REFUGEE AND HOST COMMUNITY RESPONSE ROADMAP

FAO RESPONSE STRATEGY:
SUPPORT TO REFUGEES AND HOST COMMUNITIES IN UGANDA (2018 – 2020)
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FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
KAMPALA, 2018
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Preface

The Refugee and host community response roadmap (‘the Roadmap’) is a strategy document that forms the basis for strategic cooperation, collaboration and coordination of the Food and Agriculture Organization of the United Nations (FAO) from 2018 to 2020. The Roadmap also defines the types of assistance that FAO aims to provide to the Government of Uganda, UN agencies, the private sector, civil society and the general public in Uganda during its implementation period. Additionally, the Roadmap is a tool for resource mobilization and presents donors and other stakeholders with FAO’s intended outcomes and the resources needed to accomplish them.

FAO developed the Roadmap following FAO Director General Jose Graziano da Silva’s visit to Uganda in August 2017. The document builds on a series of stakeholder consultations, fact-finding missions and the findings of the Resilience Index Measurement and Analysis (RIMA) conducted in 2017 by FAO in collaboration with the Office of the Prime Minister of Uganda’s Department of Refugees (OPM). The ultimate goal of the Roadmap is to improve the refugee and host community’s food and nutrition security, well-being and resilience. To ensure that the Roadmap can achieve this goal, FAO engaged key refugee stakeholders through a consultative process to ensure effective alignment with global frameworks such as the Comprehensive Refugee Response Framework (CRRF) agreed upon by Members States as part of the 2016 New York Declaration for Refugees and Migrants.

The Roadmap contributes to all of FAO’s Strategic Objectives and is aligned with the FAO Uganda Country Programming Framework 2015 – 2019, particularly priority Area 3: Resilience to livelihood threats with emphasis on climate change. At the national level, it contributes to the Second National Development Plan (NDP II) Objective of promoting and upholding the rights of refugees. The Roadmap is also aligned with the UN Development Assistance Framework 2015-2020 Outcome 1.4: Peace, Security and Resilience, specifically Output 1.4.4 on resilience capacity building to empower communities to build resilience in refugee impacted districts and creating an enabling environment for peaceful co-existence. The intervention is also strategically aligned with the Regional Refugee Response Plan for Burundi, the Democratic Republic of the Congo (DRC) and South Sudan.

Drawing on FAO’s comparative advantage as the world’s agricultural knowledge agency for policy development, the Roadmap promotes integrated capacity building, technical cooperation, agricultural emergency response, the rehabilitation and recovery of agricultural livelihoods, rural and agricultural investment, the collection and dissemination of global information and the development and implementation of major international treaties and agreements. FAO’s broad mandate covers multiple disciplines of food and agriculture, with a globally unique pool of experts in agriculture, crop and livestock production, forestry, fisheries, natural resource management and legal matters. FAO will leverage its expertise and resources to provide technical support for a broad range of initiatives and interventions in the food and agriculture sector to improve resilience among refugee and host communities in Uganda.

1FAO’s Global Strategic Objectives are: 1. To contribute to the eradication of hunger, food insecurity and malnutrition; 2. To increase and improve the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner; 3. To reduce rural poverty; 4. To enable more inclusive and efficient agriculture and food systems at local, national and international levels; and, 5. To increase resilience of livelihoods to threats and crises.
The roadmap is a result of a large FAO team effort. An initial FAO mission to Uganda in October 2017 by FAO Headquarter and sub-regional officers Mike Robson, Alexander Jones, Maya Takagi, Festus Akinnifesi, Ahmed Shukri and Yergalem Beraki laid the foundation for its development. The Resilience Team for Eastern Africa, through Cyril Ferrand and Deborah Duveskog, provided facilitation and technical support throughout the development process.

The FAO Uganda country team played a key role in its development, which included support from Martin Ameu, Andrew Atingi, Chrisostom Ayebazibwe, John Begumana, Kathryn Clark, Maria Guglielma Da Passano, Paul Emuria, Priya Gujadhur, Leonidas Hitimana, Kennedy Igbokwe, Abdul Jawad, Line Kaspersen, Edith Nakayiza, Susan Ndyanabo, Gerald Nizeyimana, Godfrey Ocan, Beatrice Okello, Joseph Okello, Stanslus Okurut, Sam Okuthe, Paul Opio and Edward Tanyima.

FAO in particular would like to acknowledge and appreciate the participation of key refugee stakeholders who reviewed and provided feedback through a consultative process to identify opportunities for future collaboration and coordination with FAO’s work to support refugee and host communities in Uganda. Key stakeholders included OPM, the CRRF Secretariat, DANIDA, the Embassy of Japan, USAID, UNDP, UNHCR and WFP.

Richard Bett and Michelle Gyeney worked on the formatting and layout of the publication.
## Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>CRRF</td>
<td>Comprehensive Refugee Response Framework</td>
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<tr>
<td>DLG</td>
<td>District Local Government</td>
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<tr>
<td>DRC</td>
<td>Democratic Republic of the Congo</td>
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<tr>
<td>EWEA</td>
<td>Early Warning and Early Action system</td>
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<tr>
<td>EWS</td>
<td>Early Warning System</td>
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<tr>
<td>FAO</td>
<td>Food and Agriculture Organization of the United Nations</td>
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<tr>
<td>FFS</td>
<td>Farmer Field Schools</td>
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<td>IFES</td>
<td>Integrated Food and Energy Systems</td>
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<tr>
<td>JFFLS</td>
<td>Junior Field and Life Schools</td>
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<td>LEGS</td>
<td>Livestock Emergency Guidelines and Standards</td>
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<tr>
<td>MAAIF</td>
<td>The Ministry of Agriculture, Animal Industry and Fisheries</td>
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<tr>
<td>MLHUD</td>
<td>Ministry of Lands, Housing and Urban Development</td>
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<tr>
<td>MTWA</td>
<td>Ministry of Tourism, Wildlife and Antiquities</td>
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<td>MWE</td>
<td>Ministry of Water and Environment</td>
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<tr>
<td>NARO</td>
<td>National Agricultural Research Organization</td>
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<td>NDP II</td>
<td>Second National Development Plan</td>
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<td>NFA</td>
<td>National Forest Authority</td>
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<td>OPM</td>
<td>Office of the Prime Minister</td>
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<td>ReHOPE</td>
<td>Refugee and Host Population Empowerment Strategic Framework</td>
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<tr>
<td>RIMA</td>
<td>Resilience Index Measurement and Analysis</td>
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<tr>
<td>SAFE</td>
<td>Safe Access to Fuel and Energy</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>WFP</td>
<td>World Food Programme</td>
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</table>
Refugees and host communities are resilient and food secure

