

UNIVERSITY OF BERGEN

Department of Administration and Organization Theory

AORG351

Master's Thesis in Public Administration

SPRING 2016

**AN INVESTIGATION INTO THE MEDIATING ROLE OF INTER-ORGANIZATIONAL
COORDINATION TOWARDS REFUGEE PROTECTION: A CASE STUDY OF NAKIVALE
REFUGEE SETTLEMENT UGANDA.**

Kushemererwa Diana

Contents

List of Tables, Figures and a Map.....	v
LIST OF ACCRYONMS	vi
DEDICATION	vii
ACKNOWLEDGEMENT	viii
ABSTRACT	ix
CHAPTER ONE:	1
INTRODUCTION.....	1
1.0. Introduction	1
1.1. Background of the study	1
1.1.2. A Brief Description of the concept of refugee protection in Nakivale settlement.	3
1.1.3. Refugees in Nakivale	5
1.2. Problem statement.....	5
1.3. Objective of the study	6
1.4. Research questions	7
1.4.1. Specific Questions.....	7
1.5. Scope of the study	7
1.6. Limitations of the study.....	7
1.7. Structure of the thesis.....	8
THEORETICAL FRAMEWORK	10
2.0. Introduction:	10
2.1. Conceptualizing Inter-Organizational Coordination.....	11
2.1.2. Definition of coordination.....	11
2.1.3. Inter-Organizational Coordination	13
2.2. Theoretical frame work	17
2.2.1. Exchange theory.....	17
2.2.2. The Contingency theory.....	19
2.3. Coordination types	22
2.3.1 Hierarchy based coordination.....	22
2.3.2. Network-based coordination	23
2.4. Essential ingredients of IOC	25
2.4.1. Financial Resources.....	25
2.4.2. Human resource.....	26
2. 5. Variables of the study.....	26
2.5.1. Dependent Variable.....	26
2.5.2. Refugee Protection	26
2.6. Independent Variable	29
2.6.1. Collective variables to achieve IOC.....	29
2.6.2. Division of labour.....	29
2.6.3. Meeting arenas	30
2.6.4. Common goal	30
2.6.5. Active leadership.....	31
2.6.6. Mutual trust	32
2.6.7. Communication	34
2.8. Analytical frame work.....	35
2.8. Conclusion.....	35

CHAPTER THREE.....	36
METHODOLOGY	36
3.0. Introduction	36
3.1. Research Approach	36
3.1.2. Rationale behind using the qualitative approach.....	36
3.2. Research method	38
3.3. Unit of Analysis	38
3.3.1. Rationale for selection of the unit of analysis	39
3.4. Sample size.....	40
3.4.2. Sampling Techniques	41
3.5. Methods and tools of data collection.....	42
3.5.1. Semi-structured Interview	42
3.5.2. Participatory observation.....	44
3.5.3. Documentary Review	46
3.6. Methods of data analysis	46
3.6.1. Relying on theoretical Propositions	47
3.7. Assessment of quality of research	47
3.7.1. Construct validity	47
3.7.2. External validity	48
3.7.3. Reliability	49
3.8. Ethical Consideration	49
3.9. Conclusion.....	49
CHAPTER FOUR	51
4. 0. Background	51
4. 1. The Nakivale Refugee Settlement.....	51
4.2. Uganda’s Refugee Policies.....	51
4.3. Refugees in Uganda	53
4.4. The role of Government in Refugees Protection.....	54
4.5. Organizational actors involved in refugee protection	55
4.5.1. International Non-Government organization in Nakivale.....	55
4.5.2. UNHCR.....	55
4.5.3. ARC.....	56
4.5.4. FRC	56
4.5.5. Samaritan purse	57
4.5.6. Medical Team International	57
4. 6.1. TUTAPONA	57
4.6.2. AIRD	57
CHAPTER FIVE:.....	60
FINDINGS AND DISCUSSIONS.....	60
5.0. INTRODUCTION.....	60
5.1. PROTECTING THE REFUGEES	60
5.1.2. Legal and physical protection	61
5.1.3. Voluntary repatriation	63
5.1.4. Economic protection	64
5.1.5. Social protection.....	65
5.1.6. Protection; Office of the Prime Minister (OPM)	65
5.2. Access to asylum.....	67

5.2.1. The prima facie group:	68
5.2.2. The preliminary group.....	70
5.3. Education.....	71
5.4. Food Security	73
5.5. Water and Sanitation	74
5.6. Health and medical care	75
5.7. Shelter/ settlement:.....	76
5. 8. In conclusion	77
CHAPTER SIX	81
INDEPENDENT VARIABLE.....	81
6.0. Introduction:	81
6.1. Indicators of IOC.....	81
6.1.1. The division of labor	81
6.1.2. Regular meetings.....	86
6.1.3. Common goal	90
6.1.4. Active leadership.....	92
6.1.5. Mutual trust	94
6.1.6. Communication	96
CHAPTER SEVEN.....	100
Mechanism of coordination in Nakivale settlement.....	100
7.0. Introduction	100
7.1. Hierarchy mechanism of coordination	100
7.1.2. Authority	100
7.1.3. Formal rules.....	102
7.1.4. Coordination by hierarchy type mechanism.....	103
7.2. Network based coordination.....	103
CHAPTER EIGHT.....	107
Discussion and Conclusion	107
8.0. Introduction	107
8.1. Review of the study’s objectives, theory, and methodology.....	107
8.2. FINDINGS/ OBSERVATIONS.....	107
8.2.1. Division of labor.....	107
8.2.2. Regular meetings.....	108
8.2.3. Common Goal	108
8.2.4. Lead organization.....	109
8.2.5. Trust	109
8.2.6. Communication	109
8.3. Inter-Organizational Coordination	109
8.3.1. Most used type of coordination.....	110
8.3.2. Network based.....	110
8.3.3. Hierarchy based coordination.....	110
8.3.4. Type of coordination that functioned better	111
8.4. Effectiveness of coordination on the different stages	111
8.4.1. Reception:.....	111
8.4.2. Registration:	111
8.4.3. Settlement:.....	112
8.4.4. Where was the coordination most difficult?	112
8.5. What kind of organizations are involved	113

8.6. How do the findings relate to the theoretical frame work?	113
8.7. Usefulness of theories used in this study:	114
8.7.1. Is coordination based on processes, rules, leadership or informal mechanisms?	114
8.8. Placing the findings in the literature	115
8.9. Generalization of the study's findings	115
8.10. Implications for further research	115
8.11. Conclusion.....	116
References	117
APPENDICES.....	124
Appendix 1: List of respondents	124
Appendix 2: Interview guide.....	124
Appendix 3: letter of reference from OPM	127

List of Tables, Figures and a Map

List of Tables:

Table 1: Shows the number of refugees and asylum seekers from various countries in Nakivale	4
Table 2: Shows the settlement coverage of south western operation	4
Table 3: Shows transit centers	4
Table 4: Summarizing the discussion of the two theories	20
Table 5: Summary of discussion from Coordination types	24
Table 6: Showing the sample size	40
Table 7: Table showing IPS and OP'S in the Nakivale settlement	58
Table 8: Showing findings of the study	78
Table 9: Showing a summary of the findings on IOC	98

List of figures:

Figure 1: Relationship among variables	35
Figure 2: Showing chain of activities and services provided to refugee at different stages	77
Figure 3: Hierarchy mechanism of coordination	103
Figure 4: Showing the hierarchy of some of the organizations	106

Map1: Showing the refugee situation in Uganda	59
--	----

LIST OF ACCRYONMS

DRC	Democratic Republic of Congo
IOC	Inter-Organizational Coordination
IRC	International Rescue Committee
OPM	Office of the Prime Minister
PSCP	Protection Surge Capacity Project
UN	United Nations
UNHCR	United National High Commission for Refugees
CEO	Chief Executive Officer
NGOs	Non- Government Organizations
NRC	Norwegian Refugee Council
OAU	Organization of African Unity
ARC	American Refugee Council,
FRC	Finish refugee council
MTI	Medical Team International
AIRD	African Initiative for Development
WFO	World Food Organization
NFI	Non-Food Items
IGO	IGO- International Governmental Organization
SGBV	Sex and Gender Based Violence
CARA	Control of Alien Refugees
SPLM	South Sudans Liberation Movement
WASH	Water And Sanitation
AIRD	African Initiatives for Relief Development
OCHA	United Nations Office of Coordination of Humanitarian Affairs
FAOP	The Frame work Agreement for Operational Partnership
PoC	People of Concern

DEDICATION

This work is dedicated to my FAMILY for their inspiration and support and to all PERSONS who contributed in diverse ways towards the success of this thesis.

ACKNOWLEDGEMENT

First and foremost, I would like to give honor and glory to God Almighty for his grace, favor and mercy throughout my education journey. Lord without your wisdom, guidance and protection, I would not be alive today to witness the fulfillment of my dream.

My deepest and sincere gratitude goes out to the Norwegian State Educational Loan Fund (Lånekassen) for offering me this generous Quota Scholarship Scheme to pursue my graduate studies in Norway. Without it, I would not have been able to pursue a master's degree in Public Administration at the University of Bergen.

I would also like to acknowledge with gratitude the Faculty of Social Sciences for the generous financial support during my fieldwork in Uganda. This thesis is a collective effort, as is the research endeavor, addressing issues associated with coordination. I therefore wish to express my heartfelt gratitude to my supervisor, Associate Professor Ishtaiq Jamil who tirelessly reviewed my work. Thank you for being an inspiration, teacher and mentor. Your guidance, directions and positive criticisms have led to the successful completion of this research work. I am forever indebted to you for your support through this academic struggle.

I am very grateful to the faculty and staff members of the Department of Administration and Organization Theory, especially Professor Steinar Askvik, Hasan Muhammad Baniamim and Rebecca Radlick whose valuable teachings, discussions, suggestions and assistance have enabled me to complete this thesis. I also appreciate the good works of the MPA program coordinator, Ms. Olga Mjelde and secretary, Ms. Denise Fewtrell Flatmark for their care, advice and administrative support.

I also acknowledge the valuable contributions of my respondents, from the Office of the Prime Minister Kampala Uganda, UNHCR, American Refugee council; Finish refugee council, Medical Team International, TUTAPONA, Samaritan's purse and AIRD for their valuable contribution to this study. I cannot forget all the staff members of various organizations working in Nakivale settlement for making my internship and research in the settlement a worthwhile experience.

I am grateful to my colleagues in the MPA program and the entire Department of Administration and Organization for their encouragement. Your motivation techniques were perhaps what gave me the enthusiasm to complete this work.

Finally, I wish to extend gratitude to my family and friends for their support and prayers.

ABSTRACT

This study examines the role of Inter-Organizational Coordination (IOC) towards refugee protection in Nakivale settlement located in Isingiro district in Uganda. Coordination takes place when organizations work together towards a common purpose. As the world is witnessing a dramatic increase in the number of refugees, the need for a strong international protection regime has never been more apparent. In reality, governments may be unable to provide such protection, and they may require the support of the international community. The inability of states to ensure protection to people who flee from conflict situations and the member states at the same time necessitates Inter-organizational innovations. I investigated the role of IOC within refugee protection because of its relevance in understanding how organizations can operate as part of a wider environment involving different actors to achieve a common goal.

This study is motivated by three research questions: (1) what is the process of Inter-Organizational Coordination between organizations involved in refugee protection? (2) Under what conditions do organizations establish linkages or exchanges with one another? (3). what kind of coordination exists between organizations involved in refugee protection? It was hypothesized that refugee protection is positively related to mandated interactions, active leadership, a common goal, and mutual trust.

Previous studies have focused almost exclusively on IOC and crisis management. Therefore, a gap exists in literature on the role of IOC towards refugee protection in a rural area such as Nakivale settlement. This study has employed the exchange theory and contingent theory to account for the wide approaches towards IOC. The study advances our understanding on the motive for IOC and relationship between IOC and refugee protection. To date, no systematic investigation has considered the role of IOC towards refugee protection in Nakivale settlement. It is in this context that I examine how organizations operating as part of a wider environment can effectively deal with refugee protection issues.

A qualitative case study research design has been selected as most appropriate in order to address the research question. An in-depth examination using different tools of data collection such as semi-structured interviews, participatory observation and documentary review has been used to obtain data from various organizations engaged in refugee protection. Based on their experience in providing services geared towards refugee protection in the settlement, a sample of 8 organizations has been selected for this study: OPM, UNHCR, ARC, AIRD, FRC, TUTAPOA, MTI and Samaritan's Purse. The findings from the research illustrate that Nakivale refugee settlement is administered based on division of labor.

However, contrary to my expectations, division of labour was hampered by lack of adequate skilled personnel to effectively carry out the assigned tasks, poor communication technology, and inadequate power supply. These hindrances negatively affected effective implementation of service geared towards refugee protection in the settlement.

The findings also illustrate that mandated interactions were the most effective form of achieving effective refugee protection, though voluntary interactions were also employed to achieve effective refugee protection in a more informal way. Communication is presented as an important factor in effectively achieving refugee protection through channels such as mandatory weekly, monthly and annual coordination meetings. In addition, the study shows the impact of a lead organization in unifying IOC partnerships to work towards a common goal. Both hierarchy and network types of coordination were discovered to play a complementary role towards enhance refugee protection in the settlement. Coordination was found to be effective at the stage of settlement and registration though it was constrained by factors such as poor communication mechanisms. The present study provides support for the key arguments mandated interactions, formal division of labor, communication, active leadership, trust, common goal, are important in enabling organizations in Nakivale settlement to effectively deliver services geared towards refugee protection. I conclude that in order to effectively deliver services geared towards refugee protection IOC is fundamental.

CHAPTER ONE:

INTRODUCTION

1.0. Introduction

This study seeks to assess the role of Inter-Organizational Coordination (IOC) towards refugee protection in Nakivale settlement located in Isingiro district in Uganda. The study is a contribution to a body of scientific literature on IOC and refugee protection. Developing countries, not only have a collective moral responsibility to enact a comprehensive and coordinated refugee response, but also a social and humanitarian responsibility to work to lessen, where possible, the suffering that results from the violence, instability, and trauma that international refugee populations are involuntarily experiencing worldwide. Beyond the social and moral responsibility to ensure the safe passage and social integration of refugees from the contexts of war, human rights abuse, environmental degradation, and ethnic and political persecution, a coordinated international policy that supports social inclusion benefits the strategic interests of other countries. The safety and protection of refugees needs to be systematically addressed by joint-collaborative action of state and non-state actors working off a set of international best practices for supporting and protecting refugee communities (Rinker & Finley, 2016). That is why this study argues for IOC to respond to complex humanitarian issues of refugee protection. This cannot be achieved single handedly but through cooperation. This chapter introduces the study's background, the rationale of the study, the scope of the study and the guiding research questions.

1.1. Background of the study

The study of Inter-Organizational Relationships (IORs) has begun to suffer the consequences of its own growth in importance. The increasing acknowledgment that organizations typically operate in a relational context of environmental interconnectedness and that an organization's survival and performance often depend critically upon its linkages to other organizations has generated a vast but highly fragmented literature on IORs (Oliver, 1990). Coordination takes place when organizations work together towards a common purpose and each entity involved is aware of its own role and the role of others (Nightingale, 2004). In organizational theory, coordination as a concept is very much related to or even equivalent to, the issue of integration. Here, we refer to integration as a process rather than a result.

Coordination is a familiar term. However, other terms have been applied to the same general area in the available literature on public management. One of the earliest differentiations made in the organizational literature (Schermerhorn, 1975; Rogers and Whetten 1985: 12-13) was between cooperation and coordination. The former was deemed to be a more temporary and informal means of creating relationships

among organizations for mutual benefit, while the latter was conceptualized as more formal structures and procedures designed to impose greater coordination among individuals and organizations. Coordination can also be defined as a mode of interaction among organizations (Huxham and Vangen 2005; Hudson et al., 2002). In this study, collaboration will be dealt with as a subset of coordination in which cooperation and working together is voluntary and based on normative agreements (Bouckaert, Peters, & Verhoest, 2010). The study will apply both formal and informal structures and procedures of creating relationships between the office of the Prime minister that is in charge of coordinating refugee responses and the major organizations engaged in ensuring refugee protection.

In addition, this study deems it necessary to explore the role of IOC towards refugee protection because when organizations operate as part of a wider environment involving different actors such as government institutions, regulatory bodies, trade unions and private organizations, it is of great significance to study IOC, organizational structure and functions and behavior of actors (Thompson 2003; Scott 2003; Hatch 1997). This study therefore seeks to explore both the structure and process of coordination in refugee protection.

As the world is witnessing a dramatic growth in forced displacement caused by a multiplication of new crises and the continuation of existing emergencies, the need for a strong international protection regime has never been more apparent. Asylum space is shrinking and challenges in securing access to territory and protection are evident in all regions. In 2016 and 2017, UNHCR will continue to assist States in strengthening their systems of governance and response related to displacement, based on rule-of-law principles, as well as in providing protection and assistance in emergencies situations (UNHCR Global Appeal 2016-2017).

Refugees require specific protection and safeguards, for which an established legal framework exists, in the form of the 1951 Refugee Convention and its 1967 Protocol. The consequences of refugees not receiving protection from the countries in which they seek asylum can be life-threatening (UNHCR Global Appeal 2016-2017). Nowhere in history since the end of the Second World War has there been an increase in the number of refugees like today. Many refugees from Syria, Libya, and Jordan have lost their lives in the Mediterranean Sea while trying to flee from violence and seek for protection in Europe.

The situation is similar in many African countries such as Burundi, Nigeria, South Sudan, Democratic Republic of Congo (DRC), and Somalia. These countries have continued to suffer from political instabilities causing many people to seek protection from other countries. Uganda has been an attractive safe haven for a number of refugees due to its peacefulness and a friendly policy that allows refugees to live in settlements instead of camps. The government of Uganda, being a signatory of the 1951 refugee convention, has the sole responsibility of ensuring that the refugees who come to look for asylum in the land are offered the necessary protection. It is the responsibility of the Office of the Prime Minister (OPM)

to coordinate the refugee activities of all partner organizations. Whereas governments are responsible for the protection of all people in their territory, in reality, governments may be unable to provide such protection, and they may require the support of the international community (Betts, 2009). The inability of states to ensure protection to people who flee from conflict situations and the citizens of the country as well as refugees at the same time necessitates cooperation from Inter-Organizational innovations.

Refugee protection entails a number of collective action problems (Suhrke 1998, Betts 2003, Thielemann 2003, Thielemann and Dewan 2006, Roper and Barria 2010). The basic challenge of the international refugee regime is that the responsibilities of states under the 1951 United Nations Convention relating to the Status of Refugees and its 1967 Protocol (the Refugee Convention) are limited to those asylum seekers that arrive on the host territory. Only once the asylum seeker has reached the territory of a signatory state is that state required to engage in the often time-consuming and costly process of determining whether or not she deserves protection and therefore access to a series of rights, including residence, in that state (Thielemann & El-Enany, 2010). The responsibility of pooling resources in order to address refugee protection issues is shared by government parastatals, voluntary and humanitarian organizations.

The challenges of collective action towards refugee protection facing policy-makers stem from the requirement in the Refugee Convention for states to assess whether a claimant is a refugee only once she has reached its territory. The procedure for doing so is often lengthy and states incur costs both at this initial application stage and once refugee status has been granted, with both triggering entitlements for the individual migrant (Thielemann & El-Enany, 2010).

In this study, IOC refers to the progression of different organizations joining efforts to respond to refugee protection. The study of IOC in refugee protection is pertinent because it illustrates the necessity of organizations operating as part of a wider environment involving different actors such as government institutions and private organizations in order to provide services that will be of greater benefit to the refugees. In this study, refugee protection will be reflected through service provision such as granting asylum, shelter, food, water, clothes, healthcare, education and the physical protection of refugees. These are considered the main components of ensuring the basic human rights of individuals.

1.1.2. A Brief Description of the concept of refugee protection in Nakivale settlement.

Among African states, Uganda is a signatory to all principal international legal instruments for refugee protection: the 1951 Refugee Convention, the 1967 Protocol and the 1969 OAU (Organization of African Unity) Convention. In 2006, Uganda adopted the new refugee legislation and the Refugees Act, which reflected the international standards of refugee protection established within the proceeding of international legal instruments. The Refugee Act recognizes the right of refugees to work and to move freely within the country and to live in the local community, rather than in camps (Wakessa, 2014). Uganda's long history

with refugees has led to a unique refugee experience where refugees live in settlements and not camps, unlike many other African countries (UNHCR, 2009). In line with the Refugee Act, the Ugandan government promotes refugee ‘self-reliance’. Within each settlement, land is allocated to each refugee household in order to facilitate refugees’ economic independence through agricultural livelihoods. With a less stringent refugee policy than neighboring states and its relative peace, Uganda represents an attractive destination for many refugees (Omata & Josiah Kaplan, 2013). Whereas international protection is a core mandate of UNHCR, the government of Uganda through the OPM plays the role of coordinating all organizations working with refugees and ensuring them with physical protection (OPM, 2015). According to a report from UNHCR, The southwest operation currently hosts 177,672 refugees and asylum seekers in refugee settlements as of 30 June 2015. Southwestern operation hosts 36% of all refugees in Uganda.

Table 1: Shows the number of refugees and asylum seekers from various countries in Nakivale settlement as of July 2015

Country of origin	Asylum seekers	Refugees	Total
DRC	4,505	121,529	126,034
Somalia	591	15,726	16,317
Rwanda	1,612	12,445	14,057
Burundi	3,099	16,558	19,657
Eritrea	59	715	774
Other	135	698	833
Total	10,001	167,671	177,672

Table 2: Shows the settlement coverage of south western operation

Settlement	District	Size Sq mile	No. villages	No. PoC	Max capacity
Nakivale	Isingiro	71.3	79	72,290	35,000
Oruchinga	Isingiro	8.4	15	5,236	
Kyaka 11	Kyegegwa	32.8	26	22,769	22,090
Rwamwanja	Kamwenge	41.9	36	52,816	30,000

Table 3: Shows transit centers

Transit Centre	District	Size sq mile	No. villages	Max capacity
Nyakabande	Kisoro	0.15	-	30,000
Bubukwanga	Bundibugyo	0.04	-	12,500

		(10.5 hectares)		
--	--	-----------------	--	--

Source UNCHR Uganda fact sheet 2015

1.1.3. Refugees in Nakivale

The Nakivale refugee settlement is located near the borders of Tanzania and Rwanda in Isingiro district, Southern Uganda and is one of the oldest and biggest settlements in Uganda. It was established in the 1950's as a major home for Tutsi refugees who had fled from a civil war in Rwanda. Currently the settlement hosts a number of refugees from Burundi, D R C, Rwanda, Somalia and Eritrea. Situated on 71.3 square miles of land with 79 villages, the settlement is a safe haven for approximately 86,000 refugees, with hundreds of new arrivals coming in on a daily.

Nakivale settlement currently hosts the largest number of refugees in the country (see Table1. 2). Whilst refugees from the DRC constitute the majority of the settlement's population, Nakivale also accommodates refugees and asylum seekers from diverse countries such as Somalia, Rwanda and Burundi as shown in the tables above. This enormous area is geographically divided into three administrative zones: Base camp, Juru and Rubondo.

The administration of Nakivale is managed at the top level by the OPM on-site settlement management team, led by the Settlement Commandant. Each zone is officially represented by selected members from the refugee population, who form the settlement's three Refugee Welfare Councils (Omata & Josiah Kaplan, 2013).

With a total number of approximately 86,000 refugees in Nakivale settlement, the government of Uganda and UNHCR cannot on their own ensure refugee protection through effective delivery of services such as food, shelter, medical care, and protection. Refugees require assistance from various organizations to enhance their protection. The Nakivale settlement is comprised of different non-government and voluntary organizations working towards ensuring the protection of refugees. The question is: How can IOC enable them to effectively provide refugee protection?

1.2. Problem statement

The historical development of refugee protection has been gradual and has centered on the creation of international institutions to take responsibility for refugee issues and the adoption of legal instruments aimed at defining the legal status of refugees and guaranteeing their basic rights. There are many difficulties involved in defining and ensuring international responsibility for refugee protection (Vevstad, 1998).

A number of researchers in Uganda have studied and written about refugees. However, their areas of study have mainly focused on refugee policies, conflict, and the challenges faced by refugees in Uganda. A number of studies on refugee issues focused on a wide range of topics but little has been explored on the mediating role of IOC towards refugee protection. Examples of the previous literature include: 1. The study of refugee settlements and the linguistic situation in the settlement (Mudzingwa & Mudzingwa, 2011), 2. Uganda's Invocation of Cessation Regarding its Rwandan Refugee Caseload: Lessons for International Protection (Mcmillan, 2012), 3. Participating in Development, Refugee protection, politics and developmental approaches to refugee management in Uganda (Kaiser, 2005), 4. Refugee Self-Reliance in Nakivale Refugee Settlement Uganda (Svedberg, 2014), and 5. Refugee livelihoods in Kampala, Nakivale and Kyangwali refugee settlements, Patterns of engagement with the private sector (Omata & Josiah Kaplan, 2013). None of these studies have explored the role of IOC towards refugee protection. Moreover, although coordination has been widely explored by many scholars in relation to conflict and disaster management in various countries, there is currently a deficiency in research conducted on the role of IOC towards refugee protection specifically in the Nakivale settlement in Uganda. Based on the literature reviewed, IOC in conflict and disaster management has been widely explored in context of different countries, most of which are developed. This presents a gap in literature on IOC in the context of the developing world, and in Uganda specifically. Exploring refugee protection in a rural setting like the Nakivale settlement offers an opportunity to address the gap in the literature. This study therefore was undertaken as an attempt to investigate and explore the importance of IOC towards refugee protection in Nakivale settlement with a view of generating more knowledge and awareness on the phenomenon of refugee protection.

1.3. Objective of the study

The main objective of this study is to assess the significance of IOC involving the Uganda government and humanitarian organizations in Nakivale refugee settlement in providing essential services that are geared towards refugee Protection. I examine the role of IOC with an aim of establishing the nexus between organizations involved in coordination and how they interface in their efforts to avail protective services to refugees. Coordination can be compared to an orchestra, in which a collective effort is indispensable in achieving a harmonious musical product. Lack of coordination could lead to delays in policy implementation, causing wastage of resources and time (Ahsan, 2010a). The reverse could be true among organizations, both public and humanitarian, that provide effective relief services geared towards enhancing refugee protection in Nakivale refugee settlement Isingiro district, Uganda, East Africa. As a phenomenon, refugee protection is not only a national responsibility but also a global challenge.

1.4. Research questions

A central research question is a broad question that asks for an exploration of the central phenomenon or concept in a study, according to Creswell (2014, p.139). The main research question for this study was: What is the role of IOC towards refugee protection in Nakivale settlement Uganda?

1.4.1. Specific Questions

1. What is the process of IOC between organizations involved in refugee protection?
2. Under what conditions do organizations establish linkages or exchanges with one another?
3. What kind of coordination exists between organizations involved in refugee protection?

1.5. Scope of the study

Since refugee protection is based on collaboration efforts, the study focused on the different organizations that partner with UNHCR and OPM to ensure protection of refugees in the Nakivale settlement. These organizations were selected in order to make a comprehensive analysis on how coordination is carried out between the host community (OPM) and various organizations engaged in refugee protection. The main purpose was to establish the role played by IOC towards refugee protection. The role played by different organizations spearheading refugee protection was explored and the study assessed the development of IOC towards refugee protection.

The research was conducted in the Nakivale settlement in Uganda. Eight organizations were selected for the study based on the length of their participation in the partnership created for ensuring refugee protection in the Nakivale settlement. This study included all stakeholders involved in integration and protection of the refugees in Nakivale settlement (Mudzingwa, 2011). Stakeholders who had vast experience in refugee protection and implementation of coordination in the settlement were also included in the study. These organizations included: the OPM, UNHCR, American Refugee Council (ARC), Finish Refugee Council (FRC), and African Initiative for Rural Development (AIRD), Samaritan Purse, World Food Programme, Tutapona, and Medical Team International (MTI). All the selected organizations play a central role in ensuring refugee protection in the settlement. They were fundamental for contributing valuable information for the study.

1.6. Limitations of the study

I anticipated a difficulty in seeking audience with upper-level officials and area coordinators. Although the respondents were contacted in advance, scheduling issues prevented them from taking part in the research.

Still, this limitation was mitigated by gathering data from local officials to provide a comprehensive look at the aspect of inter-organizational coordination and refugee protection at a local level. Additionally, the culture does not emphasize the value of time, and therefore I faced a challenge of poor time keeping and failure of respondents to meet at the agreed upon time

I assumed that refugee protection is a sensitive issue therefore; I foresaw a challenge of limited access to potential respondents. I overcame this challenge by obtaining authority from OPM, and presenting documentation authorizing research from the University of Bergen, Department of Administration and Organization Theory. I also mitigated this challenge by carrying out internship with OPM that granted me access to all organizations responding to refugee protection in the settlement as well as the respondents of the study.

The study was limited by resources such as time given the short duration in which I had to go through the administrative procedure in order obtain permission from all authorizing agencies responsible for ethical considerations before carrying out research. I faced a challenge in terms of logistics, particularly transportation between the Nakivale settlement, situated in the southwestern part of Uganda, and some of the other organizations I interviewed, that were in Mbarara and Kampala districts. However, I overcame this challenge by living in the settlement where the majority of organizations included in the study were based and only going to other districts when there was need.

Due to the settlement's remote location, during my research I also faced a challenge of inadequate access to electricity and the Internet. These challenges made it difficult to electronically store and organize the collected data in a systematic and safe way. I overcame this challenge by using a mobile Internet modem and a rechargeable lamp to prepare material for the next interview.

The conditions of living in the settlement were harsh but this gave me firsthand experience of some of the challenges that refugees face and the fundamental importance of various organizations joining efforts to provide an array of services in order to improve the living conditions of refugees in the settlement.

1.7. Structure of the thesis

This thesis is comprised of eight chapters, each of which contains short discussions.

Chapter One: Covers an introductory discussion of the study, an overview of the discussion that deals with the research problem, a brief description of the case, the significance of the study, the research objectives, and the research questions, as well as the scope of the study and the limitations of the study.

Chapter Two: Discusses the conceptual framework of the study. It presents a theoretical framework for the study through a brief overview of literature conceptualizing the relationship between dependent and independent variables. After the discussions, an analytical framework for the study is presented.

Chapter Three: This chapter discusses the research methodology of the study. It discusses various methodological aspects employed in the study, including the research approach, rationale for the research approach, the research method, the unit of analysis, the rationale for unit of analysis, the sample size, sampling techniques, and the methods and tools of data collection. Further it addresses issues of validity, reliability, generalization and ethical considerations.

Chapter Four: This chapter gives a brief account of the historical development of the Nakivale settlement, a short introduction of Nakivale refugee settlement, Uganda's refugee policies. It discusses refugees in Uganda and various organizational actors engaged in refugee protection.

Chapter Five: Discusses and analyses refugee protection through its indicators such as asylum, food, shelter, education, medical care in relation to IOC. The chapter also gives a summary of the findings.

Chapter Six: Discusses the type of coordination that exists between organizations involved in refugee protection in Nakivale settlement.

Chapter Seven: Discusses the chapter and presents the findings of the study's independent variable, IOC. The chapter analyses the factors necessary for IOC to take place and how they influence refugee protection. IOC is operationalized through its indicators such as, division of labor, meeting arenas, common goal, active leadership, trust and communication.

Chapter Eight: This chapter discusses the findings and thereafter the conclusion of the study. It highlights the objectives of this study, what theories and methodology were used, what was found and which theories were most useful, how the findings can be generalized, what conclusion can be made on the basis of such findings, and the implications of this study's findings for further research.

CHAPTER TWO

THEORETICAL FRAMEWORK

2.0. Introduction:

This chapter focuses on presenting and defining the conceptual underpinning of the study; IOC and notions of refugee protection. An analytical framework was developed based on a review of relevant academic literature that theoretically underlies the role of IOC as an influence to refugee protection. This will facilitate a clear understanding of the theoretical background of the study. The literature reviewed has served as a guide in obtaining variables, research questions, and the hypothesis for the study.

The theoretical framework of this study consists of two complementary theories. The Exchange theory developed by Pfeffer and Salancik (1978) which proposes resource dependence as the primary motivation for IOC and the Contingency Theory which suggests that the success and survival of organizations depends on how well they adapt to their environments.

Why select these theoretical perspectives? Researchers face a challenge, in that there are many possible theoretical perspectives that explain organizational behaviour (Alexander 1995, p.7). Therefore, there is need for researchers to select theories that can provide valuable theoretical explanations for empirical findings. In addition, there is need for researchers to ascertain theoretical perspectives that predicate specific empirical phenomena.

IOC is a complex phenomenon with various facets, such as information sharing, decision-making and negotiation. Studying such a complex phenomenon may require theoretical perspectives that are broad enough to cover the different aspects of IOC. However, a key challenge in this study has been to formulate expectations for each theoretical perspective that match the selected strategy.

These theories have been employed to explain the various foundations of IOC.

According to King et.al (1994, p.19) the use of theory in research serves as a backbone of the study, it thus presents an understanding of the conceptual underpinnings of the study as well as gives a more vivid and practical meaning when applied in the scope of real life events. A social science theory is a reasoned and precise speculation about the answer to a research question, including a statement about why the proposed answer is correct (King, Keohane, & Verba, 1994).

2.1. Conceptualizing Inter-Organizational Coordination

2.1.2. Definition of coordination

Extreme events require coordinated action among multiple actors across many jurisdictions under conditions of urgent stress, heavy demand, and tight time constraints. The Public Administration literature is full of theories and arguments about Coordination. As Harold Seidman (1998) pointed out, coordination is the philosopher's stone of public administration. "If only we can find the right formula for coordination, we can reconcile the irreconcilable, harmonize competing and wholly divergent interests, overcome irrationalities in our government structures, and make hard policy choices to which no one will disagree (Kettl, 2003).

Coordination is a messy, dynamic and evolving process which involves responding to life and death emergencies that take unexpected twists and turns (Minear, 2002). The first question that comes to mind in clarifying IOC is what is meant by coordination? Coordination has been defined by many scholars as a contested and ambiguous concept. Wildavsky suggests if you do not know what coordination is, it is not because there are not definitions. On the contrary, if there is reason for ignorance it is because there are too many definitions and very few agreements. According to Robinson et al. (2000: 215) "coordination is about control through authority". Robinson et al. (2000) strengthen their interpretation of coordination by arguing that there are different forms of coordination which are determined by the type of organizations involved (Robinson, Hewitt, Harriss, & University, 2000).

