

Food and Agriculture Organization of the United Nations

The Sudan Flood Response Plan 2020–2021

Supporting flood-affected farmers and pastoralists



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Food and Agriculture Organization of the United Nations Rome, 2020 FAO estimates the needs at USD 70 million to urgently assist the most vulnerable 2.9 million people (582 000 households) affected by the floods.

The response plan sets out key emergency agricultural, livestock, forestry and fishery interventions to be implemented within a period of 12 months in severely affected localities.

Overview

The Sudan is a country in transition that is facing multiple crises, ranging from political, economic, health and environmental issues. The current situation is marked by crippling shortages of basic commodities, bread, fuel and extended power outages and soaring inflation.

In 2020, the economic crisis, compounded by a set of complex and intersecting factors including the COVID-19 pandemic, climate-induced natural hazards and conflicts, has led to a deterioration of the food security and nutrition situation in the Sudan. The urgent and essential measures to prevent the spread of the COVID-19 pandemic significantly decreased commodity movements, market functions and cross-border trade, and compromised livelihoods and daily labour opportunities, reducing the purchasing power and food access of vulnerable households. The latest Integrated Food Security Phase Classification (IPC) for June–September 2020 estimated that 9.6 million people in the Sudan are facing Crisis or worse levels of food insecurity (IPC Phase 3 or above), of whom more than 2.2 million are in Emergency (IPC Phase 4). This is the highest figure ever recorded in the history of the IPC in the country. Additionally, nearly 15.9 million people are estimated to be in Stress (IPC Phase 2). These numbers indicate that most people have been shifting into worse phases of food insecurity.

Since July 2020, torrential rains and flooding combined with the historical overflow of the River Nile and its tributaries have affected all the states in the Sudan with the exception of South Darfur, causing devastating damage alongside riverbanks in the northern, central and eastern regions of the country. Moreover, localized flash floods also occurred in wider areas of the country, including Kordofan and Darfur States.

In response, the Food and Agriculture Organization of the United Nations (FAO) developed a 2020 Flood Response Plan (FRP) for the Sudan. The FRP was prepared following a joint rapid assessment with the Ministry of Agriculture and Natural Resources and state agriculture and livestock authorities. The rapid assessment covered 15 of the 17 states affected by the flood.

The overall objective of the FRP is to accelerate livelihoods recovery for sustained food security and income opportunities for the most flood-affected households through improved food security and nutrition, economic empowerment, livelihoods restoration, agricultural infrastructure improvement, capacity development and effective coordination of intervention. The FRP sets out key emergency agricultural, livestock, forestry and fishery interventions to be implemented within a period of 12 months in severely affected localities. Implementing the FRP will require an estimated USD 70 million to support 2.9 million people (582 000 households).

Situation analysis

The Transitional Government of the Sudan is facing challenges in stabilizing the economy, including a high inflation rate, depreciation of the Sudanese Pound and widening of fiscal and external imbalances. Although the official exchange rate has been fixed at SDG 55 per USD since June 2020, USD 1 was traded for up to SDG 245 in the parallel market as of mid-September 2020. The weakening of the Sudanese Pound has also exerted upward pressures on prices, particularly those of imported goods, including fuel, wheat, and agricultural inputs.

Food insecurity and malnutrition remain alarmingly high in the Sudan due to a number of factors. Firstly, as a result of the protracted conflict and displacement since 2003 that is still lingering. The situation is further impacted by the existing economic downturn and higher inflation rates, in addition to food price hikes exacerbated by the impacts of the COVID-19 pandemic. The prevailing humanitarian situation deteriorated rapidly in the first six months of 2020, increasing the numbers of rising hunger across the country. In 2020, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) estimated that more than 9.3 million people, almost a quarter of the entire population of the Sudan, are in need of humanitarian assistance; an increase of 75 percent compared with the 5.2 million in need in 2015.

The states with the highest acute food insecurity are South Kordofan, Blue Nile, North Darfur, Central Darfur, West Darfur, Red Sea, Kassala, South Darfur, North Kordofan and East Darfur. Additionally, the most affected localities are Al Buram, North Jebel Marra and Halaib, in South Kordofan, Central Darfur and Red Sea states respectively. These localities are currently classified in Emergency (IPC Phase 4).

