

Ex-post evaluation

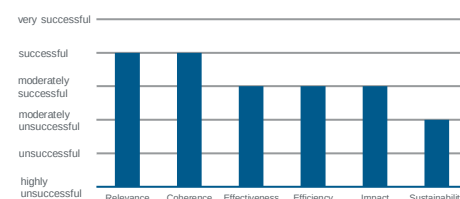
Support for refugees and migrants host communities in Northern Uganda

Title	Support for refugees and host communities in northern Uganda		
Sector and CRS code	Multisectoral aid for basic social services, 16050		
Project number	2017 40 711		
Commissioned by	BMZ, Special Initiative Tackling the Root Causes of Displacement – (Re)integrating Refugees		
Recipient/Programme executing agency	United Nations High Commissioner for Refugees (UNHCR)		
Project volume/ Financing instrument	EUR 15 million grant		
Project duration	December 2017 - December 2021		
Year of report	2024	Year of random sample	2024

Overall rating:
Moderately Successful

Objectives and project outline

The objective at impact level was to improve the livelihoods of refugees and residents of host communities and peaceful coexistence in northern Uganda. The objective at outcome level was to improve the utilisation of social infrastructure and promotion of peaceful coexistence. To this end, measures were implemented with regard to WASH (e.g. operation of water supply, public taps, sanitation) education (e.g. provision of teaching materials, financing of teachers' salaries, construction of accommodation of teachers) and for peaceful coexistence (e.g. radio programmes, community dialogues, sports activities).



Key findings

In view of its temporary approach in a fragile context, the programme is rated as moderately successful overall:

- The project was based on a limited sustainability claim, which was confirmed by the ex-post evaluation due to the limited capacities of the state partners and the project's focus on acute needs and primarily on rapid effectiveness.
- The programme was clearly aligned with national policies and priorities. The core problem was correctly recognised, and the results chain was fundamentally plausible. The development of the refugee situation, which deviated from the project appraisal, and the allocation of funds to a large number of measures and regions limited the expected impact.
- Due to the close coordination with other German development cooperation projects and the extensive differentiation from AA/FRO-financed measures, the internal coherence and, thanks to the co-financing of the UNHCR programme, external coherence is also rated positively.
- Temporary positive effects were identified, the effectiveness at outcome and impact level was assessed as limited. External factors (such as COVID-19, lower donor support) reduced expected effects.
- Sustainability is assessed as rather unsuccessful. Although the measures financed are generally sustainable, the difficult financial resources of UNHCR and the Ugandan government make the transition of basic services into state systems much more difficult. Due to the limited sustainability claim, the assessment of this criterion was not taken into account in the overall evaluation of the programme.

Conclusions

- Cooperation with UNHCR is a good idea in cases of high urgency (as here) or for major infrastructure investments.
- Alignment with UNHCR's annual planning cycles helps FC to influence programme planning. Important FC project elements should agree with earmarking.
- Alternatively, for reasons of efficiency and effectiveness in the refugee context, one could work directly with large international NGOs.
- In view of the high demand for basic services and the growing potential for conflict, the Ugandan government in the refugee areas should continue to be supported in transition to the national systems.

Ex-post evaluation - assessment according to OECD DAC criteria

Overview of the rating per criterion:

Relevance	2
Coherence	2
Effectiveness	3
Efficiency	3
Overall developmental impact	3
Sustainability	(4)
Overall Rating:	3

Abbreviations:

AA/FRO	Auswärtiges Amt/Federal Foreign Office
PCR	Project completion report
GDP	Gross domestic product
CRRF	Comprehensive Refugee Response Framework
DAC	Development Assistance Committee
DC	Development Cooperation
BMZ	Federal Ministry for Economic Cooperation and Development
DAC	Development Assistance Committee
EPE	Ex-post evaluation
EUR	Euro
FC	Financial cooperation
FC E	FZ Evaluation
HDI	Human Development Index
NGO	Non-governmental organisation
NUWS	Northern Umbrella Authority
OPM	Office of the Prime Minister
PA	Project appraisal
PAR	Project appraisal report
PV	Project proposal
TC	Technical cooperation
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Sanitation and Hygiene
USD	US dollar

General conditions and classification of the project

Due to its geographical location and relative stability, Uganda has been a destination country for refugees from neighbouring countries (Democratic Republic of the Congo (DRC), South Sudan, Sudan and Burundi) for decades. The ongoing and recurring conflicts in Uganda's neighbouring countries have led to a steady increase in the number of refugees in Uganda for years. In September 2024, the number of refugees in the country was 1.75 million out of a population of around 49 million people. The majority comes from South Sudan (55%) and the DRC (31%).¹ A third of them are children under the age of 12 and over half are children and young people up to the age of 18 (54%). Uganda still adheres to its progressive "open door policy" for refugees: refugees are allowed to move and work freely, there are no plans for refugee camps; instead, refugees are allocated a plot of land in settlements on which they are allowed to settle, and which is to be farmed to secure their own livelihoods. This evaluation therefore refers to refugee areas if a settlement or municipality has been strongly characterised by the influx of refugees, i.e. a large proportion of the residents are refugees. At the same time, access to basic public social services such as healthcare and education is free of charge. The Ugandan government is thus focusing on development-oriented support for refugees and on enabling them to provide for themselves as quickly as possible.

Since 2016, the UN Comprehensive Refugee Response Framework (CRRF) has provided the political framework for the coordination of refugee work. The CRRF in Uganda aims to tackle the refugee crisis through an inclusive approach.² During project implementation, UNHCR participated in the coordination of all donor contributions in the refugee context under the leadership of the Office of the Prime Minister (OPM) in northern Uganda by participating in the CRRF Steering Group, by seconding staff to the CRRF Secretariat and by supporting the coordination structures at district level. Other German DC contributions were also coordinated in this context, in particular the FC project "Refugee Response Fund" (BMZ no. 2016 66 995) and the measures to support the operation of water supply facilities by the Northern Umbrella Authority (NUWS), which is supported by GIZ through the project "Water and Sanitation for Refugee Settlements and Host Communities in Northern Uganda" (BMZ no. 2018 49 512).

Brief description of the project

The project evaluated here was appraised in 2017. The project measures were coordinated by UNHCR and implemented by international non-governmental organisations (NGOs) as implementing partners and were planned in the three areas of WASH,³ education and the promotion of peaceful coexistence. The financial contribution for UNHCR in Uganda totalled EUR 15 million with a term 48 months for implementation in the years 2018 to 2021. This was used to finance the following measures in each sub-sector:

- (1) **WASH:** Maintenance and operation of small water supply systems and associated emergency generators and hand pumps; procurement and installation of necessary spare parts and chlorination systems for the water supply; network expansions and construction of public standpipes; training and further education of pump mechanics and water committees.
- (2) **Education:** Construction of accommodation for teachers, classrooms and latrines; provision of teaching materials, school furniture and school libraries; payment of examination fees for students; funding of teachers' salaries and training; broadcasting of educational programmes on the radio during the COVID-19 pandemic.
- (3) **Promotion of peaceful coexistence:** implementation of radio programmes, community dialogues, cultural events, sports activities and tournaments; establishment of peace clubs at schools; implementation of training measures in the area of peaceful cooperation; training courses on conflict-free coexistence; construction of 180 solar-powered streetlamps to prevent violence.

The target group for all measures were the refugees and the residents of the host communities; no distinction was made and established with regard to utilization.⁴

¹ UNHCR Uganda - Refugee Statistics September 2024

² This primarily to the integration of refugees into society (access to land, education and health services), a community-orientated approach (cooperation between refugees and the local population is promoted) and a multi-sectoral approach, which should be supported by international cooperation (UN, NGOS, donor countries).

³ WASH refers to water, sanitation and hygiene.

⁴ However, UNHCR's monitoring only includes figures on refugees.

