3. WHY THIS RESPONSE: MANDATE, VALUES AND FRAMEWORK OF FAO IN EMERGENCIES

The response analysis was undertaken in the context of FAO's mandate, guiding values and frameworks. It draws on the Organization's future priorities, such as (i) adopting a DRM approach; (ii) responding faster and better to the needs of beneficiaries; (iii) strengthening partnerships and knowledge sharing; and (iv) using the programmatic approach to ensure that cross-cutting issues such as gender and peacebuilding are adequately embedded in all operations.

3.1 FAO'S MANDATE

FAO's vision is that by 2020 we will all be living in *"A world free of hunger and malnutrition where food and agriculture contribute to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner".*

This will be achieved through the active pursuit of three **Global Goals**:

- reduction of the absolute number of people suffering from hunger, progressively ensuring a world in which all people at all times have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life;
- elimination of poverty and the driving forward of economic and social progress for all, with increased food production, enhanced rural development and sustainable livelihoods; and
- sustainable management and utilization of natural resources, including land, water, air, climate and genetic resources, for the benefit of present and future generations.

Full details of FAO's mandate, strategic framework and internal arrangements are provided in Annex 4.

3.2 GUIDING VALUES

FAO in emergencies is committed to the key humanitarian principles of humanity, impartiality, independence and neutrality. FAO has identified six guiding principles that underpin the Organization's work in DRM, to:

1. work in a participatory, people-centred, process-oriented way;
2. build on what already exists (e.g. traditional, local knowledge, already available training materials, successfully tested methods and capacities of existing institutions and organizations);
3. ensure complementarity of actions and links with other actors, including government, other UN agencies, donors, projects, NGOs, civil society organizations (CSOs) and the private sector;
4. focus on capacity development of communities and all levels of government and institutions, to support replication processes and scaling up/sideways;
5. focus on gender equality through gender sensitive needs assessments and targeting; and
6. promote 'do no harm' and 'rights-based' approaches.

3.3 GUIDING FRAMEWORK: A DRM APPROACH

The international community adopted the Hyogo Framework for Action in 2005, which sets strategic goals and priority areas of action for a ten-year programme "to substantially reduce disaster losses in life and in social, economic and environmental assets of communities and countries". The strategic goals are: (i) the integration of DRR into sustainable development policies and planning; (ii) the development and strengthening of institutions, mechanisms and capacities to build resilience to hazards; and (iii) the systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery plans.

Heightened global focus on the development of national DRR platforms has also grown since the launch of the Hyogo Framework for Action. Many of the defining characteristics of protracted crisis countries such as the Sudan – in terms of conflict, chronic food insecurity, poor agricultural performance, absence of effective institutions and governance – are, however, not considered within this international framework, which focuses on natural disasters only[28]. Moreover, the Sudan is also vulnerable to two or more natural hazards, thus finding ways to incorporate political and economic risk with reducing the risk of recurrent natural disasters must be considered[29]. A focus on risk reduction and risk management can enhance the resilience of vulnerable communities, and develop national and community capacity, whether or not institutions are weak or absent. Proactive support would include livelihoods-based risk, vulnerability and food security assessments, support for better preparedness (such as enhanced early warning and crop forecasting for agricultural producers at the local level), sector-specific emergency response and rehabilitation, promotion of good agricultural practices for DRR, and better integration and coordination between local, sectoral and national risk reduction strategies[30]. The shift between all the phases of this support should be considered dynamic and fluid, and based on interventions focused on saving and sustaining livelihoods[31].

As the UN specialized agency for the food and agriculture sectors, FAO is responsible for assisting its member countries to integrate DRR measures into agriculture and food sector policies and practices, and has a key role to play in protecting and restoring agriculture-based livelihoods in the aftermath of a disaster, and in view of future likely impacts of climate change. Through the programme outlined in this PoA, FAO will make a particular effort to strengthen DRM systems in Southern Sudan and integrate DRR into planning and implementing emergency preparedness, response and recovery activities.

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28 The main international framework for DRR is the internationally negotiated Hyogo Framework for Action 2005–2015 (Building the resilience of nations and communities to disasters). There are five priorities: 1) ensure that DRR is a national and a local priority with strong institutional basis for implementation; 2) identify, assess and monitor disaster risks and enhance early warning; 3) use knowledge, innovation and education to build a culture of safety and resilience at all levels; 4) reduce the underlying risk factors; and 5) strengthen disaster preparedness for effective response at all levels.

29 Disaster hotspots that are also post-conflict countries include: Burundi, Chad, Eritrea, Ethiopia, Haiti, Kenya, the Democratic People's Republic of Korea, the Sudan, Tajikistan and Zimbabwe. See Natural disaster hotspots: global risk analysis, World Bank.