The most vulnerable groups in the Sudan include internally displaced persons (IDPs), returnees, vulnerable residents who are engaged in farming and pastoral livelihoods, and refugees from South Sudan and other neighbouring countries. Women and girls are more likely to experience a worsening of existing inequalities and disproportionate secondary impacts of restrictions compared with men and boys. Even more at risk are other marginalized groups, including persons with disabilities and those in extreme poverty.

The ongoing floods will further aggravate the protracted humanitarian situation and food insecurity of 597 689 of the most vulnerable farming and pastoralist households (2 988 445 people) in 80 localities in the 15 assessed states seriously affected by the floods. This number includes 527 968 farming households in the rainfed areas; 49 200 farming households in the irrigated sector; and 20 521 pastoral households. About 42 percent of the total affected households are headed by women. If no external robust support from resource partners is provided, flood-affected households will not be able to access food, basic services, medicine and agricultural inputs to resume their income-producing food and agricultural activities.

The most flood-affected states are Blue Nile, Gedarif and Sennar. Large parts of their agricultural land were damaged with almost 1 797 719 ha of the planted areas flooded, resulting in severe damage to cultivated crops, particularly sorghum and sesame. The crop production losses due to the floods are estimated

at 1 044 942 tonnes in the rainfed areas. Sorghum – the main staple food in the country – makes up half of the total damaged crops, followed by sesame at about 25 percent, then groundnut, millet and vegetables. Sorghum losses alone are estimated at USD 800 million.

The extent of the damage to planted areas in the irrigated sector is estimated at 103 320 ha, which constitutes about 19.4 percent of the total cultivated areas with a production loss of 557 928 tonnes in the 15 states assessed across the 80 assessed localities. Gedarif is the most affected state in terms of damage to planted area with more than 1 067 721 ha of cultivated land washed away due to floods and a total loss of crops. Blue Nile is the second most affected state with 617 419 ha damaged, followed by Sennar and Kassala with 112 579 ha and 109 048 ha, respectively.

In addition to the crop damage, the livestock sector was also severely impacted with the loss of more than 108 000 heads of livestock, particularly sheep, goats, poultry, and cattle, mostly from North Darfur, Blue Nile and Sennar States. Damage to fishing gear was also reported by fishing communities along the Nile, particularly in Blue Nile and Sennar States, as well as on the Upper Atbara lake on the border between Gedarif and Kassala States. The loss of fish stock in aquaculture farms was also reported in Gedarif State. Furthermore, high flood levels affected natural rangelands within riverine forests – which represents the main source for fodder during the dry season – and have resulted in high siltation rates, which have an impact on the natural water catchments in these riverine forests.

Horticulture, seeds, tools, equipment, machinery and agriculture and irrigation-related infrastructure were also either lost or damaged in the disaster. With additional damage to irrigation systems, many farmers risk missing the start of the upcoming 2020 winter and 2021 summer agriculture seasons, starting in October and March respectively.

It was widely reported that the flood-affected populations have begun to engage in negative coping mechanisms, such as borrowing money and selling productive assets in order to access food. Levels of debt are escalating and affected populations will need to access cash as soon as possible to repay their debts and avoid increased food insecurity.

The replacement of agricultural inputs and tools, rehabilitation of irrigation schemes, as well as provision of support to livestock, fishery and forestry is crucial to ensure that affected populations can continue with their agricultural activities in the upcoming seasons. Cash-for-work programmes are critical to rehabilitate affected areas (e.g. restore irrigation systems, repair roads, rehabilitate small *hafirs* and shallow wells, remove debris from agricultural land, etc.) and allow for income-generation.

The flooding is exacerbating the already fragile situation as the country faces the COVID-19 pandemic, desert locust invasion, an economic crisis, as well as civil unrest and displacement. Without adequate and timely support and generous contributions from resource partners, the number of food insecure people will most likely increase drastically, pushing millions of already vulnerable Sudanese, especially women, children and IDPs to more desperate conditions.

Rationale

Owing to the above analysis, FAO developed the FRP to address the immediate and medium-term needs of the most flood-affected farming and pastoralist households, focusing on the key subsectors of agricultural production outlined below.