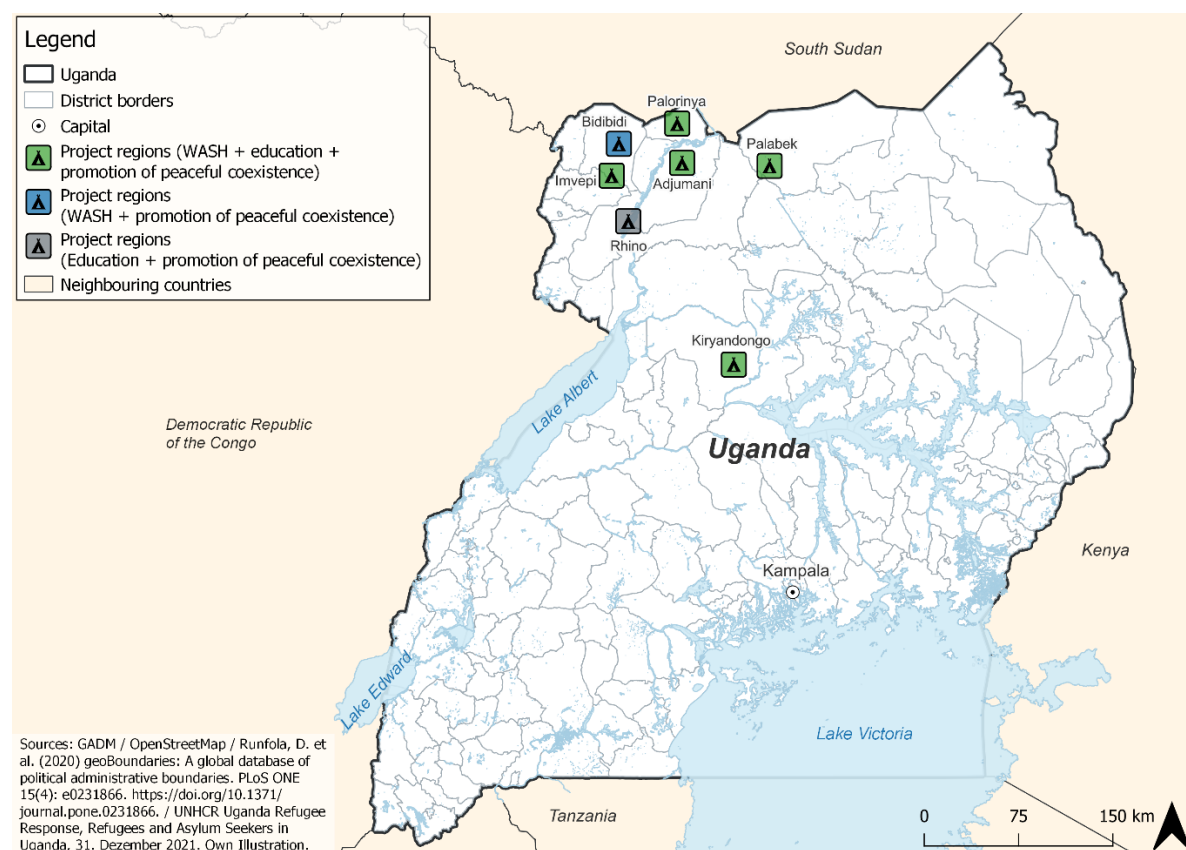
As agreed, the German contribution constituted a grant to the overall budget of UNHCR in Uganda. The FC contribution was earmarked for the following seven refugee areas and the three sectors WASH, education and peaceful coexistence mentioned above: Adjumani, Imvepi, Palabek, Palorinya, Rhino Camp (excluding WASH), Bidibidi (excluding education) and Kiryandongo.

Breakdown of total costs

UNHCR is financed exclusively by donor contributions (on average, this amounted to around USD 400 million in 2019-2021); no own contributions are planned

		Investment costs (plan)	Investment costs (actual)	AM (plan)	AM (actual)
Total costs	EUR million	15	15	-	-
Own contribution	EUR million	-	-	-	-
External financing	EUR million	15	15	-	-
<i>of which budget funds (BMZ)</i>	<i>EUR million</i>	<i>15</i>	<i>15</i>	-	-

Map of the project country incl. project areas



The map shows the seven settlements for refugees in Uganda supported by the programme: Adjumani, Imvepi, Palabek, Palorinya, Rhino Camp (excluding WASH), Bidibidi (excluding education) and Kiryandongo

Rating according to OECD DAC criteria

Relevance

1. Alignment with policies and priorities

The project "Support for refugees and host communities in northern Uganda via UNHCR" was funded as part of the Special Initiative "Tackling the root causes of displacement – (re)integrating refugees". The original aim of the project was to contribute to securing the livelihoods and improving the socio-economic development of refugees and the inhabitants of the host communities in northern Uganda. The background to the project was the sudden, large influx of refugees in 2016 and the intention to support the Ugandan government in its open refugee policy⁵ and the associated challenges via the UN Refugee Agency UNHCR as the project organiser. The original target group was the approximately 640,000 people living in the West Nile region in the host districts at the time of the appraisal (2017), including 448,000 refugees and around 192,000 Ugandans. In the course of project implementation, the number of refugees at the end of the project on 31 December 2021 has increased to 957,276. The target group therefore increased significantly to around 1.15 million people.

UNHCR has been active in Uganda for decades. In 2017, Uganda was selected as the first pilot country in the world to implement the Comprehensive Refugee Response Framework (CRRF) in order to strengthen the integration and development prospects of refugees. UNHCR has the leading role in this together with the Ugandan government, represented by the Office of the Prime Minister (OPM). The CRRF reflects the globally applicable UN standards (including the SPHERE Standards⁶) and the internationally recognised objectives on human rights, women's participation, inclusion and poverty reduction. As part of the CRRF process, so-called "sector response plans" were developed with the most important goals and financing requirements for the coming years starting with the water and education sectors. This confirms the high relevance of the water and education sectors, which were also supported in this programme. Building on these positive experiences and the trusting cooperation with UNHCR and the international donor community, refugees were included for the first time by the Ugandan government in the National Development Plan III for the period 2020-25.

2. Alignment with the needs and capacities of the beneficiaries and stakeholders

The steady influx of additional refugees posed major challenges for Uganda. At the time of the appraisal in mid-2017, the number of refugees in the seven target refugee areas totalled 955,000 (1.32 million refugees in Uganda as a whole).⁷ The inadequate and so far only short-term provision of basic social services for the refugees and the population of the host communities was identified as a core problem during the project appraisal. In particular, the water supply and the completely inadequate infrastructure for high-quality schooling were mentioned. In addition, preventative measures should be taken to ensure that the additional burden does not lead to massive tensions between refugees and locals.

In order to avoid conflicts with host communities, the Ugandan government stipulated (in the spirit of "do no harm") that of the international aid should go to the refugees and 30% to the local population in the project area. Violent conflicts repeatedly erupted between different groups of refugees, including members of different conflict parties from South Sudan or different countries of origin. Despite this, Uganda and the UNHCR generally adhered to joint settlements for all refugees. In 2022, there were individual riots in refugee settlements in northern Uganda, which even necessitated relocations to southern Uganda.

Access to water and education remains critical for both refugees and host communities. At the time of the appraisal, the water supply rate was 16 litres per day per person (l/d/c)⁸, and additional hundreds of thousands of refugee children had to be educated in schools, leading to extreme overcrowding.⁹ Promoting peaceful coexist-

⁵ The Ugandan refugee model is often seen as a model for other countries as it tries to integrate refugees into society instead of isolating them in refugee camps. The main features of the model are (1) an open-door policy, (2) land distribution to refugees, (3) refugees receive similar rights as Ugandan citizens, (4) community-based approaches between refugees and the local population and (5) support for implementation from international organisations

⁶ SPHERE: The Sphere standards are a set of principles and minimum humanitarian standards in four technical areas of humanitarian response: Water supply, sanitation, and hygiene promotion (WASH); Food security and nutrition; shelter and settlement and health.