However, in my assessment it is not only about the type of organizations, but also the size and number of organizations involved. In addition, coordination will develop specific structures for each type of organization and organizational relationships, in order to achieve specific goals through collaboration and integration. As the type and size of organizations involved in response operations varies, the disparity in skills, knowledge, access to information and equipment widens among the participants in the response process. As the number of organizations engaged in response operations increases and the range of problems confronted widens, the need for integration intensifies.

Three broad groupings of stakeholders are involved in refugee protection: government, NGO's, and refugees. The organizational interactions within and between these groups create the domain as well as the impact of events in other countries, media coverage, public opinion and court ruling. Such a system represents a meta problem, beyond the scope of a single organization to solve (Chevalier, 1966). A complex problem area of this kind is often referred to as a *problématique* (Chevalier, 1966), or "mess" (Ackoff, 1974, Vol.III cited by Trist, 1983). The issues involved are too extensive and too multifaceted to be addressed by any single organization, however large. The response capacity required to clear up a mess is inter- and multi-organizational (Trist, 1983). As one refugee lawyer described;

You can never do just the legal work...(R) refugees never have anything together. They have no social services, no housing, no language training, and no medical services. As soon as you start dealing with them, you find they have got no housing or they need medical services and you have got to ring someone up you know. You end up doing the social welfare. It is inevitable. You feel sorry for the people because they are desperate and helpless and you start plugging in. You go to all the social welfare agencies, you go to churches groups; these people need all these overlapping services. And then you need to know something about their country to represent them at the hearing so you need to know something about amnesty. They don't just arrive with a legal job (Hardy, 1994).

The above proclamation establishes that since all organizations in the damaged area are affected, private and nonprofit actors, as well as public agencies, become participants in the response system. In response to refugee protection a number of organizations need to join response efforts. Some organizations may not have emergency plans, or may not have linked them to a larger community-wide response process (Comfort & Kapucu, 2006). Coordinating with other organizations to acquire needed resources becomes inevitable.

Achieving coordinated action among a disparate group of actors therefore depends fundamentally on their access to timely, valid information and their capacity for information search, exchange, absorption and adaptation (L. K. Comfort & Kapucu, 2006). Reliable communication under stress is a critical factor in achieving coordination among a large and varied group of actors engaged in crisis response such as refugee protection. This performance depends on at least three basic sets of conditions that influence the interaction among agents involved in response to the event (Comfort 1999, p. 66–67). The first set includes the technical structure needed to support information search and exchange. The second set of conditions involves the organizational policies and procedures that shape action both within and among the participating organizations. The third set involves cultural openness to new information, new strategies for addressing an unimaginable set of problems and willingness to adapt to extraordinarily difficult conditions. These three sets of conditions shape in fundamental ways the evolution of an inter-organizational system in response to the event. It requires pre-disaster planning among organizations to identify what information will be required and how this information may be accessed (L. K. Comfort & Kapucu, 2006) .

Thus it may be concluded that:

Coordination is a way of bringing together disparate agencies to make their efforts more compatible, in the interests of equity, effectiveness and efficiency. Without coordination, the danger is of lapsing into chaos and inefficiency (Panday 2006:44 cited in Waterfall, 2011).

In social sciences, coordination is broadly understood as the linking, meshing, synchronization, or alignment of actions (Aiken, Dewar, DiTomaso, Hage, & Zetz, 1975; Okhuysen & Becky, 2009 cited in Gulati, Wohlgezogen, & Zhelyazkov, 2012). Probably the first person to take an analytical view of

coordination was Charles Lindblom. According to Lindblom (1965: 23, 154), coordination decisions are ones where either mutual adjustment between actors or a more deliberate interaction produced positive outcomes to the participants and avoided negative consequences (Bouckaert et al., 2010). Identifying effectiveness and thus potential purposes for inter-organizational collaborations, occurs if collaboration may produce positive outcomes for individual organizations (Cooper & Shumate, 2012). Verhoest and Bouckaert (2010) defined coordination as the purposeful alignment of tasks and efforts of units or actors in order to achieve a defined goal (Bouckaert et al., 2010).

However, a broad definition of coordination implies the process of different units working together towards a common goal. Different units may here refer to persons, organizations, or activities, such as cluster meetings discussing common plans and cluster activity implementation. In the humanitarian context in accordance with the definition above coordination entails a synchronization of people or organizations working together towards a common objective (Ulleland, 2013) moreover, it entails minimizing the duplication of humanitarian services whether by filling gaps or preventing overlap and thereby enabling a more coherent, effective, and efficient response (James 2008: 351-2 cited by Ulleland 2013). Coordination in the organization theory can be seen as a process, such as specific coordination practices, and coordination as a result (Boucharert, Peters & Verhoest 2010). As a crisis may have a sudden onset, those situations may cause challenges to coordination due to time pressures and required cooperation amongst units that may lack practice in cooperation under normal circumstances. Crises are difficult to predict, develop quickly and in unexpected ways, and differ from normal situations in that they require a simultaneous coordinated effort by many organizations (Eriksson Zetterquist, 2009 cited by Christensen, Laegreid, & Rykkja, 2013). According to Rosenthal, Charles, & 't Hart (1989), crises thus imply forming subjective opinions about non-routine situations characterized by time pressure, threats and ambiguity (Christensen, Laegreid, & Rykkja, 2013).

The scale of the crisis will define the number and types of organizations that will eventually contribute. Kettl (2003) argues that during a crisis there will be particular coordinating issues, which requires "contingent coordination" (Kettl, 2003). Coordination can operate both within an organization (*intra-organizational* coordination) and between organizations (*inter-organizational* coordination) (Lie, 2010). This study focuses on inter-organizational coordination, because it involves organizations that establish decision-making rules, discuss policy, share information, and adjust mutually (Whetten 1982; Jacobsen 1993; Douma and Screuder 2002; State Services Commission 2008 cited by Lie, 2010).

2.1.3. Inter-Organizational Coordination

The number of scientific articles on the subject of IOC is numerous. In these studies various forms of IOC such as joint ventures and alliances are discussed. A detailed definition of this subject within the literature

is, however, much harder to find (Waterval, 2011). The theoretical study of IOC seeks to "...understand the logic of how systems work as totalities as well as of their component parts" (Brett 2005a:1). The theory takes organizations as the entity of analysis and studies the interaction between them. Brett distinguishes between four different mechanisms through which organizations in social systems relate to each other: coexistence, competition, coordination and co-operation. He presents a normative theory describing how social systems move from simple co-existence present among self-sufficient families and clans in pre-market societies, to competition and coordination in market societies, for them ultimately to arrive at co-operative interdependence as "...the dominant model for the management of 'modern' organizations" (Brett 2005a:1). This study is concerned with the IOC between organizations both government and humanitarian engaged in extending services geared towards protecting refugees in the Nakivale settlement. Coordination of humanitarian operations is by nature very situational and contextually dependent, and has thus been defined in various ways.

Lindblom's definition of coordination saw IOC as no more than a strategic relationship between decisions. Any decision that takes the organization's environment into account can by this definition be called coordinated because the organization making the decision is adjusting its behavior to other organizations and actors around it (Alexander, 1995). Rogers and Wheten in their review define IOC as a process where by two or more organizations create or use existing decision rules that have been established to deal collectively with their task environment (Milford and Rogers, 1982:12). Does IOC happen between organizations to produce outcomes that are different from what they might have been if no IOC had occurred? Or is IOC a structure of relationships between organizations? IOC can be a process and a structure depending on the point of view and the situation. How one answers these questions depends on one's underlying idea about coordination. This study seeks to explore the outcome of IOC and organizations both private and public providing services geared towards refugee protection putting into consideration what would transpire in the refugee settlement in absence of such coordination. The relationship between the different organizations involved in refugee protection will also be explored. IOC will also be viewed as both a structure and a process.

Panday (2006) approaches IOC as coordination from an inter-organizational perspective. In a similar manner, Alexander (1995:3) defines "Inter-organizational coordination as the process whereby two or more organizations create and/or use existing decision rules that have been established to deal collectively with their task environment". Milford and Rogers on the other hand, express inter-organizational coordination as an inter-organizational process that can create new rules or norms for collective actions, or use existing ones (Alexander, 1995). This lets them extend their view of IOC to cover mutual adjustment strategies i.e. IOC that comes about by taking other organizations' actions into account. Paradoxically, mutual adjustment is used in the most complicated and under extremely difficult circumstances (Mintzberg, 1979). As Alexander states, the above definition does not cover the main elements for IOC. Despite this incompleteness, both definitions stress out a very important aspect that emphasizes the decision, rules and/or norms. IOC is

carried out based on rules and standard operating procedures, which is the basis for implementers to be aware of what they should achieve when conducting tasks based on inter-organizational relationships (Panday, 2006 cited by Waterval 2012).

Mintzberg (1979) distinguishes between several coordination mechanisms such as mutual adjustment, standardization of worker skills, standardization of work processes, standardization of work outputs and direct supervision (Mintzberg 1979, p.3). What does each of these concepts signify? First, mutual adjustment describes a situation in which several actors communicate more or less informally to achieve common results. Second, direct supervision means active leadership whereby leaders give instructions and oversee work processes and results. It is based on formal rules and it is top-down, i.e. coordination takes place in a hierarchic manner. Third, standardization of work processes means that instructions regulate the work processes. Fourth, standardization of work outputs means that coordination is output based i.e. outcome regulates the work processes. Fifth, is standardization of worker skills, in this case instructions regulate the skills needed in such work processes (Mintzberg 1979).

This study adopts Ernest Alexander's (1995:274) definition of IOC, he views IOC as a set of organizations' recognition and management of their interdependency, by creating or using existing inter-organizational structures to decide on their actions together (Alexander, 1995). Looking at Alexander's definition of inter-organizational coordination, it can be determined that an inter-organizational relationship has at least three elements: several organizations are involved (cooperative actors); a relationship can be distinguished by interdependency; and communication flows, work flows, resources flows, operations are conducted within a specific working or task environment. Moreover, this definition encompasses "the reason for IOC and use of IOC structures, and the quality of ensuring action" (Alexander, 1995:271).

Though this definition does not cover all necessary elements that are needed for IOC, it shares the necessary conditions for coordination based on a multi-stakeholder process or operation. The importance lies in the fact that organizations are shifting from a traditional mindset to an orientation that focuses on cooperation, collaboration, and coordination. Many different names are given to inter-organizational innovations that coordinate actions across organizational boundaries. These include partnerships, cooperatives, coalitions, joint ventures, collaborative networks, linkages, and network structures, to name a few (Mandell & Steelman, 2003). This shift requires other characteristics for an IOC.

Taking into account the purpose of IOC to solve problems that are too big for one organization to handle, making use of each other's scarce resources, skills, and professionalism, in my opinion a proper definition of IOC would also emphasize a strategic planning process. Goodstein et al. (2008) define strategic planning as the process by which the guiding members of an organization envision its future and develop the necessary procedures and operations to achieve that future (Ebner, 2013).

Some researchers measure the formal planning process based on the degree to which certain practices are used, and the existence of a written documentation. Planning is assumed to improve the performance of an organization. This is the first phase of coordination. In this regard, “the purpose of strategic [...] planning is to assist the association in establishing priorities and to better serve the needs of the membership (Strategic Planning Handbook, 2001 cited by Waterval, 2012). The mission, vision, and goals of the member organizations are taken into account and integrated through the action planning process (Strategic Planning Handbook, 2001). In addition, mutual adjustments are created for actors. Furthermore, the importance of including strategic planning in IOC is that it determines the success of coordinating (Waterval, 2011). Inter-Organizational Coordination is a critical part of planning, because planning mostly involves multiple organizational interactions (Aghajani, Amin, & Abasgholipour, 2014).

In a similar manner to the above argument, Alter and Hage distinguished the following IOC characteristics as follow (Alexander, 1995):

- Interdependence: this is a precondition for IOC.
- Size of organizations: the number of member organizations and or the size of the member organizations.
- Structure: centrality, the degree of clustering between organizations in a centralized system; and connectedness, the number and intensity of links between organizations. This includes workflows, communication flows, and resource flows.
- Complexity: the variety and diversity in interest of the member organizations (purpose, services, tasks).
- Autonomy: the degree to which an organization is distinct from its organizational environment.
- Mission: this indicates the reason why the organizations have come together. An applicable definition of IOC in my view should consist of the above-mentioned characteristics.

IOC is a process of bringing together different organizations with an aim of achieving a common goal. IOC can be achieved either through voluntarily transactions or mandatory interactions. In my opinion, because of uncertainty, complexity and unclear boundaries, refugee protection issues traverse the traditional boundaries of a single organization. Refugee protection therefore calls for collaborative decision-making where organizations pool resources and expertise, to be able to provide durable solutions to its plight. To be effective, IOC requires systematic planning, clearly defined rules and regulations, active leadership, effective communication, mutual trust and dividing works and responsibilities among inter-organizational networks.

UNHCR continues to forge new partnerships with other NGOs in meeting the needs of refugees and working towards durable solutions. UNHCR has turned to NGOs more recently to address growing needs

in legal assistance and protection. At the same time, UNHCR is developing partnerships with NGOs that increasingly bring their own resources and expertise to bear. In developing partnerships, UNHCR seeks to achieve synergies and added value with its partners in order to have the greatest impact in helping refugees (Ngo partnerships in refugee protection 2004).

The above definitions show how wide the range of attitudes to IOC can be. Coordination is implied in any decision involving an organization's voluntary strategic adjustment to its environment. In the middle of the range, IOC means recognition of interdependence and ways of coping with it. At the other pole, IOC involves institutionalized arrangements, power and control. How can one account for these differences and can one resolve them? To explain the diverging aspects of IOC we need to look at the thinking behind them. What are the theories describing organizational behavior and explaining interactions between organizations which these scholars brought to their definition of IOC? How does each of these theories account for IOC (Alexander 1995)?

2.2. Theoretical frame work

The study of organizations and organizational behavior has generated a substantial body of theoretical literature. Some of the major theories of organizations also explain why coordination occurs between organizations. In this study, different organization theories are the premises behind different definitions of IOC accounting in part for the various definitions of IOC that we have observed. There are two major theories that are relevant for explaining IOC in this study. These are the exchange theory and the contingency theory. A basic premise of inter-organizational research, from a number of different theoretical perspectives, is that selected organizations should work in harmony rather than competition with each other in order to enhance occupational success (J. Payan & Svensson, 2007). Alexander (1995) explains why leaders create inter-organizational coordination processes and structures by reference to exchange theory and contingency theory.

2.2.1. Exchange theory

The exchange theory proposes resource dependence as the primary motivation for IOC (Benson 1975, 1982, Pfeffer and Salancik 1978, Mulford and Rogers 1982, Mulford 1984). This has been the dominant perspective in IOC theory in general (Skelcher et al. 1983) among North American scholars in particular. Raelin (1980, 1982) has elaborated the exchange and resource dependence approach and suggests three bases of Inter-Organizational relations: voluntary exchange, power dependencies, and exchanges that are the result of legal political mandates.

The emphasis within exchange approaches is on voluntary inter-organizational relationships. A major basis of inter-organizational relationships that has received much less theoretical attention is mandated relationships among organizations. Mandated interactions involve laws or regulations specifying areas of

domain, information and client flows, and financial obligations (Hall, Clark, Giordano, Johnson, & Van Roekel, 1977). Since organizations usually exist in an environment where resources are limited, they are dependent in varying degrees on other organizations for resources that are critical for their continued functioning.

Thompson (1967) proposed that under norms of rationality, organizations will attempt to reduce their dependence on resources controlled by other organizations by negotiating a long term contract, co-opting the controlling organization, establishing a joint venture with the controlling organization involving an exchange of resources between the parties, or by forming agreement at better terms with third party (Whetten & Leung, 1979).

A longitudinal study found that resource dependence and communications are the major determinants in the emergency of dyadic relationships among Texas child care and health organization's (Van de Ven and Walker 1984), providing an empirical confirmation of the exchange theory (Alexander, 1993). The assumption behind exchange theory is that the primary incentive for all organizations is survival (Grandori, 1987:58-60). This is true of private and public sector organizations alike. Protecting refugees is a shared responsibility. NGOs play an increasingly important role in refugee protection. As implementing partners, NGOs contribute to a broad spectrum of protection activities; for example, the prevention and response to sexual and gender-based violence, and meeting the needs of women and children. It is important to acknowledge that some aspects of protection are directly related to the performance by UNHCR of its mandate and cannot be devolved on others, such as determining who is a refugee. NGOs, however, complement UNHCR's work by speaking out and advocating for refugees in important ways that differ from those UNHCR is able to use. Because refugee needs are enormous and resources are limited, UNHCR cannot do its job alone. It relies on the support of NGOs with special skills and resources to help refugees. Such partnerships have proven to be especially useful during emergencies by providing life-saving assistance (UNHCR, Slezic, & Aware, 2002).

By the early 1990s, UNHCR came to recognize that the magnitude of the global challenges exceeded its own capacity. Given the growing needs of refugees, returnees, internally displaced persons and others of concern to UNHCR, the High Commissioner called for a redoubling of the organization's partnership efforts which led to the launch of the Partnership in Action (PARinAC) initiative in 1994. This period witnessed the largest increase in the number of NGOs. This illustrates UNHCR's dependence on resources from numerous other organizations in order to deliver effective services to the refugees. These organizations then have to exchange resources with all the other organizations with which they have relationships of mutual interdependence. Resource exchange in the public and private sector offers a basic reason for what organizations do and why they do it. The exchange theory's focus tends to be on voluntary coordination and mutual adjustment. This is because exchange theory tends to imply unequal relations

involving asymmetries of power (Zeitzi 1989:80-81). Resource exchange then is recognized as an important incentive for IOC.

More formal types of coordination such as mandated interaction between public agencies are less well accounted for in this fashion (Hall et al., 1977: 469-470). However, the exchange and resource dependence approach has been elaborated to cover these as well. But it is the nature of exchange theory to focus our attention on voluntary transactions, even when it is expanded to encompass mandated frameworks for IOC (Alexander, 2014). Other theories have been proposed to supplement exchange theory and provide more complete accounts of organizational behavior.

2.2.2. The Contingency theory.

In contingency theory, the focus is the single organization's adaptation to its environment. The survival and success of organizations according to contingency theory depends on how well they adapt to their environments. The underlying assumption is that a response system composed of multiple agencies and jurisdictions will be able to adapt more appropriately to threats in a given region than separate, uncoordinated efforts by agencies acting independently to meet the same challenges. Adaptive systems depend upon an information infrastructure that has sufficient structure to hold and exchange information, but sufficient flexibility to adapt to the changing conditions. This capacity to adapt to changes in the environment is observed in both social systems, when organizations adapt their performance to meet unexpected needs (Louise K. Comfort, Sungu, Johnson, & Dunn, 2001).

The concept of adaptation in inter-organizational systems draws on findings from distinct research themes in public administration and organizational theory. First, it is informed by the broadly interdisciplinary literature on complex adaptive systems (Prigogine and Stengers 1984; Kauffman 1993; Holland 1995; Axelrod and Cohen 1999). A key concept in this literature is self-organization, or the ability to reallocate resources and action to meet changing demands from the environment (Kauffman 1993). This capacity refers to change in behavior that is initiated by the actor, not imposed by any external force. Rather, the agent seeks change in order to achieve a better fit with its environment. Self-organization has been observed in physics (Bak and Chen 1991), mathematics (Ruelle 1991), biology (Kauffman 1993) and public policy (Comfort 1999 cited in L.K. Comfort & Kapucu, 2006). Ostrom (1998) observed a similar process of collective learning among organizations in dynamic environments. Extending the concept of self-organization by a single agent to adaptation among a set of interacting organizations is critical to understanding the dynamics of response to extreme events (L. K. Comfort & Kapucu, 2006).

Second, recent work on decision-making under conditions of uncertainty offers a valuable perspective to adaptation in inter-organizational systems. Weick and Sutcliffe (2001) present the concept of sense making as a process of scanning the environment for information and using it to develop a plausible course of

action in a difficult or shifting context. Third, modes of adaptation in inter-organizational response systems depend on the initial conditions of the participant organizations. The above types of adaptation identified in an analysis of rapidly evolving response systems following earthquakes (Comfort 1999) may be applicable to inter-organizational systems emerging in response to other types of hazards, including terrorist attacks and refugee protection. Each type can be characterized by technical, organizational, and cultural indicators. Technical indicators include measures of reliability for technical structures (e.g., transportation, electrical power and communications). Organizational indicators include measures of organizational flexibility, such as adaptability to changing conditions, style of communication among members and leadership or lack thereof. Cultural indicators include measures of openness and innovation, such as willingness to accept new concepts or initiate new patterns of action. The emerging systems vary in terms of their characterization by these indicators, and interaction among the three sets of conditions limits the system's capacity for adaptation to a damaged environment.

The Framework Agreement for Operational Partnership (FAOP) which evolved from the PARinAC process seeks a common and coordinated approach by UNHCR and its operational partners in addressing refugee protection and assistance. It seeks coordinated programme planning and implementation of activities and the efficient use of resources. Under the Framework, partners are guided by humanitarian principles found in the code of conduct of the International Red Cross and Red Crescent Movement and Non-Governmental Organizations which includes a commitment to ensure that the humanitarian imperative comes first and to determine aid priorities based on need alone (UNHCR et al., 2002). Furthermore, the interaction among the agents within the system shapes the next round of actions taken by each individual organization or agent. The result is the emergence of a complex, adaptive system that responds both to the demands from the environment and the degree of pressure or support from other organizations within the system as it evolves. A system of interacting agencies and jurisdictions will adapt more appropriately to internal and external threats to a given region than will independent agencies carrying out separate, uncoordinated efforts (L. K. Comfort & Kapucu, 2006). The contingent theory suggests organizational adaptation as a reason for IOC. In extreme events, public organizations need the ability to adapt quickly and effectively to rapidly changing conditions. Such capacity relies on a continuous exchange of timely, valid information among multiple participants regarding their shared goal in dynamic operating conditions.

Table 4: Summarizing the discussion of the two theories

THEORIES	VARIABLES
Exchange theory	<p>It proposes resource dependency and communication as the major motivation of IOC.</p> <p>It is elaborated based on three inter-organizational relations:</p> <p>1.Voluntary exchange, 2.Power dependencies, 3.Legal mandates (mandated interactions involve laws specifying domain information)</p> <ul style="list-style-type: none"> • It focuses on voluntary transactions. • It suggests that organizations reduce dependency by negotiating long term contracts and coopting with controlling organization • Recognizes establishment of joint ventures with controlling organization. • Relies on exchanging resources and forming agreement.
Contingency theory	<ul style="list-style-type: none"> • It emphasizes on a single organization’s adaptation to a wider environment • It suggests that multiple agencies are able to adapt to stress than separate independent agencies. • Depend on exchange of information • Re allocation of resources • Decision making is important in adaptation • It is measured by technical indicators such as (transportation, electric power and communication), organizational (organizational flexibility, adaptability to changing conditions, style of communication and leadership) cultural indicators (trust, innovation, willingness to accept partners of action). • It relies on a continuous exchange of timely, valid information among multiple participants regarding their shared goal.

2.3. Coordination types

What kinds of coordination exist between the different organizations engaged in refugee protection? This study intends to find out whether IOC among organizations engaged in refugee protection in the Nakivale settlement is motivated by hierarchy or network-based forms of coordination.

Several researchers employ a normative perspective. They argue both that inter-organizational coordination has positive aspects and that organizations should focus on such coordination rather than on reforms involving too much specialization. However, Alexander also challenges this argument: ‘If all coordination is good, and more coordination is better than less, how can we look at coordination, distinguish between different kinds of coordination, and learn which are more effective and why’ (Alexander 1995, p. 269).

According to Gretschnann 1986; Thompson, Frances et al. (1991), scholars have argued that co-ordination can be a product of hierarchy, markets, and networks (Peters, 1998).

2.3.1 Hierarchy based coordination

Coordination by Hierarchy-type Mechanisms (HTM) refers to a set of coordination mechanisms based on authority and dominance. They involve objective and rule setting, allocation of tasks and responsibilities and establishing lines of direct control and accountability. Both management instruments like procedural rules, top down planning systems or traditional input oriented financial management systems and structural instruments such as organizational mergers, coordinating function, direct lines of control and accountability can be used (Verhoest & Bouckaert, 2007).

The ‘typical’ humanitarian relief environment, if one exists, appears to include a relatively weak bureaucratic network and a social network of variable strength. Rarely are humanitarian organizations joined in strongly proprietary ways (Max Stephenson, 2005). The traditional literature on organization views hierarchy as the source of coordination (Jennings, 1998). The use of hierarchy emphasizes on division of labor on one hand and rules, procedures, and authority as coordination instruments on the other hand. Authority implies legitimacy and ability to get things done without opposition, thus communication patterns, incentives, norms, and structures have to be properly aligned to insure necessary linkages. The hierarchical coordination mechanism draws primarily on authority and power as fundamental processes and resources. Hierarchy type of coordination could be considered as a control strategy for coordinating organizations’ behavior by biasing their decisions to produce action that they might otherwise not have taken (Alexander: 1995:37). Hierarchy-based coordination efforts may exist in a variety of forms within the public sector, ranging from issuing legislation and other mandates to structure patterns or coordination within the public sector, to control efforts, to more procedural mechanisms (Bouckaert et al., 2010).

Coordination in this form is standardized and offers little room for flexibility; it “draws primarily on authority and power as fundamental process and resources” (Bouckaert et al. 2010: 37 cited in Jamil, 2014). In the context of refugee protection in the Nakivale settlement, hierarchy-based coordination between organizations would imply the existence of formal and standard rules, routines, operating procedures, and a clear division of responsibilities and work amongst the organizations. According to Jamil and Panday (2012), formal arrangements determine the legitimacy of who should do what, when and how. Such arrangements are used to allocate responsibilities, divide functions between organizations, and specify the process of decision-making and the chain of command (355-356). Autonomous and semi-autonomous field agencies operate in the Nakivale refugee settlement. The question, then, is what kind of formal control is employed by administrative and political leadership to coordinate the activities of these diverse organizations.

2.3.2. Network-based coordination

Coordination by Network-type Mechanisms (NTM) is based on mutual interdependence and trust. NTMs seek common knowledge, common values and common strategies between partners. While most cooperative networks grow ‘spontaneously’ between organizations, governments may create, take over and sustain network-like structures between organizations: for instance the creation of common information systems, collective decision-making structures, or even common partnership organizations. Inter-organizational learning instruments like culture management may foster common knowledge and values such as management development schemes, and job rotation between public organizations to create a common civil service culture (Hood, 2005:31-2 cited in Verhoest & Bouckaert, 2007).

Network-based coordination is an appropriate and necessary management response when multiple organizations at multiple levels join up to pool competence and resources to put public policies into effect (Stoker, 2006:41 cited in Jamil 2014). Network-based coordination denotes voluntary collaborative action and information sharing amongst mutually dependent organizations in order to achieve a common goal (Verhoest et al. 2010). It is based on trust, solidarity and spontaneity. Different types of mechanisms are employed to achieve such coordination. These include “cooptation, co-sponsorship, information and resource exchange, mutual awareness of interdependence and common interests”. Diverse, heterogeneous and complex environments demand network-based coordination. In the context of refugee protection, the government does not work alone; it functions in an environment inhabited by other organizations. How do these diverse organizations initiate contacts and who becomes the nodal actor in initiating coordination? In the absence of a formal coordination mechanism, a nodal actor or organization is required to initiate the coordination. In this study, we analyze to what extent network governance in the Nakivale settlement reflects a spontaneous response out of necessity.

In such an environment, understanding the dynamics of the inter-organizational networks and the patterns of interaction have become urgent matters both for policy makers and those who seek to understand the

policy making process and implementation (Gidron et al, 1992). A large body of theory and research about inter-organizational networks now exists to explain how these relationships emerge, sustain, and create value for the whole society (Naim, 2005).

Table 5: Summary of discussion from Coordination types

	Variables/ arguments
Hierarchy based coordination	<ul style="list-style-type: none"> • Emphasis is on division of labor • Rules, procedures, authority • Proper alignment of communication patterns incentives, norms • Control strategy • Issuing legislation • Other forms of mandates
Network based coordination	<ul style="list-style-type: none"> • Based on trust • Mutual dependencies • Common knowledge • Common values and • Common strategies between partners • Common information systems • Collective decision-making structures • Common partnership organizations • Denotes voluntary collaborative action • Information sharing amongst mutually dependent organizations • To achieve a common goal • It is based on trust, solidarity and spontaneity

	<ul style="list-style-type: none"> • Cooptation, co-sponsorship • Information and resource exchange • Mutual awareness of interdependence and • Common interests.
--	---

2.4. Essential ingredients of IOC

2.4.1. Financial Resources

Resources important for achieving coordination such office equipment, skills, expertise and relevant information on protecting refugees can be operationalized as both financial and human. Financial resources accelerate the process of coordination thus contributing to the timely completion of implementation of activities, while human resource puts the refugee protection into effect efficiently and cost effectively. When a policy is implemented by several sectors, there is a dependency among departments as one's action depends on another's (Ahsan, 2010).

Resources are considered as instruments contributing to the continued functioning of all those involved in a joint course of actions. Citing the exchange theory, Benson (1975) mentioned that resources are the main factor that expounds organizational relations and behavior (cited in Alexander, 1995: 7). Grandori (1987) thus states, 'since organizations usually exist in an environment where resources are limited, they are dependent in varying degrees on other organizations for resources which are critical for their continued functioning' (cited in Alexander, 1995: 7). In the case of inter-organizational activities towards achieving refugee protection, resources such as funding are controlled by certain organizations such as UNHCR. An organization whose functions are dependent on resources cannot start functioning unless the necessary resources are disbursed.

Timely disbursement of resources leads to timely completion of functions that, in turn, lays the foundation upon which others can begin to start performing their tasks and functions in a timely manner. The continuation of this process is subject to synchronization of the functions accomplished by interdependent organizations that ensure coordination in the activities of various organizations. Thus, the extent to which coordination is achieved in the activities of organizations involved in refugee protection depends on the degree to which resources such as funding for such a task is adequate and available (Ahsan, 2010b) .

2.4.2. Human resource

Coordination is achieved automatically in a given situation when organizations entrusted with duties and responsibilities possess the required skills and knowledge. Thus, prior to ensuring coordination in the activities of organizations, the skills and knowledge of those who are responsible for carrying out these activities must be standardized. In this regard, theoretical assumption has been taken from Mintzberg, who claims that standardization of skill and knowledge is important for achieving coordination (Mintzberg, 1979: 6). This is because when individuals' skill and knowledge are standardized; coordination takes place automatically because they know exactly what is expected from each other and how to act. Because refugee protection has various features, it entails coordination from different organizations that have the necessary knowledge and skills to provide appropriate interventions. In this regard, there must be clear instructions to regulate the work processes and outcomes. Instruction must also exist to regulate the skills needed in the work processes. Both financial and human resources are essential in addressing refugee protection issues.

2. 5. Variables of the study

A variable is a “characteristic or attribute of an individual or an organization that can be measured or observed and that varies among the people or organization being studied” (Creswell, 2014, p. 52). The variables in this study have been categorized into dependent and independent variables (Creswell, 2014)

2.5.1. Dependent Variable

Refugee protection is the dependent variable of this study. It is operationalized as all of those activities through which refugees' rights are secured. This includes the right to seek and enjoy asylum, Respect for the principle of non-refoulement, non-discrimination, the right to freedom of movement and other basic rights such as the right to work, housing, education, public relief, and assistance (Reach Out Refugee Protection Training Project 2005). This study mainly focuses on basic rights such as asylum, access to water, housing, education, protection, public relief and assistance. Refugees have the right to shelter and protection from the country they reside as a refugee (Wakessa, 2014).

2.5.2. Refugee Protection

The term refugee has many connotations and can be conceptualized in various ways. According to Betts (2009), a refugee can be defined as a person who crosses international borders to flee conflict and persecution. Historically, refugees have been one of the most visible human consequences of significant conflicts and atrocities. Under the international refugee law, a refugee is defined as a person who, “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, or membership of a particular social group or political opinion, is outside of a country of his nationality and is unable or, owing

to such fear, is unwilling to avail himself of the protection of that country” (Goodwin-Gill and McAdam 2007, 573 cited in Betts, 2009). Because of their well-founded fear of persecution and the fact that they have crossed an international border, refugees are often colloquially referred to as “human rights violations made visible” (Loescher 2001a, 185). During the twentieth and early twenty first centuries, wherever there has been violent conflict, crimes against humanity, or other serious rights violations, people have needed to flee across international borders in search of international protection (Betts, 2009).

According to the UNCHR (2005), there has been much debate about the meaning of protection in humanitarian and human rights work. International human rights, humanitarian, and refugee law are the main sources used to define protection and also to identify the responsibilities of states, the international community, the UNHCR, and refugees themselves.

Protection therefore will be conceptually defined as a range of activities, including assistance activities that are aimed at securing refugee rights. Whereas governments are responsible for the protection of all people on their territory, in reality, governments may be unable to provide such protection, and they may require the support of the international community (Betts, 2009). The inability of states to ensure protection to people who flee from conflict situations and protection of member states at the same time necessitates Inter-organizational coordination. This can be manifest by government parastatals, voluntary and humanitarian organizations pooling resources together in order to address refugee protection.

Refugee protection has been cited by many scholars of international human rights to be linked with International protection. International protection can be realized in two different sets of needs that refugees have: first, it can be realized through safeguarding the right to asylum and a timely resolution of their predicament (Goodwin-Gill and McAdam 2007, 421– 61; Turk and Nicholson 2003 cited in Betts, 2009). Second, through ensuring that refugee rights are secured. In turn, these rights form the basis for how refugee protection is defined UNCHR (2005). If protection is about securing rights, it is important to understand where those rights are enshrined. According to UNHCR (2005) refugee rights are described in international standards to generally include three main branches: first, International human rights law. According to the Universal Declaration of Human Rights, everyone has the right to seek and enjoy asylum. International human rights law also comprises the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Elimination of all forms of discrimination against Women; the UN Convention on the Rights of the Child; and the UN Convention against torture and other cruel, inhuman or degrading treatment or punishment. Second is the International refugee law, comprised of the key sources of refugee rights included in the 1951 Refugee Convention and its 1967 Protocol (UNHCR 2005). Third, and most importantly in the context of this study, it also embraces the safe guarding of basic human rights placed in particular jeopardy in refugee situations. For instance, the right to life, liberty and security of persons, the right to be free from torture and other cruel or degrading treatment, the right not to be discriminated against, and the right of access to the basics

necessary for survival such as food, shelter, medical assistance, education, health care as well as, at a later point, a livelihood adequate for self-sufficiency (Feller, 2001b).