1 - 3 YEARS
ENABLE
System/Governance

1 - 2 YEARS
EMPOWER
Community

0 - 12 MONTHS
STABILIZE
Household

To deliver technically sound and contextually appropriate programming support that is

1. Rooted in evidence driven planning and policy decision-making
2. National and local government-led
3. Aligned to refugee and development frameworks
Context

Uganda has generously hosted refugees and asylum seekers from thirteen countries for decades. However, the rate of influx of refugees since 2016 has spiked to unexpected numbers due to the ongoing humanitarian crisis in South Sudan and the re-emergence of political strife in the Democratic Republic of the Congo (DRC). As of 30 June 2018, the Government of Uganda’s Office of the Prime Minister (OPM) had reported the arrival of more than one million South Sudanese refugees in Uganda. The majority of these refugees are children under 18 and women. Furthermore, Uganda has seen a rapid influx of Congolese refugees, with approximately 84,000 having arrived since 1 January 2018. While UNHCR revised its 2018 estimate to 150,000 new DRC arrivals, a DRC situational assessment of the potential scale estimates between 200,000 and 500,000 refugees could arrive in 2018 depending on the evolution of the political and security context there. Uganda also hosts refugees from Burundi and Somalia, making it one of the largest refugee hosting countries in Africa with approximately 1.4 million refugees and asylum seekers.

Many refugee hosting districts are among the poorest in Uganda. The poverty level in West Nile Sub-region stands at 27.2 percent, with an observed national increase in poverty levels from 23 percent (2012/13) to 36 percent (2016/17) of those engaged in subsistence crop production as their main source of income. Uganda has one of the youngest demographics in the world, which the refugee influx compounds in terms of available resources and high unemployment. Gender disparities are also common, with Uganda ranked 121 out of 159 countries in the 2016 Gender Inequality Index with a score of 0.522. While this refugee crisis does pose a development challenge in a country that ranks 163 out of 188 on the Human Development Index, refugees are a powerful human resource with the potential to make positive contributions, reinforcing the need for a concerted effort by humanitarian and development actors to promote refugee empowerment, self-reliance and ultimately resilience.

Refugee and host community policy and strategy frameworks

The overall coordination of the refugee protection and response system in Uganda is led by the OPM, while operational response coordination is co-led by OPM and UNHCR, supported by UN agencies, partners and donors. The Uganda Refugee Policy (2006), which is expanded upon by the 2010 Refugee Regulations, grants refugees wide-ranging rights, including the right to access land and the freedoms of movement and employment. This policy aims to build refugees’ food, nutrition and income security and self-reliance. Together, these policies are highly progressive and unique. Uganda’s door is open to all asylum seekers irrespective of their nationality or ethnic affiliation. Refugees are free to move and seek employment. Each refugee family is entitled to a plot of land for “purposes of cultivation or pasturing.” The framework further provides an opportunity to support early recovery of affected populations and create a foundation for self-sufficiency and future development interventions.

Second National Development Plan (NDP II)

The Second National Development Plan (NDP II) includes refugees by building on their rights as outlined in the 2006 Refugee Act and 2010 Regulations. The strategy is being implemented through the Settlement Transformation Agenda (STA), which includes the allocation of plots of land and shelters. As part of this process, host districts are expected to incorporate host community and refugee development needs in their Integrated District Development Plans. Through the STA, the NDP II shifts the discourse from a humanitarian-centred approach to one that recognizes the humanitarian and development nexus.

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1 UNHCR, Uganda Refugee Response – South Sudan Situation, 16 July 2018.
2 UNHCR, Uganda Refugee Response – South DRC Situation, 8 June 2018.
3 Enable, Presentation for CRRF DPG. Scoping Study of the Congolese Refugee Influx in Uganda. 11 April 2018.
6 The Gender Inequality Index aims: to better expose differences in the distribution of achievements between women and men. [...] Thus the higher the GII value the more disparities between females and males and the more loss to human development. (http://hdr.undp.org/en/content/gender-inequality-index-gii).
Refugee and Host Population Empowerment Strategic Framework (ReHoPE)

Launched in February 2017, the Refugee and Host Population Empowerment Strategic Framework (ReHoPE) reflects and supports the priorities of the Government of Uganda, the UN and the World Bank. It aims to enhance resilience and self-reliance among refugees and host communities. The document strategically guides all interventions in support of refugees and host communities with all agencies called to demonstrate how they contribute to its realization in a coordinated and complementary manner, building on each other's comparative advantage. ReHoPE supports the Government of Uganda to achieve the objectives outlined in the STA by exploring opportunities that benefit both refugees and the host communities. It is also a key building block of a comprehensive response to displacement in Uganda and a critical component in the application of the Comprehensive Refugee Response Framework (CRRF).

Comprehensive Refugee Response Framework for Uganda (CRRF)

The 2016 New York Declaration sets out the key elements of a CRRF to be applied to large-scale movements of refugees and protracted refugee situations. The CRRF focuses on the importance of supporting countries and communities that host large numbers of refugees, promoting the inclusion of refugees in host communities, ensuring the involvement of development actors from an early stage and developing a 'whole-of-society' approach to refugee responses. Launched in March 2017, the CRRF in Uganda comprises five pillars: 1) Admission and rights, 2) Emergency response, 3) Resilience and self-reliance, 4) Expand solutions, and 5) Voluntary repatriation. These pillars aim to ensure protection throughout the cycle of displacement and support the attainment of the CRRF objectives in Uganda. Namely, they work to: 1) Support Government policy and protect asylum space, 2) Support resilience and self-reliance of refugees and host communities, 3) Expand solutions, including third country options, and 4) Support Uganda's role in the region and invest in human capital and transferrable skills.

