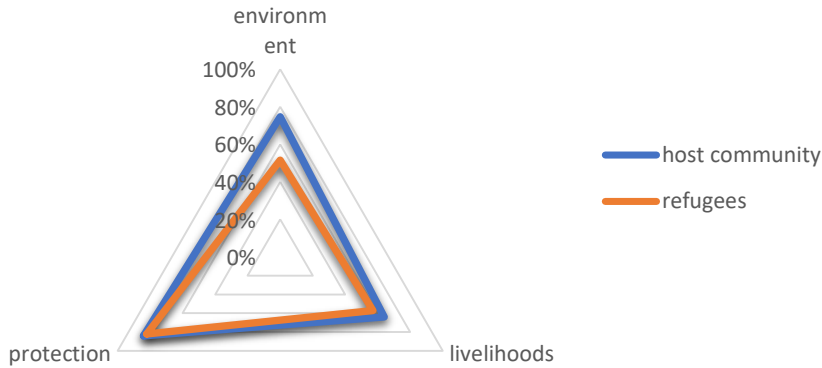
✓ How is the metric calculated?

For each thematic / programmatic domain, a number of binary (true / false) indicators was assembled representing the status of each respondent within the domain. Given the responses to these indicators of all host and refugee respondents in our sample, a multiple correspondence analysis⁶¹ was used to determine a set of weights that would maximise the variance of the weighted sum of these variables among the sample. Such empirical indices are often used in the absence of an a priori set of weights based on intimate knowledge of the underlying populations with respect to the themes at hand. These weights were then used to create a thematic index which was then used to compute a score for each respondent household in each dimension.

⁶¹ Although for binary variables, multiple correspondence analysis is functionally equivalent to principal components analysis, the former is a more appropriate term due to the lack of scalarity in the variables.

✓ **What are the preliminary insights?**

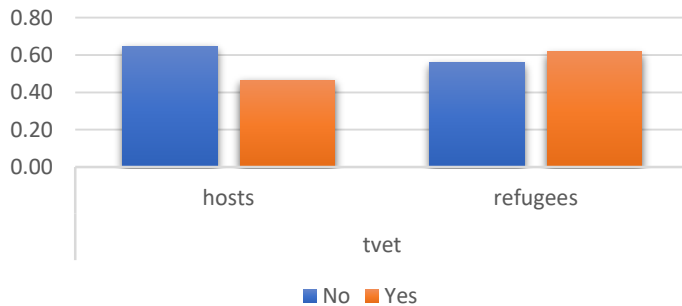
Figure 11 - Average scores of host and refugee respondents



The overall assessment of average scores between host and refugee respondents points to a gap particularly in the domain of WASH. Closing this gap, and raising the scores towards one, will be one of the goals of RDPP programming in the years to come.

The livelihoods scores are not very far apart – as established earlier in this chapter, there is some degree of labour market integration, albeit often illegally and at a low level of resilience.

Figure 12 - Livelihoods scores and TVET received



Analysing mean livelihoods scores against having benefited from TVET, we see that hosts having had TVET training do not score higher, but refugees do. It is not possible to ascertain whether this is due to success of programming (aid raises livelihoods scores) or inefficient targeting (those most in need are not necessarily those selected as beneficiaries) - further light will be shed at the link between economic well-being and programming at the endline stage.

✓ **What changes would we expect to see at the time of the endline?**

If targeting is effective, one would expect the lowest quartile of respondents to have improved their scores considerably. The domains where respondents score the lowest should be prioritised.

In the case of Eastern Sudan, these are the livelihoods domains, with a focus on refugee populations. In line with the goals of the integrated approach, gaps between hosts and refugees should be minimised. Overall, the population should be lifted towards the goal of a 'perfect score'. This is by no means an ideal score but simply represents minimum standards being met in the context of this study and in the domains relevant to programming efforts. WASH scores should be raised thanks to the Italian Corporation's component commencing.

Annex 2 LIMITATIONS OF THE STUDY

In what follows, we present the 2018 baseline situation of RDPP-related activities in Eastern Sudan. The region, and the survey location (Wad Sharifey in Kassala), were selected in consultation with RDPP stakeholders active in Sudan as the best option because of programming, accessibility and permits / authorisations reasons. Unlike in other country contexts, the quantitative fieldwork took place in a location separate from that of the qualitative case studies. Given the fact that many of the RDPP activities in Sudan have faced significant delays, the case study of GIZ TVET activities was carried out in Um Gargour camp, the only open refugee camp in Gedarif State. Furthermore, given that, like Wad Sharifey, this camp is mainly inhabited by Eritrean Muslims, in order to also reflect the voices of Ethiopian refugees, a number of qualitative consultations were carried out in the proximity of the nearby (closed, and under authority of the National Intelligence Security Service) camp of Um Golgha. **While the results presented here constitute a broad picture of RDPP in Eastern Sudan as of Spring 2018, they cannot be easily extrapolated to (ongoing and future) RDPP activities in more urban contexts, such as the capital, Khartoum.**

Challenges encountered during the fieldwork included the following:

The international Team Leader focused on the Sudan chapter was unable to obtain a visa to visit Sudan in person, in spite of a timely application and frequent follow-up. A number of planned activities, including the organisational capacity assessment of vocational training centres and in-person interviews with certain stakeholders (EU delegation in Khartoum, Netherlands Embassy, UNHCR, and certain local stakeholders) could not be carried out in the timeframe we had planned.

For the qualitative research in Gedarif State, villagers living close to the camps could not be assembled to take part in focus group discussions due to weather conditions and impassable roads. Instead, host focus groups were interviewed in nearby Gedarif city. This impacts qualitative findings on livelihoods and social cohesion: the hosts partaking in these focus group discussions may feel less strongly about competition regarding natural resources near the camps, but more strongly about the refugees' impact on the local labour market.

For the quantitative research, sampling considerations extended to the number of Sudanese living in, and benefiting from the services of, Wad Sharifey camp,⁶² as well as to the number of refugees fully integrated as part of the host community. This means that the sampling plan could not simply be designed based on location. The team investigated the possibility of relying on official documentation to ascertain refugee status but were told during informal consultations that such documents could easily be obtained by non-refugees and were not in and of themselves reliable indicators. We decided to follow the council of camp committee supervisors in the identification of refugees, while in the host communities we decided that individuals who had been living as part of the host community for decades could for all intents and purposes be considered as such.

A further important sampling consideration was the fact that the economic situation of those living near the camp's administrative area was significantly better compared to those living further afield, with advantages ranging from electricity provision to quality of dwelling building materials. The fieldwork zones were reviewed in order to capture that sub-group, while ensuring it not be overrepresented in the final sample.

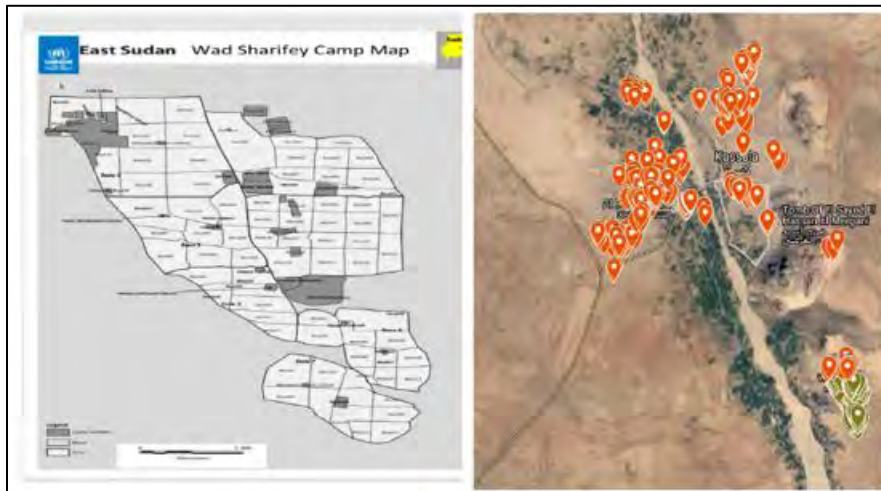
⁶² Often IDPs, often allegedly involved with smuggling networks into the camp.



Photo 10 - View from enumerator vehicle during unexpected sandstorm - no fieldwork could take place that day.

Operational challenges included weather and fuel shortages: In mid-April, temperatures in Kassala exceeded 40 degrees Celsius. Operational imperatives were gathering data prior to the commencement of the rainy season, which makes the road from Kassala to the Shagarab camps inaccessible, and prior to Ramadan which (given the heat) would have resulted in delays beyond those already experienced due to severe fuel shortages⁶³. Violent sand storms (Haboob) interrupted data collection on two occasions, confining enumerators to their vehicles for the better part of the day.

Research permits needed to be obtained from the local Commission of Refugees (CoR) representative, along with camp entry permits for each day of fieldwork. Despite these permits having been granted, some interference was faced by Wad Sharifey's local committee supervisors in the early part of the fieldwork.



Photos 11 and 12 - Map of Wad Sharifey, households surveyed

⁶³ The repercussions of fuel shortage were twofold: electricity was highly unstable, as generators were not usually powered, making it difficult to charge the devices for data collection; time was lost waiting at gas stations and transport to the enumeration areas was challenging. These challenges were mitigated through the use of power banks and locomotion on foot or via donkey carts. They inevitably did lead to delays.



COUNTRY CHAPTER
UGANDA



Baseline Study Uganda

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.

Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

BASELINE

May – June 2018 • 840 households surveyed in/around Rhino Camp: 425 refugees and 415 hosts • In-depth interviews • Key informant interviews with main stakeholders



KEY FACTS AT A GLANCE: RHINO CAMP, ARUA

<p>Population Youth dominate the sample; average age of 18. Refugees are mainly recent arrivals from South Sudan.</p>	<p>Progressive model Refugees have the right to work, travel, access public services. They are also given small plots of land.</p>	<p>Food security Major issue: 97% of respondents worried about not having enough food to eat.</p>
<p>Water 95% have access to borehole or tap, but water quality is low. Shortages a challenge for farming.</p>	<p>Safety 80% of hosts and 76% of refugees feel safe. Most expressed the view that they can turn to authorities if needed.</p>	<p>Education 70% of host and 84% of refugee children attend school regularly; improvements since camp setup.</p>
<p>Livelihoods Half of host and a quarter of refugee households have a source of income, although mostly irregular.</p>	<p>Migration Intentions 2% of hosts and 9% of refugees claim they are planning to migrate.</p>	<p>Social cohesion Hosts and refugees coexist relatively peacefully; 20% have recently experienced conflict.</p>

AVERAGE SCORES IN DOMAINS OF WASH, EDUCATION, LIVELIHOODS AND SOCIAL COHESION ACCORDING TO RDPP METRIC

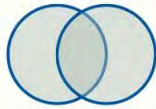


SDG icons: RDPP outcome metric focusing on areas targeted by programming in Wad Sharifey and surroundings.

RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS



RELEVANCE

RDPP activities in line with CRRF objectives and well-aligned with national policies. Relevance less clear at the district level. Participatory methodologies are used to ensure relevance to beneficiaries.



ADAPTIVENESS

Needed in the context of renewed refugee influx, which resulted in additional funding and increased timelines. Needs assessments are carried out to ensure activities mirror evolving demand.



COORDINATION

Involvement in CRRF coordination structures. Steering committee involves Government actors. Different counterparts, varying degrees of involvement. Limited ownership by local authorities.



SUSTAINABILITY

Sustainability considerations are reflected in planning documents. Challenging in the water & sanitation component for structural reasons, and in the skills development component due to limited engagement by the Government.

MAIN TAKEAWAYS

OVERALL

Access to land does not automatically lead to self-reliance.

Prioritise food security while pursuing more development-oriented initiatives.

STRUCTURAL

Agree on common Theory of Change and joint M&E.

Incentivise local government involvement.

Strengthen information sharing among RDPP partners and beyond.

ACTIVITY SPECIFIC

Implement tracer studies.

Strengthen instant skills training.

Facilitate access to finance.

Urgently prioritise WASH component which is currently delayed.

DONORS

Avoid an overload of processes and layers of coordination.

Coordinate a mapping of all activities under CRRF.

RDPP in Uganda: The case of Rhino Camp

Presentation of the case study: scope and methodology

This chapter evaluates the Regional Development and Protection Programme (RDPP) in Uganda, focusing on activities in Rhino Camp, Arua District. The analysis is based on quantitative and qualitative data collected in Rhino camp between mid-April and early May 2018, as well as on comprehensive review of available project documentation. The survey reached 425 refugee households and 415 nearby host community households, with qualitative information gathered from both groups. This baseline report offers a snapshot of the situation at that particular time and place. Data will be used to trace impact in 2020 as part of the Learning and Evaluation Team's impact evaluation of RDPP in the Horn of Africa.

The Regional Development and Protection Programme in Uganda, entitled “Support Programme to the Refugee Settlements and Host Communities in Northern Uganda (SPRS-NU),” aims to strengthen integrated solutions and foster long-term capacity-building and governance. The inhabitants of Rhino Camp and its surroundings are supported by RDPP via three thematic components: **Water and sanitation, skills development and livelihoods, and conflict management**. Sensitive to the need of mitigating risks, sectoral activities focus on improving livelihoods, food security, and broadening access to education.

The SPRS-NU includes three separate components implemented by Enabel, the Austrian Development Agency (ADA) in a consortium led by the Danish Refugee Council (DRC). The case study in and around Rhino Camp focuses on one component: the Enabel support of skills development for refugees and host communities in Rhino Camp. Further desk review provided background on the other two components.

This report is divided into four sections:

- I. [Key messages](#). The section highlights fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report
- II. [Uganda: An innovative but limited model](#) outlines the context within which RDPP is operating in Uganda, with particular reference to Rhino Camp. The section singles out and explores details of the lives of refugees and hosts that can inform operational activities
- III. [Evaluating needs on the ground](#) sets out key quantitative and qualitative data and indicators that will allow the measurement of RDPP's impact in Rhino Camp
- IV. [How are the needs on the ground being met?](#) introduces our recommendations to address gaps highlighted in section III. This includes, as a **way forward to the endline, the presentation of an RDPP outcome metric for Rhino camp to allow for a monitoring of the impact of programming** on the key variables identified for this location.

I. Key messages

RDPP is a multi-annual development programme, focusing on addressing longer-term needs. While it does not focus on humanitarian activities, RDPP is impacted by the consideration that basic humanitarian standards are not currently met in the location of study. Food security is a serious issue for both refugees and hosts, with the majority not having enough food to eat at home. The provision of **direct nutrition assistance** to refugees as part of the DRC-led RDPP project is relevant to the well-being of local populations. At the same time, as food aid appears to have supplanted local food suppliers since the arrival of refugees, a gradual shift to a cash voucher system (including both hosts and refugees) may prove more sustainable.

Arua presents positive opportunities to scale up programming, notably on livelihoods and social cohesion. Carried out in a context that encourages refugees to become self-reliant, granting them freedom of movement, asset ownership and the right to seek employment, RDPP **livelihoods programming** is the first attempt to implement the 'Skilling Uganda' strategy in an emergency situation with vulnerable populations still receiving humanitarian assistance. Enabel's vocational skills component mainstreams the national business, technical, vocational and education training (BTVET) reform strategy in a context of displacement. This appears to have been met with some success: trainees⁶⁴ felt that the vocational training courses correspond to their interests, have high market relevance and provide good job prospects afterwards. There was a clear demand from beneficiaries and local authorities to scale up such opportunities.⁶⁵ Some of the skills offered are perceived to provide larger returns in Arua town, inciting young people to move there after graduation (e.g. catering/hotel), whereas other skills are seen to be more relevant for the settlement itself (e.g. construction).

Overall, hosts and refugees coexist peacefully in and around Rhino Camp. As this has not always been the case, the context now offers an opportunity for further development.

RDPP activities in Uganda remain relevant to **local beneficiary / community** needs and are based on participatory approaches. They have proven their adaptiveness and have integrated sustainability considerations in the design from the onset. The complex governance setup in Uganda does not make capacity building towards integrated approaches for **local authorities** an easy task. Whether different sector ministries and district governments are prepared to take on greater responsibility in refugee response depends on the interest and incentive structure but also on their ability to do so.

The report presents **a set of recommendations to be shared and discussed with implementing partners** to obtain their feedback and agree on a way forward for the second half of RDPP's timeline in Uganda.

⁶⁴ The research team interviewed 30 current trainees from the Siripi training Center in Rhino Camp attending a training session organised by Welthungerhilfe.

⁶⁵ Part of the Enabel approach is to provide funding for training institutes to scale up.

II. Uganda: an innovative but limited model

Uganda is one of the largest refugee-hosting nations in the world, with close to 1.3 million refugees as of May 2019. Refugees from South Sudan represent the largest cohort (73%), followed by the Democratic Republic of Congo (DRC, 19%). These migrants reside in thirty refugee settlements, mainly in the north-western districts of the country bordering the DRC and South Sudan. They benefit from what is often hailed as one of the most progressive refugee regimes in Africa: refugees in Uganda have the legal right to work, start businesses, travel and access public services such as education, health and water. In the settlements where they are usually hosted, they are provided with small plots of land to be used for housing and agriculture. In practice, however, the quality and size of the allotted parcels vary considerably, and it is rarely possible to earn a living from agricultural production alone. Food aid is gradually phased out over five years, after which the newly arrived refugees are expected to have become self-reliant (this system was under review at the time of data collection).

The stakeholder landscape is focused on self-reliance. The Office of the Prime Minister (OPM) Department of Refugees leads Uganda's refugee response. Aligned with the National Development Plan 2016-2020, its 'Settlement Transformation Agenda' aims to achieve self-reliance for refugees and promote social development in refugee-hosting areas. UNHCR is actively working with the Government of Uganda to implement a self-reliance strategy, the 'Refugee and Host Population Empowerment' (ReHOPE), with the aim of improving socio-economic integration of refugees. Furthermore, RDPP activities fall under the objectives of the CRRF in Uganda, aiming to support governance and capacity to deliver integrated services. However, recent studies have highlighted the limitations of this programming, indicating that integration of services may not necessarily result in integrated communities, or to wider / full integration of host communities in service provision. In some cases, these studies argue, this policy leads to resentment and a sense of expectation unfulfilled.⁶⁶ In addition, while Uganda can be compared favourably to other countries in the region, attempts at integrated service provision are incomplete and sometimes inadequate, impeding effective local integration for refugees.⁶⁷

Rhino Camp is a settlement composed of five zones scattered over an area of approximately 225 square kilometres. The general topography of the project area is hilly with deep valleys. Its estimated population as of June 2017 stood at around 87,000 (23,000 households).

Hosts constitute 17% of the area population. About 96% of the refugees in Rhino Settlement originate from South Sudan. The host community is predominantly constituted by Lugbara tribe members.