Refugee protection is confronted by a number of major challenges which could overtake the existing protection principles unless action is taken to secure their enduring place (Feller, 2001a). Institutional history, particularly United Nations' history, is multi-faceted and many strands have led refugee protection to where it stands today (Goodwin-Gill, 2008). Goodwin and Gill (2008) continue to assert that protection assumptions are often political, and sometimes humanitarian. However, this study is concerned with the humanitarian focus of refugee protection. Refugee protection has been promoted through various channels both internationally and locally. This is done through various interventions designed to ensure adherence to the rights to protection of refugees (Goodwin-Gill and McAdam 2007, 573 cited in Betts, Alexander 2009).

According to Betts (2003); Suhrke (1998); Thielemann (2003) the willingness of states to contribute to refugee protection cannot be taken for granted. It relies on states' being prepared to bear the costs of short-term hosting and long-term reintegration, without which protection would not be available. This requires a state to allocate scarce resources toward assisting noncitizens. States can contribute to refugee protection in two principal ways: they may admit refugees into their territory and accord them rights (asylum), or they may contribute to supporting refugees who are not in their territory but who are on the territory of another state, either financially or by offering resettlement places for the refugees (burden-sharing). One of the great political challenges to ensuring that protection is available is that, although the costs of refugee protection fall on each individual contributing state, its benefits in terms of upholding human rights values and international security are available to all states, whether they themselves contribute to protection or not. It has been argued that refugee protection is a global public good, the benefits of which, once provided, extend to all other states, irrespective of who bears the cost of provision. Rather like street lighting in domestic politics, the benefits of refugee protection are available to all states in international society, regardless of whether they make a contribution to providing the good. Because the benefits of refugee protection are collectively available to all states, whereas the costs fall on whichever states contribute, there are strong incentives for states not to contribute significantly to refugee protection but, rather, to shirk individual responsibility and free ride on the contributions of other states. The consequence of the disjuncture between the collective nature of the benefits and the individual nature of costs means that, in the absence of international cooperation, refugee protection will be underprovided for relative to what states would have provided had they acted collectively (Betts 2003; Suhrke 1998; Thielemann 2003). Such a scenario illustrates the importance of actors and states working together to avail the necessary protection without which refugees' access to protection would be jeopardized.

2.6. Independent Variable

IOC is the independent variable of this study. IOC is operationally defined as a joint pursuit of agreed-on goal(s) in a manner corresponding to a shared understanding about contributions and payoffs (Gulati et al., 2012). In this case, IOC was operationalized by indicators such as division of labor, regular meetings, common goal, active leadership, and mutual trust.

2.6.1. Collective variables to achieve IOC

2.6.2. Division of labour

Coordination takes place effectively when it is governed by an accepted set of rules (Brinkerhoff and Crosby, 2002: 124). This is because a proper division of functions and responsibilities in an organization decides who will do what, when and how. Division of labor is an inevitable feature in modern organizations (Christensen & Lægheid, 2007). Therefore, the existence of formal division of labor fosters the process of coordination as it guides the behavior of organizations with respect to IOC. Rule is one of the ways through which behavior is formalized; rules specify who ‘can or cannot do what, when, where, to whom, and with whose permission’ (Mintzberg, 1979: 82). Now the question is how formalization of behavior facilitates coordination. When behavior is formalized, no confusion exists and everyone knows exactly what they need to do in every event (Mintzberg, 1979: 83). Likewise, it is easy to design reward-and-sanction mechanisms for neglecting and/or performing duties and responsibilities facilitating coordination. Bjork (1975) mentions that it reduces the variability of behavior and helps to predict and control the behavior (cited in Mintzberg, 1979: 83). For Mintzberg, the main objective of the formalization of behavior is to coordinate activities. In addition, he posits that precise and careful predetermined coordination of tasks requires formalization of behavior (Mintzberg, 1979: 83). When a rule is made, it masters the circumstance for which it has been written until and unless a situation which requires new rules arises (McCurdy, 1983: 119 cited by Ahsan, 2010).

There is a compelling need to have a clear understanding of the objectives that organizations together intend to achieve when division of labor is considered as a mechanism of coordination. The success of coordination through formal division of labor largely depends on the degree to which objectives are clear to those who work for its attainment. Thus, objectives must be very clear. Otherwise, coordination suffers as ineffectiveness appears in the operations of organizations. Badiru firmly notes that ‘Project objectives must be specific, explicit, and unambiguous, as objectives that are not specific are subject to misinterpretations and misuse’ (Badiru, 2008: 51 cited by Ahsan, 2010).

Inter-organizational coordination may be promoted by a clear division of labor between different government, Non-government, local, and international organizations involved in ensuring refugee

protection. By contrast, an unclear division of labor may prevent such coordination. An unclear division of labor increases the likelihood of overlaps and grey zones, which make coordination challenging (Peters 1998; Bakvis and Juillet 2004). Unclear division of labor occurs, according to Peters (1998, p. 303), when two organizations perform the same task (redundancy), or when no organization performs a necessary task (lacunae), and when policies with the same clients (including the entire society as the clients) have different goals and requirements (incoherence). The existence of grey zones in the division of labor increases the need for coordination thus leading to effective services geared towards refugee protection. In the absence of a clear division of labor among inter-organizational collaborations in the Nakivale settlement, overlaps and incoherence are likely to occur. Division of labor will be measured by the extent to which rules exist that act as a guide for each organization involved in refugee protection to know when, where and what to do. The degree to which objectives are clear to those who work for the attainment of refugee protection will be explored.

2.6.3. Meeting arenas

IOC is promoted by the creation of meeting arenas, in which members of organizations can establish decision-making rules, adjust mutually, share information, discuss policy issues and make decisions. Such arenas may, for example, take the form of inter-organizational meetings. Arenas of this kind are a very important factor in making inter-organizational coordination work efficiently. However, inter-organizational coordination processes can take effect outside such arenas, when actors make mutual adjustments. Network coordination involves processes for information sharing, joint planning, joint decision-making structures and staff exchanges (Verhoest & Bouckaert, 2007). This variable will be operationalized in terms of the average number of meetings attended by various organizations and the cause of meetings. Refugee protection involves responding to emergencies that cannot easily be planned. Meetings therefore help organizations to make important decisions in emergency situations and share information necessary for addressing refugee protection issues. In the absence of meeting arenas, it becomes difficult for refugee protection to be effectively addressed because important information may not be shared. It is necessary to hold emergency, weekly, monthly and annual meetings in such a case as refugee protection in order to discuss policy and establish decision-making.

2.6.4. Common goal

A goal may refer to the intended objectives and results that are expected to be achieved from an input such as carrying out given mandates. Goals that are common to several organizations may promote inter-organizational coordination. By contrast, significantly conflicting and diverging goals may hinder such coordination (Alexander 1995; State Services Commission 2008). Sometimes common goals may reduce the demand for inter-organizational coordination processes, if the actors can work more or less independently to achieve common goals. In practice, however, inter-organizational coordination is frequently required if two or more organizations have common goals, because such goals always need

clarification. Further, organizations can achieve inter-organizational coordination, despite the existence of conflicts between them. Sometimes, organizations need to make decisions in inter-organizational processes regardless of conflicts. Such situations frequently require the actors to make compromises, but actors always find such compromises difficult to achieve. Compromises will, however, often be necessary in decision-making if the actors are pursuing different goals and a decision needs to be made. A compromise takes place when preferences of actors do not coincide but at the same time, there is a need to cooperate. This also creates a situation of give and take between actors in order to strike a deal to achieve a common objective.

The key to this conversation is being clear and comprehensive in identifying what it takes to work towards achieving a common goal. There is need to specify what goal needs to be achieved, when it will be achieved, what will be required and what systems will be needed to assure that each party can do its part to achieve the intended goal. In addition, transparent, mutually respectful systems need to be put in place to allow the parties to provide and gain timely feedback on how the processes are working and how to make adjustments if there is need to (Kloth, 2004). Without a clear goal or objectives the essence of IOC will be jeopardized. When organizations engaged in ensuring refugee protection converge all with different missions and objectives it is necessary for them to have a common goal to work towards. Without a common goal driving organizations in the Nakivale settlement unresolved conflicts may hinder effective service delivery towards refugee protection.

Hypothesis 1: Common goal

Absence of a common goal among inter-organizational networks may hinder the effectiveness of refugee protection.

2.6.5. Active leadership

Active Leadership or a lead organization promotes inter-organizational coordination (Alexander 1995). Leadership is the behavior of an individual directing the activities of a group towards a shared goal (Hemphill & coons, 1957, p.7). Leadership frequently has both formal and informal aspects. Formal leadership is where a person is officially designated as the leader of a group while informal leadership is when a person's traits and charisma are valued by a group of people and follow his or her ideologies. Transformational leadership is necessary to empower subordinates and develop a sense of ownership for what goes on in the inter-organizations, it echoes power sharing, mutual trust, participative decision making, quality of life and supportive relationships (Yukl, 2002).

Leaders need to negotiate in different situations. On the formal side, leaders need to implement goals and decisions, and to monitor their effects. On the informal side, informal leadership involves 'informal interaction with people within the framework of a formal organization' (Christensen *et al.* 2007a, p. 101 cited by Lie 2010). Inter-organizational coordination frequently requires leadership/steering, as the

processes involved are complex and also involve important decision-making. A leader and/or lead organization therefore plays an important role by supervising the implementation of the decisions made in inter-organizational coordination meeting arenas. Further, inter-organizational coordination requires leaders who focus on discussions and finding appropriate solutions rather than in issuing formal instructions. Since refugee protection involves different actors each with their own mission and objectives, it necessitates a lead organization that will bring all other organizations together to work for a common goal. The lead organization ensures that important decisions are made and that organizations are working in harmony. Without active leadership of organizations in the Nakivale settlement, problems of power and control may thus hinder effective service delivery towards refugee protection.

Hypothesis 2: Leadership

Active leadership in inter-organizational networks may lead to effective service delivery geared towards refugee protection.

2.6.6. Mutual trust

According to Anderson and Weitz (1989), mutual trust refers to the expectation that an actor can be relied on to fulfill obligations, will behave in a predictable manner, and will act and negotiate fairly when the possibility for opportunism is present (Anderson and Narus 1990, Bromiley and Cummings 1995 cited in (Akbar Zaheer, McEvily, & Perrone, 1998). Most potential partners have some history with one another, which means they probably have some basis for both trust and mistrust (Kloth, 2004). Andaleeb (1995) suggests that trust provides reasonable assurances that desired goals and outcomes will be achieved and should lead to a greater inclination to co-operate. This study positions trust as a precursor to coordination and predicts a positive relationship cited in (J. M. Payan & Svensson, 2010). Building trust requires not just professional expertise to rescue people and mitigate harmful consequences, but also openness and empathy, explaining decisions and alternatives. In this way, trust is a result of actions and communication throughout all the crisis phases (Palttala, Boano, Lund, & Vos, 2012). The challenge is that mutual respect and trust are rooted in experience. They take a long time to build and a short time to undermine or destroy. Most potential partners have some history with one another, which means they probably have some basis for both trust and mistrust. The burden for the would-be coordinator in humanitarian relief situations is to develop the conditions in which participants in some organizations accord participants in others a sufficient measure of the most effective forms of trust available. This would enable players to cooperate sufficiently to offer a coherent strategy to maximize the effective use of scarce resources in rapidly evolving environments (Max Stephenson, 2005).

Although inter-organizational innovations can be made up of members who represent a variety of sectors (public, private, non-profit and community), over time they may have interacted with each other in a number of different ways. Depending on these interactions, they will form different opinions of each other.

These previous relationships will determine the extent to which various members have a mutual understanding of each other and whether they will rely or trust each other in the arrangement. For instance, government agencies have interactions with community groups and companies in the private sector on an ongoing basis. These relationships may be on a regular basis (e.g. government contracting relationships, community planning boards, etc.). These regular interactions can lead to feelings of mutual respect or animosity, feelings of trust or suspicion, and affect the degree of commitment members feel toward each other. On the other hand, members of an inter-organizational arrangement may have little, if any, actual history of working together. Yet, they will have preconceived ideas of what it means to work with representatives from other sectors. Many of these perceptions will be based on stereotypes (e.g. government bureaucrats are inflexible and autocratic; citizen groups are demanding and unaware of fiscal and strategic realities; private companies are only out to make a profit) that will have to be addressed. In inter-organizational innovations, these different perceptions do make a difference. In fact, it has been noted that 'behavior [in inter-organizational arrangements] is based on perceptions rather than what we know (in principle)' (Mandell 1999a:14). In other words, professional expertise must be applied to understand how to build personal relationships based on the realities of the innovative structure (Mandell & Steelman, 2010).

Positive attitudes and trust towards IOC promote coordination (Whetten 1982 cited by Lie, 2010). Positive attitudes often make people more dedicated to a task or mission, and this can make inter-organizational coordination processes work more efficiently. Further, mutual trust and positive experiences work to make inter-organizational coordination processes more efficient (Alexander 1995). Negative experiences are likely to make civil servants more skeptical about voluntary involvement in inter-organizational processes. Such negative experiences may be coupled to the degree of personal chemistry between the participants in the inter-organizational coordination processes. A good vibe between the participants will often be important for the efficient working of inter-organizational coordination processes. If we need each other to share knowledge, skills, perspectives and other resources to achieve our shared goals, then we need to have confidence that we will get what we need in sufficient quantity, and on time to do our part of the work. A positive experience in dealing with another person enhances trust and reduces risk, uncertainty, and vulnerability. Trust, therefore, is a psychological state which stresses two key elements: the individual's willingness to be vulnerable and the individual's expectation of favorable treatment or positive expectations about the actions, behavior, or intentions of others (McEvily & Tortoriello, 2011). Sztompka (1999) argued that a willingness to become vulnerable is the essence of trust. As such, trust would mainly be relational and based on interactions between individuals. Examining the members' roles and the extent to which they follow norms, rules, routines, and standard operating procedures is one of the ways to understand institutional trust. If citizens' assessments of an institution are positive, this indicates that the institution is performing according to institutional norms and citizens' expectations (Jamil & Askvik, 2016). Mutual trust therefore reduces vulnerability and reduces transaction cost.

Hypothesis 3: Trust

Absence of trust in inter-organizational relations may stifle effective service delivery geared towards refugee protection.

2.6.7. Communication

Communication is a way through which people stay close and share their feelings. It is a process of transmitting cues that modify human behavior (Pfiffner and Presthus, 1953: 111). In today's complex and turbulent environment, organizations frequently develop formal or informal relationships in order to work together to pursue shared goals, address common concerns and attain mutually beneficial ends. In recent years, such inter-organizational collaboration has become a prominent aspect of the functioning of many different types of organizations. Informal communication refers to 'the spontaneous and flexible ties among members, guided by feelings and personal interests indispensable for the operation of formal, but too fluid to be entirely contained by it' (Dalton, 1959 cited in Mintzberg, 1979: 46). Mintzberg introduces a concept of mutual adjustment known as informal communication. He notes that coordination in activities can be achieved through the simple process of informal communication (Mintzberg, 1979: 3). It is important to note that informal communication takes place even if there is formal communication. Formal means obligatory and is held in accordance with the rules (Ahsan, 2010b). In this respect, Mintzberg argues that "the two systems seem to be rather interdependent. At the very least, the formal appears to shape the informal, while the informal greatly influences what works in the formal, and sometimes even reflects its shape to come" (Mintzberg, 1979: 53).

If coordination is to be effective, communication between organizations, which is arguably the most important factor in disaster response, must be efficient. This becomes possible when 'multiple organizational actors can serve as checks and balances within the crisis management process, both in terms of performance and accountability/transparency' (Garnett and Kouzmin, 2007, p. 181). Thus, in the context of refugee protection, coordination should involve organizations that communicate clearly with each other within a defined and transparent accountability structure. Keeping up the communication between organizations and the core group is seen as essential in terms of spotting early signs of disagreements and to gain trust, commitment, support and resources from each (Vangen, 1996).

Organizations that constantly communicate with one another and encourage such activities are more likely to be successful at coordination than those that do not. Pfiffner and Presthus note that 'Communication is inseparably linked with coordination which is a process by which the multiplicity of skills, attitudes, and interests in an agency or a major program are bound together' (Pfiffner & Presthus, 1953).

Hypothesis 4: Communication

Mandated interactions between inter-organizational networks ensure effective refugee protection.

2.8. Analytical frame work

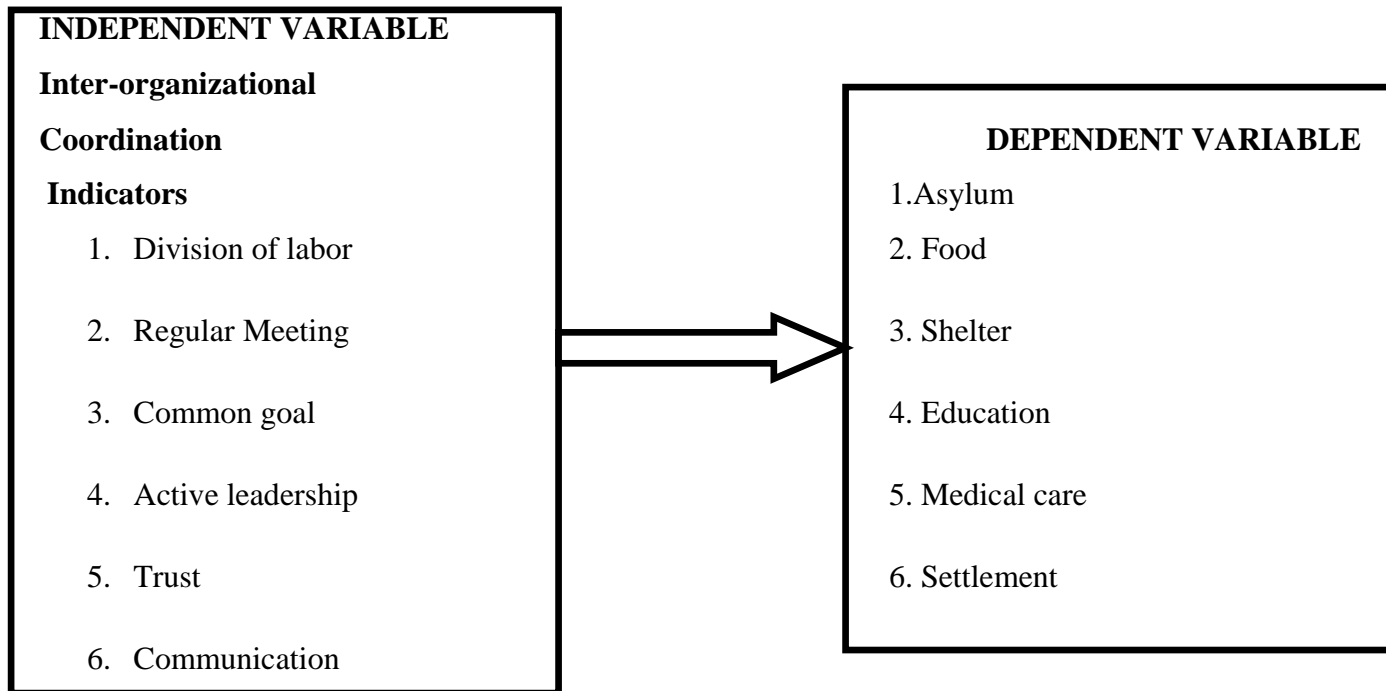


Figure 1: Relationship among variables

2.8. Conclusion

The purpose of this chapter was to develop a theoretical framework for exploring and analyzing the issue of IOC towards refugee protection in the Nakivale settlement, Uganda. In doing so, literature on IOC has been reviewed briefly and attempts have also been made to establish a relationship between refugee protection (dependent variable) and factors (IOC the independent variable) affecting refugee protection. The above discussions suggest that in a situation characterized by adequate resource exchange, organizational adaptability, frequent informal and informal communication, shared goals and mutual trust, division of labor and active leadership, there is likely to be better inter-organizational coordination between organizations involved in refugee protection. On the basis of the above arguments, an analytical framework has been developed in this chapter which elucidates the integrated involvement of communication, resources exchange, goal sharing, mutual trust that cumulatively lead to refugee protection in this study.

CHAPTER THREE

METHODOLOGY

3.0. Introduction

This chapter presents the various methodological approaches that were used to execute the study in relation to the research questions of the proposed study. The chapter will discuss the opportunities and challenges of the methodological design. It will also report on how the data was collected and processed alongside the validity and reliability of the study. In order to answer the research questions, a qualitative case study research design with data triangulation has been seen as most appropriate. In addition, since IOC towards refugee protection has not yet been subject to much research in the academic field, an in-depth knowledge using different data was deemed necessary to highlight the features of its organization. As Kothari (2004) argues, the research methodology is important in systematically solving the research problem and it may be understood as a science of studying how research is done scientifically (Kothari, 2004). Therefore, it is necessary for the researcher to know not only the research methods and techniques but also the methodology because it provides the various steps that are generally adopted by a researcher in studying the research problem along with the logic behind it.

3.1. Research Approach

Different research approaches can be adopted such as qualitative, quantitative or mixed approaches. For this study, a qualitative research approach was employed to explore and understand the meaning individuals ascribe to Inter-Organizational Coordination and the social problem of refugee protection in Uganda. A qualitative approach was adopted for this study because it focuses on interpreting data patterns and judgments on the part of the researcher unlike the quantitative approach that utilizes numbers and statistics (King, et al., 1994, p. 23). The qualitative research approach has been used in various researches for instance, *Between a camp and a hard place* by (Kaiser, 2005). I chose the qualitative research approach for the following reasons;

3.1.2. Rationale behind using the qualitative approach

Firstly, the goal of this research is to explore evidence based on the respondent's perception towards the research problem it rather than being confined by the structure of predetermined questions. As contended by Creswell (2009: 8), in qualitative research, the goal of researchers is to rely as much as possible on the respondent's views on the problem being studied. The qualitative approach permitted respondents to express their opinions beyond the questions that were being asked during data collection. Interview guides with open-ended questions were used to collect information and these facilitated the researcher to probe for more information. As a result, using the qualitative approach permitted usage of face-to-face interviews,

and direct observations to implore in depth data. The qualitative approach also permitted the researcher to understand how different actors working towards refugee protection in Nakivale settlement act together to provide effective service delivery in order to improve refugees' lives.

Secondly, there has been no predetermined awareness regarding the research problem. The literature reviewed has showed a lack of preliminary background research on the role of inter-organizational coordination towards refugee protection in Uganda and how trust, division of labor, communication, active leadership and having a common goal as some of the variables of this study might facilitate effective IOC towards refugee protection. This study therefore employed a qualitative research approach to explore evidence based on the respondents' perceptions on the mentioned variables and their role towards refugee protection.

Thirdly, the proposed study is concerned with addressing the questions what, why, and how. In such a scenario the best way to explore such research questions is by employing a qualitative research approach. For example, it was assumed that effective IOC towards refugee protection may be due to trust, need to exchange resources and having a common goal. Exploring questions that seek in-depth information from respondents necessitated using the quantitative research.

Furthermore, the study does not intend to obtain statistical data. The purpose of this study is to understand existing theories and make generalizations about the research. This makes the qualitative approach appropriate for the current study because it provides sufficient and in depth theoretical insights on the role of IOC towards refugee protection as it carries out in depth analysis to allow for further understanding of the phenomenon under study.

A qualitative research was deemed more appropriate for the problem being dealt with in study, considering the advantages of delivering more discussions over fewer cases rather than fewer discussions over more cases (Ahsan, 2010a). The process of qualitative research involves emerging questions and procedures where data is typically collected in the participants setting; data analysis inductively builds from particulars to general themes and the researcher makes interpretations of the meaning of the data (Creswell, 2014). To achieve such objectives, an in-depth analysis of variables was conducted, as opposed to the oversimplified presentation of variables and their inter-relationship in a quantitative research. To study variables, questions were developed in a progressive mode where by one question led to another follow-up question. For example, a question was asked under the variable of trust as to whether it fosters IOC among organizations. The responses to this question led the researcher to probe further about the indicators of trust. Such a spontaneous process has enabled the researcher to explore and understand the respondents' opinions about the research problem making the qualitative research approach more appropriate than other research approaches.

3.2. Research method

This investigation took the form of a case study. A case study is useful while investigating a contemporary phenomenon in-depth and within its real life context, especially when the boundaries of the phenomenon and context are not clearly evident (Yin, 2009). The nature of the research questions as well as the general research design when conducting research, dictate the type of research method and research approach that has the most efficacy. According to Yin, the case study method is often linked to “how” and “why” research questions (Yin, 2009:27). This study focuses on the “how” and “why” questions. The nature of questions asked in this study make a case study the most suitable approach for this inquiry.

Thus, in conducting this study, I have selected an exploratory descriptive phase of investigation that I find applicable. Under exploratory and descriptive research, I have studied the role of IOC towards refugee protection in order to understand the interface between the various actors engaged in refugee protection in the Nakivale settlement in Uganda. I find a descriptive phase an appropriate method because it fulfils my desire to understand a complex social phenomenon such as the role of inter-organizational coordination towards refugee protection that has rarely been the topic of previous studies. The case study being descriptive in nature has enabled the researcher to collect information that will demonstrate relationships between the organizations involved in refugee protection and describe the phenomenon as it exists. Since the study intends to analyze inter-organizational coordination and explore the role of coordination in refugee protection, it is required to identify different variables and the relationships existing among them. Accordingly, I have identified variables such as Inter-Organizational Coordination and refugee protection. This identification of variables has facilitated identification of the connection between the variables in order to capture the interplay of various factors in the course of ensuring effective inter-organizational coordination towards refugee protection. All possible variables have been identified to understand IOC extensively and create generalization about the research problem more accurately.

3.3. Unit of Analysis

According to Yin (2009), the tentative definition of a unit of analysis is related to the way one defines the initial research questions. Selection of appropriate unit of analysis will start to occur when you accurately specify your primary research questions (Yin 2009: 30). The central research question of this study is what is the role of IOC towards refugee protection in the Nakivale settlement Uganda? In order to seek the possible answers to this research question, I explore data from the various organizations involved in refugee protection in the Nakivale settlement. Therefore the units of analysis for this study will be the organizations engaged in refugee protection.

The study was conducted in the Nakivale refugee settlement located in southwestern part of Uganda in Isingiro district. The Nakivale refugee settlement is one of the oldest and biggest settlements in Uganda and

it was established in 1950's as a major home for Tutsi refugees who had fled from a civil war in Rwanda. Currently, the settlement hosts a number of refugees from Burundi, Congo, Rwanda, Somalia and Eritrea. Situated on 71.3 square miles of land, with 79 villages, the settlement is a safe haven for a total number of approximately 86,000 refugees with hundreds of new arrivals coming in on a daily basis according to the settlement commandant. The refugees who come to the settlement have various needs. This perhaps explains the disparity between organizations that work together to ensure refugee protection in the settlement. The settlement is run by a number of organizations that are located within a close distance to each other. The Nakivale refugee settlement is administered by a commandant under the Office of the Prime Minister (OPM). Every organization in the settlement has a mandate to carry out with an overall goal of achieving refugee protection. OPM is responsible for monitoring and coordinating all activities of partner organizations engaged in refugee protection and it's responsible for offering physical protection to the refugees. There are several relief agencies operating in the settlement. UNHCR, as the UN body is second to OPM and protects refugees from effects of war situations by providing water, food and shelter and protection. UNHCR also monitors and evaluates implementing partners in the settlement to ensure that they perform their roles effectively and efficiently. Other humanitarian agencies and organizations that play a fundamental role in the settlement include but are not limited to: Medical Team International, Right to Play, Red Cross, Windle Trust, Nsamizi Institute of Social Research (Frank, 2013). The Nakivale settlement is run through cooperative efforts of the government, private sector organizations, and humanitarian and voluntary service organizations.

The design for this research will be a single case study because the study involves exploring inter-organizational coordination between different organizations in Nakivale settlement. A single case study approach has enabled me to carry out a detailed investigation about the interface between IOC and refugee protection. Studying these relatively different organizations has likewise enabled me to generate detailed data about how the different organizations interact with each other to ensure refugee protection.

3.3.1. Rationale for selection of the unit of analysis

Nakivale is one of the oldest refugee settlements in Uganda and it is run by different organizations which work together towards effectively delivering humanitarian services with an aim of leading to refugee protection. There are a number of well-established organizations working in the settlement. The settlement is governed cooperatively by OPM and UNHCR. OPM is in charge of the physical security of the camp and has legal authority over all other organizations that work in the settlement (M. Mutaawe, personal communication, April 9,2014 cited in Frank, 2013). The organizations are separated by a short distance and some of them share office space and IT systems. The settlement's location aided easy access to all the other organizations required to obtain adequate information for this research.

3.4. Sample size

Qualitative data from about 8 organizations have been collected using personal interviews with area coordinators and administrators of partner organizations. The respondents interviewed included the settlement commandant, principle settlement officer, protection officer, and registration officer under the OPM. An area coordinator has been interviewed in each of the 8 organizations to gain comprehensive information and the outlines of IOC. These key informants have been selected because coordination of refugee protection is considered a complex event. Secondly, they were considered to have firsthand experience and information concerning the process and structure of IOC towards refugee protection. The study participants included the OPM as the government body directly involved in refugee protection, UNHCR and other Non-Government Organizations (NGOs) in the center of coordinating refugee protection as key informants as showed in the table. The study has specifically targeted the informants mentioned due to their valuable experience in working with the refugee phenomenon which is a focal topic for this study.

Table 6: Showing the sample size

N o.	Organization	Respondents	Sample	Type of information
1	OPM	Principle settlement officer,	1	The settlement is governed cooperatively by OPM and UNHCR. OPM is in-charge of the physical security and has legal authority over all other organizations working in the settlement. It has adequate information regarding the process of coordination and the criteria for collaborating with other organizations.
2.	UNHCR	Program Administrator	1	UNHCR works cooperatively with OPM, to oversee the wellbeing of the refugees and supervises the operations of the various implementing partners. It is the major funder of OPS and it possesses knowledge on how to facilitate effective coordination towards refugee protection.
3.	Samaritan Purse on behalf of World food Organization (WFP)	Area coordinator, Field support officer	1 1	Samaritan purse has been selected because of its valuable contribution in delivering services to the settlement. It is able to provide information regarding sharing of resources and how shared goals might facilitate coordination.
	Nakivale settlement Welfare Councils (NWC) under OPM	Camp commandant Protection officer Registration officer	1 1 1	These work directly under the control of the OPM to ensure smooth running of the settlement. They are anticipated to provide valuable information regarding refugee protection and how the different organizations in the settlement coordinate with each other.
4.	American Refugee	Area coordinator	1	ARC primarily promotes refugee protection and maintains access to clean

	Committee (ARC),			water, its community services department is in charge of distributing non-food items to refugees in Nakivale. Its role contribution was valuable to the study.
5	TUTAPONA	Area coordinator	1	TUTAPONA is in charge of providing counselling and psychosocial support to the refugees. It posed knowledge on the needs of refugees.
6.	Medical Team International (MTI)	Area coordinator Medical Doctor	1 1	Medical Team International is responsible for primary health care and effective health services to all refugee in the settlement.
7	AIRD	Area coordinator	1	AIRD is responsible for transport and logistic supplies in the settlement.
8.	FRC	Area coordinator Administrative officer	1 1	FRC is responsible for adult literacy educational programs for the refugees in the settlement.
	total		14	

Source: Developed by the author.

3.4.2. Sampling Techniques

I found snowball sampling and purposive sampling the most suitable techniques for this study. Snowball sampling is often defined as a technique for gathering research subjects through the identification of an initial subject who is used to provide the names of other actors. These actors may themselves open possibilities for an expanding web of contact and inquiry. In this study, questions were asked to respondents to identify the actors involved in refugee protection. OPM which has legal authority over all other organizations in the settlement was used as an initial point of contact and identified other actors such as UNHCR as a lead organizations in implementing activities geared towards refugee protection and other organizations unfolded. The rationale for selecting snowball sampling was because of its ability to address issues of selection bias through the generation of larger sample sizes and the replication of results.

The snowball sampling strategy was also utilized to overcome the problems associated with understanding and sampling concealed populations such as refugees. Faugier & Sargeant (1997) used snowball sampling in their study of political power and influence in South London which sought to understand concealed populations such as the deviant and socially isolated. Saunders used the reputational method and asked his contacts to refer him to others who were viewed as holding power in the area (Faugier & Sargeant 1997 cited in Atkinson & Flint, 2004).

Purposive sampling, a form of non-probability sampling, was also applied. I deemed this technique appropriate for the study because it enabled me to determine the sample based on the specialists'

knowledge of the research issue, their capacity and willingness to participate in the research (Oliver, 1990). The selection of such information rich cases for in depth study was of great importance to the purpose of the research (Layder, 1998). Since the organizations work in the same environment and share resources, work towards a common goal it was also easy to identify which organizations to include in the sample.

3.5. Methods and tools of data collection

In any research study, it is necessary to collect data that reflects the operationalized variables related to the research questions. These data are concrete, measurable, operationalization of the variables posited by the theory and hypotheses. Therefore, in researching the role of IOC towards refugee protection, I utilized numerous sources of data in order to answer the research questions. It was important to record the process by which my data was generated. Recording and reporting the process by which the data was generated was an important guideline for improving data quality of the study. In order to evaluate the theories posed for the study, data was collected on as many of its observation implications as possible (King et al. 1994:23-24).

3.5.1. Semi-structured Interview

Semi-structured interviewing, according to Bernard (1988), is best used when you do not get more than one chance to interview someone and when you will be sending several interviewers out into the field to collect data (Cohen D, 2006). The study used semi-structured interview guides for data collection because the method provided me with a clear set of instructions allowing me to obtain reliable and comparable qualitative data. Semi-structured interviews were preceded by observation, informal and unstructured interviewing in order to enhance a keen understanding on the topic of IOC and refugee protection and aid in developing relevant and meaningful semi-structured questions. I used different interview guides throughout the interview process order to understand the contribution of each organization towards refugee protection. The semi-structured interview guide contained open-ended questions and discussions that often diverged from the interview guide.