Humanitarian Livelihoods Sector Technical Working Group strategy

Developed in 2017/18, the priorities for livelihood sector responses are to increase the income opportunities of those affected by protracted crisis (i.e. new arriving refugee and host communities in Uganda) by contributing to longer-term development objectives. In achieving this aim, refugees and host communities will attain better life standards and sustain their livelihoods in the longer term through increased capacities and opportunities. This goal will be achieved by: 1) preventing asset depletion and negative coping strategies among the refugee and host communities while fostering pathways to socio-economic self-reliance, and 2) enhancing productive capacity and diversify income sources while protecting livelihoods and their environmental support base.

Evolution of the humanitarian-development nexus discourse

Different government ministries, UN agencies, donors and NGOs contribute directly to the refugee response in Uganda. Though the focus of interventions ranges across the humanitarian and development continuum, most of the attention to date has been on short-term lifesaving activities. The enduring refugee influx increases concerns about the sustainability of the Ugandan model. Apart from insufficient resources to meet emergency needs (i.e. food, health, energy, shelter and infrastructure), the increasing population multiplies existing pressures on already strained public services, natural resources and local infrastructure.

In order for the progressive Uganda refugee framework to be successful in the medium and long-term, the refugee response needs to facilitate refugees’ inclusion in the national development agenda to increase resilience through improved access to sustainable agricultural livelihood opportunities for women and
The refugee response should act as a vector for refugees’ integration into the economy and improvement of natural resource management, with the aim of exploiting socio-economic opportunities. The inclusive integration of refugees into development strategies will positively affect refugees as well as host communities.

Challenges to food security and agricultural livelihoods

Despite the fact that the Government of Uganda grants refugees a plot of land, freedom of movement and the right to seek employment, dependency on food aid remains high. Both refugee and host communities’ food security and resilience is low. This fact raises questions about the efficiency of support provided to date as well as about the strategic direction of various stakeholders. There is a lack of clarity in terms of what can realistically be achieved with the settlement plots provided to refugees.

A family of four that consumes meat, dairy, vegetables and eggs would need around one hectare of land to cover annual household food requirements; yet, refugees receive a plot between 100 m x 100 m to as little as 10 m x 10 m depending on the allocation approach used. If considered in complete isolation, this amount of allocated land cannot significantly change the food security of a refugee family. Furthermore, meaningful engagement in agri-business cannot happen without the aggregation of either land or products. In host communities, there are opportunities to identify and mobilize bigger tracts of land, but tenure insecurity and lack of capital may frustrate longer term investment. Lack of knowledge on land and soil quality as well as farming skills and knowledge further limits agriculture productivity.

Resilience Index Measurement Analysis (RIMA)

In August 2017, OPM requested FAO to support the implementation of a socio-economic analysis within refugee settlements and host communities to provide a comprehensive assessment on the current state of refugees’ food security, wellbeing and resilience. OPM and FAO implemented the assessment based on FAO’s Resilience Index Measurement and Analysis (RIMA) tool across South Sudanese refugee hosting districts in north-western Uganda (i.e. Arua, Koboko, Yumbe and Moyo Districts) in late 2017 and in several DRC refugee hosting districts in Western Uganda (i.e. Isingiro, Kamwenge and Kyegegwa Districts) in 2018. Defining resilience drivers requires an understanding of the relative asset value provided by refugee support and the impact of the refugees’ presence on host communities’ livelihoods, mapping land tenure governance, household decision-making and access to and control of resources as well as assessing the

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11 The refugee response currently employs two practices in the land allocation to refugees, with differing amounts of land allocated to refugee households depending on the specific settlement and the point in time of allocation. One practice considers a combined shelter and agriculture plot. The alternative is a differentiated approach whereby refugee households are allocated separate shelter and agriculture plots. FAO and UNHCR advocate for the second option to optimize land usage and reflect the natural clustering of refugees in a village formation as preferred by refugees. Minimum standards advocate the allocation of at least a 30 m x 30 m agriculture plot with a separate 10 m x 10 m shelter plot. For combined plots, the total area should be at least 50 m x 50 m.
socio-economic coping strategies and networks upon which households rely.

Patterns emerged that should inform agricultural livelihood support programmes, including that:

1. Commonalities between refugees and host communities exist and are increasing over time, providing a strong foundation for peaceful coexistence and development.
2. Households with only male adults are less resilient than those with only female adults, or both female and male adults. Households with only male adults tend to have a lower adaptive capacity, less safety nets, lower expenditures on food and lower dietary diversity.
3. Refugee households perceive themselves to be more resilient. In contrast, host communities report lower levels of perceived resilience. More generally, those who have already experienced shocks perceive themselves as more resilient.
4. The majority of refugees and host communities identify as crop farmers. For refugees, one of the main challenges is secure access to land, for host communities it is secure access to water for production. A total of 97 percent of the host communities and 95 percent of the refugees declare themselves to be engaged in crop production, while only 45 percent of the host communities and 22 percent of the refugees sell part of their produce.

The RIMA findings inform FAO’s district specific programming in refugee hosting areas to increase resilience to climate change and strengthen food security. A geo-sensitive, tailored approach must take advantage of the dynamic context to initiate positive change, identify entry-points for promoting inclusion and encourage the adoption of climate smart and sustainable agriculture techniques.

Theory of change

Zero hunger, environmental conservation, climate change adaptation and sustainable economic development cannot be achieved without resilient agricultural livelihoods. Welcoming refugees implies an initial human and financial investment from a host country’s public funds and international bilateral and multilateral donors. These efforts help create jobs, raise the productivity of local enterprises, lift capital returns and boost innovation, enterprise and growth. The break even point of the investment is reached when refugees (regardless of sex) are enabled to contribute to Uganda’s socio-economic development through the labour force as innovators, entrepreneurs or consumers. This process will make the development model more inclusive and produce social dividends in terms of gender equality, peace consolidation and development for all. FAO advocates for more flexible approaches able to link short-term humanitarian and longer-term development interventions.