Crop production

The economy of the Sudan is highly dependent on agriculture, which occupies an estimated 43 percent of its labour force (International Labour Organization estimates of 2019) and accounts for about 30 percent of its GDP (World Bank). Crop production in the country is quite diversified and includes cereals (maize, millet, rice, sorghum and wheat); oilseeds (groundnut, sesame and sunflowers); industrial crops (cotton and sugarcane); fodder crops (alfalfa, fodder sorghum and Rhodes grass); pulses (broad beans and pigeon peas), and horticultural crops (citrus, mango okra, onions, tomatoes, etc.).

According to the joint FAO/World Food Programme Crop and Food Security Assessment Mission report for the year 2019/2020, the total production of sorghum and millet in 2019/20 is estimated at 5.1 million tonnes, 57 percent below the previous year and 18 percent less than the five-year average. Sorghum production is estimated at about 4 million tonnes, 26 percent lower than the level of the previous year and 19 percent less than the five-year average. While, national millet production is estimated at 1.1 million tonnes, 63 percent lower than the bumper production of the 2018 and 16 percent less than the five-year average.

Although there is considerable potential for agricultural development in the Sudan, the sector has faced a number of challenges that have constrained and restricted opportunities for sustainable growth to support the economy and people that depend on the sector for their livelihoods. Among the key constraints are the limited resource allocation, capacity and infrastructure, limited enabling environment for business, and climate challenges and agro-climatic conditions. Being mainly rainfed, agriculture in the Sudan is highly vulnerable to variations in rainfall amounts and timing.

Livestock production

The Sudan is one of the largest livestock producing countries in Africa and the Arab World, with an estimated total livestock population of about 119 million heads of cattle, sheep, goats, camels and others (i.e. poultry) in 2019. The livestock sector contributes to the livelihoods of at least 26 million people. The sector also contributes significantly to the national economy as reflected in the Sudan's official statistics; it provides more than 60 percent of the estimated value added to the agriculture sector, and is a substantially more important contributor to the GDP than crop farming at an average of 20-22 percent in comparison with 11 percent for the crop sector.

The main livestock production systems are nomadic pastoralism and agropastoralism. Under nomadic pastoralism, livestock ownership per household is large and may vary from 100 to 1 000 heads of livestock including cattle, camel, goats and sheep; while in agropastoral systems, crop production is small and mixed with livestock rearing and ownership per household ranging from 7 to 15 small animals, mainly sheep, goats and chickens. Under agropastoralism, goats and poultry are kept as a source of animal protein in the form of milk, eggs and poultry meat, in addition to their role as a source of income; while sheep are kept mainly as a source of income. Livestock under nomadic pastoralism travel across long distances stretching over more than 500 kilometres in search of feed and water; whereas for agropastoralists, livestock cover shorter distances depending on the rainfall situation.

Forestry production

Forests in the Sudan represent an important source of revenue both at the national and local levels as they provide many food and non-wood forest products, animal fodder and energy to local communities, contributing significantly to food security, economic growth and poverty reduction. The rapid assessment specifically evaluated riverine forests affected by the recent floods.

The Sudanese riverine forest landscapes are located along the banks of the Blue Nile, its tributaries as well as along the White Nile and other wetland bodies, which may have fed into the Nile tributaries. They are characterized by multiple coexisting land uses, including a unique forest ecosystem covering a vast area with vital environmental and economic importance. They protect the Nile system and its watershed and soil against wind and water erosion, reduce water pollution, and provide habitats for wild animal species, migratory birds and many aquatic organisms.

The riverine forests also hold significant biodiversity value as they harbor a wide range of fauna and animals, contributing to environmental conservation and livelihoods. They shelter a wide diversity and density of invertebrates when compared to their adjacent forest ecosystems and comprise some of the world's most productive ecosystems. Riverine forests provide a wide range of habitats to wildlife including hedgehogs, monkeys, rats and gazelles. They also provide a habitat for insects, birds and plants. The riverine forests are managed in order to conserve the Nile ecosystem and play an important role in stabilizing the Nile riverbanks from erosion and degradation, as well as having profound effects on water quality and the hydrology of the river, which sustains agricultural activities for local communities and their livelihoods.