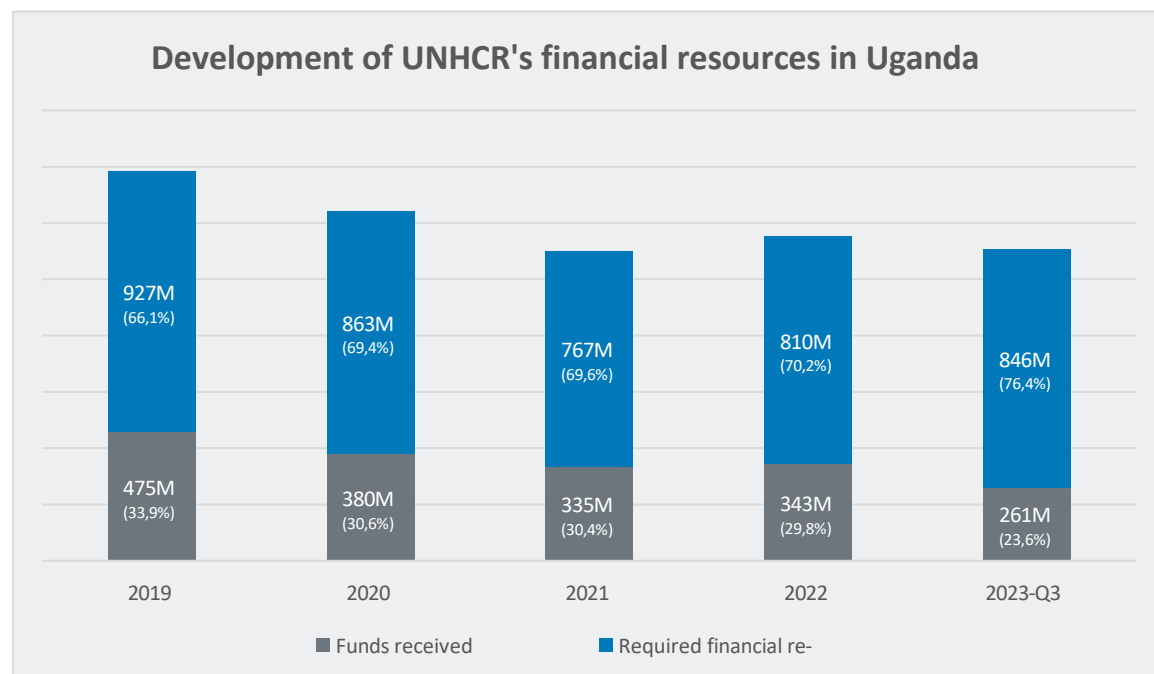
⁷ In September 2024, the number of refugees in the country was 1.75 million out of a population of around 49 million people.

⁸ The WHO recommends a minimum water consumption of at least 50 litres per person per day for basic needs such as drinking, cooking and hygiene. The "Sphere Standards" established in humanitarian crisis situations recommend that everyone should have at least 15 litres of water per day for personal use

⁹ Ratio of students per classroom of around 55, but in rural areas this ratio could be significantly higher, often with up to 70 or more students in a

ence is of particular importance due to the high number of women and youth among refugees and their potential vulnerability.

At the same time, funding to support the refugees in Uganda was far from secure; in 2018, UNHCR was still able to mobilise around USD 500 million (which corresponded around 57% of the identified need). In the years that followed, funding gradually decreased further and further to USD 343 million in 2022 (just under 30% of the identified need). The FC financing was therefore intended to contribute to closing considerable financing bottlenecks.



Source: UNHCR Uganda Country Refugee Response Plan in million USD - Detailed planning 2024-2025 (December 2023)

This trend continues, with Uganda being one of UNHCR's 13 most underfunded country portfolios in 2023.¹⁰ UNHCR estimates the financial needs for South Sudanese refugees in Uganda in 2020 at around USD 64 million for the education sector, around USD 62 million for the WASH sector and around USD 460 million for all sectors combined. Only around 40% of the needs are currently covered. Overall, there has been a drastic decline in donor commitment in the context of displacement in Uganda. This affects both the co-financing of the UNHCR country programme and the programmes of other agencies. The decline in the WASH sector is particularly pronounced.

In view of the acute crisis situation in the period under review and, in particular, the severely limited capacity of the state partner institutions (institutional weaknesses, limited capacity for proper maintenance and upkeep and for financing running costs, etc.) as well as the programme's focus on acute needs and primarily on rapid effectiveness, a limited sustainability requirement is considered appropriate and taken as the basis for the evaluation.

3. Appropriateness of design

The original objective of the project (impact level) was to contribute to securing the livelihoods of refugees and host communities in Uganda and to their socio-economic development. This goal is considered too ambitious and not very concrete for a realistic assessment of the effects of this project. It was therefore adapted during the ex-post evaluation and formulated as follows: The livelihoods of refugees and residents of host communities in northern Uganda are temporarily improved and a contribution is made to peaceful coalescence in the region. The module objective was to improve the operation and use of social infrastructure and to promote peaceful coexistence between refugees and host communities. In a fragile context, in addition to measuring the utilisation of the infrastructure, the project objective is also to assess the crisis- and peace-relevant developments, so-called "soft components". A suitable dual objective is applied here. We therefore consider the definition of the project objective to be appropriate.

classroom. Source: Statistical Abstract 2023, Uganda Bureau of Statistics

¹⁰ The implications of underfunding UNHCR's activities in 2023, UNHCR June 2023

The planned outputs were suitable for increasing the utilisation of improved water and educational services and contributing to peaceful coexistence. By financing the expansion and operation/maintenance of the water systems, access to water was ensured (Output). The investments in the equipment and operation of the water sources and the limited expansion of the storage capacities, distribution networks and standpipes were necessary to ensure the continuity of the water supply to the refugee and host communities and were intended to contribute to the abolition of expensive water transport. The implementation of primary and secondary school education activities (output) was intended to educate children (outcome) and thus ensure or improve education (impact). Refugees and locals were to take part in the events on peaceful coexistence (output), thereby promoting peaceful coexistence (outcome). In turn, this should strengthen peaceful coexistence in the local communities (impact). The promotion of educational activities and peaceful coexistence took into account the high proportion of young people (of school age) and was intended to contribute to the partial improvement of learning conditions as well as to overcoming tensions between refugee and host communities. The theory of change is considered to be comprehensible, and the design is considered as appropriate for the situation.

The planned improvements were based on the refugee situation at the time of the appraisal. At the same time, refugee movements were more volatile than assumed, which limited the effectiveness. The theory of change is fundamentally plausible, but additional limited impacts had to be assumed in view of the distribution of the funding volume across a large number of activities (3 components) in different regions and seven refugee communities.

Indicators were defined both for the impact level (average number of litres of drinking water per person per day, gross enrolment rates in primary and secondary education and number of recorded incidents between the host and refugee communities) and for the outcome level (number of refugees connected to the water system, number of students per teacher in primary school, number of activities to promote peaceful coexistence). For an evaluation of the indicators, see the sections on effectiveness and impact.

The choice of the project executing agency UNHCR is understandable due to the high urgency and political prioritisation at the time as well as the need to ensure a high level of relevance and coherence. Due to positive operational experience with FC projects, e.g. in the MENA region (Lebanon, Yemen, Iraq, Syria) in direct cooperation with international non-governmental organisations (sufficiently robust procedures, e.g. for awarding contracts, compliance, etc. on the one hand and technical expertise for infrastructure measures on the other), this could be an alternative to cooperation with UN organisations worth considering in the future. The "Refugee Response Fund" FC project, which was implemented in parallel from 2018, has already worked more closely with selected international NGOs (Oxfam, Save the Children), although an intermediate structure (OPM or implementation consultant) was also established there to coordinate and ensure FC standards.

4. Adaptability – response to change

Naturally, fast-track projects require adjustments during implementation. While a four-year period was planned at project appraisal, UNHCR generally works with annual planning cycles. In the course of project implementation, there were therefore shifts, particularly due to the influx of additional refugees and declining funding for UNHCR Uganda as a whole. The ability to adapt was therefore given, albeit in a different way than originally planned: Due to the annual UNHCR planning, a mid-term review with a one-off adjustment of the measures planned as part of the FC review for 2018 was not carried out and was also not necessary in view of UNHCR's annual planning. In addition, not only the number of measures identified during the project appraisal was changed as originally planned, but also the measures themselves (e.g. financing of ongoing education costs instead of construction measures).