FAO’s theory of change is based on the principle that refugees, when not stigmatized as a burden for the host country and host population, are an asset, regardless of sex, through the skills and manpower they offer to the positive development of a nation. A better use of the assets that refugees and host communities currently have (e.g. land and natural resources, skills, refugee support programs, district development plans, services and governance structures) will increase land productivity and capacity to add increased value to what is produced. Implementation of FAO’s Roadmap will promote the dignity and economic growth of host and displaced populations.

13 Several studies have already been published to support this theory applied to other refugee crises. For example, Taylor et al (2016) (http://www.pnas.org/content/113/27/7449) focuses on the economic impact of Congolese refugee camps in Rwanda, looking at refugee camps’ impacts on surrounding host-country economies and comparing impacts of cash versus in-kind refugee aid.
Roadmap foundations

FAO’s Roadmap, covering 2018 – 2020, is a direct complement to ReHoPE in describing how FAO will use its comparative advantage to support refugee and host communities to achieve sustainable resilience and food and nutrition security. The Roadmap is built on three inter-twined pillars that require equal and simultaneous attention and resourcing for FAO’s theory of change to be realized:

I. Livelihoods stabilization;
II. Socio-economic empowerment;
III. Enabling the environment.

At present, there is a disconnect between livelihood stabilization and socio-economic empowerment due to continued humanitarian dependency, refugees’ limited social capital, local governments’ limited capacity to provide services and donor fatigue beyond the crisis onset. There are multiple pathways to socio-economic recovery to be pursued simultaneously by different actors. FAO’s contribution will focus on an agricultural livelihoods pathway in support of government institutions.

The Roadmap is aligned to FAO Strategic Objectives and FAO Uganda’s Country Programming Framework 2015 – 2019 Priority Area 3: Resilience to livelihood threats with emphasis on climate change. At the national level, it contributes to the NDP II objective of promoting and upholding the rights of refugees. The Roadmap is also aligned with the UN Development Assistance Framework 2015-2020 Outcome 1.4: Peace, Security and Resilience, and specifically Output 1.4.4 on resilience capacity building to empower communities to build resilience in refugee impacted districts and creating an enabling environment for peaceful co-existence. The intervention is also strategically aligned with the Refugee Response Plan for South Sudan and the DRC.

As part of its comparative advantage, FAO has developed and tested models\(^\text{14}\) to improve livelihoods, using participatory processes and methods focused on the needs of vulnerable populations. FAO Uganda works closely with, and has easy access to, several ministries, departments and agencies of government and non-government organizations concerned with refugee services, agriculture and natural resources. FAO Uganda has actively supported refugee response to promote resilience with evidence to demonstrate improvements in the refugee and host community populations’ nutrition and food security and income generation.

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\(^{14}\) Livestock Emergency Guidelines and Standards (LEGS); Manual on land tenure issues in disaster risk management; livestock disease surveillance and early warning tools; and the Voluntary Guidelines on Tenure of Land, Fisheries and Forestry; Voluntary Guidelines on Right to Food; FFS Guidance Document; etc.

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<thead>
<tr>
<th>Pillar 1</th>
<th>LIVELIHOODS STABILIZATION</th>
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<tbody>
<tr>
<td>Addressing short-term livelihood needs for newly arrived refugees and host communities to increase and diversify agriculture production, contributing to household food baskets and enabling the maintenance of a productive asset base and environmental protection. Building human and social capital through inclusive and participatory community planning.</td>
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<tr>
<th>Pillar 2</th>
<th>SOCIO-ECONOMIC EMPOWERMENT</th>
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<td>Engaging refugees and host communities in viable, market-oriented agriculture production, together with the private sector, throughout agriculture value-chains. Building the capacity of on- and off-farm agribusinesses through the development of business skills and strategies, with a special focus on youth and other extremely vulnerable groups.</td>
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<th>Pillar 3</th>
<th>ENABLING ENVIRONMENT</th>
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<tr>
<td>Supporting sustainable agricultural livelihoods through refugee inclusive activities aligned to national and district development plans and natural resource management plans, building on transparent land tenure practices. Strengthening refugee coordination bodies’ agriculture expertise to engage line ministries and DLG to lead informed planning and policy decision making.</td>
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Pillar 1: Livelihood stabilization

Sustainable agriculture intensification

Through locally adapted solutions for diversification and intensification and applying technically sound, climate smart agricultural practices, an increase in food production is expected while sustaining the environmental base. Such support will complement the food basket of households in terms of availability of staple food items, nutritional food items and high value food items for the local market. To complement input supplies, FAO will focus on building capacity among actors for appropriate and strategic planning to maximize land use. Given FAO’s key support role to the local government authorities, FAO will provide technical assistance to ensure that inputs are well suited for different agro-ecological contexts based on production systems, seasonality and climate change factors as well as nutrition and food security needs and priorities.

Livelihood stabilization will entail a range of standardized and scalable interventions (e.g. demonstration plots\textsuperscript{15} and mixed farming systems\textsuperscript{16}) that draw on sector technical expertise, best practices and lessons learned. These interventions will support refugee and host communities to mitigate the risk of engaging in negative coping strategies that further destabilize agricultural livelihoods. These interventions will support the establishment of positive coping strategies upon which development interventions may build to achieve resilience and food and nutrition security over time. Particularly in refugee settings, nutrition-sensitive agriculture production through crop selection and production strategies (e.g. kitchen gardens and distribution of verified quality seeds) will be emphasized, with linkages to technical actors (e.g. UNICEF and WFP) to support positive behaviour change that promotes the consumption of nutrient-rich foods.