Fisheries production

The River Nile and its tributaries provide immense aquatic resources, but the most important resource is fish. The inland fisheries sector in the Sudan represents an important source of livelihoods and well-being for individuals and communities, as well as a potential means to enhance food security in the country. Despite this, the populations that depend on the sector presently suffer from poverty, lack of employment, food insecurity, illiteracy, health constraints, gender inequality and poor policy protection, resulting in undignified living conditions. Inland fishing communities are often located in isolated and marginalized locations. Consequently, their potential is hidden and often forgotten. An important number of small-scale fishers along the Nile in the Sudan continue to experience food and livelihood insecurity. This is due to a combination of factors including many years of conflict resulting in the prolonged isolation of communities, poor resource management, inefficient value chains (in terms of handling and hygiene, processing and marketing, disrupted trade and supply channels, etc.), poor infrastructure and institutions, lack of investment and financing, insufficient capacity and training, and a lack of adequate income sources and employment opportunities. Recent increased conflict between resident communities and migrant fishers (who come from outside the area) will likely lead to social crises (FAO the Sudan Fishery Sector Review 2019, draft). Estimates indicate that the sector provides direct employment for about 18 000 people (12 000 inland and 6 000 marine), and indirect employment for about 50 000 people (40 000 inland and 10 000 marine).

FAO's strategic approach





Objective

The overall objective of the FRP is to restore the food security and livelihoods of 582 000 of the most vulnerable farming and pastoralist households (2.9 million people) out of the 597 689 households in the Sudan that have been most affected by the 2020 floods. The main interventions aim at improving food security and nutrition; economic empowerment; livelihood diversification and restoration; rehabilitation and improvement of irrigation facilities for the winter season; institutional support for early warning and early action; and coordination for effective decision-making activities.

Planned interventions

Proposed interventions will target the most vulnerable and food insecure households in Stress, Crisis and Emergency levels of severe acute food insecurity (IPC Phases 2, 3 and 4) that have been most affected by the 2020 floods. Assistance will focus mainly on households that have lost their agricultural production capabilities and livestock assets.

Outcomes

Outcome 1. Improved food security and nutrition for the most vulnerable households





Output 1.1. Food production capacities of 540 000 most vulnerable and food insecure households enhanced

This output will target 540 000 households and support cereal and vegetable crop production, as well as protecting animal health and the distribution of farming tools to allow affected farmers and pastoralists to resume their farming activities.

Activities:

- Provide 5 425 tonnes of cereal seeds (millet and sorghum), either in-kind or through vouchers, input trade fairs (ITFs), etc.
- Provide 1 286 tonnes of legume seeds (cowpea, pigeon pea, broad beans, chickpeas), either in-kind or through vouchers, ITFs, when market conditions apply.
- Provide 123.3 tonnes of vegetable seeds (okra, pumpkin, tomato, snake cucumber and watermelon).
- Provide 1 031 340 pieces of hand tools (digging hoes, donkey ploughs and rakes).
- Provide sealable waterproof storage drums to improve safe storage of seeds and farm inputs and limit post-harvest losses.
- Provide technical support and trainings for improved cropping and breeding practices, production and diversification as well as pest and disease control.
- Vaccine and treat 10 million animals against epidemic and endemic animal diseases.
- Complement the provision of productive inputs with unconditional cash transfers (cash+) to address immediate food and essential needs.

Outcome 2. Restored and improved livelihoods of the most vulnerable and food insecure agropastoral households





Output 2.1. Diversified livelihoods and income-generating opportunities of 27 000 most vulnerable and food insecure households

Activities:

- Provide 17 000 restocking kits to 17 000 female-headed households including small ruminants, poultry and donkey carts.
- Provide 4 000 tonnes of animal concentrate feed.
- Provide 200 tonnes of mineral licks.
- Provide 1 000 animal feed choppers.
- Provide 10 000 fishing gear with training.
- Enhance animal health services and establish processing facilities for agriculture, livestock and fisheries sectors to improve value chain, marketing and added value of agricultural produce.
- Support access to markets and affordable rural financial services (establishing farmer cooperatives and associations, restoring damaged agricultural market and transport facilities, and facilitating access to finance and financial inclusion).

Output 2.2. Small scale irrigation facilities to support 15 000 most vulnerable and food insecure households with winter farming rehabilitated and restored through cash for work (CFW) programmes where appropriate

Activities:

- Rehabilitate 500 shallow wells through community labour strategies.
- Construct 30 sand dams to enhance recharging of shallow wells.
- Provide 200 solar water pumps.
- Rehabilitate the drainage systems (in-let and out-let) in affected riverine forests.
- Restore the areas affected by floods within the riverine forests ecosystem.