Figure 1 - Rhino Camp

Arua town, the busy district capital located about 60 km south-west of Rhino Camp, is where most of the NGOs and UNHCR have their district headquarters. The economy of Arua district revolves around agriculture, with four out of five households growing crops such as cassava, beans, groundnuts, sesame, millet and maize. Tobacco is a common cash crop.

⁶⁶ ReDSS (2018). *Are integrated services a step towards integration?*

⁶⁷ Bohnet, H. & Schmitz-Pranghe, C. (2019). *Uganda: A role model for refugee integration?*

The inhabitants of Rhino Camp and its surroundings are supported under RDPP via three thematic components: Water and Sanitation, Skills development and Livelihoods & conflict management. Rhino Camp consists of scattered settlements, which means that not all activities take place at all locations.



Figure 2 - A rural setting

The activities, detailed in Table 1 below, and RDPP as a whole have had to adapt since RDPP's inception in 2015: the arrival of refugees from South Sudan following the intensification of the conflict led to a re-design of support. Furthermore, in 2018 accusations of mismanaged funds led some donors to freeze contributions to UNHCR operations in country and prompted some officials to step aside pending further investigations. The long-term consequences of these changes will only emerge over time and may be tracked and further analysed at the endline stage.

Table 1 - Snapshot: RDPP activities in Arua in 2018

SECTOR	ACTIVITY	IP
Livelihoods	Short and medium-term vocational training and entrepreneurship support, specific focus on youth, women and girls. Coordination with Skilling Uganda strategy.	ENABEL
	Farm inputs. Establishment of livelihoods groups including VSLA. Accelerated learning programme for out-of-school children.	DRC
Water and sanitation	Construction / rehabilitation of piped water supply systems and ensuring sustainable operation and maintenance. Construction of fecal sludge treatment plant, water protection. Sanitation awareness campaigns.	ADA
Conflict management	Conflict resolution mechanisms. Capacity building targeting local actors.	DRC

III. Evaluating needs on the ground

The camp hosts a young community: refugee respondents were on average 17 years old, hosts were slightly older (19). The proportion of females in the sample was over half for both groups. Refugees are less likely to be married than their host peers (19% vs 32%), and refugee households' dependency ratio is higher as measured by the number of typically nonworking-age members (e.g. children and elderly) relative to working-age members. Refugee households are considerably more likely to be female- or single-headed than host community households.

The refugees encountered in Rhino camp mainly originate from South Sudan, and most arrived in 2016 driven by the country's lack of basic necessities and livelihood opportunities, conflict and insecurity. Almost all are registered with UNHCR and hold official documentation to reside in Uganda.

Along with their hosts, refugees live in a context which has seen a shift from sole emergency programming to an increasingly development and integrated solutions-focused approach through frameworks and agendas ranging from ReHoPE to the Settlement Transformative Agenda and the National Development Plan. At the same time, protection needs remain high.

The following sections present baseline data across a range of relevant indicators. Covering both humanitarian ('basic needs') as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities in Uganda (this is the case for livelihoods, Water and sanitation, social cohesion); while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

a. Basic needs

Table 2 - Key indicators for monitoring – Basic needs

		Hosts	Refugees
Food security	Not had food to eat in the house in past month	14%	10%
	Did not worry about not having enough food in past month	3%	2%
Housing	Owens or rents shelter	96%	81%
	Owens or rents land	78%	20%
Water and wash	Tap as primary water source	43%	46%
	Borehole as primary water source	47%	44%
	Access to private pit latrines	27%	60%
Waste and infrastructure	Does not find that there is a lot of garbage outside	97%	92%
	Does not throw garbage outside dwelling for disposal	83%	97%
	Has grid access	0%	0%
	Has access to a generator (government, private, community)	0%	0%
	Has solar (private)	34%	31%
Health	Children having received vaccinations (full or partial)	95%	97%
	Covered by health insurance	2%	12%
	Sought out treatment after suffering serious illness or injury***	97%	97%
	Judged treatment to be of high quality	62%	43%
Safety and protection	Feel completely or mostly safe	80%	76%
	Sought out protection after a legal problem***	97%	95%
	Content with the protection received	64%	57%
	Feel they can turn to the local authorities in case of need	89%	85%

The WFP hands out **food aid** to refugees, prioritising recent arrivals. Food aid is slowly phased out over time (a system which was under review at the time of research). Some refugees reported receiving cash handouts along with their food rations, and it is common for at least half of the amount to be used on food. WFP rations have been cut in the past due to shortages for refugee interventions.

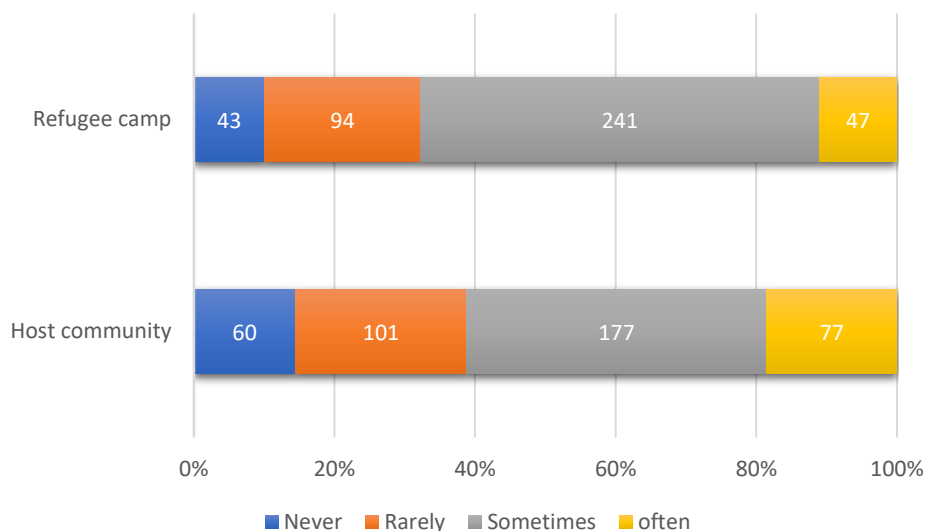
The phasing out of food aid over the course of five years has meant that some of the more vulnerable long-term residents of the camp found themselves without any means to afford food on their own:

“There are some families who have lived in the refugee settlement for over five years. They no longer figure in the WFP food ration database. Most of the families we encountered who fall into this category were living in abject poverty. In a few cases, when asked about food aid, they became hostile. Some simply broke down in tears”.

Field leader observations

Food security is a serious issue for both refugees and hosts in and around Rhino Camp. The overwhelming majority of both groups expressed concern about not having enough food and having recently found themselves without any food due to a lack of resources.

Figure 3 - In the past four weeks, was there ever any food to eat of any kind in your household because of a lack of resources?



SHIFTING FROM DIRECT TO INDIRECT NUTRITION ASSISTANCE

The provision of direct nutrition assistance to refugees as included in the DRC-led RDPP project component remains relevant to the well-being of local populations. At the same time, given that food aid appears to have somewhat supplanted local food suppliers since the arrival of the refugees, a (slow) shift to a cash voucher system may prove more sustainable. This appears to have commenced, with some refugees reporting that they started to receive cash handouts. Half of this cash is used to purchase food. However this nutrition assistance is provided only to refugees, limiting the possibility of equitable and integrated food support and increasing tensions with host communities. The potential upwards effects of cash transfers on prices, and its effect on community cohesion, is something which will be further explored at the endline stage.

Half of this cash is used to purchase food. However this nutrition assistance is provided only to refugees, limiting the possibility of equitable and integrated food support and increasing tensions with host communities.⁶⁸



Figure 4 - Shelter in Rhino Camp

Refugee and host community households do not differ greatly in terms of physical **housing**. Both groups are likely to reside in temporary housing like a makeshift shelter or tent (85% and 90%, respectively). Land ownership is much lower for refugee households (6% vs 75%).

Those who do not own land, however, benefit from the government's land allocation. Half of the interviewed refugee households were allocated land on a seasonal basis for farming or other purposes. These plots, 50mx50m in size,⁶⁹ can be used for agriculture and / or settlement. The

allocated plots may be a long distance from the recipient's primary residence, making them not only hard to reach but also prone to looting. Another challenge is that some areas of farming land provided to refugees are infertile and cannot support subsistence agricultural activities, with refugees struggling to harvest a sizable yield and unable to afford fertilizer. This is reflected in land use: 70 % of refugees and 90% of hosts interviewed only grow food for their own consumption, with no further income generation.

COMMUNITY LEARNING THROUGH FARMER'S GROUPS

Farmers' Groups effectively fill a gap in the RDPP, they lead to shared learning on agriculture as a business, on the most appropriate crops and their use both for nutrition, further processing, replanting and sale. This aspect will be further explored in the livelihoods section.

Water is a long-standing challenge in the area, with shortages presenting a fundamental dilemma for any approach centred on a self-reliance strategy through farming. Northern Uganda has repeatedly suffered outbreaks of WASH related diseases due to poor access to safe water and sanitation. Water also has the potential to trigger disputes between hosts and refugees. The water sources are not numerous and boreholes not easy to pump. Fetching water is time-consuming and keeps refugees and hosts from other productive activities. The situation is worse during the dry season when alternative water sources such as springs and streams dry up. The ground water is of poor quality, meaning expensive piped water networks have to be constructed (with the settlement dependent on water provisioning through trucking as construction is ongoing). The quality of water from the tanks is also poor, with reports of occasional contamination. Yet change is underway:

⁶⁸ ReDSS (2018): *Are integrated services a step towards integration?*

⁶⁹ Plot sizes have decreased in recent years with the arrival of large numbers of refugees.