Rating summary

The programme was strongly aligned with national policies and priorities as well as existing needs. The core problem and the acute and ongoing needs of the target groups were correctly recognised and the results chain is plausible. The intensifying development of the refugee situation increased the relevance of the programme. The allocation of funds to a large number of measures and refugee regions weakened the programme ex ante, which in turn was cushioned by adjustments and shifts in funding¹¹. Relevance is rated as successful overall.

Relevance: 2

¹¹ In order to be able to influence the content of programme implementation as FC, it is necessary to follow UNHCR's annual planning cycles and align project management accordingly.

Coherence

5. Internal coherence

The project, which was funded by the BMZ's Special Initiative "Tackling the root causes of displacement – (re)integrating refugees", was embedded in German development cooperation in the context of displacement in Uganda with a focus on the north of the country. In parallel, three other development cooperation projects for refugees and host communities in Uganda were or are being implemented in cooperation with the Ugandan government, on the one hand via the Office of the Prime Minister (OPM) the project "Support for South Sudanese refugees and host communities in northern Uganda", BMZ no. 2016 68 995 and on the other hand with the Ministry of Water and Environment (MWE) "Support for water and sanitation in host communities in northern Uganda" Phase I and II, BMZ nos. 2016 68 383 and 2018 68 827. The project is linked to the GIZ programme to support the water sector ("Water and Sanitation for Refugee Settlements and Host Communities in Northern Uganda", BMZ no. 2018 49 512), under which the capacity of the water supplier "Northern Umbrella for Water and Sanitation (NUWS)" was strengthened and some of the previously supported water systems were modernised in order to ensure functionality and reduce operating costs.

Overlaps with other projects financed by Germany were avoided. By excluding individual activities in individual camps (Rhino Camp: WASH, Bidibidi: education), it was ensured that there was no overlap with the FC project "Refugee Response Fund" (BMZ no. 2016 66 995). The Federal Foreign Office (FFO) also financed UNHCR with EUR 16 million between 2017 and 2019, but mainly focused on other activities such as supporting the costs of water transport or the construction of temporary classrooms. However, the FFO also financed 13 water systems, which were implemented by the NGO "Malteser" and are still operated by the NGO today.

Prior to this, UNHCR Uganda received EUR 3 million in funding in 2016-18 as part of a regional project in East Africa totalling EUR 15 million, which was implemented in Ethiopia (BMZ no. 2016 40 549, EUR 5 million), Sudan (BMZ no. 2016 40 481, EUR 9 million) and Uganda (BMZ no. 2016 40 473). In five refugee settlements in western and south-western Uganda (Kyangwali, Kyaka II, Nakivale, Oruchinga, Rwamwanja), measures to improve basic health services, drinking water supply and income-generating measures were financed. The target group was primarily refugees from Burundi in the south and south-west of Uganda, but also from other countries of origin and residents of the host communities.

6. External coherence

Ensuring external coherence and efficient coordination are major challenges in the volatile refugee context. This requires adequate structures and binding coordination between the various actors. The Uganda Country Refugee Response Plan (UCRRP, last update for 2022- 2025) was drawn up for the first time in 2017 to coordinate the needs assessment and resource mobilisation between the government, UN organisations including UNHCR and international non-governmental organisations. Sector response plans were formulated with targets and funding requirements, including for the areas of water, education and health. The project was a contribution to these plans. Refugees were included in the Ugandan government's National Development Plan III for the period 2020-25 for the first time. The FC project addressed these relevant political framework conditions and was in line with international support for refugee and health programmes in Uganda, which focused on improving living conditions in these areas, including the promotion of peaceful coexistence.

The project was embedded in UNHCR's 2018-2021 country programming and benefited from UNHCR's role as the main coordinating body for international support to refugee issues in Uganda. Funding from various donors (mainly USA; EU, various European donors, Japan, Korea) was channelled through UNHCR, which ensured prioritisation and coherence within its activities and with other actors. UNHCR acted more as a coordinating intermediate structure than as an implementation partner. The project measures themselves were primarily implemented by international non-governmental organisations. The coordination of the measures was and is challenging due to the large number of actors; during the implementation period, up to 60 different implementation partners were active in individual intervention areas (see Annex 2 - UNHCR implementation partners per refugee area).

The project was designed to utilise the existing state structures coordinated by UNHCR and OPM. An evaluation of the CRRF from 2022 confirms the success of the approach of bringing together a large number of actors, whereby the coordination mechanisms should become more efficient. At the same time, the evaluation called for further efforts, including to further strengthen the coherence of approaches to support refugees and district development plans and the coherence of sector plans, as well as to standardise approaches to address the needs of host communities. The evaluation also concluded that there was a lack of standardised monitoring of activities

for refugees and host communities and that none of the steering institutions had a comprehensive overview of funding, actors and implemented measures. This could improve the coherence of additional measures.

Rating summary

Due to the close coordination with other German FC/TC projects, especially on the ground, and the extensive differentiation from AA/FRO-financed measures, internal coherence is ensured. The external coherence of the programme through the co-financing of UNHCR and the close coordination of UNHCR with the Ugandan government and the implementation in coordination with state structures via other implementation partners can be rated as successful. The various projects and project measures of the different organisations had a complementary effect. The overall coordination of the numerous actors and partners remained a challenge and there was a lack of transparent monitoring of all activities. Overall, coherence can still be rated as successful, as UN-HCR played a strong role in coordination in cooperation with the government.

To summarise, the coherence of the project is rated as successful.

Coherence: 2

Effectiveness

7. Achievement of (intended) objectives

The objective at outcome level was to improve the operation and utilisation of social infrastructure and to improve peaceful coexistence between refugees and host communities. The following indicators were used to measure target achievement: Number of refugees connected to water supply, student/teacher ratio primary education and the number of projects that promote peaceful coexistence.

The achievement of the objective at outcome level can be summarised as follows¹²:

Indicator	Status at PA	Target value according to PA/EPE	Actual value at PCR	Actual value at EPE
1) Number of refugees using improved water supply	Baseline 2019: 602,000	Total refugee population in the project area Target: 2021: up to 937,766	December 2021: 826,442	December 2023: 775,000 ¹³ Partially fulfilled
2) Ratio of students to teachers in basic education	Baseline 2019: 1:75	Target 2021: 1:65	December 2020: 1:71	2023: 1:70 (Source: Primary Education Gap Analysis 2023) Not fulfilled
3) Number of measures to promote peaceful coexistence	Baseline 2019: 0	Target 2021: 1:350	December 2021: 1:350	n.a. Partially fulfilled

Evaluation of the indicators: As part of the EPE, the first indicator "Number of refugees with improved water supply" was changed to "Number of refugees using improved water supply", as the use of the water supply could be determined. The indicator "Number of measures to promote peaceful coexistence" is initially an output indicator. An indicator that includes the actual number of participants would be more meaningful for analysing the outcome, although this also does not measure peaceful coexistence. However, no information on this could be found within

¹² UNHCR does not feel responsible for the host communities according to the mandate, therefore no monitoring data available for beneficiaries beyond this.

¹³ With regard to the number of refugees provided for, it should be noted that UNHCR has since been able to hand over the operation and responsibility for individual facilities to the Northern Umbrella Authority (NUWS) and the refugees provided for have therefore been excluded from the count.

the framework of the EPE. However, it was reported that numerous refugees and local residents took part in the events. It is plausible that the activities led to positive effects in terms of peaceful coexistence. The indicator "ratio of students per teacher in basic education" is an indicator of the quality of education, whereby the target level was chosen very conservatively in line with the challenging context. The UNESCO Institute of Statistics sees a ratio of 40:1 in the primary school sector as a benchmark for achieving the SDGs.

One project objective (output level) was to ensure the water supply for the entire refugee population in the project region. The use of the drinking water supply has initially improved somewhat. According to the UNHCR, the comparatively expensive supply of water tankers was also ended in 2018. At the final inspection (December 2021), the water supply ensured for 826,442 people (compared to a total number of refugees of 957,276). With regard to the number of refugees supplied, it should be noted that UNHCR has since been able to hand over the operation and responsibility of individual facilities to the Northern Umbrella Authority (NUWS) and the refugees supplied have therefore been excluded from the count. The availability of drinking water has fallen from 19.4 (2019) to 18.7 litres per person per day (target: 20 litres) due to the increasing number of refugees. Particularly in view of the significant, unexpected increase in the number of refugees, we consider the project objective to have been partially achieved. However, securing the water supply remained very difficult due to UNHCR's tight financial situation. Around 775,000 refugees were still reached at the end of 2023.