Outcome 3. Enhanced capacity of national institutions and private sector engagement in early warning and early action





Output 3.1. Capacity of counterpart institutions for flood management and livestock disease surveillance and early warning and early action improved

Activities:

- Assist government institutions in strengthening early warning systems for floods (river level monitoring, forecasting, calendar and analytics on shocks, risk communications functions of early warning), develop contingency plans and identify anticipatory actions, and build capacity of key government institutions on various elements of early warning and early action.
- Support the Ministry of Animal Resources in the institutionalization of livestock early monitoring tools, including feed inventory and feed balance, Predictive Livestock Early Monitoring System and livestock body condition and forage assessment using Pictorial Assessment Tool at state level.
- Strengthen the animal disease surveillance capacity at central and state level.
- Strengthen the capacity of the Ministry of Agriculture in agricultural surveys by providing equipment and staff training.
- Involve the private sector in activities related to rehabilitation and equipment of laboratories, and dissemination of early warning information.

Outcome 4. Strengthened coordination for effective humanitarian response



Output 4.1. Coverage of food security and livelihood needs in the most affected areas improved

Activities:

- Support evidence-based information generation through assessments for analysis and dissemination to inform food security and livelihoods (FSL) sector and humanitarian response programming.
- Lead, or contribute to a detailed sector analysis on losses and damages and/or a multi sectoral post-disaster needs assessment, for an eventual evidence-based livelihoods resilience building programme.
- Lead discussions on food security and livelihood issues at sector and inter-sector levels, particularly when developing key strategic and advocacy documents, i.e. Humanitarian Needs Overview and Humanitarian Response Plan.
- Support planning and implementation of joint/inter-sector projects/programmes for effective coverage of food security and nutrition needs.

Implementation arrangements

Institutional framework

FAO in the Sudan provides strategic and technical support and leadership, and enjoys strong, collaborative and effective relationships with other United Nations (UN) agencies, humanitarian and development partners, international and national non-governmental organizations (NGOs) and government line ministries. FAO has extensive experience in implementing and backstopping food security, agricultural, livestock, natural resources management and livelihood support projects in the Sudan. FAO has field offices in 12 states. The field offices will closely supervise and monitor the implementation and monitoring of the livelihood-saving interventions proposed under the FRP.

The Khartoum office serves as the representational and head office for all humanitarian, recovery and regular development programme activities in the country. It provides strategic, operational and technical support to its field offices and implementing partners and directly oversees the operations of the decentralized offices. FAO's Khartoum office works closely with the regional office in Cairo and FAO headquarters in Rome, Italy which provide technical support to the country office. FAO has developed resilience-based frameworks and action plans for a number of crisis-affected countries in the Near East and North Africa region and will provide important technical support in the various technical areas of the proposed interventions.

Coordination

Coordination within FSL sector and inter-sector levels will be used as a vital tool for the successful implementation of the FRP. Only a coordinated effort among humanitarian actors can relieve the hardships faced by the target group in the board states. These coordination mechanisms involve a broad range of stakeholders (UN, NGOs and line ministries at state level) that will be directly or indirectly involved in the overall FRP. FAO will use these mechanisms to streamline approaches, avoid the duplication of efforts, cover gap areas, maximize consultations, focus on joint planning and promote monitoring and evaluation. FAO will work closely with the Ministry of Agriculture and other government entities to ensure efforts are coordinated and complementary.

Accountability to Affected Populations

FAO will strive to ensure that the principles of Accountability to Affected Populations are integrated into the various phases of the programme cycle. Consultations with affected populations begin with the selection of types, varieties and quantities of livestock and agricultural inputs and community assets for rehabilitation, and continue throughout the implementation of activities and monitoring of results. FAO is activating a beneficiary grievance redress system through a beneficiary hotline. Additionally, any beneficiary complaints will be further captured during field monitoring missions by FAO staff. FAO in the Sudan has urged all of its implementing partners to open hotlines to allow beneficiaries to express their opinions about interventions and provide them with the chance to share any grievances they may have. The FRP will promote understanding between the different livelihood groups (pastoralists and farmers) through group meetings, discussions and other community platforms to reduce conflict and encourage mutual support.

