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[7]. 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[8]. 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[9]. 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[10].

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 North Sudan and integrate DRR into planning and implementing emergency preparedness, response and recovery activities.

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7   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.

8   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.

9   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.
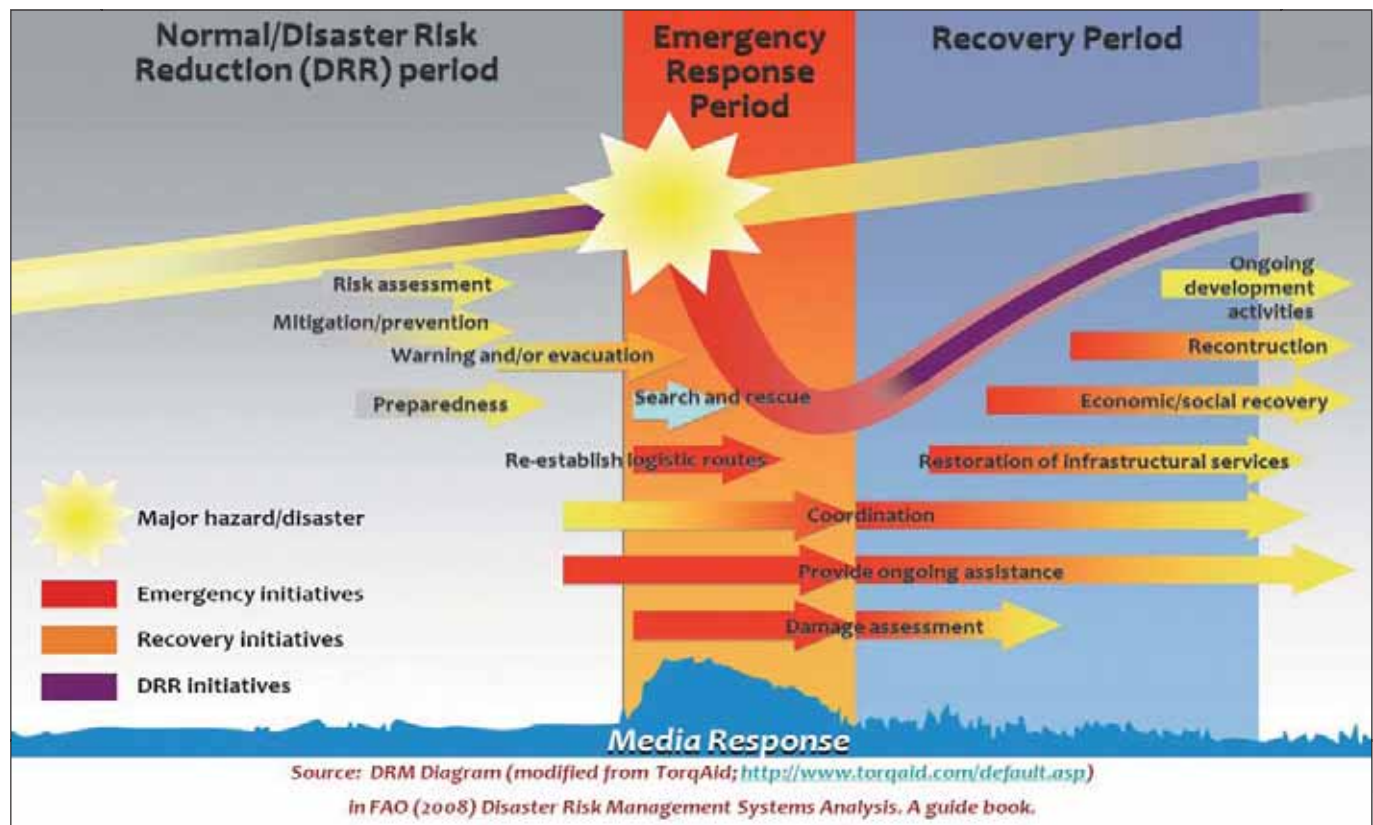
10 See Disaster Risk Management Systems Analysis, FAO (2008). This guide provides a set of tools to assess existing structures and capacities of national, district and local institutions with responsibilities for DRM in order to improve the effectiveness of DRM systems and the integration of DRM concerns 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 3 below visually explains what this involves.

Figure 3 - 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

One of the priority areas in the coming years will be to strengthen collaboration with partners in order to ensure a more effective, consistent and efficient programme in the Sudan. The evolving humanitarian context and working environment in the Sudan call for increasingly highly effective relationships, collaboration and extraordinary levels of performance. The work of the FSL Cluster in particular will be key in establishing current and future partnerships for the programme. FAO through this PoA plans to give partners more involvement in strategic planning, including national institutions, UN agencies, NGOs, the Red Cross/Red Crescent Movement, and donors.