During the course of the project, however, the number of refugees reached increased from year to year (2018: 602,000 - 2021: 826,000). By the end of 2023, around 775,000 refugees had been provided for. The target was therefore assessed as partially achieved. As the focus of the water component was based on ensuring the operation and maintenance of the water systems, some Operation & Maintenance (O&M) indicators could have been included in the results matrix (e.g. the downtime of water supply systems due to poor maintenance).

Another project objective (outcome level) was to improve the provision of educational services as part of the utilisation of social infrastructure and education: At the output level, operations were maintained at all 118 primary schools and all 27 secondary schools monitored by community and parent representatives. Before the COVID-19 pandemic, the student-teacher ratio had fallen from 75:1 to 68:1 (as of March 2020). No figures are available for the following years due to the COVID-19 pandemic. At the end of 2023, the ratio was 70:1 and fell short of the original target (65:1). It did not reach the national standard 53:1, let alone the international standard of 40:1, to ensure high-quality education. Other figures (around 1,700 missing primary school teachers, over 4,000 missing classrooms, a student/classroom ratio 140:1, 6 students sharing one desk instead of 3, etc.) show overall that the education situation has not improved substantially and remains very difficult. In terms of support for education, the focus was on improving the quality of education (teacher funding, school materials, etc.), which is why some qualitative indicators could have been included in the results matrix here too.

Finally, the promotion of peaceful coexistence was an overarching project objective. The planned scope of 350 activities to promote peaceful coexistence was implemented, but their impact on peaceful coexistence in terms of reduced conflict was not measured. Current figures on the continuation of these activities could not be recorded at the time of the EPE, but it can be assumed that this area is suffering particularly from the funding bottlenecks of the UNHCR country programme in Uganda. As of June 2024, only just under USD 145 million of a funding requirement of around USD 870 million had been covered. Around 180 solar-powered streetlamps were also intended to contribute to peaceful coexistence. However, the local EPE found that more than half of them is now estimated to be broken (vandalism, theft) and UNHCR did not see itself in a position to solve the problem in the short term (financing replacement procurement, ensuring operation).

8. Contribution to the achievement of objectives

The share of FC funds in the three sectors of the UNHCR country programme was between 25 % for education and 61 % for water. During implementation, there were shifts in the allocation of funds between the individual project components and within these between the individual measures.

Project components	Total costs UNHCR	Financing FC	FC share of total costs (%)
1. Water	EUR 8,938,500	EUR 5,449,829	61 %
2. Education	EUR 29,585,435	EUR 7,384,132	25 %
3. Peaceful coexistence	EUR 3,994,994	EUR 1,695,044	42%
Total	EUR 42,518,929	EUR 14,529,005	34 %

The objectives of the UNHCR annual plans can often not be realised due to a lack of funding. The measures actually implemented in the UNHCR annual plans depend on the funding commitments of the donor community. UNHCR itself regularly draws attention to the negative consequences of chronic underfunding, including in other areas such as the reduction in access to basic services (e.g. health due to staff shortages or a lack of materials) the perpetuation of dependency on humanitarian aid (e.g. due to a lack of funds to support income-generating measures). UNHCR also warned of the resulting increase in tensions within the refugees and with host communities. It can be assumed that the ongoing, significant underfunding of UNHCR has also had a negative impact on the achievement of the objectives of the FC-financed measures.

9. Quality of implementation

For UNHCR, planning the FC programme over a four-year period was only approximately possible, as UNHCR's working methods are based on annual planning cycles and are therefore not designed to finance outcomes and outputs that are defined in advance over several years. In addition, UNHCR only implements a few activities itself and usually commissions non-governmental organisations to carry them out. This multi-level system poses challenges in terms of ensuring good technical implementation, monitoring the use of funds and reporting. For example, the UNHCR final report is very general in parts and not specific to the programme under consideration here. There is a lack of detailed information on individual measures and their impact.

UNHCR's work is characterised by a holistic management approach combined with a comparatively low level of sector expertise and, as a rule, a strongly humanitarian character. Cooperation with UNHCR is particularly worthwhile in the case of large infrastructure projects or great urgency to ensure the coherence of individual measures, but also harbours the risk of quality differences in implementation and sustainable operation. This could be observed here.

In principle, the quality of the project measures was found to be satisfactory, although in some cases major differences were observed between the locations and the different UNHCR implementation partners supervising them. UNHCR did not manage to ensure a standardised construction and operational quality of the NGOs either during the very dynamic expansion phase of the refugee communities before 2018 or during the project term 2018-21¹⁴.

UNHCR's monitoring was perceived as weak, which can be attributed to the current difficult financial situation and reduced staffing levels at UNHCR, among other factors. The institutional strength of the respective implementation partners was therefore crucial to success.

Not directly attributable to the project, but virulent in refugee support, are proven cases of corruption in recent years which mainly related to government agencies in the OPM, but also to UNHCR itself. The cases were consistently investigated, and appropriate personal consequences were drawn in the organisations. Due to the Covid-19 pandemic, local audits of the use of funds could not be carried out by FC as standard and the depth of control was reduced. The UNHCR audits did not result in any findings for the programme.

10. Unintended effects (positive or negative)

Due to the urgency of the project, no "do no harm" analysis was prepared at the time of the appraisal, and this has not been made up during implementation. In line with its own regulations, UNHCR conflict-sensitive and balanced implementation during the programme period in order to avoid negative impacts. In particular, the Ugandan government's requirement that refugees and host communities receive a 70:30 share of funding is said to have contributed to a reduction in tensions between these groups and an improvement in social cohesion. This distribution of funds was the basis for planning the project areas and was implemented pragmatically at the level of the individual measures. From the perspective of the evaluation, this approach was appropriate and prevented conflicts.

The evaluation of the CRRF as a whole has shown that the practical anchoring of gender-related aspects needs to be further improved, even if it theoretically taken into account in all participating institutions, special gender working groups and the relevant strategy documents. Not directly attributable to the project, but as a result of the influx of refugees to Uganda over many years, the environmental impacts reported in various sources are due to

¹⁴ Until the Ugandan state takes over, the NGO will continue to run the centre. To this end, they receive operating cost funding to basic requirements. However, the NGOs' own contributions are also regularly required to ensure smooth operation and urgent maintenance work throughout the year.

overuse of agricultural land. However, no negative impacts caused by the programme were observed during the EPE.

Non-intended positive effects could be identified during project visits as part of the local EPE, including a water system in whose immediate neighbourhood a comparatively large agricultural production area was established, which creates income opportunities for refugees and contributes to the acceptance and security of the facility. In addition, the young people trained as "peace mentors" under the third component of the local EPE impressed with their great personal development and their acceptance/rootedness in the communities despite a variety of challenges (including mobility).

Rating summary

The targets set could not or only partially be achieved, which was also influenced by unexpected external factors (such as the COVID-19 pandemic). In addition, there was the high number of newly arrived refugees and the dependence on other donor contributions to achieve the UNHCR country programme goals. Overall, however, the programme made an important temporary contribution to improving the water supply and maintaining school operations. The activities for peaceful coexistence were implemented as planned and coexistence appears to have been fundamentally peaceful despite existing tensions, which were particularly high in some areas.

In summary, the effectiveness is rated as moderately successful.

Effectiveness: 3

Efficiency

11. Production efficiency

The use of funds by UN organisations can only be audited to a limited extent in accordance with the single audit principle. According to the certified final financial report for the FC programme, around EUR 14 million was allocated to direct project costs and EUR 0.98 million was accounted for as flat-rate administrative costs (6.5% of total costs). UNHCR's standard administrative costs are therefore at the lower end compared to other UN organisations (e.g. UNRWA with 11% of direct costs or UNICEF and UNDP with 8% each) and can be favourable in view of the large project area in Uganda. However, the personnel costs were not included in the direct project costs (in the 2017 PAR, just under 1.4 million was estimated as programme management costs), and the project's contribution to covering the costs of the UNHCR Uganda country office also remains unclear. There is also a lack of information on the administrative costs incurred by the NGOs responsible for implementing the measures. Nevertheless, the implementation and cost structure via UNHCR as an established actor in Uganda can be assumed to be efficient. A classic FC programme structure with a state executing agency and (international) implementation consultant would not have been more efficient here.