During interviews, I also wrote down notes in order to capture respondents' answers. However, it was difficult for me to focus on conducting interviews and jotting notes at the same time. More so, using this approach detracted development of rapport with the interviewees. For this reason, I used a recording device to record interviews and later transcribed the recorded interview for analysis. Using a recording device enabled me to develop rapport and dialogue with the respondents' essential elements in unstructured interviews. Interviews were recorded only with permission granted from the respondent. In cases where the respondents were not comfortable with being recorded, I had to interview and take notes at the same time which was cumbersome and could have led to missing important information. It was also time consuming as an interview scheduled for 45 minutes ended up consuming an hour and a half. During transcription the recorded interviews were not clear due to noise interruptions in the background.

While using interview guides as a tool to collect data collection, I encountered a challenge of emergency situations that prompted my respondents to postpone the interview to another day in order to attend emergency meetings. However, in most cases, the suggested day and time for a postponed interview collide with yet another interview. This dragged out the entire process of data collection and made it difficult to obtain data at the speculated time. The interruptions I faced during interviews were a major delay to the entire process of data collection. One example that illustrates the above challenge is a scenario when a riot broke out among the refugees during an interview. The respondent had to immediately summon the relevant authorities to calm the situation; this automatically suspended the interview. Sometimes I waited the entire day to interview a respondent in vain, and other times the interviews were held after working hours when some respondents had the time. The limited power supply and inadequate access to Internet in the settlement made it impossible for respondents to access the interview guide before the interview. Such incidents prolonged the study than earlier anticipated.

The use of semi-structured interviews allows the researcher to prepare questions ahead of time. Interviews were scheduled with area coordinators from various organizations with whom we agreed on an appropriate time and date when it was convenient to hold an interview. After scheduling an appointment, I sent an interview guide to the respondents via email prior to the interview with a list of open-ended questions and topics that were to be discussed so that the respondents could familiarize themselves with questions and topics for discussion. This permitted the respondent to be prepared and appear competent during the interview. The strategy provided me with reliable and comparable qualitative data. Semi-structured interviews also endorsed respondents the freedom to express their views in their own terms as described by (Cohen D, 2006). The Key informants of this study include the commandant of the Nakivale settlement, Principle Settlement Officer, Program Administrator, Area Coordinator, Field Support Officer, Protection Officer, Registration officer, and Medical Doctor.

The semi-structured interview involved the implementation of a number of predetermined questions. This granted me freedom to digress and probe far beyond the answers to the prepared standardized questions. Impromptu questions were formulated to follow up leads that could emerge during the interview. The rationale for choosing the semi-structured interview as a tool of data collection was because of its flexibility as it granted the interviewees a chance to air their opinions and feelings.

In this study, the question, how does IOC take place between multiple organizations involved in refugee protection in the Nakivale settlement was asked. The response to this question led to another follow-up question, about the respondent's opinion on the ways through which effective IOC towards refugee protection may be ensured. Such an approach of questioning enabled the researcher to collect more data on important variables of the study.

The use of face-to-face, semi-structured interviews allowed more direct responses and clarification of meaning of certain views from respondents. This was due to the fact that interviews concentrated on the target groups under the case study allowing respondents to provide detailed explanation (Yin, 2009, p. 102). The use of face to face interview technique was also used by (Mudzingwa, 2011) in his study Kiswahili: The lingua franca of Nakivale Refugee Settlement in Uganda.

3.5.2. Participatory observation

In order to supplement semi-structured interviews, I maximized the use of participant observation as a tool of data collection. This I achieved by carrying out an internship with the OPM that warranted me access to all implementing and partner organizations in the Nakivale refugee settlement. As an intern at the settlement, I was able to access through observation important information from meetings, workshops and work procedures of the various organizations. Doing internship as a strategy for participant observation enabled me to participate in various work activities ranging from registration of refugees, to community work that enabled me to witness how IOC was expedited. Understanding the modes of interaction and how coordination takes place between various organizations working towards refugee protection would have been difficult without participant observation. This source of data collection was important for understanding the types of discourse that take place between organizational actors. Working at the settlement as an intern and researcher availed me with the different prospects of IOC and its relevance in refugee protection.

I was attached to different segments under the OPM, which included; The Protection Department, Community Services and Registration Department. My first attachment was to the Community Services Department which is responsible for implementing outreach in the different villages within the settlement. Under the community services sector, I observed different organizations sharing human resources for effective service delivery to the refugees. The American Refugee Council (ARC) which is responsible for distributing Non-Food Items (NFI's) as one of its many roles as identified during several interviews, solicited for support in terms of human resources from the OPM to facilitate this process. I was able to join the ARC team in the distribution process. During the process, I noticed that the vehicles used for transportation of staff and the NFI's¹ belonged to the United Nations High Commissioner for Refugees (UNHCR) and ARC but they were being used by all staff from the various organizations during outreach. I also noticed that the office space is shared among all the different organizations. Using participant observation, I discerned a high level of collaboration between the various organizations in the settlement.

While working in the Registration Department which is responsible for registering new refugees arriving from various borders for the first time. I observed that the majority of the refugees coming for asylum at

¹ Non -Food Items are goods provided to refugees such as cloths, blankets, Jerri cans, mats, cups, tents, and material for constructing shelter.

the settlement were Burundians and Congolese who were fleeing from the political strife in their countries. During the registration process, the newly arrived refugees presented their documentation and identification to the commandant, who issued a notice for the refugee to be registered. The process of registration, involved filling a form with questions about the refugees' background; a card was then filled with the name of the refugee, specifying the number of household members. This card had a special number that was used for easy identification of the refugee throughout their entire stay the settlement. As I engaged in registration, I observed that the ration card provided to the refugees was designed by UNHCR in conjunction with the World Food Programme to facilitate in the allocation of food, clothes, land and other services to the refugees.

In addition, while carrying out registration, I observed that one of the organizations in the settlement called Medical Teams International (MTI), whose role is to ensure primary health care and quality health services for refugees in the settlement, immediately vaccinates children against infectious diseases after they have been registered by the OPM. However, I also discovered that, the MTI doctor only vaccinates children whose parents have already gone through the registration process done by the OPM and have been issued a ration card. I observed that MTI also had a book of record where they registered all the newly arrived refugees after they had been registered by OPM. Interestingly, the MTI doctor quite often requested OPM staff to assist him in recording the new arrivals to the MTI new arrivals record book. While interacting with the MTI doctor, I discovered that it is MTI's mandate to assess if the new arrivals have any medical conditions that need to be treated or monitored before they are integrated with other members of the community. This portrayed a degree of IOC in response to refugee protection. While settling the new refugees to their new villages, I observed that African Initiatives for Relief and Development (AIRD) provides vehicles to transport the refugees from various borders and to the settlement villages. ARC and UNHCR are responsible for giving out building materials such as mats, blankets and Jeri cans to each house hold. ARC is responsible for ensuring that the newly settled refugees have access to water while AIRD is responsible for transporting the water tanks to the new areas of settlement until a point in time when the refugees have access to safe water through their WASH² program operated by American Refugee Council. The OPM is responsible for providing land to the new refugees and ensuring that the refugees settle in a safe environment. Carrying out an internship was fundamental in facilitating participant observation as a method of data collection. Participant observation supplemented the use of semi-structured interviews and enabled me to establish rapport with my respondents due to the fact that I was working with some of them. It also provided me with detailed information on the process and structure of IOC that I could not have obtained during interviews.

² Refers to Water Sanitation and Hygiene program which aims at improving public health in the settlement.

3.5.3. Documentary Review

Documentation as a source of secondary data has been used in this research to supplement the data collected through interviews and participant observation. Various internal and external documents on IOC and refugee protection have been collected. In order to fully utilize documents, attempts have been made to explore data on various issues, such as coordination and how trust, communication, division of labor and active leadership may affect refugee protection. Various published and unpublished books and journal articles, administrative reports, research reports, national and local newspapers, relevant to the research have been used as supplemental data sources. In addition, as an attempt to collect external documents, the Internet has been used to obtain data from relevant websites including the UNHCR's website and other websites containing secondary data. Documents have been selected as a potential source of data collection because they could be accessed at a time convenient to the researcher, they represent data to which participants have given attention, and it is time saving. Whereas documents are an incredibly useful tool for data collection, they have some limitations that include requiring transcribing for computer entry. As stated by Creswell (2014: 192) materials may be incomplete and the documents might be inauthentic. There is a potential for bias, since each document is written for a purpose other than my investigation (Yin, 2003, p.87). For this reason triangulation, through the use of other documents or other data instruments such as interviews and participant observation has been used to minimize biases. I have also visited local libraries and reference centers to obtain information that might not be accessible on the Internet.

3.6. Methods of data analysis

The strategy of data analysis for this study includes both inductive and deductive approaches of data analysis as well as relying on theoretical propositions. This study utilized Layder's Adaptive theory approach as the main analytic strategy. To this end analysis of interview and data collected from the field was guided by Layder's Adaptive theory approach which attempts to combine an emphasis on prior theoretical ideas and models, which feed into and guide the research while at the same time attending to the generation of concepts and theory from the ongoing generation of data (Layder, 1998: 19). Working through the lens of Adaptive theory methods, the interview data was transcribed to capture the patterns and themes, as well as the discrepancies in order to draw relevant conclusions. Although, I acknowledge the difficulty to transcribe every line or word of the text, I ensured that a comprehensive data treatment of all pieces of relevant data to the design features of IOC was examined. As stated by Creswell (2013:195), since data analysis in the qualitative approach is a continuous process from the data collection stage to the write-up of findings, data was analyzed at a certain level as they were collected, especially with observations and interviews in order to enhance the analytical generalization the study sought to achieve (Yin, 2009: 34). Data collected from the field were transformed into analytical descriptions after transcribing the data into texts, the data was coded into analytical units, key responses were enumerated and thematic patterns mapped to facilitate the analysis process. The interpretation of statements, observation and review of

documents helped establish a relationship between the data and the variables. The results of my study have been presented in a narrative text, simple computations and logical reasoning, and tables in order to make meaning much more clearly. Direct quotations of respondents have been made to support some important points as part of analysis of data. The ‘triangulation of data’ Yin (2009) sources helped to ensure that descriptions were very close to the actual responses given by respondents. Also, particular attention was given to field notes which enabled accurate reflections of issues.

3.6.1. Relying on theoretical Propositions

An important analytical strategy that this research seeks to follow is relying on the theoretical propositions that led to this case study. The original objectives and design of the case study were based on such propositions, which in turn reflected a set of research questions, reviews of the literature and new hypotheses or propositions. The propositions have shaped my data collection plans and therefore will be prioritized to the relevant analytic strategies. Clearly relying on theoretical propositions has helped to focus attention on data deemed important for the study. Theoretical propositions stemming from how and why questions asked in this study have been extremely useful in guiding case study analysis (Yin 2009: 130). This research will also employ the pattern matching logic because it helps to compare empirically based patterns with predicted ones.

3.7. Assessment of quality of research

According to Yin (2009), one of the most important ways in which to judge the quality of research design and the resulting research is by assessing its reliability and validity. Validity and reliability are the two commonly used tactics to assess the quality of any empirical social research. Validity refers to the trustworthiness of data, which is subject to the measurement of phenomena in this case the research problem. This study utilized the following tests to establish the quality of research.

3.7.1. Construct validity

Construct validity is concerned with establishing correct operational measures for the concepts being studied (Yin 2009: 42). This study sought to assess IOC between various organizations engaged in refugee protection; hence establishing the exact operational measures for the concepts was quite a great challenge. Construct validity is concerned with the degree to which a measure assesses the underlying theoretical construct it is supposed to measure. It is a test of generalization which assesses whether the variables being tested are addressed in the experiment. However, I covered two important steps to enhance the construct validity in the study. First, I selected specific variables to be studied and demonstrated that the selected variables were obtained from the theoretical construct that has been selected for this study. This study started with posed research questions, a comprehensive literature review and theoretical framework to address the research questions. For this study, Refugee protection was the dependent variable. The

independent variable, IOC and its indicators such as trust, communication, and common goal, meeting arenas, active leadership, and division of labor were drawn in line with the research objectives and theoretical approach to measure the dependent variable refugee protection. These concepts have also been used by other researchers to study IOC such as the study by Lei (2010), *in his study Coordination Processes and outcomes in Norway and New Zealand: The challenge of Inter-Organizational Coordination of food safety issues*. Each of the variables in this study has been specifically operationalized for actual measurement that increases the construct validity of the study. Additionally, a clear and concise definition and meaning of key concepts such as coordination, inter-organizational coordination, and refugee protection were provided at the initial stages of the interview. This provided a general understanding of the research problem and enabled respondents to effectively answer the interview questions. Yin (2009:42) provides three tactics available to increase construct validity when doing case studies. The first is the use of multiple sources of evidence in a manner encouraging convergent lines of inquiry the second tactic is to establish a chain of evidence. The study implemented these tactics through exploring various methods of data collection such as documentation, archival records, interviews, direct observations, participant observation, and physical artifacts. The study will also draft case report to be viewed by key informants.

3.7.2. External validity

In 1966, Campbell and Stanley proposed a commonly accepted definition of external validity citing that it is concerned with the question of generalizability. External validity is one the most difficult of the validity types to achieve, and is at the foundation of every good experimental design. The criteria of external validity is the process of generalization and whether the results obtained from a small sample group can be extended to make predictions about the entire population (Innes, 2006). External validity examines whether or not an observed causal relationship should be generalized to and across different measures, persons, settings, and times (Calder, Phillips, & Tybout, 1982). Validity occurs when the researchers can establish the domain to which a study's findings can be generalized (Yin 2009:43). This generalization can be drawn in two ways, statistical generalization and analytical generalization. This study being qualitative relied on analytical generalization because analytical generalization enables the investigator to generalize a particular set of results to a broader theory. The theory exchange and contingency theories that led to the case study in the first case are the same theories that enable the researcher to identify cases to which the study will be generalizable. To achieve this quality in the study, a case study design has been used. In this situation, responses from the Settlement Commandant, Area Coordinators of various organizations engaged in refugee protection, and Administrators from different organizations can be generalized to the theories in the study. The variables studied in the research presented here are homogeneous within the context of the country and therefore may be more likely to be applicable to other local settlements. A clear rationale behind the choice of the samples has been stated so that one will appreciate the reason for the specified sampling techniques.

3.7.3. Reliability

“Reliability indicates the consistency of data over time and those similar results are produced when similar procedures are applied” (King et al., 1994: 25). The goal of reliability is to minimize the errors and biases in the study. I have ensured that research is conducted in such a way that an auditor would in principle carrying the same procedure would arrive at the same conclusions. The primary data for this study has been collected from various types of respondents’ For instance, the Camp Commandant, program implementers (area coordinators) and Supervisors of various organizations engaged in refugee protection. These respondents have been selected because of their direct involvement in implementing coordination efforts towards refugee protection. Moreover, the respondents tended to be in leadership positions and therefore had sufficient knowledge and experience on the nexus between IOC and refugee protection. Using the same research questions and observation procedure that I employed during my study, another investigator would arrive at similar findings. In order to check the consistency of data, similar questions have been asked to various respondents at different times during interview sessions; the similarity of their responses indicated that they were consistent data sources. In this study, a case study data base been kept by the researcher in a well-organized manner containing the researcher’s notes from interviews, participant observation, and documentary analysis in order to increase reliability. The researcher has also established a chain of evidence by ensuring research findings are linked to various stages of the analysis and offer proper citation of actual sources consulted. This will enhance reliability of information by ensuring that information can be retrieved in later stage by other researchers. The choice of the dependent variables has been selected on the basis of thorough literature review. The literature generally agrees these variables are related. Therefore, the use of these variables should provide consistent results.

3.8. Ethical Consideration

The study followed the ethical issues in social research like adhering to informed consent, voluntary consent, maintaining confidentiality, personal integrity, and anonymity. Participation in the research was voluntary and I refrained from any manipulation of data for the study. I sought prior permission to access the respondents. In this regard, I presented an introduction letter from my supervisor at the University of Bergen’s Department of Administration and Organization Theory to the respondents before the interview. I obtained official permission to conduct the study from the OPM.

3.9. Conclusion

This research is a case study of the invaluable role of IOC towards refugee protection in the Nakivale settlement, Uganda. The study allows me to draw a tentative conclusion that IOC in refugee protection is an essential method to enhancing refugee protection as it brings separate entities together to make their interests more compatible in the process of ensuring that the rights of the most vulnerable are protected.

From the theories I reviewed, exchange theory, and contingency theory play a fundamental role in bringing organizations to work together towards achieving a common goal. Successful coordination in refugee protection can be based on trust, division of labor, meeting arenas, active leadership and communication. This piece of qualitative research seeks to contribute to a deeper understanding of mechanisms that triggers organizations' motivation to coordinate. The study acknowledges the opportunity to apply the exchange theory and contingency theory to understand the coordination process. I have applied these theories in order to grasp in theoretical terms, the humanitarian, public and private actors' basic motivation for IOC. Contributions to this study have been built on the foundations of existing theories.

CHAPTER FOUR

4.0. Background

The main purpose of this chapter is to give a brief account of the historical development of the Nakivale settlement, as well as a short introduction of Uganda's refugees Act 2006, Uganda's refugees' policies and the organizations engaged in refugee protection. This information is mainly collected from the Refugees Act 2006 and through interviews with the OPM, UNHCR representatives and other respondents.

4.1. The Nakivale Refugee Settlement

The Nakivale refugee settlement was established and declared refugee land in 1960, when the conflict in Rwanda became more intense and many Tutsis who needed to flee from the new Hutu regime crossed the border and settled down in the Nakivale area. Before the establishment of the settlement the area was owned and occupied by Ankole Kingdom. In order for the settlement to become official, the colonial government exchanged the land of Nakivale for another land area with the kingdom. The location was chosen due to its proximity to the border with Rwanda and its low population of nationals (Bagenda *et al*, 2003:4 cited in Tollebrandt et al., 2013). Today, Nakivale, with 71.3 Square miles, is one of Africa's largest and oldest refugee settlements. The Nakivale is continuously expanding and today consists of 86,000 refugees from different nationalities, primarily from Democratic Republic of Congo (DRC), Somalia, Rwanda, Burundi, Eritrea and other nationals (United Nations High Commissioner for Refugees Uganda, 2015).

The Nakivale consists of three areas named Juru, Rubondo and Base Camp. It is divided into three areas due to the size of the settlement and the difficulties of being under the management of a single office. Each area has its own offices so that their inhabitants have easier access to them. However, this study mainly focuses on Base Camp, the most multi-national area of Nakivale. The nationalities of Base Camp include Eritreans, Ethiopians, Somalis, Congolese, Rwandans, Sudanese, Kenyans, Liberians, Burundi and nationals.

4.2. Uganda's Refugee Policies

Uganda gained independence in 1962 from British colonial power, which constructed the first refugee policy, the *Control of Alien Refugees (CARA) Act*, in 1960. This act was widely criticized due to its violation of human rights, such as restrictions on freedom of movement. It was also a common phenomenon that the Camp Commandants in the different settlements confiscated the belongings of the

refugees, leaving them with no valuable possessions. The human rights violations in settlements around Uganda created a need for new legislation. Hence, the *Refugees Act 2006* was implemented in order to give refugees in Uganda greater freedom of movement and security. Uganda experienced many conflicts and internal tensions that postponed the implementation of new legislation and so the Refugees Act 2006 was introduced 46 years after the first refugee policy (Tollebrandt, Wrede, Nilsson, Åkesson, & Nilsson, 2013). The Refugees Act should be praised for being progressive, human rights and protection oriented and for representing a significant improvement on the CARA. Uganda is one of sub-Saharan Africa's principal refugee hosting countries. It has provided asylum for several major groups most notably Rwandans fleeing the 1994 genocide, Congolese escaping ongoing armed-conflict, and Sudanese fleeing the SPLA/M struggle. Its new refugee law, on 24 May 2006, repealed the oppressive and archaic Control of Alien Refugees Act 1964 (CARA). It marked a significant legislative step towards the rationalization of refugee status determination (RSD) and the protection of the rights of Uganda's 140,382 recognized refugees, as enshrined in the 1951 Convention Relating to the Status of Refugees and regional and international human rights law. However, the situation for refugees in Uganda still fails in certain respects to reach regional and international benchmarks. Particular deficiencies of the Refugees Act 2006 coupled with issues of implementation, led to a protection situation characterized by the widespread and systemic violation of certain critical refugee rights (Sharpe & Namusobya, 2012).

From the mid 1980's, a number of countries have increasingly used the concept known variously as the international flight, relocation or protection alternative to deny refugee status to claimants who do not have a well-founded fear of persecution throughout the country of origin. The underlying broader international frame work of international protection predates the establishment of UNHCR, not least because of the various legal and institutional arrangements that preceded the creation of UNHCR and the adoption of the 1951 convention. It draws heavily on the different sources of international law and evolved generally over time for the idea of international protection as a surrogate for consular and diplomatic protection to include broader notions of human rights protection. With the strengthening of this protection the individual has come to be recognised as the inherent bearer of human rights. Today, the institution of the international refugee protection, whilst unique in the international legal system, is embedded in the broader international human rights protection regime and also generally linked to effective forms of international cooperation (Feller, Türk, & Nicholson, 2003).

The 1951 convention relating to the status of refugees and the 1967 protocol to the convention are the modern legal embodiment of the ancient and universal tradition of providing sanctuary to those at risk and in danger. Both instruments reflect a fundamental human value on which global consensus exists and are the first and only instruments at the global level which specifically regulate the treatment of those who are compelled to leave their homes because of a rupture within country of origin (Feller et al., 2003). If refugee protection exhibits a joint product model that includes pure public good outputs and private benefit outputs,

then refugee protection needs to be placed somewhere within a range of goods between purely public and purely private benefits (Betts 2003, 277 cited (Roper & Barria, 2010).

In 2006, Uganda adopted the new refugee legislation, the Refugees Act, which reflected the international standards of refugee protection established within these preceding international legal instruments. The Act recognizes the right of refugees to work, to move freely within the country and to live in the local community, rather than in settlements (Dathine 2013). In line with the Act, the Ugandan government promotes refugee self-reliance. Within each settlement, land is allocated to each refugee household in order to facilitate refugees' economic independence through agricultural livelihoods (Omata & Josiah Kaplan, 2013).

Refugees are a protected population and refugee settlements are protected areas under the joint custodianship of UNHCR and the Ugandan government, specifically the OPM, represented in the camp by the Camp Commandant. The entry points to provide succor for refugees are varied.

4.3. Refugees in Uganda

“Many refugees in Uganda are considered to be in protracted refugee situations, which are defined by UNHCR as a situation where refugees have lived in exile for more than five years, and when they still have no immediate prospect of finding a durable solution to their plight” (Crisp, 2003, p.1). This classification is frequently used in the legal and political frameworks of UNHCR, and has particular implications for the assistance these refugees receive. UNHCR (2004a) explains that these situations are characterized by a state of perpetual dependence. Refugees find themselves in a long-lasting and intractable state of limbo. Their lives may not be at risk, but their basic rights and essential economic, social and psychological needs remain unfulfilled after years in exile. A refugee in this situation is often unable to break free from enforced reliance on external assistance. This dependency and the long-term nature of these situations not only create huge financial burdens for the host states, but also often lead to negligence of rights of the refugees. Despite the extensive research on the issue, UNHCR has struggled to devise a constructive solution, especially in the case of Uganda.

In response to these realities, UNHCR and the Government of Uganda formulated a new strategy to address refugee maintenance that would take a more development-centered approach to refugee support. The result was the Self-Reliance Strategy (SRS). This term is defined by the UNHCR's Handbook for Self-Reliance (2005) as the basis for refugee wellbeing: Self-reliance is the social and economic ability of an individual, a household or a community to meet essential needs including protection, food, water, shelter, personal safety, health and education in a sustainable manner and with dignity (Svedberg, 2014).

More so, Betts & Loescher (2011) stated that Refugees are prima facie evidence of human rights violations and vulnerability. People who are persecuted and deprived of their homes and communities and means of livelihood are frequently forced to flee across the borders of their home countries and seek safety abroad. Historically, whenever states have persecuted their own populations or there have been wars, people have left their country of origin. Because refugees find themselves in a situation in which their own government is unable or unwilling to ensure their physical safety and most fundamental human rights, they are forced to seek protection from the international community. Ensuring that refugees receive safety and access to their rights, livelihoods, and possibility to be reintegrated into their country of origin or another state is therefore an important human rights issue. However, refugees are more than a human rights issue; they are also an inherent part of international politics. The figure of the refugees is an integral part of the international system, symbolizing the failure of the state citizen territory relationship assumed by the state system to seamlessly ensure international order and justice (Haddad 2008). The causes of refugee movements are underpinned by conflict, state failure, and the inequalities of international political economy. The consequences of movements have been associated with security, the spread of conflict, terrorism, and transnationalism. Therefore, responding to refugees represents a challenge to world order and justice and to the facilitation of international cooperation (Betts & Loescher, 2011).

4.4. The role of Government in Refugees Protection

Whereas international protection is a core mandate of UNHCR, government of Uganda through the OPM plays the following roles in protection and assistance of refugees; Formulating and implementing the refugees' policy, receiving asylum seekers and determining their status, observance of international laws, ensuring order in refugees' settlement, ensuring physical security to refugees, settling of refugees through provision of land, provision of integrated services to refugees and host communities, monitoring and coordination of refugees programs and issues in the country.

As a lead agency, the OPM monitors the program activities aimed at improving the lives of the refugees. The OPM holds quarterly inter-agency and coordination meetings to review progress and advise accordingly. It is this monitoring mechanism that provides feedback for timely and corrective measures to improve the operational plan and the application of consistent standards. Furthermore; to bring various stakeholders together, OPM coordinates various agencies that enhance communication among partners.

The Ugandan government provides basic health care in the form of staffed health centers in the settlement. The basic health care provided by the government is supported by the Red Cross. The Red Cross provides volunteer health workers and ambulance services to ensure the transference of emergency cases to Mbarara University hospital. The Ugandan government has also established three primary schools in the settlement, to which all refugee children are entitled to free admittance (Lamaro P. Onyut et al., 2004). The government of Uganda has maintained strong cooperation and collaboration with all stakeholders to provide a series of services to the refugees. In the implementation, a number of stakeholders have

intervened to provide an array of services for sector specific activities for a noble cause. These include UNHCR, ARC, WFP, FRC, Red Cross, MTI, Windle Trust, TUTAPONA, Samaritan's Purse, World food program, AIRD, Refugee law project, Right to Play. Additionally stake holders include the beneficiaries and the locals among others. The cooperation has enhanced social harmony, planning and execution of various activities. Government Partners include: The OPM, District Local Governments, various technical departments such as Nsamizi Technical Institute for Social Development, and the Uganda Police Force.

4.5. Organizational actors involved in refugee protection

There is need to present the organizational actors involved in refugee protection before describing the process of coordination. In particular it is important to understand the 'political context' of every organization, the power dependencies, values, interests and networks.' The organizations are categorized into; 1. Implementing Partners (IPS these are organizations that carry out intervention on behalf of UNHCR and they depend on UNHCR for funding and 2. Operating partners (OPS who fund their own operations in the settlement).

The OPM's Refugee Department is the principal government agency overseeing refugee matters. UNHCR jointly coordinate responses to address the protection and assistance needs of refugee operations, both for emergencies and ongoing programmes. This ensures effective consultations and coordinated responses between government institutions and UNHCR, supported by local and international NGOs and United Nations partner agencies. Strategic inter-agency coordination and information-sharing meetings take place at the country level as well as at the district level, where there is an increased focus on coordinating protection and basic services solutions (UNHCR Global Appeal 2014-2015).

4.5.1. International Non-Government organization in Nakivale

4.5.2. UNHCR

The main organization in the settlement is the UNHCR, which primarily focuses on the wellbeing of the refugees and supporting pre-existing facilities, such as schools and health care centers. UNHCR works with the Government of Uganda through the OPM, District Local Governments (DLGs), NGOs and UN / International Organizations. It implements multi-sectoral activities. The UNHCR is the UN agency specifically responsible for the protection and durable solutions for refugees. In principle, this should be that the States that have ratified the conventions fulfil their obligations towards the refugees. The mandate is thus based on the protection of human rights, and originally not to be the actor providing care and maintenance for the refugees. But the understanding of this mandate has changed, and it can be argued that the UNHCR has changed nature from an agency securing the legal protection of refugees through a rights based approach, to a 'welfare agency' delivering emergency relief and aid through a needs based approach (Verdirame and Harrell-Bond 2005: 291, Goodwin- Gill 1999: 235, Darcy 1997).

Today, the UNHCR provides relief to millions of refugees that are hosted by states that do not have the means or will to provide services and protection to mass influxes of refugees. This relief is usually implemented partly by specialized organizations, and the UNHCR therefore finds itself left with the challenge to coordinate the different specialized actors. The solution to this challenge is what is being analyzed in this thesis (Capjon, 2007). UNHCR monitors the implementation of sub projects in all protection, community service, education, health, nutrition, WASH, livelihoods, and environmental activities and interfaces with operational partners involved in providing food, adult education, tracing and reunification.

4.5.3. ARC

The biggest IP³ in the settlement is American Refugee Committee (ARC) a U.S based organization whose main objective is to protect and develop the communities of the refugees and provide several programs of support. ARC provides legal support and protection of human rights, preventive work, such as distribution of information about domestic abuse and its consequences. It also works to promote refugee livelihoods, but in a less direct capacity than Nsamizi⁴. The formation of the programs and activities, designed and implemented by the organizations, are based on joint assessment plans. These plans are carried out by all organizations in the settlement and focus on the needs and wants of the refugees.

ARC primarily promotes refugee protection and maintains access to clean water, but its community services department is in charge of distributing NFIs to refugees. These NFIs are aimed at providing refugees with the necessary essentials for establishing a household such as soap, washing bins, baby shawls, said one of the respondents.

4.5.4. FRC

Finnish Refugee Council (FRC) is one of the aid organizations in the settlement which handles services for vulnerable persons and provides other livelihoods programs. As an Operating Partner (OP) it works independently of UNHCR, but still coordinates its efforts with the other IPs within the settlement. FRC provides vocational classes that focus on business skills, functional adult literacy, English, French, civic engagement, and youth empowerment. These courses lay the foundations for many refugees to become more active in pursuing their livelihoods. In addition to these trainings, FRC provides minor monetary support for group business or savings initiatives.

³ IP's refer to Implementing Partner organizations in Nakivale settlement that work in cooperation with UNHCR to fund their own operations.

⁴ Nsamizi is an institute of social development in Uganda whose role is to promote refugee livelihoods in Nakivale settlement

4.5.5. Samaritan purse

The role of Samaritan purse in the settlement is to implement the World Food Program's mandate of providing food portions to every individual or house hold in the settlement. Their Programmes produce immediate advantages for communities in terms of food security and nutrition.

4.5.6. Medical Team International

MTI Works to restore a supportive healthcare system for Ugandans and the refugees. Their programs support local community care and the development of emergency transport committees. Critical preventative care like HIV testing and supporting Community Health and treatment for stigmatized issues like Nodding Syndrome⁵ are keys to building a strong and stable health care system.

4.6. Non-Government Organizations

4.6.1. TUTAPONA

TUTAPONA seeks to bring emotional healing, through Christian-centered rehabilitation to individuals, families, and communities affected by conflict and traumatic conditions in Africa's war-affected regions; by establishing partnerships with local leaders and existing organizations. "We have taken rehabilitation services to the most severely traumatized individuals in the heart of war zones", said one of the respondents.

4.6.2. AIRD

AIRD is responsible for implementing projects for UNHCR in Uganda in the following areas: Logistics, including warehousing/transportation of NFIs, fleet management and training on fuel economy. Analyzing and quantifying requirements, procurement of medicines from the local market, storage and transportation to IP's. Provision of logistical support to people of concern to UNHCR and the Government of Uganda under partnership with the OPM including transportation of OPM referrals, medical cases from Inter-aid Uganda and provision of meals and accommodation to UNHCR referrals to Kampala for resettlement interviews. Provision of civil works to UNHCR, including construction of both temporary shelters and permanent buildings for health centers, schools, staff residences and others, opening and rehabilitation of roads, drilling of boreholes and shallow wells, and many other activities in the Community Services and Education, Water and Sanitation, Health and Nutrition and Livelihood programs.