Government institutions

Government at all levels continues to be our main partner. Programmes such as the SPCRP and SIFSIA testify to the strong partnership currently being developed. In addition, FAO collaborates with State Ministries of Agriculture and Animal Resources in conducting pre- and post-harvest assessments. FAO also works with Agricultural Research Stations and the National Forestry Corporation in seed multiplication and rehabilitation of tree nurseries/production and planting of tree seedlings, respectively. FAO's emergency and rehabilitation programme will continue with this work and continue strengthening the capacity of our national counterparts in preparedness for and response to emergencies.

Over the years, FAO has built a good partnership with the Government, based on which the Organization will seek to strengthen the programme and achievements of SIFSIA and SPCRP. In addition, the capacity building training, technical advisory and support role played by FAO are very much appreciated and respected by the Government and will be continued under this PoA.

UN agencies and the FSL Cluster

FAO has maintained close working relationship with UN agencies in North Sudan including WFP, UNICEF, UNIDO, UNDP and IFAD, among others. Many of the programmes being implemented by FAO are currently developed with other UN agencies and in close collaboration with our donors. For example, FAO has collaborated with UNDP (Crisis and Risk Mapping Analysis [CRMA]) and UNOCHA to assist the FSL Cluster in mapping "who does what and where". FAO and UNIDO have jointly formulated a project entitled "Sustainable food security through community-based livelihood development" to be funded by the Canadian International Development Agency and implemented in Southern Kordofan for a period of four years.

Collaborations take into consideration each agency's mandate and expertise, as the example of the intervention on fuel-efficient stoves in Darfur highlights. FAO's work complemented the interventions of the Office of the United Nations High Commissioner for Refugees and United Nations Population Fund, which are mandated to work on protection and gender-based violence issues as the stove considerable reduced the frequency of women going to collect firewood. It also complemented the work carried out by WFP and UNICEF as the stove is widely used in school feeding, and that of UNEP as the stove reduces consumption of cooking fuel by over 40 percent. Similarly, school gardening interventions have further developed FAO's relationship with education- and nutrition-mandated agencies.

The recent efforts to institutionalize cluster approaches have led to a new level of partnership within the international community (UNOCHA, the Resident Coordinator's Support Office, and UNDP/CRMA), which will complement/strengthen partnerships with other actors. FAO will have to increase its response capacity in order to maintain its level of partnership and visibility among various actors.

WFP

FAO and WFP have co-led the FSL Cluster at the state and Khartoum levels since the merging of the Food Aid and Food Security Sectors in 2007. In addition, both agencies participate in/support rapid, pre- and post-harvest assessments through financial assistance or by providing qualified field personnel or technical guidance. FAO has also been supporting the Food Security Monitoring System that was started in Darfur by WFP and is now being expanded to cover Eastern Sudan and the Transitional Areas. In an effort to prevent seeds from being consumed by beneficiaries, FAO and WFP synchronize seed and food distribution efforts.

Discussions are ongoing between FAO and WFP to strengthen collaboration in food for work for agricultural activities (like water harvesting, pasture and water points rehabilitation); VAM; expanding the use of WFP food/cash vouchers to include seeds/fertilizers; and expanding the coverage of tree planting and fuel-efficient stoves using food-for-work and food-for-training approaches. Through its Purchase for Progress programme, WFP intends to support farmers in some states in North Sudan to produce enough food for their own consumption and the market. In some areas, WFP and FAO will seek to target the same farmers, i.e. FAO will provide inputs and technical support and WFP will procure the harvest/produce from the farmers. Some of the produce that WFP is not able to procure will be bought by the Sudan Strategic Grain Reserve.

National and international NGOs

To-date, FAO has partnered with hundreds of NGOs in the course of implementing food security and livelihood interventions. These have been mainly guided by the relationship of short-term service providers formalized within the framework of Letters of Agreement. The aim is to move away from this and establish strategic partnerships with CSOs to enhance their role in sustainable agriculture-, livestock-, fisheries- and forestry-based development interventions.

FAO will strengthen its partnerships with national and international NGOs by: (i) liaising and collaborating with actors within the FSL Cluster and those from other sectors such as nutrition, water, sanitation and hygiene, and education; and (ii) embarking on comprehensive capacity building of local NGOs and CBOs in terms of human resources development, material supply and, where possible, financial support.