“Lots of new developments are taking place. We initially had few boreholes but now we have a lot more. The boreholes are also powered by solar energy and therefore obtaining water doesn’t require lots of effort”.

Host respondent

This observation corresponds to the survey results, where 73% of host community respondents cite an improvement in the travel time to access water since the camp was established or grew in size, and 92% say the quality has improved.

Concerning **sanitation**, the refugee camps are better equipped with toilet facilities as 85% of refugees use private or shared covered pit latrines compared to 36% of hosts. Conversely, host respondents are more likely to have no access to toilet facilities: one respondent in five resorts to open defecation.

POTENTIAL FOR INTEGRATED WATER MANAGEMENT

Given drastically increasing demand, ADA’s intervention is a welcome contribution, inscribing itself in a logic of close collaboration with the MWE’s implementation of the Joint Water and Environmental Sector Support Programme (JWESSP) and the National Development Plan. Perhaps due to the need for coordination on this front, activities slated for the inception phase of the project had not yet been completed at the time of the baseline data collection.

Not many interviewees noted lack of **electricity** as a challenge affecting their livelihoods although 60% of refugee and host respondents in the survey report not having any source of electricity. Only one third use private solar energy. This appears to pale in importance compared to other priorities.

One refugee respondent household in two, and one host household in three, has faced serious illness and injury in recent times. With very few exceptions, everyone concerned sought out treatment, most commonly (73%) at Government Health facilities. There is a consensus that **health services** have improved over time. In spite of a number of newly opened health centres and private clinics, the distance to cover was often large. This puts the elderly and people with disabilities at a disadvantage. The cost of services provided at private clinics is pointed out. People do receive treatment on credit with a promise that they will pay their bills later. Health centres are the destination of choice for those in need of medical support, yet they face limited staffing and inadequate supplies.

“Medication at the clinics is expensive for sure: If I get sick or a member of our household gets sick, for us, the health centre is the first choice. It is only when we fail to get medicine from the health centre that we go to the private clinics. But if there are medicines in the health centre, I do not want anyone to visit the private clinics”.

Refugee respondent

Security has improved in recent years. Most interviewees expressed satisfaction about the security within Rhino camp and the work of the police. The majority of refugee and host respondents feel mostly or completely safe in their communities (75% and 80%). Yet, qualitative interviews revealed that some zones are perceived as less safe. Siripi, where most of the qualitative interviews took place, was described as more peaceful. Those who do not feel safe have more to fear from members of their own community than those of the other. Women are deemed to be particularly at risk by 39% of refugee and 21% of host respondents.

“There used to be insecurity, but now, due to the reinforcement of the police stations, crimes have reduced greatly”.

Refugee respondent

b. Education and livelihoods

Table 3 - Key indicators for monitoring – Education and Livelihoods

		Hosts	Refugees
Education	Regular school attendance	70%	84%
	Integrated school attendance	96%	99%
	Fewer than 50 children per teacher	0%	1%
	Quality of education judged high or very high	34%	28%
	Assistance to attend school (uniform, shoes, books...)	49%	38%
	School feeding programme	64%	75%
Livelihoods	In paid work or self-employed	52%	24%
	Earned redundancy (more than one income earner)	48%	11%
	Among working population, hosts working inside and refugees working inside camp	26%	24%
	Among working population, formal contract	11%	14%
	Among working population, holds skill certification	10%	12%
	Among working population, working five or more days per week	19%	34%
	Average monthly expenditures*	\$20.41	\$27.33

*exchange rate March 2019

Education is not directly targeted by RDPP activities, but it is one domain in which the presence of refugees has had beneficial effects on their hosts.

“Before the arrival of the refugees, we didn’t have schools. This area now boasts several schools, and it’s thanks to them”.

Host respondent

Education has long been a clear need for host community members who are less likely to have formal schooling than the refugees, who present a higher rate of primary and secondary school completion. Self-reported literacy differs considerably across the two groups with 70% of refugees indicating the ability to read and write in comparison to 44% of host community members. This discrepancy is generational, with 84% of refugee children attending school regularly, compared to only 70% of host children. Almost without exception, children attend school with those of the other group. School fees were cited as a factor preventing parents from being able to keep their children in school. Furthermore, the quality of education is generally judged to be poor, at least partly due to the very high student/teacher ratio.

ACCELERATED LEARNING PROGRAMME

The DRC-led RDPP workstream targeting out-of-school children and enrolling them in accelerated learning programmes is of particular relevance to the host community. Based on the latest available figures, targets were met early, implying there might be scope to develop more ambitious plans. The fact that more refugee children than host children were enrolled in ALPs as of June 2017 indicates that further efforts could be made to reach out to hosts.



Figure 5 - A promising career choice?

RDPP's Arua **livelihoods** intervention is implemented in a context where agriculture is the main activity of four households out of five. The limited non-agricultural activities include general retail and wholesale trade, metal and wood fabrication, art and crafts production, fish farming and livestock farming. Honey production and trade is also a known income-generating activity. Generally, the context of Rhino camp is one of small villages, remote from larger settlements such as Arua, Koboko and Mbale. This means there are fewer opportunities, but also certain gaps that can be filled by entrepreneurs:

Employment and underemployment are rampant, particularly for local youth and refugees.

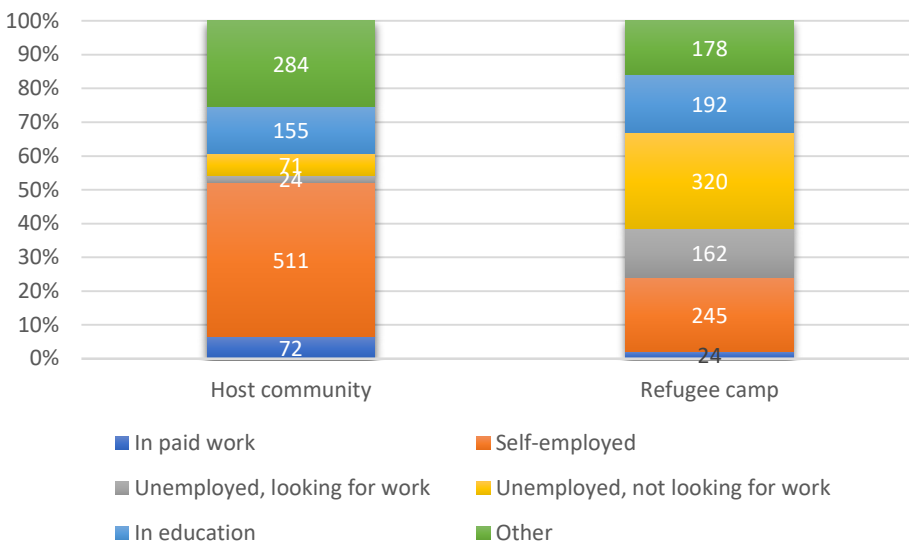
“As a tailor, I can make more money here than in town. There are few tailors around here – demand outstrips supply!”

Host respondent

“The land is not fertile. It is full of rocks. There is no way to earn money in this settlement. I do not have a job. Some people sell daga fish in small stands or other small items, and this generates an income for them. The food we are given cannot last us a month, so some refugees have a trick, KUBU ARIJA [registering in more than one camp] in order to get enough food. Other people migrated from South Sudan with their business, and this helps them here in the camp. I sometimes sell part of the food that we have received. (...) if there is nothing at all, I go ask my friend for help. If my friend cannot help, I will go look for small jobs in the host community, digging and the like”.

Refugee respondent

Figure 6 - What was this person's primary daily activity during the past 12 months?



Host community members active on the labour market are more likely to be involved in paid work and self-employed, whereas refugees are much more likely to be unemployed and looking for work. Waged labour is uncommon for both groups.

For self-employment, the majority of refugee and host community members are involved in agriculture or herding (61% and 87%, respectively). Farming (either on one’s own farm or someone else’s) is the main source of income and is used for both subsistence and commercial purposes. It is common to work on the farm in the morning and sell products in the trading centre in the evening. Bartering is a frequent mode of exchange. Small-scale business activity like trading or services (e.g. restaurants, beauty and barber shops) is also common for refugees (29%), but to a much lesser extent for hosts (10%).

“The most profitable businesses here are hawking essential commodities, operating a roadside stall, and vending vegetables like onions in the market”.

Refugee respondent

Host community households are more likely to have more than one employed household member in comparison to refugee households. Host community households are found to have a higher monthly expenditure on all items including, but not limited to, food, housing, medical expenses, debt repayment, water, and electricity.

More specifically, host community households on average spend 25,700 UGX (~7 USD) more per month in comparison to refugee households. Livestock ownership similarly differs across the two groups with host community households having higher rates of ownership.⁷⁰ Beyond livestock, we also found that asset ownership is lower for refugee households compared to hosts, indicating that they occupy a worse relative socio-economic position.⁷¹

A regression analysis confirms that residing in Rhino camp will, while controlling for individual characteristics such as age, gender, marital status and education of the head of household, result in lower expenditure and employment prospects. Regardless of place of residence, females are not less likely to be employed than their male peers.⁷²

⁷⁰ Animals considered include poultry, goats, camels, cows and donkeys.

⁷¹ Asset ownership is measured using a standardised index that incorporates a range of common items (see quantitative survey report).