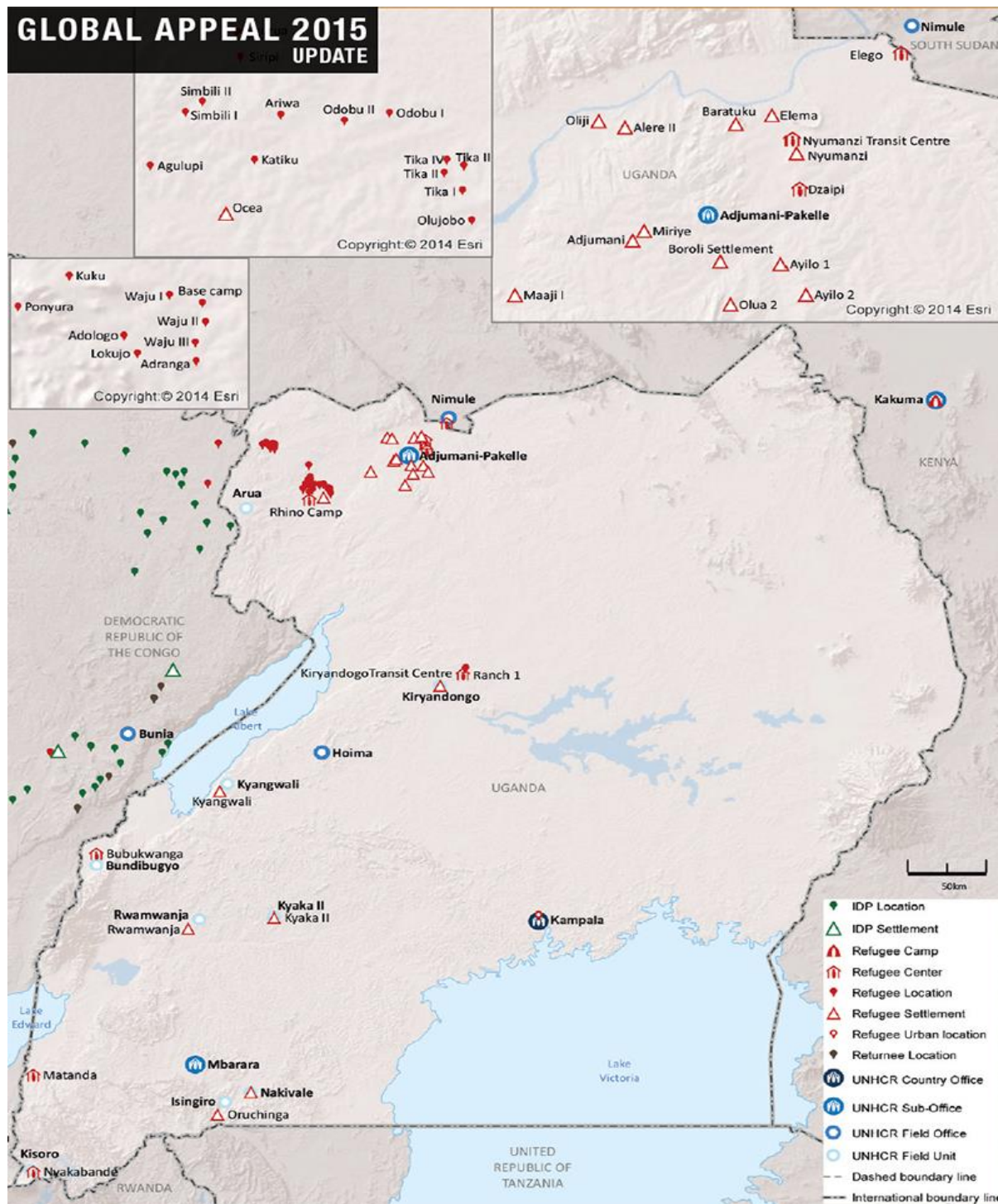
⁵ It is a mentally and physically disabling disease that only affects children, typically between the ages of 5 and 15. It is currently restricted to small regions in South Sudan, Tanzania, and northern Uganda

Table 7: Showing IPS and OP'S in the Nakivale settlement

<p><u>Implementing Partners for 2014</u></p> <p>Settlement management, Coordination, and Security: Office of the Prime Minister (OPM)</p> <p>Protection: American Refugee Committee (ARC)</p> <p>Community services: American Refugee Committee (ARC)</p> <p>Education: Windle Trust Uganda (WTU)</p> <p>Health/Nutrition: Medical Teams International (MTI)</p> <p>Water/ Sanitation: American Refugee Committee (ARC)</p> <p>Livelihoods & Environment: Nsamizi</p> <p>Shelter/ Logistics: African Initiative for Relief Development (AIRD)</p>
<p>Operating Partners for 2014</p> <p>Adult Education & Youth Leadership: Finish Refugee Council (FRC)</p> <p>Food: WFP through Samaritans' Purse</p> <p>Child Protection/Tracing: Uganda Red Cross Society (URCS)</p> <p>Psychosocial counseling: Tutapona</p> <p>Community Services/sport: Right to Play</p>

SOURCE: www.unhcr.org

Map1. Showing the refugee situation in Uganda



Source UNHCR 2015

CHAPTER FIVE:

FINDINGS AND DISCUSSIONS

5.0. INTRODUCTION

This chapter presents the findings and analysis of IOC relating to the dependent variable refugee protection through its indicators such as asylum, food, shelter, education and medical care. The study sought to assess the role of IOC towards refugee protection. Refugee protection is promoted through various international and local channels. The goal of refugee protection interventions is to ensure adherence to the rights of refugees to protection and its associated basic human rights. In the Universal Declaration of Human Rights Article 14 (1) “everyone has the right to seek and to enjoy asylum in other countries, respect for the principle of non-refoulement, non-discrimination, the right to freedom of movement and other basic rights that refugees may have access to such as the rights to work, housing, education, public relief, and assistance (Reach Out Refugee Protection Training Project 2005). This study mainly focuses on basic rights of refugees such as asylum, access to water, shelter, education, protection, and health care, and assistance services.

This chapter will discuss the realities of refugee protection which are enshrined in the rights to have access to basic needs indicated through: access to asylum, housing (shelter), education, health, food, and water as well as the roles of the different organizations responsible for refugee protection. The study was limited to access to basic human rights of refugees as a main indicator of refugee protection and the variable was measured in terms of the extent to which organizations in the Nakivale settlement ensure that refugees have access to services that guarantee the provision of basic human rights. The international human right defines the requirements needed to avail protection to refugees to include the provision of the basic needs for human survival. The right to receive assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens of all countries (Porter, 1999).

This section also answers the research question; “what is the process of IOC involved in refugee protection?”

5.1. PROTECTING THE REFUGEES

Refugee protection encompasses measures to ensure refugees’ physical security (preserving the physical safety of refugees), social security (delivery of minimum standards of material assistance) and legal security (restoring and safeguarding legal rights). Ensuring the physical security of refugees entails securing

their areas of residence and taking steps to prevent their safety from being jeopardized. It also requires that the living environment of refugees should be peaceful, humanitarian and civilian, free of violence and criminal activity, and conducive to the realization of human dignity (UNHCR 2005).

The protection of refugees has many aspects. These include safety from being returned to the dangers they have fled; access to asylum procedures that are fair and efficient; and measures to ensure that their basic human rights are respected, and that to allow them to live in dignity and safety while helping them to find a more durable, long-term solution. States bear the primary responsibility for this protection, in conformity with their obligations under international refugee law, including regional treaties that concern them. UNHCR therefore works closely with governments, advising and supporting them as needed. This is notably in the case of asylum procedures through which refugee status is determined. When such procedures do not exist, UNHCR has the authority to determine refugee status under its mandate. Non-governmental Organizations (NGOs) also play an important role in defending the rights of refugees. The study established that refugee protection has many aspects. According to one of the respondents interviewed,

“Refugee protection can be explained basing on the social, economic, legal and physical protection needs of refugees”.

According to a report issued by UNHCR (2015), quarterly and monthly protection meetings are held in the settlement to identify challenges and find solutions to protection issues. Other activities include registration and verification of the population in the settlement; organization of the refugee eligibility committee sessions for status determination of asylum seekers, facilitation of police in settlements; Sex and Gender Based Violence (SGBV) prevention and response; child protection including best interest determination reviews and identification of durable solutions for affected children while ensuring their rights are respected; ensuring that the rights of People of Concern (PoC) to UHNCR, especially women , children, and minority groups assisting PoC to access legal assistance and remedies in a timely and fair manner through mobile courts , prison visits, legal aid, and border monitoring to ensure support to people in need of asylum and assistance (UNHCR 2015).

5.1.2. Legal and physical protection

Physical protection can be defined as ensuring that the lives of refugees are free from danger or any kind of physical harm. Legal protection includes all aspects geared to protecting the rights of refugees. The legal and physical protection needs of refugees may differ depending on personal characteristics of the individual concerned, such as their sex, age, disability, or other characteristic. Gender may play a role in determining both the nature of the threat and the required responses and/or preventative measures needed. For instance, in the case of refugee women and girls, the threat to physical safety may take the form of sexual violence,

including rape, trafficking for the purposes of sexual slavery, and forced marriage. These acts can be committed at the hands of persons in authority, paramilitary groups, quasi-state actors, and fellow refugees, members of the local population, or even nationals or residents of the refugee's country of origin who have easy access to the country of asylum due to porous borders or otherwise (UNHCR resettlement handbook 2004).

One of the respondents interviewed cited, it was discovered that, ARC as is one of the organizations working to enhance refugee protection. It plays an important role in obtaining and referring insecurity claims by refugees who feel threatened in the settlement. The respondent further stated that,

“ARC refers cases of insecurity to the deputy commandant under the office of the prime minister; a refugee is taken to another settlement where he or she feels safer if the deputy commandant identifies a need for relocation”.

The above statement shows that ARC must coordinate with the OPM in order for interventions to be effectively provided to refugees who feel insecure in the settlement. Moreover, still, the study established that in an effort to ensure legal and physical protection of refugees in the Nakivale settlement, ARC carries out SGBV community services. ARC empowers refugees in the Nakivale refugee settlement to prevent and respond to SGBV by strengthening the capacity of community partners to address SGBV through improved access to multi-sectoral services for SGBV survivors and strengthening of SGBV referral pathways. In response to gender based violence, the study established that ARC works in cooperation with MTI to provide clinical services to SGBV survivors and visiting primary healthcare clinics in the Nakivale settlement. MTI responds to cases with medical treatment and counseling and provides referrals to other partner organizations as needed for survivors. TUTAPONA⁶ also plays an important role in providing counselling and support to victims of SGBV. One respondent stated that:

“ARC does not offer health services but works in conjunction with MTI to offer support to victims of rape”.

The study established that the settlement possesses mobile clinics and an emergency contact person to attend to victims of rape. UNHCR and its partners ensure provision of legal support; social services, including child protection, assistance to vulnerable persons, SGBV response, psychosocial activities and community building in the settlements. In 2013, 716 incidents of gender based violence were reported, 10,474 persons with special needs and 2,667 children at risk were documented as being at risk of SGBV. Two-thousand and seventy-eight best interest determinations and 1,314 best interest assessments were

⁶ TUTAPONA is a Non-government organization responsible for providing counselling for traumatized victims. It is a Swahili word meaning we shall heal.

conducted (UNHCR 2015). This shows a need for more IOC to respond to a variety of challenges which threaten the protection of refugees.

It was also established that voluntary repatriation and resettlement were some of the ways of ensuring physical protection of the refugees according to one of the respondents interviewed.

5.1.3. Voluntary repatriation

The study established that voluntary repatriation⁷ is an activity done by UNHCR as a way of ensuring the physical protection of refugees in case a refugee wants to return to his home country. For voluntary repatriation to take place, delegates from the host country together with some volunteer refugees are taken to (?) the refugee's country of origin to assess its social, political and economic situation before repatriation. After a period of about two months the delegates return and provide a report to the OPM about their findings. Basing on the indications of the findings, a voluntary repatriation package is given to every refugee who wishes to return to his or her country. Voluntary repatriation can only be under taken in situations where the findings indicate stability of the refugees' native country and only when a refugee is willing to return. One respondent explained that the president of Rwanda once asked the government of Uganda to repatriate the Rwandese refugees and majority of those who were willing to return home were taken back.

However, one respondent said that the settlement witnessed incidents where 98 Congolese refugees lost their lives in Lake Albert on March 22. 2014 as they attempted to return to their countries without any help from UNHCR and the OPM.

“UNHCR and OPM have been working hand in hand to ensure that refugees who wish to return to their countries follow guidelines of voluntary repatriation”. Stated one respondent

This was a setback to refugee protection and it showed that IOC had failed to ensure the effective protection of the refugees through voluntary repatriation. One would question whether this case denotes failure of the responsible organizations to ensure physical protection of the refugees under their custody through IOC or failure on the refugees' side to adhere to the necessary procedures of voluntary repatriation. However, one respondent stated that after the Lake Albert incident emphasis has been placed on ensuring that refugees who want to return to their home countries have a safe way to return and a basis from which to start a new life.

⁷ Voluntary repatriation is a situation where a refugee is willing to return to his country of origin. When conditions prevail that allow return in safety and with dignity, going home is judged to be the most beneficial solution for refugees, as it enables them to resume their lives in a familiar setting under the protection and care of their home country. Resettlement handbook 2004 <http://www.refworld.org/pdfid/3ae6b35e0.pdf>

Addition, this study established that legal protection was established through providing justice to refugees who were given prison verdicts. One respondent said that,

“Visits are conducted for refugees in prison by OPM, refugee law project and UNHCR to check their conditions. ARC provides basic needs to the refugees in prisons for instance sanitary towels, soap, razors blades”.

This shows that IOC is a crucial way of availing legal protection services to the refugees. Resettlement⁸ though not common, was also another strategy used to avail protection to the refugees in the settlement. Resettlement is the transfer of refugees from an asylum country to another state that has agreed to admit them and ultimately grant them permanent settlement. UNHCR is mandated by its statute and the UN General Assembly Resolutions to undertake resettlement as one of the three durable solutions. Resettlement is unique in that it is the only durable solution that involves the relocation of refugees from an asylum country to a third country. Only a small number of states take part in UNHCR's resettlement programme. The United States is the world's top resettlement country, while Australia, Canada and the Nordic countries also provide a sizeable number of places annually. Resettlement states provide the refugee with legal and physical protection, including access to civil, political, economic, social and cultural rights similar to those enjoyed by nationals according to (UNHCR 2014). One of the respondents stated that;

“.....only refugees who have lived in the settlement for more than five years are recommended for resettlement. The respondent further asserted that resettlement can only take place with a request from a third country”.

For resettlement to take place a number of actors must work together both within the host country and the third country.

5.1.4. Economic protection

The study established that economic protection in the Nakivale settlement can be achieved through empowering refugees with the relevant laws; availing refugees with education, providing adult literacy programs, skills training programs, information technology programs and providing small startup capital to enable refugees generate some income. Refugees are taught about self-reliance through equipping them with skills in modern techniques of agriculture by FRC and Nsamizi. During the study, I observed different

⁸ Refers to the transfer of refugees from an asylum country to another state that has agreed to admit them and ultimately grant them permanent settlement. UNHCR's annual protection assessments include a review of the continued need for protection of refugee populations recognized as such on a prima facie basis, and the appropriateness of resettlement consideration is a component of the overall protection strategy for each operation. www.unhcr.org/resettlement.html

economic activities carried out by refugees to improve their income. A number of refugees in the settlement have embarked on improving their financial status by starting up shops, clinics, engaging in agriculture, mobile money shops, bars and eating establishments. They owned motorbike locally known as “boda bodas” and vehicles which were used to transport people to and from the settlement. Many of the refugees grow crops both for home consumption and sell. I observed large farms owned by refugees in the settlement. There is an open market in the settlement once in a week which that allows the refugees to trade their produce with the locals from the neighboring district. I saw successful business ventures owned by refugees in the settlement. Actors had done their best to boost economic protection in the settlement.

5.1.5. Social protection

Social protection on the other hand was reflected through policies and programs designed to reduce poverty and vulnerability among refugees by diminishing their exposure to risks, and enhancing their capacity to manage economic and social risks such as unemployment and exclusion. Various organizations in the Nakivale settlement ensure that every aspect of refugee protection is given extreme consideration. One respondent stated that:

“As a humanitarian organization we cannot give everything, a favorable environment to do business is provided by the government”.

In the Nakivale settlement, Nzamizi conducted a three-day capacity building training for 120 Burundian refugees in salon and hairdressing, entrepreneurial skills, retail business and poultry keeping at the Vocational Training Centre. The trained teams were provided with start-up kits. The training was opened by UNHCR representative who encouraged the team to work together to ensure that the training boost their house incomes and also work together to support one another. Nsamizi promised to tailor more skills building activities to promote sustainable household incomes according to one of the respondents interviewed.

5.1.6. Protection; Office of the Prime Minister (OPM)

The study established that in the Nakivale settlement, there are various services given to refugees in order to meet that their fundamental needs and in turn to ensure refugee protection. Considering the 1951 UN convention regarding the status of refugees and 1967 protocol which operationalized the 1951 convention, the 1961 OAU convention relating to specific aspects of refugees in Africa, Uganda under the OPM has been mandated to manage refugee issues and ensure protection. Therefore, it is the obligation of OPM and UNHCR to offer physical protection to the refugees. The commandant of the settlement stated that:

“As government we are mandated to ensure that when refugees are hosted in our country they are safe. Whenever there is any scuffle in the settlement, the OPM works with police such that the physical protection of refugees is not jeopardized”.

This study established that the government, of Uganda under the OPM, works with UNHCR to ensure that all refugees regardless of their nationalities are given physical protection throughout their stay in the settlement. The refugees stay in the settlement for as long as they wish and they cannot be returned to their countries against their will. I also discovered that even in case of voluntary repatriation strict measures have to be followed. However one respondent said that:

“A refugee can stay in the settlement for about 20 years before the country from which he fled stabilizes”.

During this time the government through the OPM ensures physical security. It coordinates with Uganda police to ensure law and order in the settlement, and appoints refugee committees to take charge of security issues in their various villages. I witnessed the refugees electing their own representatives at village levels who acted as focal persons to resolve inter personal conflicts and also present refugees concerns to the responsible organizations. I also discovered that in case refugees felt that their security was being threatened they could ask for transfer from Nakivale settlement to any other settlement. I noticed that the settlement has a police unit and the main entrance of the settlement was guarded by the military.

I witnessed the OPM taking a leading role in physically protecting the refugees during an incident when a riot erupted in the settlement. The riot was due to an unprofessional way of handling of refugees cases in one of the registration departments. Frustrated refugees who had various unresolved concerns mobilized a demonstration and the OPM had to request police to calm down the situation. One of the respondents asserted that:

“....it is the role of the Office of the Prime Minister to ensure harmonious living between the refugees and the host population”.

The study established that this is done by liaising with the district authority who conducts meetings occasionally with refugees and nationals. The OPM and UNHCR jointly coordinate responses to address refugees' protection and assistance needs, as well as solutions, both for emergencies and ongoing programmes. They ensure effective consultations and coordinated interventions. Regular strategic inter-agency coordination takes place at the national and district levels. At these levels there is an increased focus on coordinating targeted and sustainable multi-year protection, basic services and durable solutions interventions (UNHCR 2015). In addition ARC also cooperates with OPM and UNHCR to enhance physical protection of refugees by supporting refugees with security threats in the settlement. ARC reports such cases to the deputy commandant, who assesses the situation and warrants relocation to another settlement.

According to a report by Tumwesige (2015), the government of Uganda was overwhelmed by the influx of refugees as the number of refugees in the country had reached 466,135. Uganda is now home to more refugees than any time in history and has become the ninth largest refugee hosting country in the world (Tumwesige, 2015). The UNHCR all over the world is trying to protect refugees from any kind of physical and psychological abusers. They attempt to promote or provide legal and physical protection, and minimize the threat of violence including sexual assault that many refugees are subject to, even in countries of asylum.

Whereas international protection is a core mandate of UNHCR, the Uganda government plays a number of roles in protection and assistance of refugees. These include formulating and implementing the refugee's policy, receiving asylum seekers and determining their status, observance of international laws, ensuring order in refugees settlement, ensuring physical security to refugees, settling of refugees through provision of land, provision of integrated services to refugees and host communities and monitoring and coordination of refugees programs and issues in the country (OPM, 2015).

5.2. Access to asylum.

According to Betts & Loescher (2011), asylum is governed by a strong normative and legal framework, underpinned by the principle of non-refoulement⁹, where by states must refrain from sending a refugee back to a state in which he or she faces a well-founded fear of persecution (Betts & Loescher, 2011). At its most basic level, the principle prevents the government of State A from returning refugees from State B to State B, where there is a valid concern that they could be in danger should they be returned (Rodger, 2001). This study find determined out that the process of IOC starts at this stage as explained by one of the respondents in a statement below:

“IOC starts from an early stage of determining who is and who is not a refugee following the definition of a refugee in the 1951 convention which is amended in the protocol of 1967”.

This definition of refugees according to Melander & Nobel (1987) falls into two parts. The first part denotes persons who have already been considered as refugees under previous agreements, the so called statutory refugees. The second part which contains the definition above including the concept of well-founded fear of persecution (Melander & Nobel, 1978).

Granting asylum is the first step in the process of IOC and a land mark in ensuring refugee protection. Through secondary data, the study established that in practice individuals seeking asylum in Uganda will generally arrive at one of the rural refugee settlements or at the capital, Kampala. The first point of contact

⁹ An expert in refugee law defines it as the idea that ‘no refugee should be returned to any country where he or she is likely to face persecution or torture

for refugees in Kampala is the Refugee Front Office at the police station in the Old Kampala neighborhood. The Refugee Front Office is staffed by officers of the Criminal Investigation Division's Crime Intelligence Unit. These officers record basic bio-data, provide the refugee with an 'asylum seeker registration slip', which includes a registration number, and inform the refugee that, in two days' time, he or she should undergo a second registration procedure, this time with the Directorate of Refugees under the Ministry of Disaster Preparedness and Refugees in the OPM. Upon presentation of the asylum seeker registration slip at the OPM, the office issues the refugee with a 'temporary asylum seeker attestation' and an identification document that is valid for 90 days, renewable until a decision is reached on refugee status. The refugee must then undergo a third and final registration, this time with the office of the UNHCR, through its implementing partner Inter Aid. Throughout this process, no material assistance is provided to individuals who report directly to the Kampala office as government and UNHCR policy is that, to be eligible for assistance, asylum seekers must reside in a rural settlement. Refugees who arrive at the Nakivale refugee settlements report to the settlement commandant and then register with UNHCR. Temporary shelter is provided at the settlement's reception center pending the decision on refugee status by the settlement commandant in the case of *prima facie* status determination, or the Refugee Eligibility Committee in the case of individual status determination.

5.2.1. The *prima facie* group:

Refugee status determination in this category must normally be done on an individual basis, but situations often arise in which large populations have been displaced under circumstances indicating that most members of the population could be considered as refugees. In such situations, the need to provide protection and assistance is often extremely urgent and it may not be possible for purely practical reasons to carry out an individual determination of refugee status for each member of that population. Recourse is therefore made to supposed group determination of refugee status, whereby each member of the population in question is regarded *prima facie* (in the absence of evidence to the contrary) as a refugee. In other words, the presumption is that individual members of the population concerned would be considered as refugees in need of protection (UNHCR Resettlement handbook 2004).

The study established that the *Prima facie* group of refugees is a group of refugees that run away from their home countries because of a worldwide known problem. This category in the Nakivale settlement includes people fleeing from war torn countries such as DRC, Burundi, and Rwanda during the Rwanda genocide era. One respondent stated that, "refugees who fall in this category do not go through rigorous interviews to prove that they need asylum because their situation is worldly known". He explained that when such people come to the host country, it is the minister for refugees who pronounces their refugee status and whoever falls in the *prima facie* category is received as a refugee in Uganda. The majority of the refugees seeking asylum at the settlement at the time of the study were Burundians who were fleeing from the political

scuffle in Burundi and Congolese. Most of them represented the *prima facie* category of refugees whose search for protection is well known worldwide. According to a respondent:

“In the prima facie category, the refugees go through a transit reception centre where they receive the first assistance as many come exhausted, wounded and sick from walking long distances”.

The study established that at the transit centre, profiling is done by the OPM and UNHCR officials. Since every organisation engaged in refugee protection in the Nakivale settlement has a specific mandate to carry out, other organisations join efforts to provide the required services to the refugees in this category. One of the respondents stated that:

“At the settlement refugees in the prima facie category begin to receive different services ranging from food, health care, physical protection, shelter, food and education”.

I observed that a number of new refugees are hosted at the reception centre. However, most of them slept on floors and the women were observed making fire places to cook food for their families. In addition, during participant observation, I witnessed that there is a protocol followed in the settlement by every organisation to ensure that there is no overlap in the services provided to the refugees. From the transit centres, AIRD transports the refugees in the *prima facie* category to a new settlement area then, Samaritan’s Purse gives food rations to the refugees on the basis of the family and the government of Uganda gives them land for settlement and physical protection. However, I noticed before certain services such as land, are provided to refugees they must be registered by the OPM and issued a ration card. It is after this card is given that other organisations can provide services to the refugees. The card acts as proof of registration and indicates the number of household members that is used as a basis to allocate services. The services are provided in a systematic order following the most pressing needs of the refugees at the time of arrival in the settlement with the most pressing being physical protection, shelter, food, water, health care services and clothes. Every organisation in the settlement is aware of when and where it is supposed to intervene to provide services geared towards ensuring refugee protection.

Refugee status was, until recently, granted on a *prima facie* basis to all refugees from the DRC and Sudan, these individuals constituted the vast majority of Uganda’s refugee population pursuant to section 25 of the Refugees Act. A few days after registration with the Refugee Front Office, a Kampala-based refugee from either the DRC or Sudan would receive a letter from the OPM confirming his or her status and referring him or her to one of the rural refugee settlements like Nakivale, where an array of organizations begin to intervene by providing services to protect the basic fundamental human rights of refugees. A plot of land and basic material assistance including food and non-food items such as seeds, hoes, blankets, basins, and saucepans would be provided by the OPM and UNHCR, ARC and other partner organizations respectively. One respondent said:

“If refugee status was determined on a prima facie basis in a settlement, the refugee would then be relocated from the reception center to a settlement area where an array of services would be provided from various organizations marking the onset of IOC”.

5.2.2. The preliminary group

This study established through interviews that the preliminary group on the other hand, is comprised of individual refugees who run away from their countries due to alleged persecution. When such individuals arrive in the settlement, they report to the government representatives and level one registration is made. Profiling background information of a refugee is done by the OPM. Files are compiled and communication is made to the head offices in Kampala such that the Refugee Eligibility Committee (REC) can be sent to the settlement to determine the eligibility of individuals in the preliminary category. One respondent stated:

“The refugees who come under this category must go through rigorous interviews for their eligibility to be established.”

The study further established that adjudication is the responsibility of the Refugee Eligibility Committee (REC). One of the respondents said:

“The REC represents different government departments including the Office of the President, the Ministry of Justice and Constitutional Affairs, and all security organs of government. UNHCR assists the REC in an advisory capacity,”

The REC interviews individual refugees to ascertain whether or not they should be granted status.

One respondent asserted:

“The REC has a role of interviewing refugees to ascertain their eligibility”,

The study discovered that REC must make a decision within 90 days of the status determination interview. Uganda’s rate of refugee recognition is high, at approximately 95 per cent. The REC only provides rejected asylum seekers with written reasons for its decision. Rejections are often based on miscommunications in Refugee Front Office interviews owing to language barrier. Rejected claims are appealable through the Appeals board within 30 days of a negative decision; however, this body is yet to be put in place. For the time being, appellants are re-interviewed by an OPM officer or at the Refugee Front Office, depending on whether the individual resides in a settlement or in Kampala. Once it is established, the Appeals Board will examine appeals. However, lacking the authority to make its own decisions, the Appeals Board will either confirm the REC’s negative decision or set it aside and refer the matter back to the REC for

reconsideration. Under regulation 39 of the regulations, a person dissatisfied with the decision reached on appeal may apply to a court for judicial review (Sharpe & Namusoby, 2012).

The OPM as the overall coordinating body of refugee issues is responsible for ensuring that refugee eligibility is carried out efficiently. The study established that the REC puts into consideration the nationality, race, members of a particular group/ political group and religion. A session of about three interviews is done on an individual case on different intervals by different people to determine the eligibility of a person to be granted asylum. If a refugee is rejected in the first session, he or she has a right to appeal and is given three chances to appeal. After going through thorough registration, and eligibility assessment, a refugee is given attestation. The moment a refugee gets attestation he or she is able to acquire land and to be settled. From the time a refugee arrives and throughout their entire stay in a host country a tremendous level of coordination with various humanitarian organisations and different governmental departments is required. One respondent stated that:

“The process of settlement is tedious and it involves joint efforts from all partner organizations in the settlement in order to avail the services needed for refugee protection to be a success”.

Another respondent identified the key role of OPM:

“OPM is mandated to receive refugees and handle registration and profiling”.

The study also established that each partner organisation is mandated to carry out a specific role towards the wellbeing of the refugees in accordance to the agreement signed with the OPM. In the event of failure to execute these roles efficiently and effectively, the OPM has a right to question this implementing partner. The use of mandates by each organisation in the settlement is a sign of the importance of collective responsibility from every partner organisations in ensuring that its role is carried out effectively. It was discovered that organizations provide diverse and complementary services to the refugees before and during settlement.

In addition, I observed that the newly arrived refugees presented their identification to the commandant a senior representative of the OPM, who issued a notice for the refugee to be registered. The process of registration would then commence and a ration card would be issued to the refugee. Furthermore, I observed that the a ration card provided to the refugees was designed by UNHCR in conjunction with the World Food Programme to facilitate easy identification in the process of food allocation, clothes, land and other services to the refugees.

5.3. Education

The study established that the right to have access to education was one of the ways to ensure refugee protection in the settlement. There exists a comprehensive plan in the Nakivale settlement to strive to

eradicate illiteracy among the adult refugees through adult literacy lessons. This plan is supported by FRC. The Uganda Education Strategy (2013-2016), on the other hand, aims at increasing enrolment for children aged 6 to 13 in primary schools and improving access to secondary schools, skills training and tertiary education. According to UNHCR (2015) report, there are 5 UNHCR supported primary schools in the Nakivale settlement. Enrollment in primary school of refugee children was reported at around 80 percent in 2013 with a 10 percent drop for secondary enrollment. One of the respondents said:

“There are schools both private and public where children can attain education in Nakivale settlement. However, the challenge is that the schools are few and require children to walk long distances.”

The study established that Windle Trust is the main coordinating partner for ensuring that refugee children acquire education. Windle Trust partners with both private and public schools in the settlement and facilitates to teachers and scholastic material. However, due to the high number of refugees registered in the Nakivale settlement on a daily basis, it was discovered that the schools in the settlement are inadequate for the increasing number of children who require the service. In addition, the few schools that exist are scattered around the settlement making it difficult and unsafe for children to walk long distances in order to access those schools. In the case of new villages where newly arrived refugees had been settled, small tents were observed as study places for children. One respondent noted that:

“There is need for more organizations to intervene in Nakivale through providing education services especially for children between 6 to 12 years”.

On the other hand, adult literacy seemed to be well established and FRC was responsible for ensuring that refugees are trained in languages such as English, French as well as civic engagement, and youth empowerment. In addition, refugees obtained vocational classes that focused on equipping them with business skills. The goal of teaching business skills was to enhance refugees’ abilities for financially supporting themselves.

The main issue highlighted was overcapacity at the Early Childhood Development centers and the need for additional care givers. According to a report, UNHCR and UNICEF were to hold a meeting before the schools reopened in February 2016 to discuss the possibility of an adding an additional care giver in each of the ECDs (UNHCR 2015). There is more need for collaboration with various stake holders to establish more schools and sensitize the parents about the importance of getting involved in their children’s education.

5.4. Food Security

This study established that, the right to access to food was fundamental in ensuring refugee protection. In a bid to address this right, organizations such as WFP collaborated with Samaritan's Purse to provide monthly food rations for refugees throughout their stay in the settlement. In addition, a settlement policy that allowed refugees to be settled on land plots provided refugees with the opportunity to produce their own food to sustain themselves. The OPM allocated a plot of land to every refugee in the settlement. In order to improve their livelihood, a partner organization known as Nsamizi provides agricultural support and the best farming methods to obtain more food for consumption and sale. In collaboration with UNHCR and WFP, nutritional screening is conducted at the various health facilities and supplementary and therapeutic feeding is provided. According to one respondent, he stated that:

“On behalf of WFP, Samaritan's Purse ensures that all refugees in the settlement get food”.

The study discovered that Samaritan's Purse implements the food program on behalf of WFP in the settlement. Samaritan's Purse provides food after getting food logs from UNHCR indicating the list of refugees who are supposed to receive food in a particular month. The refugees are required to present their ration cards in order to be given their monthly food rations. It was discovered that the ration cards are used to show the amount of food a house hold is supposed to receive every month. It is the responsibility of UNHCR to ensure that an update of the food log is maintained on a monthly basis. According to Samaritan's Purse, every refugee is entitled to 12 Kgs of maize. If the household consists of 12 household members, it gets an equivalent of 144 kilograms. In addition to the monthly food rations provided by WFP, refugees grow their own supplemental food crops. Refugees are provided with better agricultural techniques by Nsamizi a local organization in charge of livelihood. One respondent said:

“Refugees are encouraged to engage in agriculture for sustainability purposes”.

In collaboration with other partners, UNHCR supports livelihood interventions by building household capacity for food and income security through facilitating sustainable access to high yielding food & cash crops varieties via community seed banks managed by savings and credit cooperatives and developing household/ community capacity for sound crop post-harvest management (UNHCR 2015). For this service to be effective, the OPM must provide accurate food logs to UNHCR and Samaritan Purse.

In Nakivale, Samaritan's Purse with support from WFP, the OPM, and UNHCR, served food to some 272 new Burundian arrivals. Prior to the distribution exercise, a sensitization meeting was held to support the food committees to create awareness on the continued absence of Corn Soy Blend (CSB) in the food basket as WFP/Samaritan Purse strive to avail it. However, much as organizations strive to ensure that every house hold is given food. In Nakivale, a total of 750 children screened had a higher level of malnutrition. Some 14

children had moderate malnutrition and were all enrolled on supplementary feeding (UNHCR 2015). According to a report by Tibyangye (2011), in Nakivale settlement had not had food distributions for two months sparking fear of unrest by refugees (Tibyangye, 2011). In order to avert such situations a respondent stated that refugees are encouraged to engage in farming but there was need for more coordination from stake holders to ensure that refugees obtain their monthly food ratios.

5.5. Water and Sanitation

The study established that UNHCR and ARC endeavor to meet the minimum water requirements following sphere standards (15 liters per person per day) during emergency and UNHCR's minimum standard (20 liters per person per day) when the situation is stable. This includes drilling and motorization as well as maintaining boreholes, connection to main water lines, or water trucking. Sanitation activities are supported by ARC to achieve 1 latrine per household and public health promoters are trained on an ongoing basis in all refugee-hosting sites, to enhance knowledge and improve on practice (UNHCR 2015). Through observation, it was discovered that the water sources are inadequate compared to the number of people who need water. Hundreds of Jerrycans were seen at every single water source in the settlement. Queues were observed as refugees waited to get access to water but unfortunately most refugees were seen walking away with empty Jerrycans. There had been a recent influx of refugees from Burundi. Many of these new refugees were settled in places where there was no access to water facilities. AIRD had to transport water tanks to the new places for people to obtain water. The length of time AIRD would continue transporting water to every new settlement was however in question additionally, the existing water sources were also not well maintained. The lack of accessible clean water for the refugees was problematic. Women and children were often seen moving long distances to collect water for their households. This was confirmed by a UNHCR (2015) report, which stated that there were inadequate quality and quantity ground water resources as well as walking long distances to safe water point in some villages in the settlement.