To maximize land usage in effective and efficient agricultural livelihood strategies, environmental factors must be considered. FAO will support UNHCR and OPM in site planning efforts to understand land tenure and environmental factors in order to identify best suited agricultural strategies, which are adapted to soil factors, water availability and land availability. In consultation with WFP, FAO will also support the identification of crop selection and seed distribution to meet local market consumption demands within the refugee and host communities, thereby supporting food security and income generation. Environmental factors will be supported through the integration of agroforestry systems to maximize land usage, including multi-cropping systems and systems mixing annual and perennial crop species, cultivating crops in multiple layers (e.g. trees, vines, understory cover crops such as beans, groundnuts and root crops).

\textsuperscript{15} Production intensification and maximization technologies include the combination of nutrient cycling, crop selection, efficient water usage, agroforestry, soil cover and small livestock.

\textsuperscript{16} Mixed farming systems build on existing skills, integrating crop production with intensive small ruminants and poultry for dairy production and meat and fish ponds to provide productive opportunities for waste transformation and nutrient recycling. Livestock will only be supported where already present to minimize land and natural resources demands.
Recognizing the potential risk to sustainable agriculture production resulting from environmental degradation due to the harvest of biomass for energy consumption, FAO will address energy needs in collaboration with UNHCR and WFP through approaches such as Integrated Food and Energy Systems (IFES)\(^\text{17}\) and Safe Access to Fuel and Energy (SAFE).\(^\text{18}\) To build the foundation of support for forest resource management plans as part of the water catchment management plans, FAO will establish tree nurseries and woodlots of fast growing species for fuelwood, shelter needs and other livelihood opportunities in refugee and host communities, which will be linked to site planning strategies. Through this work, FAO will work with national actors, such as the National Forestry Authority (NFA), to conduct land use and coverage monitoring to support environmental protection.

**Animal health**

Large livestock and small ruminants are key assets for many refugees, who bring their animals with them to the extent possible, and many animals cross the border illegally. Due to civil unrest and different animal health standards between countries, livestock from refugees’ country of origin risk introducing and/or being exposed to zoonotic diseases through contact with host communities. This spread of zoonotic disease presents a risk to human health in addition to the potential loss of productive assets from a disease outbreak. FAO will reinforce key prevention measures to protect this asset base and engage district level veterinary officers in the refugee response, building on their responsibilities to prevent and control zoonotic diseases in accordance with national standards.

FAO will ensure that all staff on the ground are able to handle the tasks within their jurisdiction, even under increased pressure, including adherence to Livestock Emergency Guidelines and Standards (LEGS), which are part of FAO’s emergency response procedures. FAO will also promote awareness among partners at different levels on critical issues as they relate to human health as well as livelihoods stabilization. This effort will include, but is not limited to, increasing donors’ appreciation of the linkages between zoonotic disease prevention and control for human health and livelihoods and supporting district veterinary officers’ capacity to provide oversight of minimum national standards in the distribution of small ruminants and poultry by implementing partners.

**Inclusive community engagement**

Refugee and host communities’ ability to collaborate across cultural and/or gender divides to promote positive psycho-social well-being and lead their own development process will be critical for future socio-economic transformation. FAO has a successful track record of working through the agricultural livelihoods sector as an entry point for building the human and social capital base with special attention given to cross-cutting issues (e.g. conflict, women's empowerment, gender, accountability and gender-based violence). To ensure local ownership and enable communities to take a lead in their own development process, participatory planning processes form the basis for any FAO engagement at the community level.

The field-proven Farmer Field School (FFS)\(^\text{19}\) approach allows for the introduction of new, climate smart agriculture techniques and practices while at the same time building on indigenous knowledge and local innovation systems. The process involves a structured process for community joint action learning and experience sharing about opportunities for agro-pastoral and farming livelihoods, food and nutrition security and production systems. In combination with participatory planning processes, FFS will ultimately support the implementation of technically sound, locally appropriate, well-informed sustainable agricultural strategies to support increased food and nutrition security and self-reliance among targeted populations.

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\(^{17}\) IFES combines food and energy production in a climate smart manner by maximizing synergies between food crops, livestock, fish production and sources of renewable energy achieved by the adoption of agro-industrial technology (e.g. gasification and anaerobic digestion). These synergies allow for the maximum utilization of by-products and encourages recycling and economic utilization of residues.


FFS are also an important platform through which FAO will support linkages with other technical humanitarian and development actors (e.g. UNHCR, UNICEF and UNFPA) to promote topics of social protection to address gender and social barriers that reinforce marginalization and inequalities between different populations as well as anchor environmental protection approaches and build awareness for social cohesion and settlement planning. Additionally, the Junior Field and Life Schools (JFFLS) approach provides a unique space for children and youth to learn about agriculture and life skills in a highly mentored learning environment, especially valuable in the refugee context.20

Pillar 2: Socio-economic empowerment

Market-oriented agriculture production

Smallholder commercialization is part of an agricultural transformation process in which individual farms shift from a highly subsistence-oriented production toward more specialized production, targeting markets both for their input procurement and output supply. Organized groups of farmers across refugee and host communities, where possible, will be the main entry point of intensifying and increasing productivity. While Pillar 1 interventions focus on establishing viable production for self-sufficiency and food security, the second pillar will support farmers and FFS groups to engage collectively in farming as a business. To enable smallholder farmers to supply the market with demand-driven production that meets food quality standards, there is a need to support coordinated production, organizational capacity and harness opportunities for the joint use of larger tracts of land, thereby supporting farmers to earn higher profit margins.

FAO will give special attention to the right to land and potential use of large plots of land for investment, with a focus on land tenure issues and secure access. In coordination and collaboration with UNHCR on site planning, FAO will work with District Local Governments (DLGs) and national structures, including OPM and the Ministry of Lands, Housing and Urban Development (MLHUD), to increase beneficiaries’ land tenure security, ensuring the long-term sustainability of investments and joint production efforts at scale. Finally, woody biomass regeneration is critical as both an agricultural livelihood and environmental protection to ensure the sustainable availability of fuel and shelter wood and for soil and water regeneration. The transition will be possible when complemented by regular market analysis at the sub-national, national and regional levels for which FAO has a strong comparative advantage.