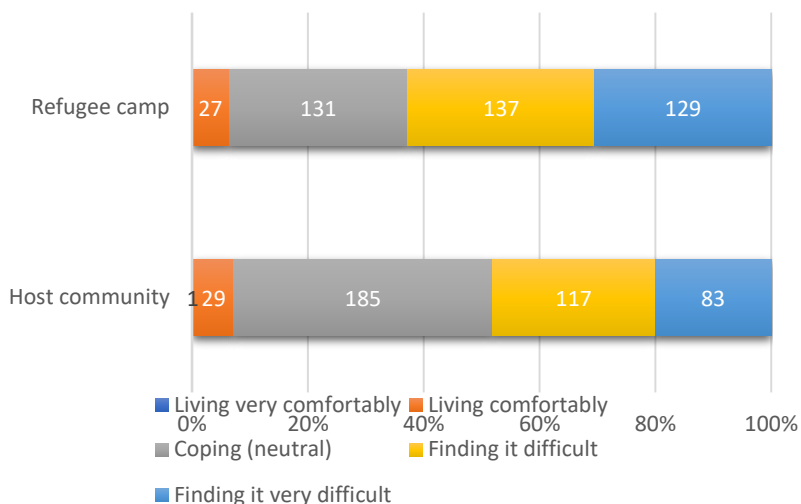
⁷² Given that effect sizes / coefficients are not easily interpretable for non-scalar response variables, they are not presented in this report.

Beyond objective indicators of welfare, subjective measures also vary considerably among respondents.

Figure 7 - How do you see this household's current economic situation?

A higher share of host community households views its current economic situation positively, whereas most refugee households view their situation negatively (e.g. difficult or very difficult).

This results from respondents' view of local economic opportunities: 41% of refugee respondents perceive opportunities as poor or very poor compared to 33% of host respondents.



RDPP programming represents the first time that the 'Skilling Uganda' strategy is executed in an emergency setting with vulnerable populations and where trainees are recipients of short-term humanitarian interventions. Enabel's vocational skills component has based its activities on assessments of the labour market and existing training providers. It aims to mainstream the national BTJET reform strategy in a context of displacement. This component has scored some early successes: trainees interviewed for this project felt that the RDPP-supported vocational training courses correspond to their interests,⁷³ have high market relevance and provide good job prospects afterwards. There was a clear demand from beneficiaries and local authorities to scale up such opportunities.⁷⁴

Some of the skills offered provide larger returns in Arua town, compelling young people to move there after graduation (e.g. catering/hospitality), whereas other skills are more relevant for the settlement (e.g. construction).

“There are many jobs for BCP [Building and Concrete Practice Training] graduates around here in the camp. When construction work start, workers are usually recruited from this community. Some are constructing structures in the nearby refugee camps such as Imvepi, Omugo and Bidi Bidi. Since the refugees are still coming to Uganda and aid agencies are helping to construct social amenities for them, I'm sure that I won't be unemployed after doing BCP”.

Refugee respondent

The greatest challenge that the Enabel skills training component has faced is that demand greatly outstrips supply, both in terms of training centres and available supplies. Formal accreditation is rare. Despite the fact that opportunities on the labour market are (even) scarcer for refugees than for hosts, more hosts have been admitted to the training than refugees. Accusations of nepotism in this regard were voiced on several occasions.

Given that the start-up support funding is scarce, those trained in activities which do not require a large amount of capital may fare better in terms of labour market outcomes. This will be verified at the endline.

⁷³ The research team interviewed 30 current trainees from the Siripi training Center in Rhino Camp attending a training by Welthungerhilfe.

⁷⁴ Part of the Enabel approach is to provide funding for training institutes to scale up.

BALANCING OPPORTUNITIES, DELAYS, AND RELEVANCE OF LIVELIHOODS PROGRAMMING

The DRC-led RDPP action in Rhino Camp also addresses livelihoods gaps through the formation of 330 (at the time of the baseline) livelihood groups, most of which had received training in a Participatory Enterprise Development approach (PAED). Hoes, watering cans, planting lines and forked hoes were distributed to livelihoods groups, as well as seeds and seedlings, and, in some cases, livestock enterprises. This component aims for the active participation of the private sector in the provision of goods and services, as well as mentors and coaches. The action's reporting documents indicate that the inception phase of this project appears to have been plagued by delays and some degree of overlap with the activities of other development partners. This component will be addressed in more detail in follow-up visits to Rhino Camp.

c. Social cohesion

Table 4 - Key indicators for monitoring – Social cohesion

	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	76%	27%
Think that authorities treat refugees better than hosts	79%	30%
Have not experienced conflict with the other group in the past month	80%	82%
Believe economic integration is on the rise	84%	74%
Believe social integration is on the rise	91%	82%
Have a positive or very positive opinion of the other	76%	55%

Overall, hosts and refugees coexist rather peacefully in and around Rhino Camp:

“The communities around were sensitised about how to live (with the refugees). The police are also around; they do sensitise people. Generally, the behaviour in the community is okay”.

Key informant

This was not always the case. The sudden influx of refugees led to tensions, which occasionally still resurface. But the development which accompanied this influx, along with ongoing sensitisation activities in the communities, led to a more welcoming outlook by the hosts.

Host community members voiced frustrations about their resources being used by refugees and about programming benefiting refugees more than them, despite ambitions of “integration”.⁷⁵ Ethnic tension is a rare but present risk. But the majority of both refugee and host respondents have positive views of each other, at different rates (56% vs 76%, respectively). Few refugees and hosts say they have ever experienced conflict with the other (19% and 20%, respectively).

Conflicts do occasionally arise, mainly due to limited resources and ethnic strife, partly rooted in the pre-existing tensions originating in South Sudan.

⁷⁵ Examples include hygiene sensitisation activities by Oxfam and mosquito net distributions in Imvepi.

Anecdotes of incentive workers being harassed by locals, as well as the cutting of trees for firewood, animals destroying fields, and disputes at water points were reported. More than half of refugees in our sample and a quarter of host community respondents reported concerns or disputes due to natural resources. In cases of disputes over access to water, Water Committees mediate solutions. Refugees and host communities find solutions to their problems collectively and coexist peacefully in the camp. Local governance structures are also involved in mediating and resolving conflicts and appear to do so fairly successfully.

“When there’s chaos at the borehole, I’m the one who helps to resolve it. We make sure that the queue at the borehole is equally representative of both refugees and nationals. [In the committees], we arrange the jerrycans in the order of arrival. We also gather people to sweep the compound before pumping water. When the enclosure is damaged, we ask people to come with poles to repair it. Also, we collect money for maintaining the borehole. When the pump mechanics come, we use the money to buy meals for them”.

Secretary of borehole committee

“The refugees and the nationals have different leadership structures. The refugees have their own LC 1 (local council one) chairman and so do the natives. The two leaders jointly arbitrate issues that straddle both the local and refugee communities. If they fail to resolve an issue, then they refer it to the police”.

NAVIGATING THE PATH TOWARDS INTEGRATED PROGRAMMING

According to NGOs and community members, the 50/50 target of services to refugees and hosts and the creation of joint groups have been beneficial to foster understanding and reduce tensions. Partners note that this rule has brought visible benefits, with communities who work in groups more inclined to share resources peacefully. If programming is based on the premise “that all of them are vulnerable, and that things should be shared equally, [the beneficiaries] adapt a similar view”. Recent research, however, suggests that equity of programming is not as well realised as some partners may hope, as host community frustrations at being seen as ‘secondary’ to refugees when it comes to accessing services in certain areas.⁷⁶ Local communities are on the whole more welcoming when they can see and feel the benefits refugees bring to their own immediate lives.⁷⁷

DRC and its consortium partners focus on conflict and community dialogue and are training the Refugee Welfare Council and the national counterpart to the Local Council to adequately handle minor disputes. Their actions are based on a conflict analysis assessment. Multi-stakeholder dialogue sessions on land conflict, training in conflict management and mediation sessions are also part of the action. Context specific tensions, perceptions of injustice and remedies to unequitable programming need to be acknowledge in order for this programming to be effective.

d. Migration intentions

Table 5 - Key indicators for monitoring – Migration intentions

	Hosts	Refugees
Would like to migrate, but no concrete plans	1%	11%
Plan to migrate	2%	9%
Of those who plan to migrate, plan to use formal channels	40%	70%
Have been provided information about the risks of irregular migration	60%	17%

⁷⁶ ReDSS (2018): *Are integrated services a step towards integration?*

⁷⁷ Bohnet et al. (2019): *Uganda: A role model for refugee integration?*

Most refugees and hosts did not declare concrete aspirations to move on, whether internally or abroad: only 20% of refugees surveyed would like to leave their current location and only 9% actually plan on doing so. One refugee household in three reports contact with family and friends back home. One refugee household in ten has a member who has moved away (usually returning to South Sudan). 14% of host households report family members that moved elsewhere in Uganda. The majority of those who left Rhino Camp do not send money and goods to those who stayed behind.

Some refugees decide to stay in the camp because they consider life easier there as they have access to free land, schooling, water and food. A refugee also reported that he had more opportunities in the camp village than in town:



"You can make money anywhere in the world. It doesn't matter where you live—money is everywhere. But there are cases where the village is the outright winner".



Those who do aspire to migrate lament the absence of schooling and employment opportunities. One local emphasised that opportunities were greater in the cities, but only for those with the appropriate skillset. Without skills, the higher cost of living is prohibitive. Some refugees are also drawn to the cities, particularly those who are used to urban life, for instance in Juba.

Finally, there is relatively little desire to migrate abroad. Refugees dream of resettlement overseas, but the general sentiment is that those opportunities are reserved for refugees from the DRC. For those who do harbour migration aspirations, the USA is the preferred destination (30%), followed by Europe and Australia. A third of refugees surveyed had concrete plans to return home soon.