In the period between 2018-2021, 39% of project funds were used for Component 1 (water), 43% for Component 2 (education) and 11% for Component 3 (peaceful coexistence). UNHCR only carried out a few programme activities itself; instead, new international or national non-governmental organisations were regularly commissioned with implementation on the basis of standardised award and contract regulations, whereby there were also changes in the implementing non-governmental organisations. It can be assumed that this competition-orientated approach increased the efficiency of project implementation.

Well-founded statements on the relationship between input and outcome in the FC programme were not formulated in the final evaluation. Alternatively, statements on allocation efficiency were indirectly derived in the ex-post evaluation interpreting the number of beneficiaries as an indicator of outcome utilisation from the perspective of the target group and also that the utilisation of the outputs had positive effects for the target group. For the support of the water supply, this means that with total costs around EUR 8.6 million (of which 61% or around EUR 5.5 million was financed via the FC programme), an average of 734,000 people were supplied during the project period, with direct per capita costs of EUR 12 p.a.¹⁵ For the other two project components, the large number of

¹⁵ The cost of a water connection per capita per year can vary greatly, depending on various factors such as the country, the region, the type of water connection, the infrastructure and the specific local conditions. In many developing countries, the annual cost of water is generally between USD 12 and 60 per person. In industrialised countries, the cost of water is generally higher, with annual costs ranging from USD 200 to USD 1,000 per person. The very favourable costs in this case are partly due to the fact that the water connections are collective taps and not household connections.

individual measures was high on the one hand (peaceful coexistence included in addition to training young people and organising events, living together also the build of 180 solar streetlamps) and on the other hand the UNHCR's cost breakdown is not very detailed, so that no specific costs can be calculated.

The operating and maintenance costs for the WASH activities resulted mainly from the installed systems and could only be partially influenced (for example, the staff of the implementing partners at the locations was recently reduced from 4 to 2-3 due to funding bottlenecks). These services were put out to tender and awarded to a private company as an implementation partner for the operation of the generators and the fuel, which is likely to have led to a further increase in efficiency.

In the education sector, UNHCR financed the salaries of primary school teachers - currently at around USD 149/month, which corresponds to the starting salary on the national salary scale for teachers.

The project was designed to run for four years and was completed on time despite the COVID-19 pandemic, with the focus of expenditure in the first two years (EUR 9.5 million). Against this backdrop, the time efficiency of the project is rated as successful. Taking into account the difficult framework conditions, the production efficiency of the project can be rated as successful to a limited extent from today's perspective, as the results are without serious shortcomings and meet expectations.

12. Allocation efficiency

UNHCR is financed exclusively from fixed multilateral contributions from the donor community (core funding), other bilateral pledges for programme funding and donations and has no own funds. In many cases, the financing of UNHCR's annual plan is not fully secured, as was the case in Uganda during the implementation of the FC-financed measures (see also under Effectiveness and sustainability) and especially in the current situation in 2024.

In view of declining donor support and scarce budget funds from the Ugandan government, the measures would probably not have been financed without the FC programme; the financial additionality was given. The question of whether the impacts achieved could have been achieved more cost-effectively via alternative project structures cannot be conclusively verified. As UNHCR is the lead agency for support measures for refugees and plays a central role in Uganda within the framework of CRRF and coordinates implementation via non-governmental organisations, implementation via UNHCR is particularly understandable in very dynamic refugee situations to ensure relevance and coherence.

The water supply capacities created can only cover costs to a limited extent. A symbolic price of 1,000 UGX (Ugandan shillings) (approx. EUR 0.25) is charged per household per month for using the water points. Refugees who are supplied by commercial providers or who have a house connection pay the applicable tariffs of the water authority, which are significantly higher, just like the residents of the host communities.

The "Refugee Response Fund" FC project, which was implemented in parallel from 2018 to realise project measures in the areas of water and education, focuses on the Bidibidi and Rhino Camp refugee settlements and was implemented in cooperation with OPM. The project implementation partners were Oxfam and Save the Children. A management consultant and accompanying audits were financed as support at a cost of around 19%. The higher costs compared to the present project with UNHCR are associated with greater control capability, greater transparency of the project measures and their quality as well as easier monitoring of the use of funds. Which financing and implementation structure is more efficient from an allocative perspective cannot be assessed without evaluating the effects of both projects. From an efficiency point of view, direct cooperation with international non-governmental organisations would also have been worth examining; recent experience in FC projects, e.g. in the MENA region, is positive (sufficiently robust procedures, e.g. for awarding contracts, compliance, etc. on the one hand and technical expertise for infrastructure measures on the other).

Allocation efficiency is assessed as being moderately successful overall.

Rating summary

The executing agency structure via UNHCR as a central partner of the Ugandan government in the care of refugees and the implementation via non-governmental organisations within the framework of competitive procedures could be assumed to be efficient. The implementation across several levels and a large number of actors led to limitations in the controllability and transparency of project implementation and thus also to reductions in efficien-

cy. The continuing lack of funding for UNHCR and the scarcity of funds from the Ugandan state suggest that the measures are clearly additional. In summary, efficiency is rated as moderately successful.

Efficiency: 3

Overarching developmental impact

13. Overarching (intended) developmental changes

The original objective of the programme to contribute to securing the livelihoods and socio-economic development of the refugees and the inhabitants of the host communities in northern Uganda (impact). The achievement of the objectives was to be measured by the amount of water available per capita per day, school enrolment rates and the frequency of incidents.

From today's perspective, the impact objective is focused on "temporarily securing livelihoods" and the dual objective of peaceful coexistence is supplemented, as this reflects the most important intended project effects. The aim of the project was therefore to temporarily secure the livelihoods of refugees and residents of host communities in northern Uganda and to contribute to peaceful coexistence in this region (impact). The indicators were retained.

The achievement of the objective at impact level can be summarised as follows.

Table 6: Impact level achievement

Indicator	Status PA	Target value according to PA/EPE	Actual value at PCR	Actual value at EPE
1) Average amount of water available in litres per capita and per day	16.4 (2017)	Target: 20	2018: 19.4 2019: 17.7 2020: 19.5 2021: 18.7	2022: 18 2023: 17 04/2024: 16 Partially fulfilled
2a) Enrolment rate primary education (GER) ¹⁶	79% (2018)	Target: 85%	2019: 84 % 2020: 88 % 2021: 88 %	2022: 87% 2023: 95% Fulfilled
2b) Enrolment rate secondary education (GER) ¹⁷	16% (2018)	Target: 18%	2019: 13 % 2020: 7 % 2021: 7 %	2022: 10 % 2023: 12 % Not fulfilled
3a) Number of conflicts/incidents between refugees and host communities	No data available before 2019	Estimate ¹⁸ : 2021: 230	2019: 174 2020: 91 2021: 429	2022: 45 2023: 33 Partially fulfilled
3b) Number of conflicts/incidents within refugee communities	No data available before 2019	Estimate: 2021: 230	2019: 230 2020: 193 2021: 949	2022: 238 2023: 175 Partially fulfilled

The indicator for target achievement in the water component was the daily amount of water available per capita; in addition to access and utilisation at outcome level, this indicator is suitable for measuring the sufficiency of supply at impact level. Despite the increasing number of refugees, water production increased and downtimes decreased. The quantity of water per capita remained low despite the rising population. The current daily per capita water supply is below the UNHCR's humanitarian standard of 20 litres/d/c but was temporarily increased during the project period.

¹⁶ Here, UNHCR uses national data as a basis, deviating from the present logic.