Promoting effective agro-value chain analysis will enable agriculture to play a key role in economic growth and poverty reduction in Uganda as part of local communities’ economic empowerment. To address agriculture value-chain knowledge gaps, FAO will support studies and collaboration with other stakeholders to support market-oriented agriculture production that promotes a balanced and optimized approach to high value cash and food crop production. Building on FAO’s experience and tools in value chain analysis, FAO will support the harmonization of existing and future value-chain support activities. Value-chain analysis and interventions will build on available data and will be designed in the context of existing agro-ecological zones, comparative advantages and existing human capacities. Youth-focused value-chain development interventions will be included in favour of youth engagement in agribusiness for increased job creation.

Specific cross-cutting issues will be central to FAO support, notably child labour. While child on-farm engagement for short periods and under safe conditions may be beneficial for the personal and life skills development of a child, it must not become a prolonged or main activity for the child. In particular, child labour in commercial agriculture has become a major concern globally, and in Uganda in particular where,

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20 Empowered over their fields, empowered over their lives. https://www.youtube.com/watch?v=9SxMeZtLMDs
according to the Occupational Health and Hygiene Department Report, 3.5 million children are engaged in agricultural activities at the expense of their schooling and basic rights. FAO will train actors on the ground interacting with agricultural households on a daily basis on key issues and indicators of child labour to ensure child protection and fundamental rights.21

**Strengthening agribusinesses**

Agro-based industries in Uganda (e.g. cotton ginning, coffee processing, milk plants, grain milling, oil seed processing and animal feed milling) are operating at less than 50 percent of capacity. These firms face high operating costs, which do not allow them to pay remunerative prices to farmers that in turn does not stimulate farm supply. Industries are almost non-existent in refugee hosting areas due mainly to lack of infrastructure. The objective will be to facilitate linkages and support to contractual arrangements related to contracted farmers, support an enabling environment to facilitate the establishment of industries and raise awareness about the potential market and demand of those areas, thus increasing the dividends for target districts, refugees and host communities. FAO will support the engagement of private sector actors to support market linkages for agribusinesses, farmer associations and cooperatives. Collective bargaining power, bulking and economies of scale are fundamental requirements for smallholder farmers to participate in and benefit from a coordinated and efficient value-chain.

FAO will work with service providers to build the agricultural cooperative and institutional capacity to needed to engage in professional market relations and provide services to smallholder farmers (e.g. storage facilities, real-time market information, negotiated price and credit support), placing them in a stronger position to penetrate markets, including cross-border agricultural commodity trade. Recognizing the critical role that access to savings and credit schemes plays in the agriculture sector, FAO will also foster linkages to technical support from actors working in the microfinance space (e.g. UNCDF and UNDP) to improve farmers’ access to credit and savings schemes (e.g. VSLA and SACCO) at scale.

**Agro-enterprise and employment opportunities strengthened**

FAO will support agricultural livelihood improvement through capacity building and the economic empowerment of youth and other extremely vulnerable populations, inclusive of providing opportunities for decent employment. FAO will also support linkages to actors (e.g. UNDP and Enabel) working in the areas of formalized vocational training to institutionalize agricultural training. To reach youth, the main entry point will be JFFLS groups (established under Pillar 1) and existing common-interest groups. Life skills,

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21 FAO developed the guidance on child labour in agriculture in protracted crises, fragile and humanitarian contexts in 2017 (http://www.fao.org/3/a-i7403e.pdf), which provides technical and operational guidance to ensure that children are not engaged in activities that could negatively affect their health, development or education, and are not employed in hazardous working conditions.
business management, financial literacy, functional adult literacy, cost-benefit analysis, costing models and related topics will be built into the updated curricula and adjusted according to existing skillsets and group aspirations. Where aspirations lead targeted populations to non-agricultural livelihood opportunities, FAO will support linkages and referrals to vocational and non-agriculture livelihood interventions led by other actors (e.g. UNDP and Enabel).

Scaling up FAO’s catalytic agricultural champions model,22 FAO will identify and support dynamic and motivated youth to develop further their businesses in exchange for providing a mentoring service for their communities. FAO will support the establishment of institutional linkages with available funding opportunities (e.g. agribusiness support funds and credit facilities) to ensure sustainability and commercial viability of the micro-businesses of agricultural champions. This activity targets individual female and male youth and existing groups to provide them with practical on-the-job training and specific skills development focused on gainful employment and/or self-employment through agribusiness.

Vulnerable households, including people living with disabilities, chronically ill, elderly, pregnant and lactating women and school drop-outs (adolescents aged 14 – 17), may face constraints to engaging in labor-intensive production activities. Tailored agribusiness activities may focus on poultry rearing, vegetable drying and juice production. FAO will build on existing groups to strengthen business skills over a one-year period.

22 The FAO agriculture champions model aims to identify ambitious and talented young agripreneurs to support them to inspire other youth to engage in agribusiness activities, recognizing the diverse livelihood opportunities linked to the agriculture sector that exist for youth. The model provides a platform for sharing and learning between youth on emerging agribusiness skills and knowledge and building potential partnerships with agribusiness value chain actors and service providers.
Pillar 3: Enabling environment

Safeguarding the natural resource base

Unsustainable management and often intense use of natural resources undermine the ability of ecosystems to support livelihoods in refugee settlements and hosting areas. The refugee influx, which in some districts has more than doubled the district population and the resulting changes in livelihood patterns, has led to disproportionate tree cutting, land degradation and fragmented ecosystems. The combined effect of current practices is already causing excessive runoff, erosion and sedimentation of stream beds and water storage infrastructure. Moreover, these unsustainable practices fragment natural ecosystems, rendering them less resilient and unable to regulate for water quality and quantity. Refugee and host community livelihoods rely on these ecosystems.

To improve the management of natural resources and enhance refugee and host communities’ resilience, FAO will implement participatory, integrated watershed management in line with the Government of Uganda’s sector policies and priorities, especially the National Water Policy. The most efficient way to improve climate resilience of land and water systems and the associated human vulnerabilities is to plan and implement adaptive capacity interventions at the ecosystem level. The approach is based on the continuing recognition of the social and economic value of water and the importance of stakeholder participation in its management and development. To support effective stakeholder engagement on these matters, FAO will actively participate in relevant sector technical working groups, especially the WASH, Energy and Environment and Livelihoods technical working groups, both as a thought leader and operational partner.