30 A significant proportion of FAO's rapid response is related to TAD emergencies, like avian influenza or FMD, and preparedness, prevention and mitigation (early warning/early action) is related to transboundary plant pests, such as locust outbreaks.
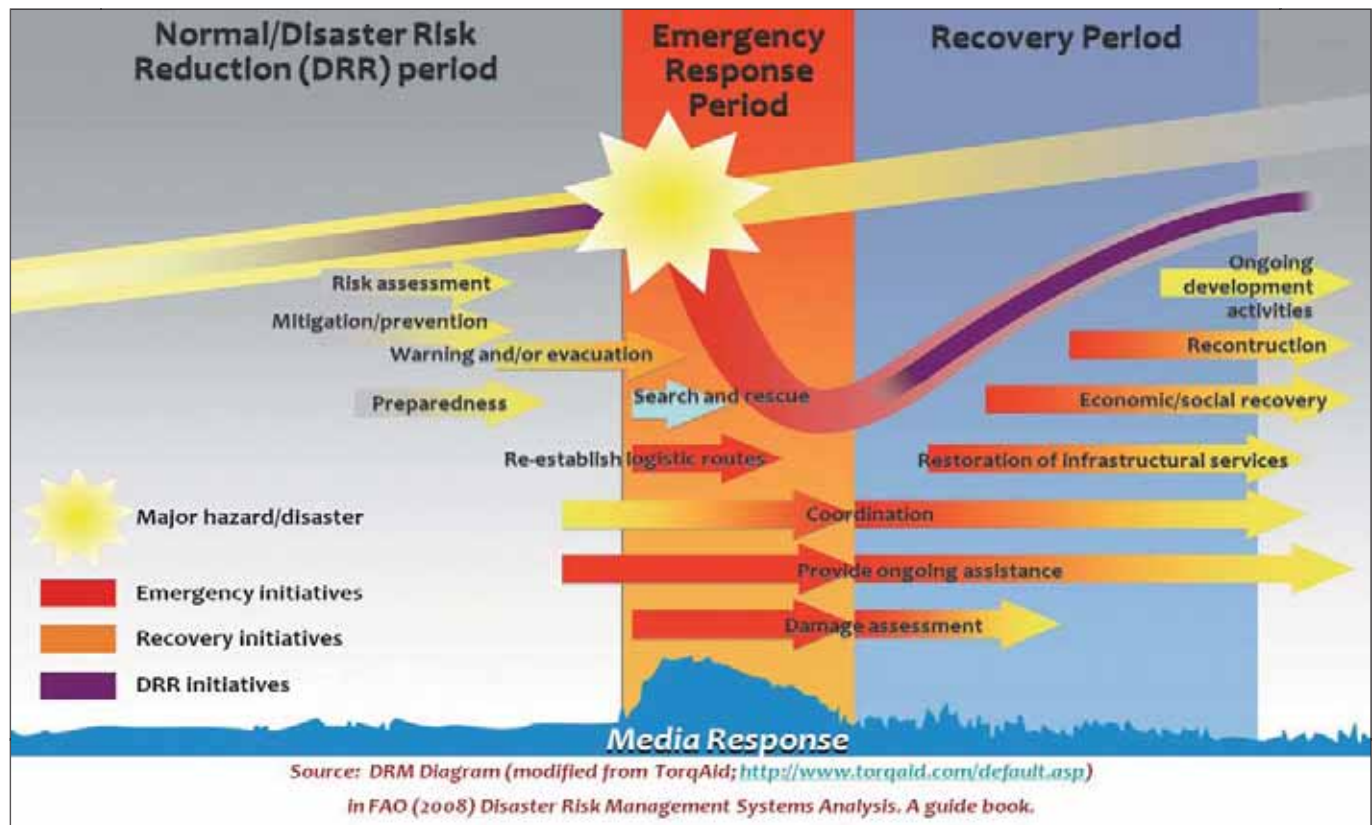
31 See Disaster Risk Management Systems Analysis, FAO (2008). This guide provides a set of tools to assess existing structures and capacities of national, district and local institutions with responsibilities for DRM in order to improve the effectiveness of DRM systems and the integration of DRM concerns into development planning, with particular reference to disaster-prone areas and vulnerable sectors and population groups.

The underlying intent will therefore be to expand the response in a longer and more detailed cycle that focuses on people's livelihood and resilience strategies and on their institutions' capacity to prevent, protect and restore. This means, among other things:

- embedding longer-term livelihoods rehabilitation and development strategies within short-term humanitarian response;
- delivering adequate, timely and non-harmful short-term responses for asset replacement with appropriate targeting when needed; and
- strengthening people's and institutions capacity to engage in DRR policies and activities.

The DRM cycle graph in Figure 4 below visually explains what this involves.

Figure 4 - DRM framework

Source: DRM Diagram (modified from TorqAid; http://www.torqaid.com/default.asp) in FAO (2008) Disaster Risk Management Systems Analysis. A guide book.