¹⁷ See footnote 10

¹⁸ Due to a lack of baseline data on the conflict situation on the ground, UNHCR used this estimate as a target value. The concrete derivation of this estimate is not known

The indicators for target achievement in the education component were the enrolment rate for primary and secondary schools (target values of 85% and 18%). Regular school operations in the refugee areas could not fully resume by the end of the programme due to the COVID-19 pandemic. There are therefore no meaningful figures on school attendance for 2020 and 2021 to measure target achievement at the end of the project. Target achievement was significantly impaired by the global COVID-19 pandemic. During the pandemic, UNHCR therefore established distance learning tools such as educational radio broadcasts. At the end of 2020, around 480,000 children were reported to have access to various forms of distance learning in the refugee areas. In 2023, an enrolment rate of 95% in primary education and 12% in secondary education was measured, meaning that the target has been partially met.

The indicators for target achievement in the component to promote peaceful coexistence were the number of incidents between refugee and host communities and within the refugee community itself. However, there was no baseline for this and the target of 230 incidents per category per year is not plausibly comprehensible but is considered for lack of an alternative indicator. 2021 saw a drastic increase in incidents, which was well above the target of 230 incidents per category per year. According to the UNHCR, this was due to a new and systematic methodology for recording and assessing such incidents. In subsequent years, the figures have fallen significantly and are well below the original target values - it seems implausible that this decline is solely due to the project measures. However, project visits reported that the events were very relevant and well attended, and there were some statements about peaceful coexistence, suggesting positive effects of the measures. Sports events in particular were largely realised peacefully, and tensions were reduced after initial problems. However, considerable tensions persisted, at least in certain areas, and more than 400 refugees lost their lives in 2021-2024¹⁹, which placed again the positive observations into question. Target achievement is therefore assessed as partially achieved.

UNHCR has increasingly addressed the issue in recent years and has now introduced Interactive Dashboard Conflict Mapping, with a peak of 800 incidents in 2022 and a reduction to 147 by the end of September 2024. The UNHCR Participatory Assessment 2022 provides an approximation of the current status: around 75% of respondents rated relations with the host community as good or very good and around 12% rated this relationship as okay. However, more respondents reported poor or very poor relations in the refugee settlements Rhino Camp (18%), Adjumani (17%) and Bidibidi (14%), which are also supported by the project. The main reasons for this are competition for resources as well as cultural misunderstandings, especially in the West Nile region. Relationships within the refugee communities are generally rated similarly positively with approval rates of 70-90% per refugee settlement, although there are also regional hot spots here (Oruchinga, Kiryandongo and Rwamwanja). In addition to competition for resources, cultural misunderstandings and not speaking the same language were cited as the most common reasons here.

The greatest challenge in the area of peaceful coexistence continues to be the competition for scarce resources. By providing services in the areas of education and water supply, the programme was able to reduce this potential for tension. However, the reduction in food supply by the World Food Programme (WFP), combined with the limited livelihood opportunities, has significantly increased this potential. Funding constraints led the WFP to reduce food rations to 70 per cent of standards from April 2020 and to 60 per cent from February 2021. The consequences of this were an increase in criminality, child marriage, dropping out of school and prostitution, as families try to fill the gaps left by the cuts in rations and cash support.²⁰

14. Contribution to overarching (intended) developmental changes

It is plausible to assume that the FC project had a small positive impact to developments in the education sector and to a temporary expansion and further stabilisation of the water supply. The programme is also likely to have made a contribution to peaceful coexistence, but the instruments and measurements were only refined during the course of project implementation and facts that are of vital importance, such as a lack of food supply, diminish the impact of conflict-reducing measures.

Available impact data from UNHCR relates exclusively to refugees. However, external studies were able to provide evidence of developmental effects for the host communities:²¹ Host communities with a higher refugee presence recorded significant improvements in local development and no evidence could be found that the presence of refugees is associated with a more negative (or more positive) attitude towards migrants or migration policy.

¹⁹ The figure includes all violent deaths of refugees

²⁰ How a WFP food aid revamp has gone wrong for refugees in Uganda, The New Humanitarian, 15.12.2023.

²¹ Inclusive refugee-hosting can improve local development and prevent public backlash, World Development June 2023

15. Contribution to overarching (unintended) developmental changes

The constant influx of new refugees to Uganda has socio-economic and environmental consequences that cannot be attributed to the individual measure evaluated here and are therefore not described in detail.

Rating summary

Most of the indicators were not achieved, but clear temporary effects were nevertheless observed. The supply of water improved temporarily during the implementation period, but the situation is not expected to last. In the area of education, enrolment figures in primary schools have risen, but have fallen in secondary schools, which indicates socio-economic challenges. According to reports from the ex-post evaluation, the measures for peaceful coexistence have had a selective and temporary effect, but the data is not very valid and points to ongoing significant challenges.

In view of the temporary approach, the overarching developmental impact of the programme is still rated as moderately successful.

Overarching developmental impact: 3

Sustainability

16. Capacities of the beneficiaries and stakeholders

With the temporary financing of mainly running costs, the continuation of the measures and operation depend further funding. However, both UNHCR and the Ugandan government do not have sufficient funds to close the growing budget gaps. This means that the positive impact on the target group remains dependent on future external funding. In addition, supply is dependent on the target group remaining in the intervention area. The project measures have temporarily increased the resilience of the target group with educational programmes and social activities, and it is plausible to assume that this effect will continue, at least to some extent, at a lower level. Gross enrolment rates in primary school are at a good level but say nothing about educational success. The water supply is still deficient, meaning that additional support is needed for the expansion, in addition to the operation.

Peaceful coexistence must also continue to be promoted - due to the need for prioritisation, UNHCR has particularly little funding available in this area. UNHCR's financial situation remains highly dependent on donations from the international donor community and is still at an extremely low level, with consequences for the sustainability of education and WASH programmes. Against this background, the expectation of a smooth transition into the hands of the Ugandan institutions formulated during the project appraisal was unrealistic.

17. Contribution to supporting sustainable capacities

The FC programme enabled UNHCR to maintain and selectively improve educational services and the water supply and to implement temporary measures to promote peaceful coexistence. Without external financial support, the Ugandan state would not have been able to implement and continue the measures. The design of the programme contributed to supporting sustainable capacities insofar as it enabled its connectivity and compatibility with other FC projects. To this end, UNHCR continues to operate the facilities and successively transfers them to Ugandan operators. To the extent possible under the dynamics of refugee movements, the programme's contribution to temporary capacity support was successful and the capacities created through the programme will continue to be used for the time being: Water systems are still in operation (albeit with increasing operational problems), as are the supported schools including the school libraries. The young people and young adults who were supported as multipliers peaceful coexistence (peace mentors) in training measures continue to use the knowledge they have acquired and are recognised members of the community.

18. Durability of impacts over time

The project proposal from October 2017 emphasised the particular urgency of the project in order to contribute to improving the living situation in the project regions in a timely manner. In addition, due to the challenges in the refugee context (need for rapid implementation, unpredictable duration of the refugees' stays in Uganda, low solvency of the target group), reference was made to the FC programme's limited claim to sustainability. Increased coordination with government structures (OPM, line ministries, districts, CRRF Secretariat) was initiated as a mitigation measure. In the area of water supply, UNHCR is committed to handing over supply systems to

Ugandan water utilities, which has partly taken place already and is intended to ensure sustainable operation. As other systems are also to be handed over to NUWS as part of completed and ongoing FC measures, support services such as the development and implementation of a concept for the regular maintenance of pump systems and elevated tanks, as well as the establishment of a central depot with corresponding storage facilities for spare parts and repair materials for NUWS are planned. In the education sector, the first schools in the refugee communities have also been handed over to the Ministry of Education, although this transition process is slow and laborious: the equipment of the state-run schools is characterised by a lack of adequate infrastructure, teachers and teaching materials.

The programme proposal pointed out the risk of a further influx and the associated increase in the number of refugees. This risk has materialised. In general, the achievement of the project objectives must be considered against this background. This risk still exists in the current situation and may lead to a deterioration of the situation. Overexploitation of groundwater resources was mentioned as a further risk; according to the information provided, this risk had not materialised at the time of the EPE.

If the dynamic refugee situation on the one hand and the dramatic underfunding of the project areas, including the UNHCR country programme, on the other, which led to a continued prioritisation of running costs (over investments), are used to assess sustainability, the following applies to this FC project: Despite positive aspects, the overall results are below expectations. Donors and the Ugandan government are currently working together to transfer basic services in the refugee areas to the state systems, but progress is slow and the outlook is unclear. Only after a successful transition can the positive effects achieved by the evaluated programme be maintained *ceteris paribus*.