IV. How are the needs on the ground being met

As of March 2018, a Monitoring and Learning System (MLS) reported ADA's intervention outputs:

- 318 people reached by information campaigns on resilience- building practices and basic rights.
- 76 people participating in conflict prevention and peace building activities.
- 11 planning, monitoring, learning, data-collection and analysis tools set up, implemented and / or strengthened.

DRC's intervention had led to:

- 27,462 people receiving nutrition assistance.
- 9,840 people assisted to develop economic income-generating activities.
- 5,693 staff members from governmental institutions, internal security forces and relevant non-state actors trained on security, border management, CVE, conflict prevention, protection of civilian populations and human rights.
- 5,177 people receiving a basic social service.
- 1,754 jobs created.

Lastly, Enabel's intervention led to:

- 1,480 people assisted to develop economic income-generating activities.
- 216 people participating in conflict prevention and peace building activities.
- 94 people benefiting from professional trainings (TVET) and / or skills development.
- 14 planning, monitoring, learning, data-collection and analysis tools set up, implemented and / or strengthened.

The following section contextualises these figures and seeks to shed light on RDPP activities in Rhino Camp following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity.

a. Relevance of programme activities

The components of the SPRS-NU have mechanisms built into the programmes for the interventions to be based on the demand of refugees and host communities, as well as being aligned with national and local plans adopted by ADA when it intervened in response to a drought. DRC and its partners in several consortia conducted a conflict analysis assessment as a basis for selecting methods of intervention.

Consultations with **local authorities** to inform programming in a highly complex governance context of refugee settlements are a challenge as they often throw up the question of *'relevance for whom?'*. At times tensions exist between political actors and the administration at the district level on the most relevant outcomes. For implementing partners there is no simple answer as to how to find a balance.⁷⁸ The district government and the sector offices at the district level seem to be prepared to take on more responsibilities for integrated approaches. Offices such as the District Agriculture Forestry Office proactively participate in existing coordination structures and get involved in sensitisation and outreach in refugee settlements, including as part of RDPP activities. They are also consulted with specific technical questions in relation to RDPP programme development.

Yet, the district government and sector offices often lack the time and resources to engage more substantially. According to interviewees, for many existing projects in Rhino Camp insufficient efforts are made to engage, in a timely manner, governance levels below the district or RC-5 level, where much of the coordination and efforts strengthen integrated approaches take place.

RDPP implementing partners in Rhino Camp noted, however, that they have engaged a range of stakeholders at different levels in order to ensure relevance of interventions to target groups:

“We are consistently working with the local leaders in the settlement. This has worked well for the programme. This goes beyond the coordination meetings at the district level in Arua. [...] We work with RWC structures and the sub-county officials and community development officers, then we also do joint monitoring. They gave us new ideas how to do the programs as well as environmental protection – this is how we collaborate with them and they bring us insights”

RDPP activities in Uganda strive to remain relevant to **local beneficiary** needs. The DRC consortium partners have designed their actions based on participatory methodologies, while Enabel has based skills training curricula on market assessments, and the demands of locals and refugees.⁷⁹ A 2016 needs assessment commissioned by Enabel was used to provide feedback to selected grantees on how to improve their skills development (e.g. updating courses, reviewing curricula, inviting private sector actors).

⁷⁸ Although outside the RDPP context, a story of UNHCR illustrates this: *“through Re-Hope we came up with guidelines that align to the Arua District Development plan. But then we got an accusation from LC5 level that UNHCR is forcing the project without consultation. To us this is a challenge because we based it on the Arua district development plan. Now it becomes an issue between the political versus the administration in Arua [...] and between the two there are tensions [...]. So we get complaints that what we propose is not acceptable”*.

⁷⁹ The Enabel component is relevant to the ‘Skilling Uganda’ Strategy and adapted to the capacities of the Ministry of Education and Sports.

The selection process of sub-grantees has been rigorous, time-consuming, and is geared to ensure that training institutes selected have the capacity to scale up.⁸⁰ In March 2018, Enabel commissioned another labour market study for northern Uganda to “*identify priority training needs of the youth, women and girls in the refugee settlements and host communities*” (Lakwo, 2018).

Table 6 below lays out the different types of assistance received by respondents (overall, including but not limited to RDPP), their subjective assessment of the quality of assistance and stated need in terms of (further) aid in that domain. It emerges that food in-kind assistance, received by the majority of refugee respondents, is requested by over half of the interviewed host households. Non-food in-kind assistance remains a frequent need. Although business grants are not a common type of assistance from which respondents have drawn benefit, they are clearly very popular with all of those who did have access expressing their full satisfaction. Similarly, TVET is judged positively, particularly by host beneficiaries (less so by refugee beneficiaries). Finally, about half of the respondents in both groups have benefited from agricultural inputs. Again, the hosts appear to appreciate these more than the refugees.

Table 6 - Are the services offered in Rhino Camp in line with the needs of the beneficiaries?

		hosts	Refugees
food in kind assistance	% received	1%	83%
	% happy with	40%	51%
	% requesting	52%	10%
non-food in kind assistance	% received	3%	34%
	% happy with	86%	55%
	% requesting	27%	31%
cash	% received	0%	12%
	% happy with	100%	55%
	% requesting	27%	17%
supplementary for pregnant women / children	% received	33%	42%
	% happy with	82%	84%
	% requesting	4%	4%
business grants	% received	4%	16%
	% happy with	100%	100%
	% requesting	33%	63%
VSLA	% received	18%	37%
	% happy with	82%	62%
	% requesting	3%	3%
TVET	% received	24%	20%
	% happy with	93%	60%
	% requesting	9%	16%
legal	% received	3%	5%
	% happy with	66%	90%
	% requesting	1%	9%
agricultural inputs	% received	49%	50%
	% happy with	74%	50%
	% requesting	14%	4%

⁸⁰ The Selection Committee included private sector and government actors, government, donors and implementing partners.

b. Adaptiveness of programme structures

The programme as a whole reacted flexibly to a changing context of renewed South Sudanese refugee influx in 2016 by signing an addendum with additional funding of EUR 10 million in 2017, increasing the timespan from 3 to 4 years and adding Yumbe as an additional district.

At a lower level, adaptiveness is needed to account for increased demand. For instance, ADA's intervention targeting water and WASH, has had to account for four new refugee settlements since the start of the project. This is noted in the project's Inception Report, but no specific strategy has yet been devised to account for the change in circumstances.

DRC and Enabel components are based on needs assessments that, at least in the case of Enabel, appear to be repeated on a regular basis in order to ensure activities continue to reflect the current demands in the field. And while several delays were encountered in the inception phase of the project, reporting documents do not indicate any changes to circumstances or consequent adaptations.

c. Coordination

The RDPP activities in Northern Uganda have to coordinate with a range of other actors and initiatives.

- ✓ The RDPP and its underlying narrative fit into the overall logic of the **CRRF**. The processes in which the EU and its member states are invested (RDPP, EU Humanitarian-Development nexus, CRRF) have created several **layers, frameworks and coordination needs which seem to distract rather than rally behind the CRRF efforts**. We are *"speaking to different frameworks with the same words"* as one official put it. At the level of SPRS-NU sub-components, some of the RDPP implementing partners have played a role in CRRF coordination structures. For instance, the Enabel Skilling Uganda intervention took the lead on advocating for skills development as part of the CRRF and the Education Response Plan for refugees by providing context analysis and expertise. In the skills sector, coordination with the World Bank as another important player seems to be working well. DRC has a direct link to the CRRF Secretariat through the secondment of one staff member.
- ✓ At the macro-level, the exchange of information between the EU and the **Ugandan government** on RDPP was insufficient at first. Some partners reported a lack of information provided by the EU to the OPM, and subsequently line ministries, about the initial stages of the project. This created minor issues but did not impact on the overall implementation of the project or its sub-components.⁸¹ Interviewees noted that the complex set up of the RDPP and connections to other frameworks (such as Enabel and Skilling Uganda) created confusion with government actors and partners. The SPRS-NU has since engaged in outreach around the consortium and the integrated approach.

⁸¹ At the RDPP launch event, the Ministry of Education was not present.

- ✓ The SPRS-NU Steering Committee provides a formal opportunity for the **Government** to input into SPRS-NU activities and meets twice a year. The role played by the government in the overall SPRS-NU Steering Committee, however, received mixed reviews. According to some, the Committee “reviews, discusses and advises – and this works well”.⁸²

Other interviewees noted that the RDPP **Steering Committee’s government actors do not make strategic use of the RDPP components or provide strategic oversight**.⁸³ According to one interviewee, discussions revolve around details and not wider aspects of strategic relevance. There is further room for government actors to make use of the programme for their own strategic purposes.

Interviewees point to the need for more proactive communication for individual activities. These individual activities have different counterparts: the Ministry of Water and Environment is the implementing partner for the ADA action under a grant agreement. The DRC-led consortium works closely with the Office of the Prime Minister (OPM) and liaises with the district education officer. The Enabel component aims to ensure ownership and coordination with national government actors through being embedded in the Ugandan TVET and national skills reform.

However, a recent discontinuation of the Reform Task Force for the Skilling Uganda Strategy has led to a stop in direct support by Enabel and unclear institutional relations as well as fragmented and irregular involvement in and commitment to the national BTJET strategy.