ARC through its WASH program is in charge of improving water and sanitation in the settlement. UNHCR provides also provides safe water in the settlement from both groundwater and surface water sources. Ground water is extracted through hand wells, shallow wells, boreholes and a few spring developments. In Nakivale, surface water is drawn from the lake, purified and disinfected before distributing it through a pipeline network to various tap stand locations. Rainwater harvesting infrastructures are installed at all institutional locations, including schools, health centers and reception centers. Water trucking is still done to some institutional locations during the dry season. Refugee water user committees have been setup and trained to support the management of water facilities. UNHCR provides refugees with jerry cans. ARC supplied a total of 1,029,469 liters of water to the new Burundian villages leaving the average water consumption was 17litres per day, for five villages. These five received less water than the minimum standard of 15 liters per day. The WASH team is upgrading the water production and pipeline system to

increase the water coverage in these villages. The ARC WASH sector hosted the Ministry of Water consortium teams. Key issues raised during the tour included exploring possibility of sand filtration systems for base camp water plant to see how it impacts on water treatment processes, how to enhance community contributions using prepaid cards and metering of all water systems (UNHCR 2015).

Regarding sanitation, UNHCR promotes the standard of one latrine per house hold. UNHCR supports communities with sanitation tools and materials for excavation and construction of house hold latrines. In institutions and schools, health centers, reception centers, youth centers, food distribution points and market/abattoirs, UNHCR constructs public latrines for communal use. UNHCR supports hygiene promotion activities where by communities are sensitized, educated and mobilized to improve personal and house hold hygiene and surroundings (UNHCR 2015). However, through participant observation, I noticed that the latrines in the settlement were in poor conditions. Poorly maintained latrines pose a risk of an outbreak of diseases such as cholera and other hygiene-related diseases in the settlement. Due to insufficient water supply in the settlement, many children were seen carrying 20 liter and 10 liter Jerrycans to look for water at the staff quarters where only a few would be lucky enough to get water access. More coordination is needed to ensure that there is improved water and sanitation to the refugees in the Nakivale settlement.

5.6. Health and medical care

According to UNHCR (2015), health delivery focuses on prevention and child and reproductive health issues. Services delivered include essential clinical care, health education, child health care, integrated management of childhood illness, nutrition and referral and specialist settlement visits. Services also include health promotion and disease prevention, prevention of anaemia, adolescent reproductive health services, training of health workers, malaria control and management, HIV/AIDS prevention and control, support to survivors of SGBV, emergency preparedness and disease surveillance. This study established that community participation is achieved through village health teams (VHT). Primary health care is offered in health centers/clinics: Nakivale has 4 health centers and UNHCR supports nearby government facilities to reduce the distance of referrals.

This study established that MTI is responsible for ensuring provision of clinical services to GBV survivors visiting primary healthcare clinics in the Nakivale settlement. MTI has been providing direct emergency and primary healthcare services since 2009 in the Nakivale settlement in facilities constructed by UNHCR. MTI is not responsible for GBV prevention activities in the refugee settlements. Instead MTI responds to cases of GBV with medical treatment and counseling after-the-fact. MTI may make referrals to other sectors such as ARC as needed for survivors. MTI provides out-patient health services, community outreach activities, infrastructure development, and systems strengthening; Additionally, MTI supports HIV/AIDS awareness messaging, health promotion campaigns, and capacity building of community health

workers. In January 2012, UNHCR chose MTI to take the lead in health and nutrition across the Nakivale settlement. Through participant observation, I noticed that MTI had established health centers around the settlement. I also observed district health center facilities and a referral hospital in Mbarara was available for treating sick refugees. One respondent said:

“...that in case a refugee had a complication that required medical assistance from abroad, they would organize support to ensure that person got the treatment needed”.

However, Malaria remains highly reported and this is partly attributed to communities not clearing bushy surroundings, planting crops so close to housing and not clearing mosquito breeding sites. MTI is continuing with community awareness outreaches on malaria prevention and control measures besides general early healthcare seeking behaviors. Through UNFPA/ACORD, 53 pregnant women were mapped and provided continuous follow-up by Village Health Teams (VHTs). VHTs encouraged the women to seek antenatal care services and deliver at health facilities. Twelve Burundian deliveries were reported at Nakivale Health center III and all the women were supported with dignity kits. Eight referrals were made from Nakivale Health Center seven to Rwekubo Health Center and one to Mbarara Regional Referral Hospital (UNHCR 2015).

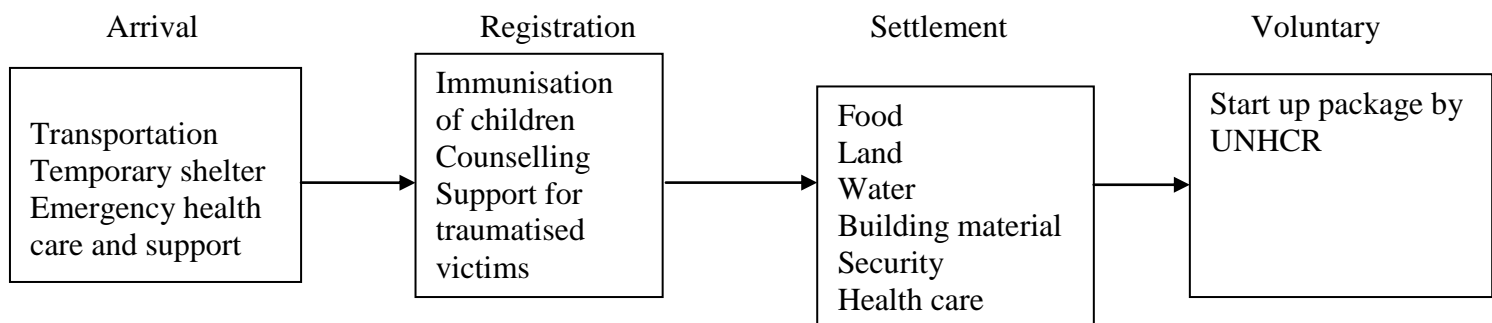
5.7. Shelter/ settlement:

The right to have access to shelter was preserved by organizations such as UNHCR, ARC, and the OPM. The process of providing shelter to the refugees commenced with provision of land by OPM. Each household was allocated land according to its size. During settlement most organizations were seen extending services to the refugees. ARC, the OPM, and UNHCR distributed NFIs and building materials. Individuals with special needs who could not construct a shelter for themselves were supported by ARC. Pre-distribution sensitization¹⁰ was conducted to inform the beneficiaries missing on the Non Food Items lists. There is high demand for loading trucks as many activities are ongoing in the settlement. ARC is liaising with AIRD and to hire trucks to facilitate the transportation of NFIs (UNHCR 2015). Refugees are spread over a large area with inadequate infrastructure (limited transportation, communication networks, and poor road networks) hence they have limited access to services. The structure of the shelter that the refugees live in was not in good condition. Having lived in the settlement, I observed that accommodation is a big problem even among the staff members who work in the settlement. I had to share a crowded room with 4 other staff members. Sometimes we had to shower in the open space when it was dark because the bathrooms were fully occupied. The room had rats and bed bugs. These could endanger one's health. There is need for extensive collaboration in improving the living conditions of not only the refugees but also the staff in the settlement. The lack of adequate infrastructure in the refugee settlement affected areas was made

¹⁰ Information given before the provision of NFIs

painfully obvious during the latest influx of population from neighboring states. Poor roads, inadequate storage facilities and insufficient water infrastructure hampered the emergency relief effort.

Figure 2: Showing chain of activities and services provided to refugee at different stages



5. 8. In conclusion

A major need within Uganda’s government is for increased communication between refugee and development ministries, and the development of a more explicit strategy for handling refugee related development projects. Ideally the new strategy would define explicitly the authorities and responsibilities of respective agencies. Unless the governmental agencies involved carefully assess these relationships the successful implementation of refugee protection may be hampered.

It should be clear from the discussion above that the host country needs to coordinate not only its own inter-agency activities, but also its relations with the donors and UN agencies. In short, the success of the endeavor will primarily rest on how well the various strands of external support eventually converge in the host country itself. Several steps can be taken to give this process some coherence. First, the Uganda must insist that refugee settlement programs require coordination and development assistance.

In Uganda, administrative structures have been created to bring together relevant development and refugee organizations to oversee implementation of settlement policy. These structures consist of the OPM (chaired by the commissioner), Refugee Desk Officer, settlement commandant, UNHCR and representatives of the government’s Ministry of Refugees.

Table 8: Showing findings of the study

	Coordination status of IOC	Type of coordination	Organizations Involved	Implications
Asylum	Fair	Hierarchy based coordination	Uganda Police, REC, OPM, UNHCR, AIRD,	An appeal board should be put in place to facilitate effective decision making. Need for collaboration with skilled refugees to rule out the issue of miscommunication through language barrier
Education	fair	Network based coordination	Windle trust, GOU, FRC UHNCR	Need for UNHCR and Windle trust to partner and build more schools, increase the ratio of teachers and students in schools. Involvement of parents in school activities is necessary
Medical care	Strong	Network based coordination	UNHCR, MTI, Red cross, government of Uganda	Sensitization of refugee communities against diseases such as HIV/AIDs in the settlement. Sensitization of youth about sex and reproductive health to avoid pregnancies among teenagers.

Food and nutrition	Strong coordination	Hierarchy and network	WFP, Samaritan purse, Nsamizi UNHCR	<p>Need to sensitize the community to Fight malnutrition among children.</p> <p>Sensitizing the community to engage in agriculture to avoid shortage of food.</p>
WASH	Insufficient Weak	Network and hierarchy based coordination	UNHCR, AIRD, ARC	<p>Poor hygiene, water borne diseases, walking long distances,</p> <p>Child labor, broken down taps, insufficient latrines, poor latrines</p> <p>Need increase access to clean water sources to every village.</p> <p>Need to construct more pit latrines and sensitize the community about the importance of preserving good hygiene.</p> <p>Educate the population about use of local resources to maintain hygiene.</p> <p>Need for increased partnership to ensure increased access to clean water sources.</p>

Protection	Fair	Network based coordination and hierarchy based coordination	OPM, UHNCR, POLICE, ARC, Military	<p>Legal actions against rape cases.</p> <p>Working with local village leaders to ensure safety in settlement areas, community participation in reporting crimes.</p> <p>More human resources needed to respond to individual cases.</p>
Shelter/settlement	Strong coordination	Hierarchy and network based coordination	UNHCR, OPM, AIRD, ARC,	Refugees' right to security maintained through basic needs such as shelter, food, cloths, water and security from physical protection.

CHAPTER SIX

INDEPENDENT VARIABLE

6.0. Introduction:

This chapter presents the findings and discussions of the study's independent variable IOC. The chapter analyses the factors necessary for IOC to take place and how they influence refugee protection. The variable IOC will be operationalized through its indicators such as, division of labor, meeting arenas, common goal, Active leadership/lead organization, trust and communication.

6.1. Indicators of IOC

6.1.1. The division of labor

Coordination demands arise from increasing specialization and the division of labor (Gulick, 1937; March and Simon, 1993). According to Thompson (1967) & Mintzberg (1979), specialization increases the need for coordination (Lagreid & Rykkja, 2015). Division of labour is an inherent part of every organization, indeed every human activity. Organizations divide their labour to increase productivity. Giving a particular task to each organization is important because it provides a chance for the leading agency to limit its attention to the task (Thompson, 1967).

This study established division of labor as one of the main indicators of IOC in Nakivale settlement. Organizations in the settlement are able to establish exchange with each other due to division of labor amongst organizations. Division of labor was measured by the extent to which rules existed among organizations in the settlement, that act as a guide for each organization to know when, where and what to do. One respondent stated:

“Every organization in the settlement is required to fulfill a certain mandate”.

The mandates given to each organization encompassed rules that guide organizations to know what to do, when to do it and where to do it. Every organization wishing to contribute to refugee protection in the settlement must enter a mutual agreement with the OPM and UNHCR that stipulate specific rules to follow. Partner organizations are held accountable by the leading organizations if their mandate is not fully satisfied. All the 14 respondents interviewed agreed that, having a clear division of labor between the OPM and UNHCR (as the leading organizations in the settlement), and other partners involved has been

instrumental in facilitating effective service delivery hence improving refugee protection. One respondent mentioned that:

“Without a clear division of labor the entire settlement would be a mess.”

Division of labor was most evident during the process of settling new refugees. During the process of settlement, I observed various organizations performing their obligations in order to safeguard the rights of refugees in the settlement and contribute towards refugee protection. One respondent said that the organizations involved in refugee protection in the settlement had clear goals and objectives that were well stipulated in their mandates and this helped to eliminate duplication of services. However, even as each organization strived to perform its specific duties to the best of its ability, the organizations relied on mutual support. They shared human resources, transportation, exchanged vital information and communicated between organizations. In this way labor was divided, but simultaneously the organizations worked together to achieve the ultimate goal of refugee protection.

I observed that from the moment refugees arrived in the settlement relief services were provided in order of priority in accordance to the most pressing needs of the refugees at the time of arrival. It was evident that there existed a procedure that every organization followed in order to ensure that the rights of refugees were protected. The services provided to the refugees followed a chronological order starting from the most pressing to the least pressing.

It was evident that a clear set of rules existed to guide the activities of every organisation in the settlement especially during registration of new arrivals. This activity was mainly carried out by the OPM as part of its obligations. An important observation noted was that most services such as allocation of land for settlement and provision of NFIs were only distributed after the refugee had acquired status attestation from the REC. This was especially for refugees in the preliminary group of refugees. In addition, as I participated in registration, I discovered that protocol was observed by every organization in the settlement. For instance, MTI had a mandate of ensuring primary health care and quality health services for all refugees in the settlement. However, the intervention of MTI was based on whether the OPM had already registered the refugees. The overwhelming amount of responsibility the doctor had to carry out single handedly made him solicit for support from the OPM staff because the offices of operation were close to each other. This could not have been possible without the existence of IOC in the settlement. Therefore, one can assert that the existence of formal division of labor fosters the process of IOC.

As suggested by Brinkerhoff and Crosby (2002:124), coordination takes place effectively when it is governed by an accepted set of rules which clearly stipulate the responsibilities of an organization and gives direction on who will do what, when and how. The study also established that a clear division of labor in

the Nakivale settlement is illustrated in the strict rule for every organization to effectively carry out its mandate. A respondent explained that:

“Failure for any organization to carry out its mandate, that particular organization will be held accountable by the OPM”.

The settlement commandant was often seen monitoring activities in the settlement to ensure that all organizations were performing according to their expectations. Another respondent remarked:

“Annual evaluations are carried out to assess the performance of all organizations in the settlement”.

The above statements suggest that division of labor encourages responsibility on every organization to carry out its roles in such a way that will prove the effectiveness of its contribution towards refugee protection. In addition, it can be said that division of labor encourages IOC as organizations will seek to acquire the necessary resources that may not be at their disposal in order to carry out their role effectively. As Mintzberg (1979: 83) suggests, it is easy to design reward-and-sanction mechanisms for neglecting or performing duties and responsibilities facilitating coordination in existence of division of labor. I noticed that joint collaboration was inevitable for organizations in the settlement to ensure that they all achieved their goals effectively. This was confirmed by a respondent:

“Delivery of services in the settlement can be compared to killing a huge elephant. This task can be complex but the moment everybody has a role to play the elephant can be broken down with in no time”.

The above statement is an illustration that division of labour is instrumental in bringing different expertise together to accomplish a goal that may be difficult for a single organisation. Complex strategies such as refugee protection need enormous coordinating efforts. This additional effort of coordination is usually very expensive in terms of executive's time and money (Jon & Jarillo, 1989). Therefore there is a need for division of responsibilities.

The above finding supports the observation of Shafritz & Ott (1992) who states that the objective of division of work is to produce more and better work with the same effort. The workers on the same part and the manager concerned with the same matters acquire the ability, sureness, and accuracy that increase their output. Each change of work brings in its train an adaptation that reduces output. Division of work permits reduction in the number of objectives to which attention and effort must be directed and has been recognized as the best means of making use of individuals and of groups of people. It is not merely applicable to technical work, but without exception to all work involving a more less considerable number of people and demanding abilities of various types and it results into specialization of functions and separation of powers (Shafritz & Ott, 1992).

The study recognized that the settlement was comprised of a chain of activities between different organizations that provided relief services in a complementary approach in which effective implementation of the activities of organization A, would positively affect implementation of activities of organization B. One respondent supports this observation:

“...if organisation A failed to effectively implement its activities, this would hinder the implementation of activities of organisation B”.

Another respondent explained that, failure of the OPM to register all refugees would affect the work of all other organisations in the settlement. It would be difficult for any kind of intervention in the settlement without clear division of labour. Without the OPM’s registration, MTI would not intervene. Samaritan’s Purse would not know the amount of food rations to provide to refugees. UNHCR would not release accurate number of NFIs. Without division of labour in the settlement IOC would be difficult to achieve because the contribution of every organisation is instrumental in effectively delivering services to enable refugee protection. I observed a situation where gaps in the registration department hindered effective implementation of other partners’ activities during settlement. If some refugees were missing on the list of refugees to be settled, it meant that they would not be allocated land, nor would they receive NFIs on the specified day. An oversight of one organization was a major setback to all other partner organizations involved in refugee protection that is why IOC was important in bridging the gap. I also observed a number of refugees who were affected by major delays in accessing services due to inadequacies in registration. This also hindered effective achievement of the set objectives by many organisations. Absence of division of labour in distribution of NFIs often led to commotion.

All 14 respondents interviewed agreed that they were able to effectively achieve refugee protection through IOC because each organization was aware of its responsibility and worked in collaboration with other partner organizations to achieve the overall objective of refugee protection. A respondent remarked:

“The process of having refugees settled on their own land is not a simple activity. It requires a high sense of inter -organisational coordination since it involves a lot of different activities and different organizations working together”.

The study discovered that refugee protection is a tedious procedure that necessitates cooperation from all stake holders in the settlement. Transportation of refugees and NFIs from various destinations is AIRD’s mandate. ARC receives refugees at the reception centre, accommodates them till they are given their own land, and distributes NFI to refugees with the help of OPM staff. It is also responsible for water and sanitation through the WASH program. The OPM registers the refugees and there after REC provides attestation which enables the registration department to compile a list with the exact number of refugees to

be settled. The list of refugees to be settled is then distributed to all partner organizations. This list is used by all organizations to determine the amount of NFIs, size of land to be allocated, amount of water to be provided, and mobilisation of transport. Such a complex process requires a high level of specialization and IOC. At the time of my fieldwork, a total number of approximately 200-300 refugees would be settled daily. This required joint collaboration and sharing human resources between all organisations to ensure that the settlement process is carried out effectively.

It was discovered that division of labour as one of the indicators of IOC is important in refugee protection because it provides checks and balances on implementation of the different activities in the settlement and speeds service delivery as noted by one respondent who stated that:

“IOC steers division of labour and enables each organisation to effectively carryout their mandate”.

The study established that division of labour is hindered by insufficient human resources, unskilled personnel and inadequate Information Technology. These all obstruct many activities in the settlement. One respondent confirmed that they had poor information technology, inadequate skilled labour, and insufficient electricity. The respondents indicated that this made it difficult to carry out their operations effectively. As a result, some refugees were found missing on lists, they had not received adequate information on when they were supposed to be settled and some of them ended up not receiving the necessary services as required thus leading to delay in allocation of the services required for their protection. Coordination problems were observed in different departments of some organizations which could affect IOC.

However, due to IOC, the challenge of insufficient human resources was overcome by outsourcing human resource personnel amongst various organizations working in similar departments. For instance, the ARC often requested the OPM staff to assist in distributing clothes and other NFIs to the refugees. Division of labour was viewed as an essential component of IOC because it enabled organisations to fill in gaps for each other as one respondent stated that:

“..... the newly settled Burundians have very many challenges. There are many persons with special needs (PSN's), and it's not very easy to identify them. But for us who transport them, it is easy to identify them as they get onto the trucks. We can easily notice that the person needs special attention. Because there is inter-organisational coordination, we are able to alert our counter parts the ARC so that they take close intervention and ensure that special attention is given to persons with disability as part of their mandate”.

Instruction is one of the ways through which behavior is formalized; rules specify who can or cannot do what, when, where, to whom, and with whose permission. When behavior is formalized, no confusion exists and everyone knows exactly what they need to do in every event. The existence of the division of

work is an indication of stronger coordination within organizations and vice-versa (Mintzberg, 1979: 83 cited in Christensen and Lægried, 2008: 101).

There is a compelling need to have a clear understanding of the objectives that organizations together intend to achieve when division of labor is considered as a mechanism of coordination. The success of coordination through formal division of labor in the Nakivale settlement largely depends on the degree to which objectives are clear to contributors. In the case of ensuring refugee protection in the Nakivale settlement, the effective enforcement of duties and responsibilities distributed to various organizations depends on a set of rules and mandates accepted by all.

Rules should be specified in such a way that includes the determination of who is eligible to make which decisions in which areas. The rules should clarify what actions are allowed, required, or prescribed and what procedures must be followed. They should state what information must be provided, to whom, and when. The rules should acknowledge what rewards and sanctions may be assigned to organizations as a result of their actions and how monitoring enforcement will be undertaken (Brinkerhoff and Crosby, 2002: 124-25).

Duties and responsibilities were defined not in isolation but in relation to the work of each organization involved. Hence, the functional definition of all contracts bears an immense importance in improving coordination among the activities of organizations in the settlement thus improving refugee protection. This statement is supported by the respondents, who explained that, coordination suffers when there is lack of division of labor. In response to refugee protection in the Nakivale settlement, the lack of division of labor would cause insufficient awareness of the duties and responsibilities among departments. This in turn, would lead to duplication in performance and role ambiguity. Ahsan (2010) mentions in his study that duplication in operations does not only waste valuable time and scarce resources, but also causes failure in meeting the deadline of policy implementation, ultimately increasing the volume of expenditure. Role ambiguity leads to conflict among departments about who will do what. As a result, coordination is hampered (Ahsan, 2010a). There were some noticeable aspects of absence of division of labor especially during the process of extending community services such as distributing clothes to the refugees. The OPM and ARC together worked to provide clothes to the refugees but this activity was not well coordinated. Refugees were not organized into manageable groups which would be easy to serve. In some villages over 400 people would come at the same time to be given clothes. There was no orderly way of distributing clothes and this made many miss out while in some areas work came to a standstill as every refugee struggled to be served first by fighting to receive services. This often left many refugees dissatisfied.

6.1.2. Regular meetings

Unity of purpose and unity of action are facilitated by meetings and written reports. Meetings are an important sign of IOC because they bring the heads of separate departments together at regular intervals

under a higher authority for the purpose of orchestrating the progress of the whole operation. One hour in a meeting per week can well avoid misunderstandings and particularly facilitate harmony amongst all (Wren, Bedeian, & Breeze, 2002). In addition, pre-event coordination during meetings establishes the level of operational capacity and overall readiness for resilience during emergency response (Chen, Sharman, Rao, & Upadhyaya, 2008)

The study established that organizations attended regular meetings to find solutions to emergency situations. In the Nakivale settlement IOC is promoted by the creation of meeting arenas, in which members of organizations can establish decision-making rules, adjust mutually, share information and discuss policy issues. In the case of Nakivale, such arenas took the form of inter-organizational meetings and emergency coordination meetings in the settlement. Coordination meetings were held on a regular basis during the influx of Burundian refugees in the settlement. This study found out that all organizations joined together for weekly, monthly and annual coordination meetings. Arenas of this kind were instrumental in making IOC work efficiently. This variable was operationalized by the measures put in place by various organizations such as sharing budgets, reports, attending meetings, meeting deadlines. Clever leaders find the opportunity to understand their subordinates to stimulate their initiative and bring about amongst them unity of action and the greatest possible unity of purpose (Fayol, 1998). The best way of achieving unity of action is by having members of different organizations meet to discuss issues of importance.

The study established that meetings were an important indicator of IOC among organizations in the Nakivale settlement. Due to the complex nature of refugee protection and the disruptive nature of emergency situations where refugees come to the settlement in large numbers that cannot be predetermined, a wide range of organisations are responsible for upholding their protection. It was imperative for the different heads of various organisations to occasionally converge and strategize. In the case of emergency, I discovered that meetings were a crucial avenue for brain-storming ideas to overcome challenges. When an organisation lacked the necessary resources to effectively perform its duty, solutions were found through the meetings. Organizations collaborated in order to achieve their overall goal of ensuring refugee protection. I observed members of different organizations attending weekly and emergency coordination meetings to plan together, establishing decisions, and sharing relevant information. In fact, due to abrupt emergency meetings, some of my respondents had to postpone our interviews. This illustrates the importance that organisations involved in refugee protection in the settlement attached towards working out solutions to jointly achieve their objectives. One respondent who stated that:

“We conduct weekly coordination meetings mostly during emergencies called inter-agency coordination meeting where different agencies that are providing services to the refugees come together”.

The statement above suggests that there are certain challenges that require collaborative discussions, joint decision making and planning by all partner organisations in order to forge a way forward. This notion is similar to what Minear (2002) suggests that crises thrust individuals as well as agencies into key decision-making roles. Sometimes staff take charge and rise to the occasion filling an institutional vacuum and forging an effective response (Minear, 2002). The study discovered that there are certain circumstances that are identified by various partners during their field visits to the different villages in the settlement where the refugees live. For instance, a respondent stated that if a partner organisation identified during field visits that a certain village within the settlement has high malaria prevalence, this issue would be communicated during weekly inter-coordination meetings. The organization in charge of malaria control would then be able to take immediate action in response to that problem. The study further established that different challenges are communicated during inter-agency coordination meetings ranging from shortage of water in certain areas, poor sanitation, and malnutrition among children. During inter-agency coordination meetings, organisations share their challenges and achievements and jointly plan a way forward. One respondent said:

“Sometime during meetings, partners in charge of critical cases may lack the necessary resources to avert the situation”.

The study established that sometimes partners in charge of certain identified sectors have exhausted their budgets and lack funds to make any intervention. Through meetings, partner organisations were able to advocate for the particular partner to UNHCR. Partner organizations would explain that during a meeting a serious gap discovered which could affect the lives of refugees and a request would be made for more funding to overcome the challenge. The partner organization in charge would follow up the case to ensure that gap is bridged. A respondent said the following:

“....it is through coordination meetings that such important findings were identified”.

Additionally, the study established that IOC is revealed through sharing of weekly reports, monthly reports and quarterly reports. The following quote from a respondent reflects what 7 of 14 respondents asserted:

“We have monthly coordination meetings where we share reports and two focal organisations responsible for receiving all the reports from partners in Nakivale refugee settlement. These are OPM and UNHCR. OPM is responsible for compiling the reports together and disseminating them to all other partners in the settlement at the end of every month.

The study established that meetings are sometimes aimed at sharing the achievements and challenges of every organisation, ensuring that all organizations are working towards the same goal of refugee protection and finding solutions to avert the challenges. Moreover, organisations are able to freely share reports because of the existence of IOC in the settlement. In addition, the study established that meetings are settings for sharing work plans amongst all IPs and OPs in the settlement. One respondent said that,

“If we find that some partners are having interlinked activities on their work plans during meetings, we encourage them to join together their activities. For instance, if MTI is going to sensitize a certain community about health issues and the ARC’s WASH (Water and Sanitation) team is going to carry out hygiene sensitization. These activities are closely related to health. Instead of having two organizations going to the same community for health sensitization on different days, the two organizations move to the field together so that they use the same resources to achieve their goals. So partners are encouraged to work together in such meetings”.

Another respondent also confirmed with the above statement stating:

“...during meetings we ensure that all agencies have to operate as expected according to their mandates such that every part of the refugee life is covered and there is improved welfare and protection of the refugees. That’s why we have coordination meeting where by sometimes we encourage with integrated service delivery”.

From the above statements we observe that meetings provide an opportunity for showing transparency. Sharing of reports can be used to reflect the contributions of every organization towards the overall goal of ensuring refugee protection in the settlement. The meetings are instrumental in joint planning and knowing what activities will be carried out when and by which organization. Meetings help to avoid duplication of services or failure to address critical aspects that might affect the lives of refugees.

One respondent stated that:

“It is of great importance for us to know what others are doing and how they are doing it so that we can benefit from the synergy of different skills and ideas”.

The above statement denotes the importance of IOC among organizations engaged in refugee protection in exchanging resources to achieve objectives that would be hard to obtain for a single organization. The study found out that ARC is the focal organiser of weekly meetings to interact with the communities and ascertain gaps in service delivery. One of the respondents stated,

“We have a community service department which spear heads weekly community meetings with refugees. Through IOC all partners are invited for instance, medical, education, and protection partners. Our community services partners organize these meetings at every zone once a week with a theme to interact with the refugees”.

The study established that through such meetings refugees have individual sessions with community workers of various organizations and they have a chance to present to them their most pressing challenges. One respondent stated that the challenges could range from security threats to insufficient school innovations or any other challenge they face in the settlement. Refugees are also given chance to express their opinion regarding the services provided to them and whether they are satisfactory or not. A respondent stated:

“We give refugees feedback forms which they feel in order to show whether they are actually receiving the necessary services.

The above statement shows an aspect of accountability on the side of organizations engaged in refugee protection to the people they serve and a willingness to ensure that improvements are made in all areas of refugee protection.

The study also established that through community meetings, persons with special needs are also identified. Some examples of these individuals include unaccompanied minors and, child-headed families as well as children dropping out of school due to lack of support or walking long distances to school due to inadequate schools. As a result, the concerned organisations are notified such that they can provide interventions. Through such meetings, a respondent revealed that they are able to identify either individual cases or community needs and interventions are designed by the responsible partners who are always present in the meeting. In the absence of meetings, the settlement is likely to face duplication of services, failure to meet deadlines, unresolved challenges, lack of guidance, and failure to achieve the ultimate goal.

6.1.3. Common goal

A goal may refer to the intended results that are expected to be achieved from an input such as carrying out specified mandates. This study evaluated the extent to which there existed a common goal that all organizations in the settlement were working towards achieving within the settlement. The study established that every organization in the settlement had clear and well-outlined short-term goals and the overall goal was to ensure refugee protection. The OPM had a goal of ensuring coordination of all other organizations in the settlement, offering land and physical protection. UNHCR had a goal of ensuring protection, ARC had a goal of reducing SGBV gender based violence and ensuring that refugees have access to safe drinking water. Samaritan’s Purse had a goal of ensuring food provisions. MTI had a goal of ensuring provision of primary health care. And all these organizations aimed at the contributing towards providing services for the basic needs of refugees in the settlement and achieving refugee protection. The commandant of the settlement stated that:

“...as government we have a goal to ensure that when refugees are hosted in our country they are safe. Whenever there is any scuffle in the settlement, you will see OPM taking a lead with police such that the physical protection of refugees is properly handled and upheld”.

I observed the OPM taking a leading role in physically protecting the refugees during an incident when there was a riot in the settlement. The OPM quickly called police and they were able to calm down the situation. In addition the settlement has a police unit whose role is to ensure law and order. The study found out that as government representatives, the OPM is the custodian of government property. They are mandated to keep custody of the land on which the settlement is sheltered by eliminating encroachment and

guarding it from being misused by refugees. Another key short-term goal of the OPM according to the commandant is to create harmonious living between the host community and the refugees and to ensure that the host community accepts refugees and vice versa. In confirmation to the above statement, one respondent stated that:

“We do this by liaising with the district authority who conducts meetings sometimes with refugees and nationals to ensure harmonious living.”

However, much as every organisation has its own mission and objectives, all the 14 respondents interviewed agreed that their overall goal was to achieve refugee protection. It was discovered that the distinct organizations engaged in refugee protection had aspects of their own mission, vision, values, policies, procedures and employment contracts that were beyond the scope of the working relationship. Therefore there was need to specify what goal needs to be achieved, when it will be achieved, what will be required and what systems will be needed to ensure that each party can do its part to achieve refugee protection. One respondent stated that:

“Having a common goal gives a sense of direction to diverse organizations working together.”

The study also discovered that if organisations care about the overall goal and if the participation of each is essential for their success, their shared interest may be enough to generate effective execution of the overall goal. Different organizations very often have somewhat different goals and perspectives on humanitarian matters like refugee protection. Even where there are overlaps in interest and priorities, there are also likely to be some discrepancies. One key reason why implementation of refugee protection involves inter-organizational links is that such complicated challenges often require consideration by different kinds of units reflecting distinct and partially competing aims. In such cases, which are quite common, it is unrealistic to expect common interest itself to be sufficient. At a minimum, it is likely that even shared goals will be differently salient in separate units. If all relevant organizations share an interest in refugee protection, each may be reluctant to commit wholeheartedly without knowing that the others are doing so as well. But as observed, though every organization has its own objective, mission and vision, they all have a common goal of achieving refugee protection.

If different organisations have similar perspectives on the common endeavour, managers can help by simply making that important fact clear to all involved. The more that all understand that everyone shares the commitment, the less the chance that doubts and second thoughts will arise. Managers can help by highlighting the key points of common interest that could get lost from participants attention amid a welter of details and uncertainty. Focusing participants perceptions on the accurate reality that they do agree and that they are engaged with others in a valuable activity can help stem hesitation and increase trust (Pierre & Peters, 2012).

Goals that are common to several organizations may promote IOC. By contrast, significantly conflicting and diverging goals may hinder such coordination. In practice however, IOC is frequently required if two or more organizations have common goals, because such goals always need clarification (Kloth, 2004). In the case of the Nakivale settlement all organizations are joined by a common goal which is to ensure refugee protection. Absence of a common goal among inter-organizational networks may therefore hinder the effectiveness of refugee protection. One respondent stated that:

“The settlement has witnessed some cases where certain organizations commitment to refugee protection has been questionable”.

This study found out that there have been cases in the past where some organizations in the settlement were working to fulfil their own interests than contributing to the overall goal of refugee protection. In this case, such organizations were not being allowed to continue operating with diverging goals in the settlement. Their contracts were not renewed.

6.1.4. Active leadership

A recurring finding throughout decades has been the importance of leadership to successful coordination. In study after study, the indispensability of strong leadership has been confirmed. The dynamics of coordination highlight not only the need for strong individual leadership but also a need for institutional support and reinforcement for those leaders (Minear, 2002).

Leadership has been defined in this study in terms of individual traits, behaviors, central goals, processes or underlying structures and instruments in relation to the followers. The general essence of leadership in organizations is influencing and facilitating individual and collective efforts to accomplish shared objectives. Traditional leadership within organizations is grounded in bureaucratic notions of hierarchy, alignment, and control (Ruckdäschel, 2014). Leadership frequently has both formal and informal aspects and the lead organization promotes IOC. On the formal side, leaders need to implement goals and decisions, and to monitor their effects. On the informal side, informal leadership involves informal interaction with people within the framework of a formal organization. Both formal and informal aspects of coordination were observed to play a complementary role in ensuring IOC transformational leadership is required to empower subordinates and to develop a sense of ownership for what goes on among the organizations. IOC requires leadership steering, as the processes involved are complex and also involve decision-making. A leader or lead organization plays an important role by supervising the implementation of the decisions made in IOC meeting arenas. Further, IOC requires leaders who focus on discussions and finding appropriate solutions rather than in issuing formal instructions. The view of coordination has strong resonance with traditional views of management where the role of the manager is seen as being to plan, to organize, to command, to coordinate and to control (Fayol 1916).