Rating summary

This project has a limited sustainability claim (see above). This was confirmed by this ex-post evaluation due to the fragile context, the limited capacities, the increasing number of refugees and the temporary nature of the actions with a high share of ongoing costs. Overall, sustainability is rated as rather unsuccessful. Although the measures financed are generally sustainable, a successful and timely transition of the basic services in the refugee areas to the state systems is currently extremely questionable given the poor financial resources of UNHCR and the low level of donor interest on the one hand and the Ugandan government's limited budget on the other.

In summary, sustainability is assessed as moderately unsuccessful. Due to the limited sustainability claim, the sustainability assessment determined here does not lead to a negative overall assessment of the project.

Sustainability: (4)

Overall rating: 3

Overall, the programme has had limited success. The concept was adapted to the needs and capacities of the refugee context with a more temporary focus of the measures and executing agency structure via UNHCR in coordination with the Ugandan government. The measures were coherent with other German DC measures in cooperation with the Ugandan government as well as with other actors and the existing structures. The implementation via various non-governmental organisations posed a challenge for project management and monitoring, but the intended temporary effects in providing refugees and host communities with basic services in the areas of WASH and education were at least partially achieved. The flanking of the measures with activities to promote peaceful coexistence was perceived as successful, even if no structural effects can be derived here. The temporary nature of the measures in a fragile context means that sustainability is limited and, accordingly, the impacts can only be ensured on an ongoing basis through subsequent funding and measures, which is questionable due to the funding bottlenecks at state and UNHCR as well as at the level of non-governmental organisations. For these reasons, the programme is still rated as having limited success.

Overall rating: 3

Contributions to the 2030 Agenda

Universal scope: The programme contributed to the achievement of sustainable development goals, in particular SDG 1 - No Poverty, SDG 4 - Quality Education, SDG 6 - Clean Water and Sanitation, SDG 16 - Peace and Justice.

Shared responsibility and accountability: The programme was part of the international donor support for Uganda. The measures were complementary to FC projects in Uganda. The project was designed for project implementation by UNHCR via national and local non-governmental organisations and was implemented accordingly. UNHCR was held accountable in accordance with the United Nations' single audit principle.

Interplay of economic, ecological and social development: Positive interactions between social, ecological and economic effects were initiated by maintaining basic social services for particularly disadvantaged people, including the economical use of water resources (among other things, awareness was raised in this regard by setting up water committees) and by promoting measures for peaceful coexistence.

Inclusivity / leaving no one behind: The project focusing on refugees targeted particularly vulnerable groups, including children and young people, and also addressed the host communities so that vulnerable groups benefit accordingly.

Project specific strengths/weaknesses and general conclusions/lessons learned

The strengths and weaknesses of the project include in particular:

- With UNHCR as central actor in the coordination of support services for refugees, it was possible to ensure a high level of relevance and coherence of the FC programme in a dynamic situation.
- On the one hand, the limited earmarking (definition of the three sectors WASH, education, peaceful coexistence) and subsequent adjustment of the project measures allowed a flexible response to local needs and UNHCR's volatile funding situation. On the other hand, this impaired the traceability of which measures were implemented with FC funding and limited the influence of FC as well as the character of the programme as an FC measure.
- UNHCR acted as a coordinating intermediate structure in the project in its role as project executing organisation, while the project measures were implemented by a large number of international NGOs. This was associated with difficulties in technical quality assurance, regular monitoring and focused reporting.
- The support for the regional water supplier "Northern Umbrella Water and Sanitation" proposed in the final inspection (including the establishment of a central depot with spare parts and repair materials) was to be implemented in the new "Climate Resilience" programme in order to prepare it for taking over the water systems in the region.

The results of the evaluation lead to the following conclusions and lessons learnt:

- In cooperation with UNHCR, the conceptual control options of FC are particularly limited, also in comparison with other UN organisations. It is therefore important to weigh up which agreements should be made in terms of content so that the measures can be adequately adapted to the changing context during implementation and, if necessary, specific interests of FC (financing of investments instead of operating funds, example here: instead of planned school expansions, teachers' salaries were financed) are still taken into account. In order to be able to influence the content of the programme implementation as FC, it is necessary to follow the annual planning cycles of UNHCR and align project management accordingly.
- As an alternative to cooperation with UNHCR, it makes sense to work directly with large international non-governmental organisations as project executing agencies (and recipients, if applicable), especially in the refugee context, for reasons of efficiency and effectiveness (implementation quality). Operational experience with FC projects, e.g. in the MENA region (Lebanon, Yemen, Iraq, Syria), is positive: the procedures (awarding of contracts, compliance, etc.) are robust and the technical expertise for infrastructure measures are generally sufficiently available. Due to their target group-orientated work, they appear particularly suitable for implementing the dual objectives of FC projects in fragile contexts (including social cohesion, peacebuilding, etc.). Finally, they are also actively involved in the (sector) coor-

dination groups on the and often take on co-leads together with UN organisations, so that the relevance and coherence of the measures can also be ensured.

- In view of the high level of need and the latent and growing potential for conflict between refugees and host communities, the government should be further supported in transferring the basic services established in the refugee settlements to the national systems.

Evaluation approach and methods

Methodology of the ex-post evaluation

The ex-post evaluation follows the methodology of a rapid appraisal, i.e. a data-supported, qualitative contribution analysis and represents an expert judgement. This involves attributing impacts to the project through plausibility considerations based on the careful analysis of documents, data, facts and impressions. Where possible, this also includes the use of digital data sources and modern techniques (e.g. satellite data, online surveys, geocoding). Causes of any contradictory information are investigated, attempts are made to eliminate them and the assessment is based on statements that are - if possible - confirmed by several sources of information (triangulation).

This ex-post evaluation was carried out with the support of a Ugandan consultant and thus utilised the local perspective.

Documents:

KfW project documents, UNHCR reports, secondary specialized literature, ex-post evaluations of comparable FC projects with UNHCR as project executing agency

Data sources and analysis tools:

UNHCR Refugee Data Finder; project visits and supplementary consultant report on the Palorinya and Adjumani refugee areas, World Development Indicators, media reports

Interview partner:

KfW employees in the operational area, employees of UNHCR and the implementation partners

The analysis of impacts is based on assumed interdependencies, documented in the impact matrix developed during the project appraisal and, if necessary, updated during the ex-post evaluation. The evaluation report presents arguments as to why which influencing factors were identified for the identified results and why the analysed project presumably made which contribution (contribution analysis). The context of the development project is taken into account with regard to its influence on the results. The conclusions are set in relation to the availability and quality of the data basis. An evaluation design is the reference framework for the evaluation.

For project evaluations, the method offers a - on average - balanced cost-benefit ratio, in which the knowledge gained and the evaluation effort are in equilibrium, and allows a systematic assessment of the effectiveness of FC projects across all project evaluations. The individual ex-post evaluation can therefore not fulfil the requirements of a scientific assessment in the sense of a clear causal analysis.

The following aspects limited the evaluation:

Insufficient level of detail in the breakdown of project costs and monitoring data, including at the level of the implementing non-governmental organisations.

Methodology of the performance evaluation

A six-point scale is used to assess the programme according to the OECD DAC criteria. The scale values are assigned as follows:

- Level 1** Very successful: result significantly above expectations
- Level 2** Successful: result fully in line with expectations, without significant deficiencies
- Level 3** Moderately successful: below expectations, but positive results dominate
- Level 4** Moderately unsuccessful: is significantly below expectations and negative results dominate despite recognisable positive results
- Stage 5** Unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** Highly unsuccessful: the project is useless or the situation has worsened

The overall rating on the six-point scale is based on a project-specific weighting of the six individual criteria. Levels 1-3 of the overall rating indicate a "successful" project, while levels 4-6 indicate an "unsuccessful" project. It should be noted that a project can generally only be considered developmentally "successful" if the achievement of the project objective ("effectiveness") and the impact on the overall objective ("overarching developmental impact") as well as the sustainability are rated as at least "partially successful" (rating 3).

The annex to this report is available upon request (German only).

Imprint

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