Host communities and refugees share challenges related to the lack of integrated land and natural resources use plans, inadequate land tenure security, increasing pressure on land and informal land tenure governance systems that are ill-equipped to increase productivity in line with local development goals. Women from refugee and host communities face specific challenges based on cultural traditions that limit their access to and control of land. Uganda’s refugee policies clearly identify the importance of refugee tenure rights. Despite the implementation of this support, follow-on interventions have not supported land management, nor has the second part, concerning land restitution to host communities, been implemented. FAO will support land registration processes at the local level using available legal and policy tools to increase tenure security and build mutual trust between refugees and host communities, while reducing the risk of potential conflicts. This support will enable sustainable and scalable agriculture production and promote positive business relationships between refugees and host communities based on trust. FAO will identify and document “best practices” with the aim of supporting compliance with district regulations and ensure increased environmental sustainability.

Strengthen the role of DLGs in leading agricultural livelihood support

In alignment with the CRRF’s Issue Paper on Strengthening District Coordination,23,24 DLGs will be supported to play an increasingly primary role in agenda-setting and decision-making related to all actors engaged in the livelihood sector. This interaction will increase the DLGs’ capacity to fully exercise their mandate as well as engage with non-government partners to guide their efforts and understand their expectations.

To clearly define how refugees’ interventions can be integrated into districts’ development plans, district staff need to be able to identify the needs of the diverse population. FAO will target actions to build district level capacity, allowing DLGs to more effectively expand the reach of their extension services and technical

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24 It was announced in May 2018 that the CRRF Steering Committee will be co-chaired henceforth by the Ministry of Local Government alongside OPM.
support to engage in the refugee response. FAO will facilitate the involvement of district and sub-county officers on the ground and increase their interaction with academia, local research agencies (e.g. ABI ZARDI) under the National Agriculture Research Organization (NARO) and the regional laboratory based in Arua. Support will be provided to strengthen the animal health system to meet increasing service demands and surveillance within the refugee settlements to prevent and control outbreaks of zoonotic diseases. Training will be provided through specific events, field days and on-the-job experiences. Technical trainings will be open to implementing partners and other UN agencies whose efforts are inherently linked to agricultural livelihoods. FAO will emphasize building the capacity of the extension services and staff.

Informed planning and policy decision-making

The strategy is based on the need to understand the current food security and resilience capacity of the refugee and host community populations. FAO has rolled out the RIMA tool to serve as a baseline and guide for stakeholders and government authorities to identify bottlenecks and catalysts to resilience building. The RIMA will be periodically repeated to monitor progress and shift over time to resilience. Building on these findings, FAO will provide evidence-based technical leadership in the area of agricultural livelihoods to refugee actors and coordinating bodies and support MAAIF and other line ministries related to agricultural livelihoods as they roll out the Livelihoods Strategy to support refugees and host communities.

FAO’s Early Warning – Early Action (EWEA) System translates warnings into anticipatory actions to reduce the impact of specific disaster events. It focuses on consolidating available forecasting information and putting plans in place to act proportionally to the increasing risk of an environmentally induced event. Acting early, before a disaster has occurred or reached its peak, is critical to saving lives and protecting livelihoods from immediate shocks as well as protecting development gains. FAO will support the Government of Uganda to monitor early warning indicators and prepare response systems related to drought, dry spells, flooding and food chain crises. It will also include support to plant pests and disease monitoring (e.g. Fall Army Worm), with specific attention to pests and disease epidemics that may be aggravated by human mobility and congestion (e.g. banana wilt disease).

As the refugee context moves beyond the initial crisis towards stabilization as part of the humanitarian-development nexus, there is increased emphasis on the need to employ long-term planning and decision-making. In the specific context of agricultural livelihoods, positive development outcomes are essential to achieving self-reliance and ultimately resilience based on adaptive and transformative capacities, while remaining mindful of social protection needs. To support refugee coordination bodies to effectively plan and support sustainable agricultural livelihoods, FAO will provide technical support through active participation and leadership across different coordination bodies, which may include secondment of technical staff able to support humanitarian actors to plan for sustainable agricultural livelihoods. FAO will support line ministries to integrate social protection needs through data-driven planning and policy decision-making as well as best practices and lessons learned, to reinforce coherence between agriculture and social protection.

Implementation arrangements

Institutional and organizational arrangements

FAO – in close cooperation with the Government of Uganda represented by key line ministries, namely MAAIF, MLHUD, the Ministry of Tourism, Wildlife and Antiquities (MTWA) and the Ministry of Water and Environment (MWE), OPM’s Department of Refugees and DLG – will lead the implementation of the FAO Roadmap to achieve sustainable agricultural livelihoods that build resilience among refugee and host communities. The CRRF Secretariat and Steering Committee, UN agencies, international and national development partners, civil society, research and academia, the media and the legislature are all vital stakeholders in supporting implementation.

25 To be developed in 2018 in coordination with the CRRF Secretariat and line ministries.
To ensure harmonization, FAO will share regular implementation updates with the CRRF Secretariat, CRRF Development Partners Group and sub-groups of the development sector working groups with a humanitarian coordination focus, including the Livelihoods Sector Working Group and the Energy and Environment Technical Working Group. Building on coordination and collaboration in the UN system, FAO will ensure effective linkages with complementary work by other UN agencies through intentional project design and referral mechanisms to achieve One UN.

To operationalize the Roadmap, FAO, in consultation with the key stakeholders listed above, will identify the most appropriate partnerships and modalities to implement particular programme activities. FAO Uganda’s roles will essentially be resource mobilization and management, coordination and technical backstopping. The selection of implementing partners will be guided by criteria such as institutional and technical capacity, comparative advantage, sound financial management and accountability and past experience in implementing similar programmes and projects in the refugee and host community context. Appreciating the cross-cutting nature of building sustainable agricultural livelihoods for refugee and host communities, FAO will work with other UN agencies through direct collaboration along agency mandates and comparative advantages to deliver coordinated and/or joint programmes.