The study established that the lead organization was the OPM. As a lead agency, the OPM monitors all project activities in the settlement through the settlement commandant. The OPM holds quarterly inter-agency and coordination meetings to review progress and advise accordingly. It is the monitoring mechanism that provides feedback for timely and corrective measures to improve the operational plan and the application of consistent standards. Further, to bring various stakeholders together, the OPM coordinates various agencies that enhance communication among partners. The overall leader is the settlement commandant followed by the deputy commandant and the assistant deputy commandant. In the absence of the settlement commandant the deputy commandant was the next in charge of coordinating activities of the settlement.

Through participant observation, I noticed that the settlement commandant was engaged in monitoring all activities of the settlement. He was constantly engaged in monitoring the settlement process, he was seen observing the distribution of NFIs, the registration process, settling disputes that adversely affected the refugees' protection, and holding meetings with various organization leaders in the settlement. The settlement commandant possessed indirect control over all other organizations in the settlement. However, it was noticeable that he possessed task-based, transformational, and change based leadership behaviors. These were expressed in his supportiveness to other partner organizations, charisma and contingent reward. He initiated a social activity as part of informal interaction between members of different organizations where for all staff members in the settlement came together to socialize. Every Thursday night; I observed all staff members gather together for a fun night of music and dancing commonly known as "yoli-yoli". One of the respondents stated that:

"....this activity was aimed at enabling staff members to create more meaningful relationships and interact more informally with colleagues about the happenings in the settlement".

Dorfman and colleagues (1997) found that leader behaviors of supportiveness, contingent reward, and charisma showed universally positive impacts in the efficiency and coordination of organization (Fikret Pasa, Kabasakal, & Bodur, 2001).

The settlement command was a co-chair of a steering committee, and coordinator of all projects in the settlement. He possessed formal and informal authority over the settlement, vision, and long-term commitment to the collaboration, integrity, and relational and political skills that I discovered during one of the interviews. The settlement had two key leadership roles such as sponsors and champions. Sponsors are organizations such as UNHCR who have considerable prestige, authority, and access to resources they can use on behalf of the collaboration, even if they are not closely involved in the day-to-day collaborative work. Champions are people who focus intently on keeping the collaboration going and use process skills to help the collaboration accomplish its goals (Bryson, Crosby, & Stone, 2006). OPM settlement commandant, his deputy and the heads of different organizations can be categorized as the champion of IOC. With various

organizations interacting in both formal and informal ways to achieve the ultimate goal of refugee protection, it can be concluded that active leadership in inter-organizational networks has a strong influence on the refugee protection.

On the other hand, I discovered that in absence of leadership the settlement would face a challenge of power struggle with every organization wanting to control other organizations. More so due to the fact that the mission and objectives of the organizations vary, in the absence of active leadership there would be conflict as a result of some organizations pursuing different goals than that of refugee protection. Active leadership in IOC networks is important in achieving refugee protection. As a lead organization OPM guides the actions of other organizations towards achieving a common goal.

6.1.5. Mutual trust

Trust was viewed as an essential attribute for IOC in this study. Trust can lead to cooperative behavior among individuals, groups and organizations. It seems likely that trust plays a vital role in establishing the conditions for effective coordination among otherwise separate organizations in the humanitarian relief environment (Max Stephenson, 2005). According to Hardin (2002), trust is a cognitive and relational process whereby X believes that Y has some reason to act in X's best interests under condition Z. It is a mutually shared expectation, often expressed as confidence, that people will manifest sensible and, when needed, reciprocally beneficial behavior in their interactions with others (Gleave, Robbins, & Kolko, 2012).

This study established that while dealing with refugee protection, organizations meet and interact with each other. Trust in humanitarian operations is an important indicator for demonstrating how organizations are running and how officials are managing humanitarian affairs. Trust facilitates inclusiveness in participation in decision-making.

More positive interactions between refugees and officials may demonstrate the degree of their confidence in the officials. In contrast, in a less trustworthy relationship we may witness biased and partial service delivery, favoritism, and patron clientelism whereby certain groups in society get more favorable treatments (Askvik, Jamil, & Dhakal, 2013). Organisations in the settlement jointly collaborated in identifying gaps to be bridged by other partner organisations. Trust was also reflected through sharing responsibility, joint meetings, sharing budgets, human resources, office space, report sharing. One respondent stated that:

“AIRD is not mandated to ensure that refugees have access to water. However, it aids in transporting water tanks to the various villages where new refugees are settled until they receive tap water”.

The respondent also stated that, AIRD assists ARC to ensure that its mandate of providing water to all newly settled refugees is fulfilled. But this achievement is indicated as ARC's in its reports. This kind of

cooperation with others contributes to trust in representative institutions (Mishler & Rose, 2005). All of the respondents (n=14) interviewed agreed that trust was fundamental in effectively implementing activities geared towards refugee protection in the settlement. One respondent stated that:

“In a situation where there is no foundation of mutual trust between the actors and the beneficiaries it is impossible to have inter-organisational coordination”.

I observed organizations sharing human resources, office space, and transport means as well as referring cases each other. The study established that trust among IOC networks in the settlement facilitates communication which is important in acquiring information that might be important in addressing the needs of refugees”. One respondent asserted:

“...the settlement is run on principles of honesty, transparency through and effective communication settlement”.

Trust was manifest through the willingness of various partner organisations to converge for emergency, inter-agency and weekly emergency meetings

Another respondent cited that:

“AIRD had a case of a disabled person who had to come to the settlement but could not construct a house for his family during settlement. Another case was of a woman who had just given birth to twins and was a new arrival without anything for the children. These people had special needs which required urgent consideration. AIRD staff mobilised for the needed support and asked ARC to intervene”.

All respondents agreed that for effective and efficient service delivery to take place in the settlement there must be an element of trust among partner organisations. Trust is essential not only among the partner organisations that serve to fulfil the overall obligation of ensuring refugee protection but for building a relationship between the partners and refugee community.

The study found out that ARC sometimes requests the MTI doctor for emergency support in the night to support persons in need of medical assistance. A respondent stated that:

“Due to our relationship with partners we at ARC are aware MTI faces challenges of shortage of medicine. We therefore make budgets that can cater for such challenges because of our responsibility in providing treatment to people who have been sexually abused”.

The above assertion is an explanation that without a trusting relationship built by the partner organisations in the settlement it would be difficult to avail some fundamental services to the refugees. One respondent stated:

“that trust was important in effective and efficient service delivery as it enabled attainment of necessary resources and building working relationships among partners”.

This statement justifies the assumption that in the absence of trust in inter-organizational relations may stifle effective service delivery geared towards refugee protection may be jeopardized. Trust facilitates the exchange of resources, communication, and working towards a common goal. All the different groups of refugees in the settlement are treated equally this eliminates issues of favoritism and leads to effective service delivery.

6.1.6. Communication

Communication is simply two or more organizations interacting and sharing information. For example, communication can be noticed when at least two organizations correspond directly with each other (Curtis, 2015). As with communication, coordination requires organizations to interact and share information, but coordination also entails two or more organizations actually working towards a common purpose. For organizations to attain a common goal there must be a high level of communication. A number of interactions were also observed in settlement and this indicated the strength of ties that partner organizations had with each other during the response effort. These interactions ranged from voluntary exchanges to power dependencies and exchanges due to legal mandates.

Mandated interactions involving regulations specifying areas of domain, information and client flows, and financial obligations were the most observed form of interaction. This study noted that formal and informal relationships are established in the settlement in order to work together to pursue common goals. Informal relationships included face-to-face interactions between actors of the various organizations and facilitated interactions among different organizations. Communication was through formal channels such as submitting reports at the end of the month to the OPM. One respondent stated that:

“All IP’s are required to communicate their monthly activities through submitting a monthly report”.

The study discovered that the OPM incorporates all IP’s and all partners’ monthly reports into one report and circulates to partner organizations. The study found out that communication is one of the main modes of coordination as all the 14 respondents interviewed agreed that without communication it would be difficult to intervene in emergency situations and that the settlement runs effectively because of the various modes of communication. One respondents stressed there is a need of documenting and communicating their findings from the field to partner organisations and their donors. A respondent stated that:

“ARC through coordination identifies different persons with severe medical cases and refers them to MTI. And through continued communication these people are supported. We sometimes have to call MTI in the night to ensure that the doctors come in to support the persons in need of medical assistance. We at ARC through communication know when MTI is lacking medicine and we try to factor in budgets that can cater for certain medicine in response to Gender based violence”.

From the statement, I can make an assertion that communication steers effective implementation of activities geared towards refugee protection in the settlement. Coordination increases as organisations solicit for needed resources, share reports and communicate with each other in order to achieve a common goal. The exchange of information is subject to interaction that leads to coordination. The exchange of information works in two ways that lead to coordination: it enhances the appreciation of the actors of their mutual problems and interdependencies and influences their decisions and actions (Alexander, 1995: 43), thereby facilitating mutual learning. From the perspective of informal communication, a network is seen as a steering of organizational functions because interaction through communication takes place among organizations, and accordingly, information is shared leading to coordination. One respondent stated that:

“As the ARC coordinator, I synchronize activities to ensure that the yearly work plan is implemented on time and that they are reviewed by the various sector heads. It is also my duty to keep reminding the sector heads about what we plan to achieve at the end of every month. We plan together as a team and review our work plans together to ensure that our work is done efficiently. We communicate with UNHCR the challenges we meet during implementation in case of any. Through the continuous process of communication we become aware of new challenges. Sometimes we have planned for the specific needs of the refugees but along the way priorities may change especially during emergency. The major needs during emergency might be water and sanitation or food yet we have planned for trainings. In such a case, I communicate with the donors and partners and ensure that the refugees receive the urgent basic need required.....”

The study established that while responding to emergencies, ARC identifies unaccompanied minors and separated children and communicates with Red Cross. Red Cross is responsible for carrying out cross-border tracing for refugees who have disintegrated from their loved ones while escaping war and conflict situations. ARC provides the names and photos of unaccompanied minors and children who have been separated from their parents so that Red Cross can search for their parents. The respondent said that:

“Red Cross’s efforts have occasionally registered success but this is possible due to communication and the relationship ARC has with Red Cross as working partners whose goal is to ensure that refugees are protected in all dimensions”.

Table 9: Showing a summary of the findings on IOC

	IOC POSITIVE	IOC NEGATIVE
DIVISION OF LABOUR	<p>Enables exchange of resources</p> <p>Steered accountability</p> <p>Gives direction on what to do when and whom</p> <p>Encourages responsibility</p> <p>Facilitates effective service delivery</p> <p>Avoiding duplication of services</p> <p>Leads to achieving desired goal</p>	<p>Led to failure to meet important deadlines</p> <p>Gaps in registration</p> <p>Unnecessary bureaucracies</p> <p>Delayed intervention affects other organizations work</p> <p>Failure to meet deadlines</p> <p>Wastage and time and resources</p> <p>Increased expenditure</p>
MEETINGS	<p>Establishing decision making</p> <p>Sharing information</p> <p>Resolving conflicts</p> <p>Finding solutions to challenges</p> <p>Showing transparency and accountability</p>	<p>Time consuming</p> <p>Absence of meetings with departments brought about conflicts in the registration department</p>
COMMON GOAL	<p>Reduces conflict</p> <p>Gives direction</p> <p>Encourages commitment</p> <p>Settlement is run on one goal of Ensuring refugee protection</p> <p>Increases trust</p>	<p>Conflict may arise</p> <p>Divergent interests</p> <p>Biased and partial service delivery</p>
LEADERSHIP	<p>Coordinating activities</p> <p>Implement decision</p> <p>Monitoring activities</p> <p>Resolving conflicts</p> <p>Supervising implementation</p>	<p>Power struggle</p> <p>Conflicts</p> <p>Divergent interests</p>
TRUST	<p>Sharing responsibilities</p> <p>Sharing reports</p> <p>Working towards a common goal</p>	<p>Favoritism</p> <p>Bias and partial service delivery.</p>

COMMUNICATION	Achieving necessary resources Working towards a common cause. Exchanging information Responding to dynamic needs	Conflicts may arise due to un unresolved challenges Inadequate information Hinders trust Destroys relations

CHAPTER SEVEN

Mechanism of coordination in Nakivale settlement

7.0. Introduction

The study intended to find out whether IOC was motivated by hierarchy-based or network-based forms of coordination. This chapter will therefore discuss what the overall structure of IOC in the Nakivale settlement resembles. It seeks to answer the following research question: What kind of coordination exists between organizations involved in refugee protection in the Nakivale settlement?

7.1. Hierarchy mechanism of coordination

The use of hierarchy emphasizes division of labor on one hand, and rules, procedures and authority as coordination instruments on the other hand. Hierarchy-based coordination efforts may exist in a variety of forms ranging from issuing legislation and other mandates to structure patterns of coordination.

7.1.2. Authority

Authority is the central pattern of interaction within hierarchical institutional arrangements. It is used as a basis control system. Authority implies legitimacy and ability to get things done without opposition thus communication patterns, incentives, norms, and structures have to be properly aligned to insure necessary linkages. The hierarchical coordination mechanism draws primarily on authority and power as fundamental processes and resources. Power is used by subunits to enhance their own survival through control of scarce critical resources, by placing allies in key positions (Salancik & Pfeffer, 1977). Though not explicit, direct application of authority to produce coordination was observed in the Nakivale settlement through sharing of weekly work plans, budgets and ensuring that every organization is aware of the other organization's actions. The most explicit form of interaction was mandated consultation.

The study established that the Nakivale settlement is controlled by rules and internal authority implemented by the settlement commandant, a representative of the OPM on behalf of the government of Uganda. The settlement is governed by formal rules that guide the behavior of all organizations there in, with each organization having specific obligations that it must meet. Division of labor was evident with every organization working towards fulfilling its mandate as previously mentioned one respondent stated:

“Every organization in the settlement is mandated to carry out a certain role and it is the duty of the Office of the Prime Minister to ensure that all organizations fulfil their obligations”.

The above statement indicates that the OPM has authority and dominance over all the operations of the settlement and administration of organizations in the settlement. The study further established that on behalf of the government of Uganda, OPM conducts an annual evaluation for all IPs to assess whether their performance is satisfactory in order to be granted another contract to continue their operation in the settlement. The IPs with outstanding performance are recommended to continue their operation in the settlement while those whose performance in the settlement is not satisfactory according to the agreed upon standard are ruled out.

OPs on the other hand must submit a written application to the commissioner for refugees asking to be granted authority to carry out operations that facilitate the protection of refugees in the settlement. In this regard, one respondent stated that:

“Operating partners must provide documentation of their memorandum of understanding that has detailed objectives, mission and vision to the commissioner of refugees who is in charge of granting permission to the organisation to work in the settlement. The selected organizations sign an agreement with OPM which comprises of the services to be provided by the organization and its responsibilities depending on the most pressing needs of refugees in a given settlement”.

From the above statement it is evident that a hierarchy mechanism of coordination exists in the Nakivale settlement. It begins at the stage when one organization that wishes to carry out operations for the benefit of refugees is required to first obtain authorization from the OPM. The statement also gives evidence of hierarchy-based coordination through the use of formal procedures such as written agreements, memorandum of understanding and contracts between the OPM and organizations wishing to provide services in the settlement. This facilitates mandated interaction between organizations in the settlement. The written mandate for every organization in the settlement automatically, clarifying duties and responsibilities at the onset, guarantees the OPM authority over all other organizations in the settlement. It also ensures IOC between organizations in the settlement without any resistance. This argument is in line with Alexander’s (1995:37) view that hierarchy type of coordination could be considered as a control strategy for coordinating organizations’ behavior by biasing their decisions to produce action which they might otherwise not have taken. In a similar regard, one respondent said:

“...there are currently few schools in the settlement compared to the number of children who need education, if there is an organisation wishing to intervene in the education field, it would have to go through the commissioner for refugees who would recommend the organisation to go ahead and implement activities geared for improving literacy in the settlement”.

The statement is also a manifestation of standardization where by coordination is on the drawing board before the work is achieved. The work process, the outputs and inputs of work, and the skills and knowledge of the people who do the work, can all be designed to meet predetermined standards in a hierarchical mechanism of coordination (Mintzberg, 1979). The OPM being acts as the overall coordinating

authority at the settlement and issues mandates to all organizations. This shows that there is direct supervision whereby one individual, in this case the settlement commandant takes the responsibility for supervising the work of others and monitoring their actions.

The study also established that due to the diversity of needs and services required to ensure refugee protection in the settlement, every organization must share weekly work plans with other partners to avoid duplication of services. More-over, I discovered that every organisation in the settlement has to submit a monthly report to the OPM stipulating the monthly activities of that specific month. The study also recognised through participant observation that the OPM is the overall coordinator of all organisations in the settlement. The commandant was seen all over the settlement monitoring activities of all organisations and conducting meetings with various stake holders. One respondent remarked that:

“My responsibility is to ensure that all organisations in the settlement are doing what they ought to do in order to improve the lives of refugees”.

All respondents interviewed (n= 14) confirmed that organizations in the settlement shared weekly and monthly reports, work plans, budgets and resources for a common goal: to ensure refugee protection. The use of legislation, mandates, indirect control efforts, procedural mechanisms and structure patterns of coordination within the settlement to ensure refugee protection was evidence of a hierarchy form of coordination.

The settlement has formal arrangements to determine the legitimacy of who should do what, when and how. This could explain why the settlement commandant monitors the settlement to ensure that responsible organizations carry out their work effectively and efficiently. This was confirmed by a respondent, who asserted that:

“...if an organisation has a mandate to provide food to the refugees and it is not availed at an agreed time, the organisation in charge has to be questioned”.

It was discovered that there was no direct observation of any kind of coercion; though it was indirectly reflected through the presence of the settlement commandant motoring all activities of various organizations in the settlement to ensure that they are performing their duties as expected.

7.1.3. Formal rules

The Hierarchy-based mechanism of coordination between organizations in the Nakivale settlement was manifest by the existence of formal and standard rules. According to one respondent, the work of every organization is according to what when and how each organization is mandated to fulfill its obligations. The study discovered that the organizations are obliged to work according to the regulations of the government that requires cooperation with each other to ensure refugee protection. The nature of organizations in the Nakivale settlement requires some formal rules that guide the behavior of participants

and specify their rights and obligations. This is due to the diversity of these organizations. Such arrangements are used to allocate responsibilities, divide functions, and specify the process of decision-making and the chain of command. Planning and budgeting processes within the government are also used in a hierarchical way. A respondent stated that:

“...some organizations that carryout the same services on the same day are encouraged to work together to be more efficient”.

In other instances hierarchy coordination was witnessed from relocation and division of labor within by merging organizations with similar activities on the same day to work together.

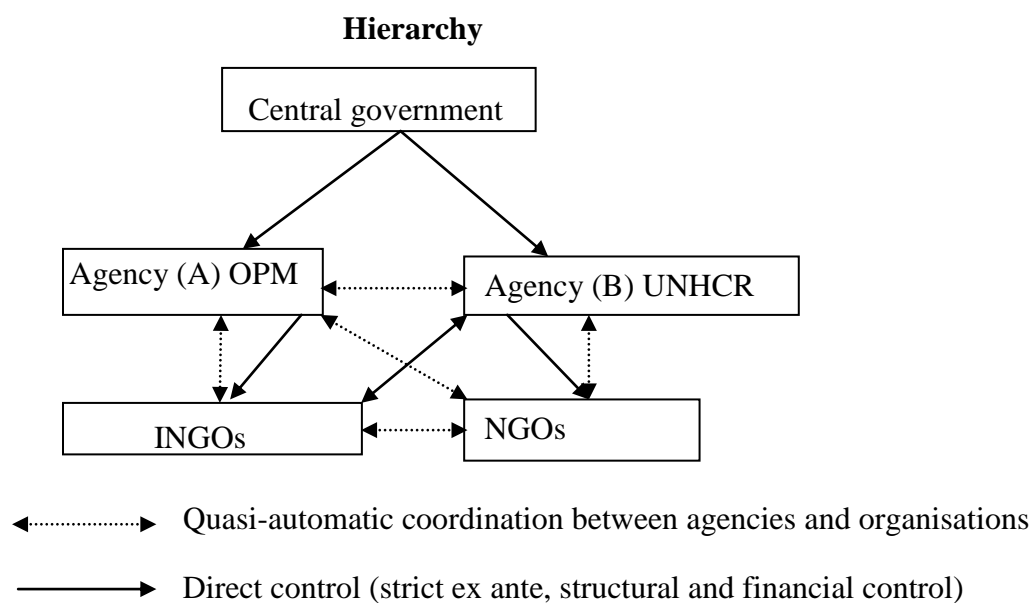


Figure3: Hierarchy mechanism of coordination

7.1.4. Coordination by hierarchy type mechanism

The existence of hierarchy-based coordination between organizations was manifest through formal arrangements that determined who should do what, when, and where, as well as standard rules, routines, operating procedures and a clear division of responsibilities among the various organizations in the settlement. Hierarchy-based coordination existed in form of different mandates given to the organizations in the settlement. The hierarchical coordination in the settlement exhibited a level of bureaucracy involving leaders employing instructions and indirect control mechanisms to ensure that partners pursue organizational goals. The bureaucratic procedures made IOC processes more effective.

7.2. Network based coordination

On one hand, emergency response requires meticulous organization and planning. On the other hand, it is spontaneous. Emergency managers have to innovate, adapt, and improvise. Emergency plans, regardless of how well developed seldom fit circumstances. Addressing these conflicting needs is no easy task. Effective

Emergency Management Government hierarchies play a central role, of course, but emergency response also necessarily draws on a wide range of community economic, social-psychological and political resources (Jr & Streib, 2006) .

Coordination within networks takes the form of cooperation between actors whose inter-organizational relations are ruled by acknowledgement of mutual interdependencies, trust and the responsibilities of each actor. The type of network coordination observed in Nakivale settlement is based on partnership, solidarity, shared values, mutual trust, and consensus. In the case of inter-organizational communication, people from technical professional groups in the various ministries who make up the refugee eligibility committee communicate with their counterparts at the OPM. One of the respondents in the protection department stated:

“The REC team communicates with OPM about who is eligible and who is not.....”

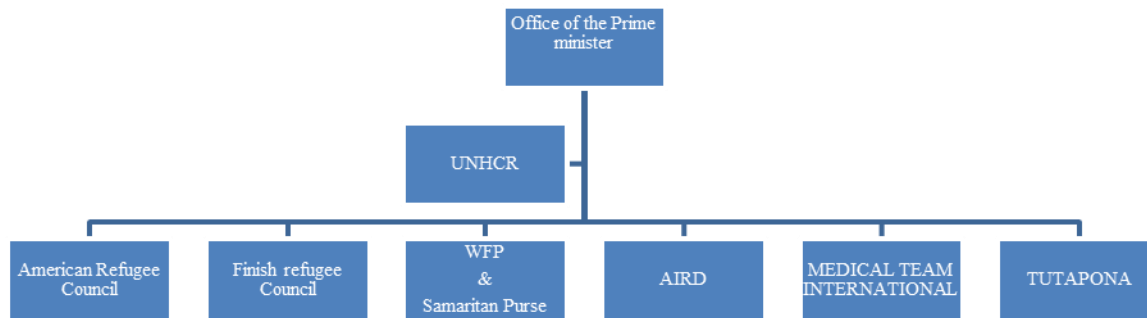
The refugee eligibility committee communicates with the office of the prime minister and colleagues at the same level with regard to the legal status of a refugee. The information is then shared between the OPM, UHNCR and other partner organizations. This eases coordination and reduces the burden on the commissioner for refugees and the commandant’s office. Without a personal or professional network, it would be difficult for the commandant to communicate with offices of the same level outside and within the settlement. However, I observed that the officials in the settlement maintain a trusting relationship because they are all working for a common goal. This kind of informal network is an efficient mechanism for overcoming the rigidity of the formal and hierarchical organizational communication system.

In a contrasting case, I discovered that occasionally some of the refugees had not been registered during actual settlement when refugees are finally allocated land, and other NFIs due to lack of communication and inadequacy in the registration department. There were an overwhelming number of refugees to be registered and verified. These were more than the officials in charge of carrying out this responsibility. In one office one person was in charge of handling registration, and complaint cases. As a result there was inadequacy due to a lot of responsibilities to be carried out by one person. This is could have been because he did not contact any informal network to help him with some of the workload. But despite the benefits of informal networks and the problems arising from the lack thereof, informal communication networks sometimes invite corrupt practices that compromise the quality of projects, negatively affect their implementation and cause delays in service delivery. As observed, there were cases where some refugees who knew the officials from informal networks were given priority at the expense of those who did not. Sometimes the refugees wanted to bribe the officials in order to be served first.

Coordination through networks requires some time and some interactions in order to be sufficiently reliable. Organizations in the Nakivale settlement shared office space, transport means, and had social events where all employees of various organizations were invited. The level of information sharing, budget sharing showed a degree of trust between actors of the different organizations. They seemed to be able to accept each other's actions in good faith because they all pursued a common goal.

The study established the existence of cooperative strategies involving voluntary interaction and collaboration through bargaining and resource exchange. This was witnessed as organizations solicited for human resources from other organizations and freely shared office space. The different levels of network type coordination can be distinguished with respect to the extent of cooperation between bodies, to platforms for concertation to negotiation, and to joint decision making bodies and even joint organizations. Just as informal patterns of interaction within an organization can enhance the performance of that organization by supplementing and bypassing the formal structure, the same may be true of the role of informal interactions as a means of coping with rigidities in the interactions among organizations in the public sector. The findings indicate that the Nakivale refugee settlement is based on both hierarchy based and network-based coordination.

Figure 4: Showing the hierarchy of some of the organizations engaged in refugee protection in Nakivale



CHAPTER EIGHT

Discussion and Conclusion

8.0. Introduction

The purpose of this chapter is to present discussions about the findings of this study and come to a conclusion. The following aspects of this study are highlighted in this chapter. What were the objectives? What theories and methodology were used? What was found and which theories were most useful? How and to what extent could the findings be generalized? What conclusion could be made on the basis of such findings? And, how this study can be used in further research?

8.1. Review of the study's objectives, theory, and methodology

The main purpose of the study was to assess the role of IOC between the government and humanitarian organizations in Nakivale refugee settlement providing essential services geared towards Refugee Protection. Given that coordination has many facets depending on the point of interest of a researcher, the study also intended to discover the process of IOC between organizations involved in refugee protection, the conditions under which organizations establish linkages and the type of coordination that exists between organizations involved in refugee protection. In order to do so, the present study employed a qualitative approach. The Exchange theory developed by Pfeffer and Salancik (1978) which proposes resource dependence as the primary motivation for IOC and the Contingency theory, which suggests adaptability to the environment as an essential aspect in the success and survival of organizations were both used in analyzing IOC. These theories have been used to develop independent variables such as communication, trust, leadership and common goal. The hierarchy-based and network theories were also useful in analyzing IOC and refugee protection and were used to explain variables such as division of labor, trust, communication. The process of IOC was studied and the role of IOC in refugee protection was explored. Division of labor, meetings, common goals, active leadership, trust and communication formed the basis of the theoretical framework for describing and analyzing the issue of IOC towards refugee protection in Nakivale settlement.

8.2. FINDINGS/ OBSERVATIONS

8.2.1. Division of labor

The study found that the Nakivale refugee settlement was administered based on division of labor this was reflected through the existence of rules and guidelines set for all organizations in settlement. These guidelines formed a basis on how each organization identified what to do, when and where at every stage of ensuring refugee protection. Division of labor was demonstrated by the existence of mandates issued by the

OPM to every operating and implementing partner organization in the settlement, clearly indicating their rules, regulations and responsibilities. Operating partners wishing to contribute towards refugee protection had to enter a mutual agreement with both the OPM and UNHCR while implementing partners had to enter into a mutual agreement with the OPM. Division of labor was evident in most stages of mediation to provide services geared towards ensuring refugee protection such as registration, settlement and provision of NFI's to the refugees. The importance of division of labor in IOC was most observed during the process of settlement as various organizations were witnessed performing their obligations in order to safeguard the rights of refugees in the settlement and contribute towards refugee protection. The implementation of activities was performed in a cyclic form and it was observed that each organisation was dependent on the others in order to effectively perform its tasks and achieve refugee protection. However, division of labour was affected in some organisations by lack of adequate skilled personnel to effectively carry out the assigned tasks, poor communication technology, and inadequate power supply. These were a major hindrance to effective implementation of services geared towards refugee protection.

8.2.2. Regular meetings

Another noteworthy finding was the importance of regular meetings; these were often set up during emergencies. The meetings were mandatory for all organizations providing refugee protection in the settlement and were attended by representatives of all partner organizations. It was discovered that organizations in the settlement conducted weekly IOC meetings and monthly and annual coordination meetings. These represented an important channel for discussing issues that could affect the protection of refugees. Meetings were considered venues for brain storming ideas, sharing knowledge, establishing important decisions and sharing important information. Meetings were discovered to be an instrumental tool in making IOC work efficiently. Every aspect of refugee protection such as asylum, provision of food, water, health services and education could be addressed in meetings. Meetings provided an avenue for various partners to share their achievements and challenges in addressing refugee protection issues. Meetings were held on a regular basis and these yielded results in responding to emergencies and they produced positive outcomes towards refugee protection.

8.2.3. Common Goal

The study found out that the settlement was run on a fundamental goal of ensuring refugee protection. It was discovered that every organization in the settlement had clear and well-outlined short-term goals, missions, and visions and the overall goal was to ensure refugee protection. This was confirmed by all (n=14) respondents interviewed in the study. The findings indicated that one key reason why implementation of refugee protection involved Inter-Organizational links was due to its complexity. Having a common goal was a way of addressing the challenge and unifying organizations for a common cause. As observed, despite the fact that individual organizations had their own mission, vision and short-term objectives they jointly collaborated to achieve a common goal of refugee protection.

8.2.4. Lead organization

One other important finding was the importance of a leader or lead organization in directing all other organizations to work towards achieving a common goal of refugee protection. The lead organization was discovered to be the OPM through the leadership of the settlement commandant and his assistant. As a lead agency, the OPM through the settlement commandant monitored all project activities aimed at improving the lives of refugees in the settlement and ensured that all partners were working towards the overall objective of achieving refugee protection. UNHCR was the second lead organization providing funding to most of the operating partners. The operating partners were accountable to both UNHCR and the OPM.

8.2.5. Trust

Most respondents (n=10) agreed that for effective and efficient service delivery to take place in order to address refugee protection issues in the settlement there must be a willingness to accept partners. Trust was essential not only among the partners that worked towards ensuring refugee protection but for building a relationship between the partners and refugee community.

8.2.6. Communication

Mandated interactions involving regulations specifying areas of domain, information and client flows, and financial obligations were the most observed form of interaction. However, the study also observed some forms of voluntary interactions in form of social activities that aimed at enabling workers to share information in a more informal way. An important finding was that both formal and informal relationships were established in the settlement. Informal relationships included face-to-face interactions between actors of the various organizations. Information was exchanged through sharing reports and budgets. Various channels of communication were witnessed in the settlement such as open meetings, conferences, one on one interaction, use of emails, reports, newsletters and through trainings. However, communication was often affected by inadequate power supply and lack of Internet to distribute information or important documents through emails.

8.3. Inter-Organizational Coordination

The findings revealed the fundamental importance of IOC coordination towards refugee protection. IOC was cited in enabling organizations to have access to important resources that were not necessarily available at their disposal but were important in tackling refugee protection. The findings supported Pfeffer and Salancik's (1978) exchange theory that supports resource dependency as the primary motivation for IOC. It was observed that voluntary exchange, mandated interactions and power dependencies were a source of exchanges between organizations. IOC facilitated accountability, transparency, and effective implementation of activities in the settlement. The existing mechanisms of coordination produced meaningful results in enhancing refugee protection. It was also discovered that an environment where many

organization's pool resources to ensure refugee protection, each organizations adaptability to the wider environment was important in ensuring IOC thus supporting the contingency theory.

8.3.1. Most used type of coordination

Hierarchies and networks will often promote coordination, for various reasons. However, these mechanisms function in different ways. Both hierarchies and network types of coordination were used complementarily to enhance refugee protection in the settlement.

8.3.2. Network based

There was an overall observation of trust, information sharing, staff exchange, and joint decision making among organizations. This indicated the existence of network-based coordination. The study found out that the organizations in the settlement established collective knowledge, mutual values, corporate strategies, joint decision-making and partnerships that reflected a network type of coordination in the settlement. The findings also indicated voluntary collaborative actions and information sharing in order to achieve a common goal. It was established that the nodal actor required to initiate coordination for all organizations in the settlement was the settlement commandant under the OPM.

8.3.3. Hierarchy based coordination

The findings indicate hierarchy-based coordination through the existence of a lead organization, monitored all activities in the settlement. The focus of decision-making authority indirectly lay in the hands of the settlement commandant who represented the OPM. Findings indicated evidence of strategic planning, budgeting, and establishment of schedules intended to guide and channel the activities and actions of different organizations towards refugee protection. A notable finding was the existence of hierarchy-based coordination through forms of output and behavioral control in the settlement. These were used by the OPM and UNHCR to exercise indirect control over other organizations. Output control was based on the evaluation of files, records, work plans and reports submitted by partner organizations to the OPM and UNHCR. In addition, behavior control was centered on direct, personal surveillance done by the settlement commandant. Another interesting observation was grouping of departments among organizations in the settlement. These departments provided inter-related services to increase the chances of greater IOC.

8.3.4. Type of coordination that functioned better

According to the findings, the hierarchy-based coordination functioned better at the point of initial contact when the refugees were received in the settlement. Hierarchy-based coordination was most evident during registration and refugee status declaration. These actions were carried out by the OPM (as the government representative in the settlement) and UNHCR, thus portraying hierarchy-based coordination.

At the stage of settlement, however, network-based coordination was mostly applied. At this stage as partners shared resources, transportation means, and communicated with each other to ensure that every aspect of refugee protection was provided for. Network-based coordination functioned better at the settlement stage and it facilitated easy distribution of services such as food, clothes, and building materials.