- ✓ Some of the RDPP components have found it difficult to fully involve the **local authorities** in and around Rhino Camp and encourage ownership. The local district sector offices are happy to receive support that fits the district development plans. **Yet district planning does not (yet) adequately consider refugees and there is little emphasis on refugee populations in the implementation of service delivery**.⁸⁴

Although according to the EU Monitoring Report, district education officers “actively support the project and the paradigm shift” of the ‘Skilling Uganda’ Strategy, the staff interviewed for this research was not aware of the specific Enabel skills development component. A further challenge to coordination with the government has been that the relevant department (DIT) has no direct presence in Arua. The district education office focuses on primary and secondary education rather than vocational training:

“From our office, most of our resources go towards the primary and secondary education – only then can we look at tertiary education and technical training”.

District education officer

Overall, the cooperation with the district governments, for instance to map local labour market needs, rests in preliminary stages given their staffing, priorities and capacity. At the time of the research, their role was limited to taking part in the coordination platform, attending graduation ceremonies and maintaining a checklist focused on minimum standards.

⁸² The Committee has met twice so far but has no contractual or decision-making mandate through which it can make recommendations.

⁸³ The Steering Committee is made up of EUD, ADA, DRC, the project SSU experts and the OPM.

⁸⁴ This has purportedly been a reoccurring challenge. So, for example, in the case of the Accelerated Learning Process (ALP) administered by Save the Children. The idea is to coordinate at the district level with the District Council for Education, which in turn should include refugees in its planning. Yet this has been referred to as “a continuous struggle”.

- ✓ Bringing **private sector actors** on board – in order to, for example, connect sellers and buyers to boost market activities – has been difficult as private sector structures are not developed in the West Nile and much of it is informal and small scale. In the project documentation, private sector involvement is limited to implementing construction works and supervision. Larger traders feel that it is not profitable to target Rhino Camp for the purchase of farm produce supported by the RDPP.

The DRC-led NGO consortium is trying to find creative solutions to pool producers and improve quality. More could be achieved if NGOs were to find ways to overcome these difficulties through acting as ‘middlemen’ or support possibilities of transport in order to connect the settlements to bigger markets in Arua or other towns.

Through the Skills Development Fund grant, Enabel has encouraged the establishment of public-private partnerships and joint ventures, in addition to creating new networks and strengthening existing ones. It is too early to say how sustainable and beneficial these links will be in the long-term and the LET research team will aim to follow-up on these aspects in the future.

d. Capacity building and local ownership

One of the evaluation questions asked how the RDPP strengthens the capacity of partners as well as local and central authorities to develop and implement an integrated approach towards refugees. Given the many layers, components and activities of the SPRS-NU in Rhino Camp, this takes place in various ways.

- ✓ On the ground and in the case of Rhino Camp, the overall logic of the RDPP, as well as the EU’s emphasis on process, has taken root in the way the **implementing partners** operate. For some NGOs to whom we spoke, the RDPP funding is more long-term and process driven as compared to other funding received. The need to interact with new actors is well understood and efforts are made in this regard as some of the RDPP funded projects include the establishment of learning sites (e.g. agricultural demonstration sites) to showcase integrated approaches. For some IPs, the RDPP objective to have a 50/50 focus on refugees and hosts has resulted in adjustments in terms of programming; for others it represents a continuation of prior efforts. The SPRS-NU consortium setup has thus partly contributed to strengthening approaches to and developing capacity for integrated programming of implementing partners.
- ✓ The complex governance setup in Uganda does not make capacity building towards integrated approaches for **local authorities** an easy task. Aside from some power politics between OPM and line ministries, whether different sector ministries and district governments are prepared to take on greater responsibility and effectively lead refugee response depends on the interest and incentive structure but also on their ability to do so. RDPP actors have been struggling with the lack of capacity of government actors. Given their limited resources, the line ministries are often occupied with catching up on their own agendas. Encouraging line ministries to become more strongly involved therefore cannot be easily divorced from a question of allocation and availabilities of finances. There is great interest from host community structures and governance actors to understand what the changes towards integrated planning means in terms of financial or other benefits.

e. Sustainability and effectiveness

Sustainable operation and maintenance structures for the new piped water supply systems are a specific objective/outcome to be achieved through community mobilisation and sensitisation. The same applies to sanitation and hygiene campaigns, which are meant to ensure community ownership of the facilities. ADA recognises the need for long-term functionality of the water supply and sanitation infrastructure to put in place, even if achieving this is a challenge for complex technical, political, and social reasons.

Under the livelihoods component of the project, Innovations Committees (ICs) were envisioned to be established within the inception report. These would be responsible for learning, further investigation and dissemination of project actions. The RDPP SPRS-NU Enabel-led skills development component also contains sustainability considerations. The innovative element lies in applying a structural support to skills development in contexts of displacement where it is usually not a priority.

First, it is implemented as part of a broader support to the 'Skilling Uganda' strategic plan using the Skills Development Fund (SDF) as a financing modality. The focus on supporting structures of both government actors, as well as training institutes and the private sector, can help ensure that high quality TVET provision for refugees and host communities is sustained in the longer-term.

It is unclear how much ownership will remain on the Government side following the handover of the SDF and the disbanding of the Reform Task Force. Given the absence of interest in vocational training, a sustainable handover will require continued engagement, lobbying, dialogue and follow-up with the private sector. Given that demand for vocational training greatly exceeds supply, placing trainees directly with the private sector and agricultural groups might be the most sustainable and effective way forward.

V. What's next?

The findings provide a snapshot of the situation of RDPP Uganda in 2018, with a focus on activities in Rhino Camp, Arua. Different actors have roles to play in building capacity and implementing RDPP. The following recommendations set out actionable points.

Structural recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Lack of information sharing leading to gaps in awareness of activities/resources available.	Strengthen information sharing: Overall, the RDPP SPRS-NU should emphasise sharing information and increasing collaboration among RDPP partners and beyond, especially with regard to assessments on labour markets, livelihoods and value chains. Referrals (for instance from ALP to skills training activities) could be a good way to maximise impact. However, these have not been prioritised to date.
Lack of investment on the part of local authorities.	Incentivise local government involvement: District government / sector offices could take on more responsibility for integrated approaches, but do not consider it their role yet. Their inclusion must be prioritised to increase ownership and ensure sustainability, and possible incentives to this effect range from capacity building to the sponsoring of staff or other financial contributions.
Disparate and disconnected monitoring and evaluation goalposts and objectives.	Agree on a common monitoring framework: The activities falling under RDPP in Uganda are vast, and each has its own results framework. At the same time, they all fall under a common RDPP agenda / theory of change which ultimately drives the efforts. A common monitoring framework should reflect synergies and the interlinked nature of desired outcomes. A common gauge of 'success' beyond outputs can improve coordination and accountability. The outcome metric proposed on this report may serve as a starting point for further reflection in this regard.

Activity specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Food security levels are alarmingly low.	Prioritise food security: Findings show that some vulnerable individuals, including host community members, fall through the cracks of the self-reliance strategy. It is thus imperative to cater to humanitarian needs prior to / while also focusing on development-oriented initiatives. While this is the responsibility of humanitarian actors rather than RDPP stakeholders, it threatens RDPP outcomes and should factor into planning and strategies. DRC's inclusion of a direct food assistance component into its development programming reflects this consideration.
Disproportionate focus on agriculture in livelihoods trainings.	The settlement approach should not be the basis for the skills training: Although access to land has been granted to refugees, insufficient plot size, poor quality of soil and lack of water mean that land does not equal self-sufficiency. Skills imparted through vocational trainings should thus not focus on agriculture alone, nor should they assume that trainees will remain in Rhino Camp. Given the general lack of enthusiasm for returning home, it is also not clear that the skills must be directly applicable upon return to South Sudan, rather than elsewhere in Uganda.
Difficulty to gauge long-term impact of programming on migration aspirations.	Implement tracer studies: Tracer studies can provide evidence of outcomes, expected and unexpected, in a context of displacement. Based on anecdotal evidence, at least some of the skills taught might lead to increased on-migration due to the assumption that these skills would be more useful in an urban context than in and around the camp. This warrants further targeted investigation.
Unmet demand for instant skills training.	Strengthen instant skills training: These are an innovative response in the Ugandan context, and popular with beneficiaries who understand that flexible skills constitute a competitive advantage. Efforts have not progressed as expected and the current set-up does not allow to meet the considerable demand.
Inadequate post livelihood training support and lack of access to savings and loan mechanisms.	Facilitate access to finance: Trainees interviewed over the course of the case study (focusing on the Enabel component) lamented the lack of access to start-up capital and savings mechanisms. The impact of skills training could be enhanced by facilitating access to loans / VSLA.
Lack of connections to existing value chains, employers, and wider markets around Rhino Camp.	Build relationships with private sector actors around Rhino Camp to connect start-up business to larger markets in order to ensure that training responds to practical skills needs. This can increase the relevance of livelihood activities to broader economic objectives of the region and connect beneficiaries with existing value chains.
Delays in implementing WASH activities.	Identify the source of delays in the WASH component: Given the crucial importance of ADA's contribution to the desired RDPP outcomes (ranging from livelihoods to social cohesion), it is imperative that activities commence promptly. Organisational learning, however, should also be drawn from a case study on the reasons progress has been slow, allowing partners and future initiatives to benefit from lessons learned.