Livelihood sector coordination

The separation between refugee and local government structures, resulting from the largely humanitarian response to the refugee crisis, presents a challenge to supporting agricultural livelihoods in a protracted humanitarian context. Some common challenges relate, for example, to skills and livelihood choices, land tenure, increased profit margins, access and control of natural resources and participation in decision-making forums; these cannot be addressed without proper coordination among key central government actors, including OPM, with DLGs. While there is an evolving discussion on how to effectively engage DLG authorities with key lessons learned from pilot initiatives in Adjumani and Arua districts, district technical officers have historically not been involved in district level coordination mechanisms – a source of poor coordination, duplication and failure to maximize agricultural productivity aligned with development priorities. 26

OPM, UNHCR and a designated lead (usually an NGO) have led the livelihood sector coordination at refugee settlement level, with only voluntary information sharing. No mechanisms exist to support systematic

26 During the 11 May 2018 Interagency Coordination Meeting chaired by OPM and UNHCR and building on CRRF Secretariat’s Issue Paper #1: Strengthening District Coordination, the decision was taken to align humanitarian sector working groups to development sector working groups at the national, district and sub-county levels with the aim of improving coordination and aligning humanitarian assistance to integrated national and district development plans.
information sharing across settlements or enforce minimum technical standards in the implementation of livelihood activities. This gap has created a landscape of fragmented services of questionable quality, the application of blanket solutions and missed opportunities for going to scale in a coordinated and technically sound manner. Seed and tool distributions and limited vocational training currently form the primary livelihood support actions. By engaging key local government structures, academia and research institutions, FAO will empower DLGs to provide technical support to actors for a broader spectrum of agro-based intervention. In aligning with the district development plans that are based on a local understanding of the agro-ecological system, observant of environmental concerns and built on the wide range of agricultural land use and market opportunities available, FAO will foster the sustainability of responsive, agro-based interventions.

Resource mobilization

FAO will fulfil its commitment to national priorities identified in this Roadmap with commensurate resources. Mobilization of these resources will be guided by the following principles:

1. All resources mobilized will be in support of achieving the stated pillars and outputs and delivering agreed results;
2. Resource partnership agreements comply with FAO’s and resource partners’ rules and regulations;
3. All resources mobilized are monitored and accounted for, strengthening close relations with resource partners, and built on trust and mutual accountability;

These resources will comprise financial, human and physical (goods and services) resources. Human resources will be drawn from FAO’s own staff and personnel from headquarters’ technical departments, as well as regional, sub-regional and country offices.

In terms of financing, an estimated US$ 58 million, summarised in Table 1 below, is required to deliver the three pillars of the Roadmap. This amount is based on the past deliveries and fundraising potential of FAO Uganda, and includes some funds that are already available through the alignment of the Roadmap with ongoing projects. The technical and financial resources upon which FAO Uganda can draw will define ultimately the scope and scale of programming under this Roadmap.

Table 1. Estimated resource requirements (US$) 2018 – 2020

<table>
<thead>
<tr>
<th>Pillars</th>
<th>Estimate of resources required (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pillar 1: Livelihood stabilization</td>
<td>25 000 000</td>
</tr>
<tr>
<td>Pillar 2: Socio-economic empowerment</td>
<td>13 000 000</td>
</tr>
<tr>
<td>Pillar 3: Enabling environment</td>
<td>20 000 000</td>
</tr>
<tr>
<td>Total</td>
<td>58 000 000</td>
</tr>
</tbody>
</table>
ANNEX: Refugee and host community response framework

Impact – Refugee and host communities are resilient and food and nutrition secure

**FAO Strategic Objective 5:** To increase resilience of livelihoods to threats and crises  
**FAO Uganda Country Programming Framework, Priority Area 3:** Resilience to livelihood threats with emphasis on climate change.  
**UNDAF Outcome 1.4:** Peace, Security and Resilience  
**Output 1.4.4:** Resilience capacity building to empower communities to build resilience in refugee impacted districts and creating an enabling environment for peaceful co-existence.

<table>
<thead>
<tr>
<th>PILLAR 1: LIVELIHOOD STABILIZATION</th>
<th>PILLAR 2: SOCIO-ECONOMIC EMPOWERMENT</th>
<th>PILLAR 3: ENABLING ENVIRONMENT</th>
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</table>
| **Output 1.1 – Sustainable agriculture production intensified**  
• Emergency livelihood stabilization supported  
• Nutrition-sensitive production and consumption promoted  
• Plot planning to maximize production conducted  
| **Output 2.1 – Market-oriented agriculture production reinforced**  
• FFS market-oriented production increased  
• FFS business strategy supported  
• Commercial agro-forestry established  
| **Output 3.1 – Natural resource base safeguarded**  
• Community-based natural resource planning completed  
• Water catchment management plans operationalized  
• Land tenure security reinforced  
| **Output 2.2 – Agri-businesses strengthened**  
• Agribusinesses capacity strengthened  
• Smallholder farmer institutions’ capacity built  
• Market linkages reinforced  
| **Output 3.2 – DLG role in agricultural livelihood support strengthened**  
• DLG engaged in refugee response  
• Animal health system reinforced  
| **Output 1.3 – Inclusive community engagement**  
• FFS and JFLS established  
• Participatory community planning completed  
| **Output 2.3 – Agro-enterprise and employment opportunities strengthened (intentional targeting of youth and other extremely vulnerable populations)**  
• Youth skills development supported  
• Agriculture champions established  
• Other extremely vulnerable household members (elderly, sick, out-of-school girls and boys) have diversified opportunities supported  
| **Output 3.3 – Informed planning and policy decision making**  
• Quality and reliable data collected  
• Early Warning System (EWS) strengthened  
• Lessons learned and best practices integrated in decision making by line ministries  
• Agriculture expertise within refugee coordination bodies increased  
|