Monitoring and Reporting

The monitoring framework will track indicators at outcome and output levels. Specifically, the agriculture component will be monitored along two phases. The first phase will take place just after distribution of inputs to beneficiaries. The objective of this phase is to ensure that all intended beneficiaries receive inputs and that the quantities, types and varieties are according to their preferences. Constraints and difficulties faced will also be identified. Monitoring during the second phase will take place during the planting season to ensure that all inputs are utilized by beneficiaries and planned trainings are delivered effectively. This will provide an indication of the expected harvest, considering the major challenges faced. On the other hand, the monitoring of the animal health component will take place two to three months after the vaccination campaign by measuring the immunity level and status of disease outbreaks. Accountability to Affected Populations and gender-based violence risk is monitored by checking records and telephone call reports documented by the implementing partners to ensure that beneficiaries' voices and concerns are truly respected and acted upon. Post-monitoring distribution will be conducted for the other inputs that will be delivered by programme.

Communication and outreach

The FRP aims to strengthen and support efforts in advocacy, awareness raising, knowledge management and communication, as well as other initiatives that raise awareness of emergency interventions targeting agricultural livelihoods.

In particular, the strategy will focus on the following areas:

- Increase awareness, knowledge, understanding and visibility of the importance of emergency interventions targeting agricultural livelihoods in the fight against hunger.
- Advocate for greater commitment and financial investment in emergency agricultural livelihood activities from resource partners, humanitarian partners and authorities.
- Promote good practices that can be scaled up and institutionalized.

To maximize reach, various groups will be targeted, including local institutions, government agencies, project partners (including NGOs and community-based organizations), the humanitarian community, local and international media, resource partners and beneficiaries.

Logical framework

Outcome	Indicators	Budget (USD)	Assumptions
Outcome 1. Improved food security and nutrition for the most vulnerable households	 Percentage of target beneficiaries with household acceptable food consumption of 75% and dietary diversity of at least 6 		 Improvement in access to the flood affected localities to allow partners to deliver required
Output 1.1 Food production capacities of 540 000 most vulnerable and food insecure households enhanced	 Type and quantity of inputs provided Number of households supported Average food production per household Average yield per household Reduction in outbreaks and spread of livestock diseases 	40 million	 Willingness of national and international NGOs to work with FAO in hard-to-reach areas
Outcome 2. Restored and improved livelihoods of the most vulnerable and food insecure agropastoral households	 Percentages of households with diversified income sources and livelihoods of 2.0 or more as measured by the Participation Index 		 The political, economic and health situation in the country will allow timely procurement and delivery of
Output 2.1 Income-generating opportunities and livelihoods of 17 000 most vulnerable and food insecure households diversified	 Percentage of households with increased expenditure/purchasing power Type and quantity of inputs provided 	26.7 million	 project inputs Presence of staff is not impeded by travel bans or blockades
Output 2.2 Small scale irrigation facilities to support 15 000 most vulnerable and food insecure households with winter farming restored and rehabilitated	 Number of irrigation facilities rehabilitated/constructed Number of households supported Restored riverine forest ecosystem 		 Weather conditions will be favourable for project implementation
Outcome 3. Enhanced capacity of national institutions and private sector engagement in early warning and early action	 Quality and timeliness of early warning data on livestock provided by counterpart institutions 	2.5 million	

Output 3.1 Capacity of counterpart institutions in early warning and early action improved	 Number of centres and laboratories rehabilitated and equipped Number of personnel trained Number of reports produced 		
Outcome 4. Strengthened coordination for effective humanitarian response	 Effective and timely response to food security and agricultural livelihoods needs 		
Output 4.1 Coverage of food security and agricultural livelihood needs in the most affected states improved	 Proportion of 2020 and 2021 FSL needs covered Number of assessments conducted Number of joint programmes/activities implemented Number of humanitarian partners (national/ international NGOs) and institutions actively involved in future humanitarian response 	0.8 million	
Total (USD)			70 million

Saving livelihoods saves lives

Contact

FAO Representation in the Sudan

Khartoum, the Sudan FAO-SD@fao.org

Office of Emergencies and Resilience

Rome, Italy OER-Director@fao.org

Food and Agriculture Organization of the United Nations

www.fao.org/emergencies www.fao.org/resilience