Structural recommendations for RDPP Steering Committee and donors

NEED OR CHALLENGE	RECOMMENDATION
<p>Need for publicly available and widely distributed mapping of all activities that fall under CRRF objectives.</p>	<p>Conduct (and share publicly with all local stakeholders) mappings of activities and programming that fall under the umbrella of CRRF. Mapping CRRF activity can help address coordination gaps, avoid duplication, and identify where efforts are needed to streamline existing structures at both national and local levels. While this exercise should not necessarily be led by RDPP counterparts – and might indeed be more suitable for national government counterparts or UNHCR – the RDPP Steering Committee is in a strong position to initiate this necessary discussion.</p>
<p>Need for unified and streamlined coordination and communications mechanisms.</p>	<p>Avoid an overload of processes and coordination layers: Concerning governance of the RDPP and wider EU activity, it is important to ensure that RDPP lessons learned and activities be supportive of, and in line with, the CRFF (the most important process at national level for integrated planning for refugees and hosts). Creating additional communication and coordination layers may not be constructive to overall efforts but would distract and create parallel efforts.</p>

ANNEX 1: WAY FORWARD: USING AN RDPP OUTCOME METRIC TO GAUGE EFFECTIVENESS OF PROGRAMMING

✓ Why an outcome metric?

In order to evaluate the impact and effectiveness of RDPP programming, stakeholders in the field, donors and evaluators should agree on the effects they would expect to see. Focusing only on variables that programming aims to influence, scores can be attributed to individual respondents both along the relevant dimensions and overall. These scores can be used immediately uncover gaps between hosts and refugees and identify the most vulnerable respondents in categories of interest. At the time of the endline, to the extent that the same respondents are identified and re-interviewed, the evolution in the relevant dimensions can be assessed and linked to programming efforts, thus informing implementing partners, donors and the wider community of knowledge.

✓ Which dimensions / quantitative indicators are relevant in the case of Rhino camp and surroundings?

The indicators should focus on the domains of direct relevance to RDPP activities in the field. In Rhino camp, these focus mainly on water, education, education, livelihoods, and social cohesion. Based on these broad categories, the following indicators were selected to form part of the Rhino Camp-specific RDPP outcome metric:

Table 7 - Arua-specific RDPP outcome indicators

Water and sanitation	Access to an improved water source
	Enough water for agricultural production
	Access to some kind of toilet facility
Education	Garbage-free environment
	Regular school attendance
	Integrated school
	Teacher-student ratio of 50 or less
Livelihoods	Quality of teaching judged high or very high
	Working-age individuals in paid work or self-employed
	Individuals working in an integrated setting
	Working individuals with a formal contract
	Individuals who have access to TVET to foster their skills
	Households which have access to credit
	Households which have income redundancy (more than one earner)
Social cohesion	Respondents who find their economic situation (very) comfortable
	Households who judge that economic integration is on the rise
	Households who judge that social integration is on the rise
	Trusting one's own community
	Trusting neighbouring community
	Has not experience conflict with the refugee / host community in the past month
Has a neutral, positive or very positive perception of the refugee / host community	

✓ How is the metric calculated?

For each thematic/programmatic domain, a several binary (true / false) indicators were assembled representing the status of each respondent within the domain. Given the responses of all host and refugee respondents in our sample to these indicators, we used a multiple correspondence analysis to determine a set of weights that would maximize the variance of the weighted sum of these variables among the sample.⁸⁵ Such empirical indices are often used in the absence of an a priori set of weights based on intimate knowledge of the underlying populations with respect to the relevant themes.

⁸⁵ Although for binary variables multiple correspondence analysis is functionally equivalent to principal components analysis, the former is a more appropriate term due to the lack of scalarity in the variables.

These weights were then used to create a thematic index, which was in turn used to compute a score for each respondent household in each dimension.

✓ **What are the preliminary insights?**

The overall assessment of average scores between host and refugee respondents points to a gap, particularly under livelihoods. Closing this gap, and raising the scores towards one, in order to meet minimum standards, will be one of the goals of RDPP programming in the years to come.

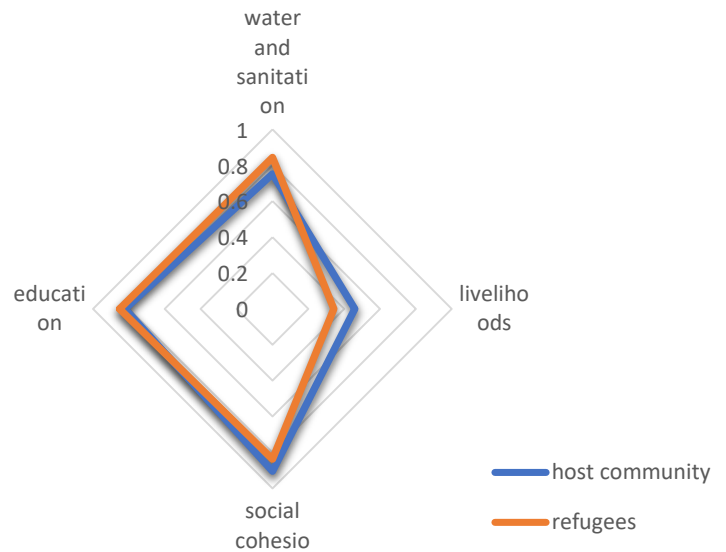


Figure 12 - Average scores of host and refugee

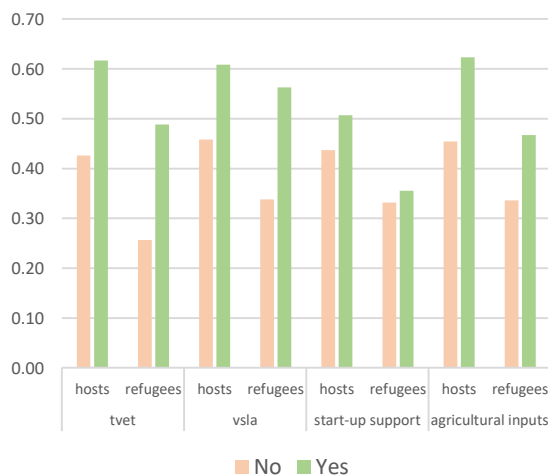


Figure 11 - Livelihoods scores and livelihoods support received

Comparing mean livelihoods scores to different types of livelihoods programming benefited from, it emerges that particularly for host respondents, higher scores tend to go hand in hand with a higher likelihood to have benefited from TVET, VSLA activities and start-up support. It is not possible to ascertain whether this is due to success of programming (aid raises livelihoods scores) or inefficient targeting (those most in need are not necessarily those selected as beneficiaries) - further light will be shed at the link between economic well-being and programming at the endline stage.

✓ **What changes would we expect to see at the time of the endline?**

If targeting is effective, one would expect the lowest quartile of respondents to have improved their scores considerably.

The domains where respondents score the lowest should be prioritised. In the case of Rhino Camp, these are the livelihoods domains, with a focus on refugee populations. In line with the goals of the integrated approach, gaps between hosts and refugees should be minimized. Overall, the population should be 'lifted' towards the goal of a 'perfect score'. This is by no means an ideal score but simply represents minimum standards being met in the context of Arua and in the domains relevant to programming efforts.

ANNEX 2: LIMITATIONS OF THE STUDY

In what follows, we present the baseline situation of RDPP-related activities in Rhino camp and its surroundings. Located in Arua, this camp was selected in consultation with RDPP stakeholders active in Uganda as the best option for qualitative and quantitative fieldwork for reasons of programming focus, accessibility and permits / authorisations. Lessons learned here are likely to apply also to programming taking place in the regions of Adjumani, Yumbe and Kiryandongo, but should not be generalised without taking into consideration differences in local context.

Uganda was a challenging context in light of the significant geographic spread of Rhino camp, the mix of both displaced and non-displaced individuals living in close proximity, and the variety of languages spoken by the target population (which included, but was not limited to, Dinka, Arabic, Lugbara, English, French, Nuer, Kakwa, Murule and Lingala). In light of this, we recruited a team of 20 enumerators, representing a mix of languages and backgrounds reflecting the diversity of the setting.

The team encountered a number of Ugandans living among the refugees and benefiting from camp services. From the Kakwa tribe which is also present in South Sudan, those Ugandan nationals blend naturally among the refugees in the Rhino Camp area. These households were identified through scouting and consultations with camp representatives, and the team was instructed to avoid sampling the cohort in question, whether as refugees or as members of the host community.

Populations living far from the administrative centre of Rhino camp tended to be greatly disadvantaged in terms of access to humanitarian aid and livelihoods, a phenomenon which might be at least partly attributable to language barriers faced by Congolese nationals among others. After this had been pointed out to, and verified by, the country coordinator, the sampling plan was slightly revised to ensure that those most disadvantaged populations were adequately covered.

Challenges faced by the team included survey fatigue and outright hostility by a number of refugees, which was defused only by the intervention of local community leaders.⁸⁶ Team members tended to fall ill after eating at local eateries, a risk which was mitigated by switching to packed lunches. Finally, the team's mobility in difficult terrain was greatly reduced by torrential rains which started during fieldwork.

A final important challenge faced in Uganda was research permissions. On top of the authorisation obtained from the Commissioner for Refugees at the Office of the Prime Minister, these further permissions required additional information to be provided to the Mbarara University of Science and Technology Research Ethics Committee. This process delayed data collection by several weeks.

⁸⁶ *The team faced suspicion by refugees in Ariwa. This happened because some individuals had previously approached them posing as data collectors, asking about their belongings... only to return to steal them a few days later. SH RDPP enumerators were only accepted in those neighbourhoods after local leaders vouched for them, and upon presentation of their ID cards and OPM authorization documents. -Field observation, Rhino (Arua).*



Ministry of Foreign Affairs of the Netherlands