8.4. Effectiveness of coordination on the different stages

8.4.1. Reception:

Coordination at the stage of reception was found to be weak. There was no sufficient communication given to the refugees, especially those who travelled to the settlement by themselves. There is need for organizations such as ARC, who are in charge of the reception center to jointly collaborate with the OPM which is the initial point of contact for all refugees to ensure that they provide adequate information on the procedures of how to obtain services in the settlement. I observed that many refugees missed out on important procedures such as receiving attestation, land and other services. Refugees didn't receive these because there was no clear guidelines on the process a refugee should undergo in order to obtain the services they needed at the required time. Since the settlement is large and very confusing for new comers, the settlement administration should consider printing a map with directions and guidelines on how to acquire services in the settlement. Such a document which could be given at the check-in point where one is allowed to enter into the settlement. This could act as a solution to some of the challenges of the communication challenges in the settlement.

8.4.2. Registration:

Registration was done effectively though it had some loopholes due to inadequate number of human resource personnel in the registration department. Most of the persons carrying out registration were interns who had a short time at the settlement. There was a challenge of insufficient materials for registration because the person in charge of printing them was a staff who had a lot of responsibilities. In his absence, registration work would be paralyzed. Lack of sufficient resources such as computers also hindered the effectiveness of this process. At times of the registration some registration materials were not readily available causing major delays. Constant power shortage in the settlement and limited access to the Internet made it difficult for communicating various refugees' cases to the respective partners. Registration was

discovered as an essential tool for management of operations and for the achievement of refugee protection. The strategic approach of settlement aimed to enhancing the early identification of persons with specific needs and vulnerabilities, and those eligible for settlement, through strengthening registration processes.

Coordination was very effective at the stage of refugee status declaration because the refugee eligibility committee effectively communicated and determined the eligibility of the preliminary group of refugees.

8.4.3. Settlement:

At the stage of settlement many refugees were found missing due inadequate communication on what the next level was. The new refugees were transported directly from the reception center to their new places of settlement. Refugees who were absent during the time had to walk long distances to allocate the new settlement area by themselves. A large number of them lacked adequate information from officials in the settlement on how the entire process would work. This caused noticeable disorganization in the settlement. The disorganization and lack of coordination was noticeable especially during research when refugees could be seen moving from place to place looking for the next point of contact.

Coordination between organizations at the settlement stage was effective as all organizations joined together to provide services beneficial for ensuring the protection of refugees. However, some refugees had not been informed on when transportation to the new settlement places was taking place and as a result they missed out on the day they were supposed to be settled. This implied that they would miss out on receiving important support such as NFIs.

8.4.4. Where was the coordination most difficult?

Coordination was most difficult at the stage of distribution of NFIs such as clothes to the refugees in the settlement. For instance, during distribution of clothes, conducted by ARC with assistance from OPM staff, chaos often erupted as the refugees outnumbered the staff available to distribute the clothes. There was no organized system on how to distribute the NFIs to a range of villages in the settlement to an overwhelming number of approximately 86000 refugees. Some pregnant women had to stand in queues in the scorching sun for the entire day. When these women finally got to the service center sometimes their names were missing from the list. This jeopardized provision of essential services. Some refugees received more than they were supposed to at the expense of others due to disorganized and unsystematic ways of distributing NFIs. The distribution of NFIs was often chaotic and had to be supported by police officers to keep law and order. The exercise was tedious and it required a lot of coordination between the partner organizations, the staff and the refugee community leaders to be carried out effectively.

In a contrasting case, I discovered that occasionally some of the refugees had not been registered during actual settlement when refugees were finally allocated land, and other NFIs due to lack of communication

and inadequacy in the registration departments. The inefficiencies in the registration department hindered effective service delivery. Often exchange of resources was done to overcome the challenges by asking staff of the OPM to assist in distribution of NFIs even though the man power was not enough. In such situations some refugees were asked to help in the distribution of clothes and they were observed to receive more than the rest because they assisted in this distribution.

8.5. What kind of organizations are involved

The organizations involved in the settlement included government organizations, non-government organizations and international non-government organizations. Government organizations include the OPM the Uganda police, refugee law project and Nsamizi institute. Non-government organizations such as Tutapona and AIRD were also engaged in ensuring refugee protection in the settlement. Red Cross, Samaritan's Purse, World Food Program, UNHCR, Finish Refugee Council and ARC were some of the international organizations engaged in the settlement.

The main organization in the settlement is UNHCR, which primarily focuses on the wellbeing of the refugees and supporting pre-existing facilities, such as schools and health care centers. UNHCR works with the Government of Uganda through the OPM, District Local Governments (DLGs), NGOs and UN / International organizations.

8.6. How do the findings relate to the theoretical frame work?

In contingency theory, the focus is the single organization's adaptation to its environment. The survival and success of organizations contingency theory suggests depends on how well they adapt to their environments. The underlying assumption is that a response system composed of multiple agencies and jurisdictions will be able to adapt more appropriately to threats in a given region than separate, uncoordinated efforts by agencies acting independently to meet the same challenges. The findings support this theory by showing how relatively easy it is for multiple organizations to tackle challenges of refugee protection because they are able to work together, pool resources, and work towards achieving a common goal. A single organization may be overwhelmed in the face of such a challenge. The Exchange theory on the other hand, suggests three bases of Inter-Organizational relations: voluntary exchange, power dependencies, and exchanges that are the result of legal political mandates. The emphasis in exchange approaches is on voluntary inter-organizational relationships (Hall et al., 1977). The findings determined mandated interactions of significant importance in enhancing refugee protection in addition to voluntary interactions. The single most important motivation for IOC is the attainment of resources and so organizations must be ready to adapt to their environment in order to achieve a common goal.

8.7. Usefulness of theories used in this study:

In order to develop a theoretical framework for describing and analyzing the issue of IOC and refugee protection, attempts were made to establish a relationship between IOC and refugee protection. In doing so, the present study has found that formal division of labor, communication, active leadership, trust, meetings and a common goal are indeed useful in enabling organizations in the Nakivale settlement to effectively deliver services geared towards refugee protection. There is an important role of such factors in ensuring refugee protection. However, some variables such as communication, active leadership, common goal and division of labor were more essential in IOC and therefore refugee protection.

It appears that though the exchange theory and the contingency theories were used for variables such as communication, leadership and trust. Most of the variables such as division of labor, common goal, trust active leadership/ lead organization were clearly illustrated using the hierarchy and network forms of coordination.

The exchange theory, for example, proposes that voluntary forms of interaction are the most common while the study discovered that mandated forms of interaction were the most useful in accessing the role of IOC towards refugee protection.

The study is in line with the Contingency theory which emphasizes on a single organization's adaptation to the environment, multiple agencies are able to adapt to stress than a separate agency would; this was true of organizations responding to refugee protection in the Nakivale settlement. The study found out that administration of the settlement and providing services geared towards refugee protection would have been problematic and ambiguous for one organization to carry out. This is because responding to emergencies such as refugee protection requires different expertise from various organizations, pooling resources, exchanging information, reallocation of resources, making important decisions, sharing knowledge and skills to address refugees' plight. The study found that technical indicators such as transportation, electricity, and communication, organizational indicators such as flexibility and adaptability to changing conditions of communication and leadership; as well as cultural indicators such as a willingness to accept partners' actions are all essential in effectively achieving refugee protection.

8.7.1. Is coordination based on processes, rules, leadership or informal mechanisms?

Given its importance, Coordination is based on processes, rules, leadership and informal mechanisms. Without the existence of rules to guide each organization, it would be difficult for coordination to take place in the settlement. The existence of active leadership by the OPM's settlement commandant, who monitors all activities of other organizations in the settlement, plays an important role in enhancing effective coordination in the settlement. Informal mechanisms are equally important.

8.8. Placing the findings in the literature

There is a limited amount of research in the field of IOC and refugee protection. This study may therefore contribute to a greater theoretical understanding of IOC and how multiple organizations can manage issues of refugee protection. The aim for this study is also to be a contribution to the theoretical field and understanding of the importance of IOC towards refugee protection.

8.9. Generalization of the study's findings

Despite the fact that the findings of this study reveal that IOC is important in ensuring refugee protection in the Nakivale settlement, it may not apparently be possible to generalize the findings to the entire country since this study was conducted based on one settlement. However, there is a potential for this study's findings, when applied to other settlements, to be similar because the variables studied in this study are homogeneous in terms of other settlements in the country. For example, Nakivale settlement is run by rules and regulations made by the central government, and these rules and regulations are equally applicable to other settlements. More so other settlements in Uganda are administered by OPM as the lead organization in conjunction with UNHCR and other humanitarian organizations these may vary from settlement to settlement.

8.10. Implications for further research

The study has highlighted the necessity of joint collaboration, partnership and coordination in responding to refugee protection. Aspects of refugee protection such as providing the basic rights to refugees including food, water, asylum, medical care, education have been discussed and a relationship has been drawn between IOC and refugee protection. This study found that when there is effective communication, division of labor, trust, active leadership and a common goal, there is likely to be improved refugee protection through availing services that enhance the basic rights of refugees.

This study was performed in a developing country and in a settlement. Further research is needed in comparison to other settlements in Uganda. Additionally there is need for a study with the refugees themselves to access their attitudes and perceptions towards their own protection. Further research is needed on the specific issues of refugee protection. These include minority groups such as unaccompanied minors, people faced with SGBV and what interventions are put in place to ensure that they are protected. Since the world is experiencing a rise in the number of refugees with many countries struggling to address their plight, there is need for a research on the refugee protection policy of Uganda in comparison to policies elsewhere in the world. It is vital to access which policy would better serve refugees in need of protection. The Ugandan case can be a lesson for refugee protection in general. In order to develop a theoretical framework for describing and analyzing the issue of IOC and refugee protection, attempts were made to establish a relationship between IOC and refugee protection. In doing so, the present study has

found that formal divisions of labor, communication, active leadership, trust, meetings, and a common goal, are indeed useful in enabling organizations in the Nakivale settlement to effectively deliver services geared toward the protection of refugees.

8.11. Conclusion

For IOC to take place effectively amongst multiple organizations providing services to ensure refugee protection, these organizations must be flexible and adapt to the changing conditions of communication and leadership styles of the overall environment. Organizations must exhibit a degree of trust, openness, innovation and willingness to accept partners' actions. The organizations must be ready to make voluntary and mandated interactions in order to achieve their goals. In addition, there must be proper alignment of communication and a common information system for proper planning in case of emergency situations. To effectively ensure refugee protection, organizations should be willing to adapt to the environment in order to acquire needed resources. It is also important to note that development of infrastructure, availability of electricity, telecommunication systems, and transportation are instrumental in facilitating service delivery to ensure effective refugee protection.

References

- Aghajani, H., Amin, F., & Abasgholipour, M. (2014). Empirical Study on Interorganizational Coordination (Evidence Case: Organizations of Job and Employment in Iran). *Iranian Journal of Management Studies*, 7(2), 271-290.
- Ahsan, A. H. M. K. (2010a). *Problems of Coordination in Local Administration in Bangladesh*. (Master of Philosophy (M. Phil) in Public Administration), University of Bergen, Norway, The University of Bergen. Retrieved from <http://hdl.handle.net/1956/4131>
- Ahsan, A. H. M. K. (2010b). *Problems of Coordination in Local Administration in Bangladesh*. (Master of Philosophy (M. Phil) in Public Administration), University of Bergen, The University of Bergen. Retrieved from <http://hdl.handle.net/1956/4131>
- Akbar Zaheer, McEvily, B., & Perrone, V. (1998). Does Trust Matter? Exploring the Effects of Interorganizational and Interpersonal Trust on Performance. 9(2), 141-159. doi:10.1287/orsc.9.2.141
- Alexander, E. R. (1993). Inter Organisational Coordination Theory and Practice. *journal of planning literature*, vol.7, No.4.
- Alexander, E. R. (1995). *How Organizations Act Together: Interorganizational Coordination in Theory and Practice* Gordon and Breach Publishers, Amsterdam, Holland 1995. .
- Alexander, E. R. (2014). *How Organizations Act Together: Interorganizational Coordination in Theory and Practice*: Routledge Ltd.
- Askvik, S., Jamil, I., & Dhakal, T. N. (2013). *In search of better governance in South Asia and beyond*. New York, N.Y: Springer.
- Atkinson, R., & Flint, J. (2004). The SAGE Encyclopedia of Social Science Research Methods. 1044-1045. Web.
- Betts, A. (2009). *Protection by Persuasion - International Cooperation in the Refugee Regime*: Ithaca; London: Cornell University Press.
- Betts, A., & Loescher, G. (2011). *Refugees in international relations*. Oxford: Oxford University Press.
- Bouckaert, G. P., Peters, B. G. P., & Verhoest, K. D. (2010). *The Coordination of Public Sector Organizations : Shifting Patterns of Public Management*. Basingstoke: Palgrave Macmillan.
- Bryson, J. M., Crosby, B. C., & Stone, M. M. (2006). The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature. *Public Administration Review*, 66, 44-55. doi:10.1111/j.1540-6210.2006.00665.x
- Calder, B. J., Phillips, L. W., & Tybout, A. M. (1982). The concept of external validity. *Journal of Consumer Research*, 240-244.
- Capjon, A. (2007). Coordinating the Humanitarian Response to Refugee Situations.

- Chen, R., Sharman, R., Rao, H., & Upadhyaya, S. (2008). COORDINATION IN EMERGENCY RESPONSE MANAGEMENT. *Association for Computing Machinery. Communications of the ACM*, 51(5), 66.
- Chevalier, M. (1966). A wider range of perspectives in the bureaucratic structure. *Commission on Bilingualism and Biculturalism: Ottawa*.
- Christensen, T., Laegreid, P., & Rykkja, L. H. (2013). After a Terrorist Attack: Challenges for Political and Administrative Leadership in Norway. *Journal of Contingencies and Crisis Management*, 21(3), 167.
- Christensen, T., & Lægred, P. (2007). The Whole-of-Government Approach to Public Sector Reform. *Public Administration Review*, 67(6), 1059-1066. doi:10.1111/j.1540-6210.2007.00797.x
- Cohen D, C. B. (2006). Qualitative Research Guidelines Project.
- Comfort, L. K., & Kapucu, N. (2006). Inter-organizational coordination in extreme events: The World Trade Center attacks, September 11, 2001. *Nat Hazards (2006) 39:*, 309–327. doi:DOI 10.1007/s11069-006-0030-x
- Comfort, L. K., Sungu, Y., Johnson, D., & Dunn, M. (2001). Complex Systems in Crisis: Anticipation and Resilience in Dynamic Environments. *Journal of Contingencies and Crisis Management*, 9(3), 144-158. doi:10.1111/1468-5973.00164
- Cooper, K. R., & Shumate, M. (2012). Interorganizational Collaboration Explored Through the Bona Fide Network Perspective. *Management Communication Quarterly*, 26(4), 623-654. doi:10.1177/0893318912462014
- Creswell, J. W. (2014). *Research design : qualitative, quantitative, and mixed methods approaches* (4th ed. ed.). Los Angeles, Calif: SAGE.
- Curtis, C. A. (2015). Understanding communication and coordination among government and service organisations after a disaster. *Disasters*, 39(4), 611-625. doi:10.1111/disa.12130
- Ebner, D. (2013). *Formal and Informal Strategic Planning : The Interdependency between Organization, Performance and Strategic Planning*. Dordrecht: Springer.
- Fayol, H. (1998). The administrative theory in the state. (public administration)(Luther Gulick and 'Papers on the Science of Administration'). *International Journal of Public Administration*, 21(2 4), 545.
- Feller, E. (2001a). The Evolution of the International Refugee Protection Regime. *journal of law and policy*.
- Feller, E. (2001b). International refugee protection 50 years on: The protection challenges of the past, present and future *Vol. 83 No 843*.
- Feller, E., Türk, V., & Nicholson, F. (2003). *Refugee Protection in International Law : UNHCR's Global Consultations on International Protection*. Cambridge: Cambridge University Press.
- Fikret Pasa, S., Kabasakal, H., & Bodur, M. (2001). Society, Organisations, and Leadership in Turkey. *Applied Psychology*, 50(4), 559-589. doi:10.1111/1464-0597.00073

- Frank, A. (2013). The Effect of Land Conflicts on the Livelihoods of Refugees: Implications for Refugee Protection in Uganda. *research journal of social sciences and management*, vol 3, No 6.
- Gleave, E., Robbins, B., & Kolko, B. (2012). Trust in Uzbekistan. *International Political Science Review*, 33(2), 209-229. doi:10.1177/0192512110379491
- Goodwin-Gill, G. S. (2008). The Politics of Refugee Protection :Refugee Survey Quarterly,. Vol. 27, No. 1. doi:10.1093/rsq/hdn003
- Gulati, R., Wohlgezogen, F., & Zhelyazkov, P. (2012). The Two Facets of Collaboration: Cooperation and Coordination in Strategic Alliances. *The Academy of Management Annals*, 6(1), 531-583. doi:10.1080/19416520.2012.691646
- Hall, R. H., Clark, J. P., Giordano, P. C., Johnson, P. V., & Van Roekel, M. (1977). Patterns of Interorganizational Relationships. *Administrative Science Quarterly*, 22(3), 457-474. doi:10.2307/2392183
- Hardy, C. (1994). Underorganized International Domains: The Case of Refugee Systems. *The journal of applied behavioral science*, 30(3), 278-296.
- Innes, J. (2006). Campbell and Stanley's experimental and quasi-experimental designs for research: Conceptual advance or wrong turning? *Aust. J. Psychol.*, 58, 32-33.
- Jamil, I. (2014). *Inter-organizational Coordination in Urban Governance in Bangladesh: A Tale of Two Cities*. Retrieved from SJP:
- Jamil, I., & Askvik, S. (2016). Introduction to the Special Issue. *International Journal of Public Administration*. doi:<http://dx.doi.org/10.1080/01900692.2016.1177835>
- Jennings, E. T. (1998). Interorganizational Coordination, Administrative Consolidation, and Policy Performance. *Public Administration Review*, 58(5), 417-428. doi:10.2307/977551
- Jon, I. M., & Jarillo, J. C. (1989). The Evolution of Research on Coordination Mechanisms in Multinational Corporations. *Journal of International Business Studies*, 20(3), 489. doi:10.1057/palgrave.jibs.8490370
- Jr, W. L. W., & Streib, G. (2006). Collaboration and Leadership for Effective Emergency Management. *Public Administration Review*(Effective Emergency Management).
- Kaiser, T. (2005). Participating in Development? Refugee Protection, Politics and Developmental Approaches to Refugee Management in Uganda. Vol. 26, No. 2 (2005),(Third World Quarterly), pp. 351-367.
- Kettl, D. F. (2003). Contingent coordination: practical and theoretical puzzles for homeland security. *American Review of Public Administration*, 33(3), 253-277.
- King, G., Keohane, R. O., & Verba, S. (1994). *Designing Social Inquiry: Scientific Inference in Qualitative Research*. Princeton: Princeton : Princeton University Press.
- Kloth, C. (2004). Inter-Organization Collaboration & Partnerships: A critical analysis.
- Kothari, C. R. (2004). *Research Methodology Methods and Techniquines*. . 4835/24, Ansari Road, Daryaganj, New Delhi - 110002: New age International (P) Limited, Publishers.

- Lagreid, P., & Rykkja, L. H. (2015). Organizing for "wicked problems" - analyzing coordination arrangements in two policy areas. *The International Journal of Public Sector Management*, 28(6), 475.
- Lamaro P. Onyut, Frank Neuner, Elisabeth Schauer, Verena Ertl, Michael Odenwald, Schauer, M., & Elbert, T. (2004). The Nakivale Camp Mental Health Project: building local competency for psychological assistance to traumatised refugees. pp.90-107.
- Layder, D. (1998). *Sociological practice linking theory and social research*. London ; Thousand Oaks, Calif.: London ; Thousand Oaks, Calif: Sage.
- Lie, A. (2010). *Coordination processes and outcomes in Norway and New Zealand : the challenge of inter-organizational coordination of food safety issues*. (no. 235), Department of Political Science, Faculty of Social Sciences, University of Oslo, Oslo.
- Mandell, M., & Steelman, T. (2003). Understanding what can be accomplished through interorganizational innovations The importance of typologies, context and management strategies. *Public Management Review*, 5(2), 197-224. doi:10.1080/1461667032000066417
- Mandell, M., & Steelman, T. (2010). Understanding what can be accomplished through interorganizational innovations The importance of typologies, context and management strategies. doi:10.1080/1461667032000066417
- Max Stephenson, J. (2005). Making humanitarian relief networks more effective: operational coordination, trust and sense making
29(4)(Disasters, 2005.), 37–350.
- McMillan, K. E. (2012). Uganda 's Invocation of Cessation Regarding its Rwandan Refugee Caseload: Lessons for International Protection. *vol. 24 NO.2*, pp.231-262. doi:10.1093/ijrl/ees025
- Melander, G., & Nobel, P. (1978). *African refugees and the law*. Uppsala: Uppsala: Nordiska Afrikainstitutet.
- Minear, L. (2002). *The Humanitarian Enterprise Dilemmas and Discoveries*: Kumarian Press, inc.
- Mintzberg, H. (1979). *The structuring of organizations : a synthesis of the research*. Englewood Cliffs, N.J: Prentice-Hall.
- Mishler, W., & Rose, R. (2005). What are the political consequences of trust? A test of cultural and institutional theories in Russia.(Author Abstract). *Comparative Political Studies*, 38(9), 1050.
- Mudzingwa, C. (2011). KiSwahili: the lingua franca of Nakivale Refugee Settlement in Uganda. *Sociolinguistic ISSN: 1750-8649, VOL 5.2*, 347–361. doi: 10.1558/sols.v5i2.347
- Mudzingwa, C., & Mudzingwa, C. (2011). KiSwahili: the lingua franca of Nakivale Refugee Settlement in Uganda. *Sociolinguistic Studies*, 5(2), 347-361.
- Naim, K. (2005). *Interorganizational Coordination in Dynamic Context: Networks in Emergency Response Management*. paper presented. Retrieved from <http://ww.insna.org/Connections-web/Volume> 26-2/4. Kapucu.pdf
- Nightingale, D. S. (2004). Collaborative Networks. *Criminology & Public Policy*, 3(2), 217-220. doi:10.1111/j.1745-9133.2004.tb00037.x

- Oliver, C. (1990). Determinants of interorganizational relationships: integration and future directions. *Academy of Management Review*, 15(2), 241.
- Omata, N., & Josiah Kaplan. (2013). Refugee livelihoods in Kampala, Nakivale and Kyangwali refugee settlements Patterns of engagement with the private sector *Refugee Studies Centre*. University of Oxford: Oxford Department of International Development University of Oxford.
- OPM, U. (2015). Retrieved from <http://opm.go.ug/departments/department-of-disaster-preparedness>
- Palttala, P., Boano, C., Lund, R., & Vos, M. (2012). Communication Gaps in Disaster Management: Perceptions by Experts from Governmental and Non-Governmental Organizations. *Journal of Contingencies and Crisis Management*, 20 Number 1. doi: 10.1111/j.1468-5973.2011.00656.x
- Payan, J., & Svensson, G. (2007). Co-operation Coordination & Specific assets in Inter-Organisational Relationships. *Journal of Marketing Management*, 23(7-8), 797-813. doi:10.1362/026725707X230045
- Payan, J. M., & Svensson, G. (2010). Co-operation, coordination, and specific assets in inter-organisational relationships. *Journal of Marketing Management*, 23:7-8, 797-813. doi:10.1362/026725707X230045
- Peters, B. G. (1998). Managing Horizontal Government: The Politics of Co-Ordination. *Public Administration*, 76(2), 295-311. doi:10.1111/1467-9299.00102
- Pfiffner, J., & Presthus, R. (1953). *Public administration*.
- Pierre, J., & Peters, B. G. (2012). *The SAGE handbook of public administration* (2nd ed. ed.). Los Angeles, Calif: Sage.
- Porter, T. (1999). Coordination in the midst of chaos: the refugee crisis in Albania *Forced Migration Review*.
- Rinker, J., & Finley, L. (2016, March 16, 2016). International Migration and Refugee Crisis Intervention. *Peace and Justice Studies Association*. Retrieved from <http://scar.gmu.edu/articles/position-paper-international-migration-and-refugee-crisis-intervention>
- Robinson, D., Hewitt, T., Harriss, J., & University, O. (2000). *Managing Development: Understanding Inter-Organizational Relationships*: SAGE Publications.
- Rodger, J. (2001). *Defining the parameters of the Non-Refoulement Principle*. Retrieved from <http://www.refugee.org.nz/JessicaR.htm#VII>
- Roper, S. D., & Barria, L. A. (2010). Burden Sharing in the Funding of the UNHCR: Refugee Protection as an Impure Public Good. *The Journal of Conflict Resolution*, 54(4), 616-637.
- Ruckdäschel, S. (2014). *Leadership of Networks and Performance : A Qualitative and Quantitative Analysis*. Dordrecht: Springer.
- Salancik, G., & Pfeffer, J. (1977). Who gets Power and How they hold on to it a Strategic Contingency model of Power. *Organizational Dynamics*, 5(3), 2.
- Shafritz, J. M., & Ott, J. S. (1992). *Classics of organization theory* (3rd ed. ed.). Pacific Grove, Calif: Brooks/Cole.

- Sharpe, M., & Namusobya, S. (2012). Refugee Status Determination and the Rights of Recognized Refugees under Uganda's Refugees Act 2006. *International Journal Of Refugee Law*, 24(3), 561-578. doi:10.1093/ijrl/ees036
- Svedberg, E. (2014). *Refugee Self-Reliance in Nakivale Refugee Settlement, Uganda*. Independent Study Project (ISP) Collection. SIT Graduate Institute. Retrieved from http://digitalcollections.sit.edu/isp_collection/1778
- Thielemann, E., & El-Enany, N. (2010). Refugee protection as a collective action problem: is the EU shirking its responsibilities? [Received 2 June 2010; final version received 5 October 2010]. *European security*, Vol. 19, No. 2., 209-229. doi:10.1080/09662839.2010.531708
- Thompson, J. D. (1967). *Organizations in action : social science bases of administrative theory*. New York: McGraw-Hill.
- Tibyanye, O. (2011, Tuesday, October 4 2011). Food shortage hits refugee camp, news paper article. *Dialy Monitor*. Retrieved from <http://www.monitor.co.ug/News/National/-/688334/1247434/-/bilckjz/-/>
- Tollebrandt, S., Wrede, S., Nilsson, A., Åkesson, G., & Nilsson, M. (2013). Power Distribution Between Refugees and Host Population: A Case Study of the Nakivale Refugee Settlement.
- Trist, E. (1983). Referent organizations and the development of inter-organizational domains. *Human Relations*, 36(3), 269-284.
- Tumwesige, A. (2015, 21st June 2015). Uganda 9th largest refugee host worldwide. *New Vision*. Retrieved from http://www.newvision.co.ug/new_vision/news/1328759/uganda-9th-largest-refugee-host-worldwide
- Ulleland, T. K. (2013). The cluster approach for organizing emergency response : a case study of Myanmar and Haiti (2008). Bergen: University of Bergen, Department of Administration and Organization Theory.
- UNHCR, Slezic, & Aware, G. (2002, September 2004). Ngo partnerships in refugee protection: questions & answers, Refugees by numbers • 2002. Retrieved from www.unhcr.ch
- Vangen, C. H. S. (1996). Working together: Key themes in the management of relationships between public and non-profit organizations. *International Journal of Public Sector Management*, Vol. 9 Iss 7 pp. 5- 17.
- Verhoest, K., & Bouckaert, G. (2007). Janus-faced reorganization: specialization and coordination in four OECD countries in the period 1980-2005. *International Review of Administrative Sciences*, 73(3), 325-348.
- Vevstad, V. (1998). *Refugee protection : a European challenge*. Oslo: Tano Aschehoug.
- Wakessa, G. B. (2014). *Migration and Refugee Protection in the Horn of Africa* Retrieved from
- Waterval, N. M. (2011). *The Applicability of Inter-organizational Coordination within the Suriname Public Sector: The Cooperation between the Suriname armed Forces and the Ministry of Justice and*

- Police*. (Master in Public Administration), Institute for Social Studies (ISS). Retrieved from http://www.fhrinstitute.org/pluginfile.php/128/mod_data/content/409/The_Applicability_of_Inter
- Whetten, D., & Leung, T. (1979). The instrumental value of interorganizational relations: Antecedents and consequences of linkage formation. *Academy of Management Journal (pre-1986)*, 22(2), 325.
- Wren, D. A., Bedeian, A. G., & Breeze, J. D. (2002). The foundations of Henri Fayol's administrative theory. *Management Decision*, 40(9), 906-918. doi:doi:10.1108/00251740210441108
- Yin, R. K. (2009). *Case study research : design and methods* (4th ed. ed. Vol. vol. 5). Thousand Oaks, Calif: Sage.
- Yukl, G. A. (2002). *Leadership in organizations* (5th ed. ed.). Upper Saddle River, N.J: Prentice Hall.
- Yin, R K (2014). *Case Study Research: Design and methods*. Thousand Oaks, California: Sage publications, Inc.

Official documents

UNHCR (2004a) Protracted refugee situations Executive Committee of the High Commissioner's Programme, Standing Committee, 30. <http://www.unhcr.org/40ed5b384.htm>

Business dictionary.

(n.d). <http://www.businessdictionary.com/definition/accountability.html#ixzz3bMzicsyl>

Michael Pearson, *Holly Yan* and *Arwa Damon*. (2015). CNN Migrant crisis: More troubles in Hungary as Austria, Germany near tipping point Video Source: Retrieved from September 23, 2015 CNN <http://edition.cnn.com/profiles/holly-yan>,

The United Nations' Refugee Agency. (n.d). Retrieved September 23, 2015, from UNHCR, <http://data.unhcr.org/Mediterranean/regional.html>

UNHCR Global Appeal. (2016-2017). Retrieved December 13, 2015 <http://www.unhcr.org/564da0e616.html>

UNHCR. (n.d). Assembly and UNHCR's authorized refugee leadership <http://www.unhcr.org/pages/538dd3da6.html>

UNHCR. (n.d). NGO partnerships in refugee protection www.unhcr.org

UNCHR (2005). Reach out Refugee Protection Training Project: <http://www.unhcr.org/4371d9482.pdf>

NGO Partnerships in Refugee Protection. (2004). <http://www.un-ngls.org/orf/HCR-NGO-partnerships.pdf>.

United Nations High Commissioner for Refugees. (n.d). www.unhcr.org.

<http://www.unhcr.org/cgi-bin/texis/vtx/home/opendocPDFViewer.html?docid=448d6c122&query=protection%20of%20refugees>

UNHCR-projected-global-resettlement-needs. (n.d)

<http://www.unhcr.org/protection/resettlement/51e3eabf9/2014.html>

APPENDICES

Appendix 1: List of respondents

- Commissioner for refugees
- Assistant commissioner program implementers
- Supervisors /Area coordinators
- Camp commandant assistant camp commandant

Appendix 2: Interview guide

a) Interview guide OPM:

- i. Commissioner for refugees &**
- ii. Assistant commissioner**

1. What do we mean by coordination?
2. What are the indicators of coordination?
3. How can we increase coordination?
4. Which organizations does OPM coordinate with in response to refugee protection?
5. What are the various mechanisms of coordination in refugee protection?
6. What affects coordination in refugee protection?
7. How do resources contribute to coordination?
8. What happens when there is no coordination in refugee protection?
9. How is trust defined in refugee protection?
10. How does trust facilitate coordination?
11. Why should there be coordination between OPM and UNHCR?
12. Based on whose authority is coordination executed?
13. Does the UNHCR have the necessary skills to fulfil these tasks?
14. How do organizations involved in refugee protection communicate their preferences?
15. Which resources constitute an important element of coordination among the humanitarian organizations engaged in refugee protection in Uganda?
16. How is the financial frame work regulated?

17. How do resources contribute to coordination?
18. Which resources are needed in response to refugee protection?
19. What is the criterion for selecting partner organizations in refugee protection?
20. What common goals do organizations engaged in refugee protection share?
21. How do shared goals lead to coordination?
22. How is accountability reflected in collaborative partnerships?
23. How does accountability facilitate coordination in refugee protection?

b) Interview guide UNHCR , NRC, ARC

I. Program implementers, supervisors

The questions to be asked in my interviews are:

1. What do we mean by coordination?
2. How can we increase coordination?
3. Why do organizations coordinate with each other?
4. What are the various mechanisms of coordination in response to refugee protection?
5. Which other organizations are involved in refugee protection in Uganda?
6. What affects coordination in refugee protection?
7. How does mutual trust contribute to coordination?
8. Which resources are essential in coordination?
9. What common goals/ interests do organizations share in refugee protection?
10. How is accountability realized?
11. What is the essence of inter-organisation coordination in refugee protection?
12. How does coordination evolve in response to refugee protection?
13. How do resources contribute to coordination?

c) Nakivale settlement welfare council

II. Program implementers and supervisors

1. Which organizations coordinate in response to refugee protection?
2. How does coordination evolve in response to refugee protection?
3. Why is there inter-organizational coordination in refugee protection?
4. How is the hierarchy between the organizations structured?
5. Based on whose authority is the coordination executed?
6. What are the criteria for selecting partners?
7. How does trust facilitate coordination?
8. What contributions are made by alliance partners?
9. What outcomes are expected by alliance partners?

10. What is the essence of inter-organisation coordination in refugee protection?
11. What resources are needed in refugee protection?

Appendix 3: letter of reference from OPM



THE REPUBLIC OF UGANDA

OFFICE OF THE PRIME MINISTER

PLOT 9-11 APOLLO KAGGWA ROAD. P.O. BOX 341, KAMPALA, UGANDA

TELEPHONES: General Line 0417 770500, Web: www.opm.go.ug, E-mail: ps@opm.go.ug



In any correspondence on this subject, please quote No:

AUGUST 27th, 2015

ADM/NKV/59

TO WHOM IT MAY CONCERN

RECOMMENDATION FOR Ms. DIANA KUSHEMERERWA

This is to certify that Ms. Diana Kushemererwa from the University of Bergen has finished her internship with Office of Prime Minister (OPM) Nakivale refugee settlement, Isingiro district.

While with us, the above named was hardworking, social and a responsible person.

Any assistance rendered to her is highly appreciated.

Thank you


Ssentamu John Bosco



Settlement commandant

Nakivale Refugee Settlement

OPM Vision: A Public Sector that is responsive and accountable in steering