DRM actions in the pre-disaster phase are aimed at strengthening the capacities and resilience of households and communities to protect their lives and livelihoods, through measures to avoid (prevention) or limit (mitigation) adverse

effects of hazards and to provide timely and reliable hazard early warning systems. In the response, communities and relief agencies focus on saving lives and on replacing and restoring damaged or lost property and assets. In the post-disaster phase, the focus is on recovery and rehabilitation. In reality, the shift between these phases is fluid, in particular between the stages in which communities move from rehabilitation to development, integrating aspects of hazard mitigation into their development activities.

DRM for FAO brings together a wide range of technical expertise required to cover all the phases of the DRM cycle. It is a corporate priority with strong interdisciplinary and transversal dimensions that emphasize capacity building of partners and members in preparing for and responding to emergencies in a way that supports long-term development.

3.4 PARTNERSHIPS

The evolving humanitarian context and working environment require highly effective relationships and extraordinary levels of performance. FAO will continue to build on existing successful partnerships and will concentrate on identifying the main relationships between stakeholders, paying particular attention to the potential for new partnerships in the target locations depending on the need and identified competency of the organization concerned.

FAO has an existing vast network of relationships with partners including the Government, UN agencies, NGOs and CBOs and the private sector.

At the Government of Southern Sudan level, there are partnerships with MAF, MARF, the SSRRC (now the Ministry of Humanitarian Affairs and Disaster Management), the Ministry of Health, the SSCCSE, the Southern Sudan Land Commission and other Government institutions. FAO works closely with WFP and other UN agencies including the International Organization for Migration, the International Labour Organization, the United Nations Development Programme, UNICEF and the Office of the United Nations High Commissioner for Refugees, and will continue to build these relationship through the duration of the PoA.

The four principles of true partnership are: seeing ourselves as interdependent parts of the whole, connecting to others through communication, programming and coordination, and relating to our world as observer-created.

At the decentralized levels (state and county), FAO will continue to forge close partnerships with the SMoAs and the State Ministries of Animal Resources and Fisheries, UN agencies, CBOs and farmers.

With the formation of new ministries at the Government of Southern Sudan and state levels in the aftermath of the elections held in April 2010, FAO will forge a new and closer relationship with the Ministry of Humanitarian Affairs and Disaster Management as a key partner in the achievement of key results of the PoA.

A number of the partners will be closely involved in the implementation of the PoA. The focus of the relationships with these partners is on "what can we accomplish together?" Beginning with this PoA, the FAO team in Southern Sudan is seeking to adopt and consolidate the partnership model to ensure continuous interaction with all stakeholders, including those outside the humanitarian context.

FAO will endeavour to meet the needs of these partners and ensure their participation by continuously engaging them in strategic planning, assessments, programme interventions and reviews, and M&E. The relationship between FAO and its partners will go beyond subcontracting to implement activities/services; rather they will be important partners in achieving the outcomes of the PoA.

Partnership with WFP
FAO-Southern Sudan has built a very close working relationship with WFP in the areas of food security assessments, monitoring and coordination. Joint FAO/WFP mid-season and annual food security and livelihoods assessments are carried out, as well as the annual CFSAM, which is conducted every October/November. Furthermore, FAO works with the Vulnerability Analysis and Mapping unit of WFP on joint training to build the capacity of Government partners in Southern Sudan. WFP participates in technical working groups and coordination forums organized and facilitated by FAO and the Government, such as the IPC Working Group, Livelihoods Analysis Forum, Crop Production Sector Working Group, Livestock Sector Working Group and Marketing Working Groups. FAO and WFP co-lead the FSL Cluster.

3.5 TARGETING
Targeting for FAO interventions is normally done in a participatory manner with the involvement of other stakeholders such as the Government of Southern Sudan institutions or state ministries, other UN agencies, implementing partners (NGOs/community-based organizations), local leaders and the beneficiaries. Target beneficiaries under the PoA are indicated in Table 3 below.

Table 3 - Target vulnerable population in five priority states

State	Population[32]	GAM (%)	PoA target	Percentage of population
Jonglei	1 358 602	21.4	529 855	39
Northern Bahr el-Ghazal	720 898	28.9[33]	273 941	38
Upper Nile	964 353	14.2	376 098	39
Eastern Equatoria	906 126	8.9	317 144	35
Warrap	972 928	20.1[34]	243 232	25
Total	4 922 907		1 740 270	35

32   SSCCSE: Sudan Population and Housing Census, 2008 (Statistics Yearbook for Southern Sudan 2009).
33   Mid-year ANLA report, 2009: GAM for Aweil East county.
34   Action contre la faim International Network, Southern Sudan, 2008: Nutritional Anthropometric Survey of Children Under Five Years.