



IFRC Operational Framework for Anticipatory Action 2021-2025

The Operational Framework for Anticipatory Action considers anticipatory action as “a set of actions taken to prevent or mitigate potential disaster impacts before a shock or before acute impacts are felt. The actions are carried out in anticipation of a hazard impact and based on a prediction of how the event will unfold” (Anticipation Hub – World Disasters Report 2020). Anticipatory actions should complement longer-term investment in risk reduction and should aim to strengthen people’s capacity to manage risks. Anticipatory actions can be launched automatically when the trigger is tied to a pre-agreed plan and pre-approved financing as in the case of forecast-based financing (FbF), but there are also alternative approaches that meet the same goals with a different decision-making framework e.g. expert judgment.

Anticipatory action approaches, as set out in this framework, includes the FbF approach and other methodologies that fits the definition of anticipatory action. While anticipatory action is currently developed by IFRC and National Societies to anticipate impacts of extreme weather events, the scope of this framework includes current efforts to explore the use of anticipatory action beyond hydrometeorological hazards.

Background

Anticipatory action is increasingly recognised as a key solution to reduce the impacts of climate change and extreme weather events, these actions help organisations and people build resilience to future shocks by better understanding trends and highlighting the need to embed risk information for short-term shocks that informs long-term adaptation.

Building on decades of experience in disaster preparedness the IFRC and many other National Societies have pioneered the development of the anticipatory action approaches such as Forecast-based Financing (FbF) since 2014. In 2018, IFRC launched forecast-based action (FbA) by the Disaster Response Emergency Fund, the first of which provides reliable and predictable financing for National Societies to implement anticipatory action.

Together with WFP, FAO, OCHA and START Network as key partners, anticipatory approaches are now being implemented more than 60 countries. In 2019, IFRC joined the Risk-informed Early Action Partnership (REAP) with the goal of making 1 billion more people safer from disasters, in addition to being promoted in several UN Resolutions and relevant international policy processes, FbF and anticipatory action have been embedded in relevant policies at IFRC. One of the goals in the IFRC Strategy 2030 is to support people to anticipate, respond to and quickly recover from crises. To manage the global challenge of evolving disasters and crises, the strategy calls for the use of technology and innovation to anticipate risks and disasters and provide proactive early action and predictable financing.

As part of its 2021-2025 Plan and Budget, IFRC has set out a target to triple the size of its Disaster Response Emergency Fund (DREF) to CHF 100 million, out of which 25% is aimed at financing anticipatory action. The importance of anticipatory action is further underscored in the *Climate and Environment Charter for Humanitarian Organizations* as a means to step up our response to the

impacts of climate and environmental crises. Anticipatory action is aligned with the IFRC DRM policy and *National Society Preparedness Framework's* common, integrated and multi-sectoral understanding of how various preparedness capacity strengthening initiatives should work together along the DRM continuum.

Starting in 2020, IFRC, the Climate Centre and National Societies were included for the first time in Green Climate Fund (GCF) projects in Liberia and the Pacific the Climate Centre and National Societies have been engaged in additional GCF proposals and in 2021 engaged for the first time in Climate Risk and Early Warning Systems (CREWS) initiative projects.

Despite the encouraging developments, much more can and must be done to make anticipatory action the norm by connecting it to response, preparedness and long-term resilience building.

Objective

Building on the successful piloting efforts in recent years, the objective now is to scale up and mainstream anticipatory action as an approach across disaster risk management and climate change adaptation frameworks, plans and approaches. Scaling up requires dedicating more funding to expand and strengthen local capacities on anticipatory action. It also means expanding the geographic coverage and types of hazards that can be anticipated, as well as the ability and capacity of the system to act collectively in a coordinated manner before a disaster occurs.

Referring to the relevant IFRC Frameworks, the 2021-2025 Federation Plan and Budget and the draft Council of Delegates Resolution on *Strengthening anticipatory humanitarian action in the Movement: Our way forward*, the Operational Framework for Anticipatory Action aims at operationalising the scale-up ambition that these documents highlight into strategic priorities, measurable indicators and the means to achieve the targets. The Operational Framework may be used to inform a collective resource mobilisation effort of IFRC, National Societies, Reference Centres and Technical Hubs to join forces in scaling up anticipatory action.

Target audience

The framework is applicable to the IFRC Secretariat and membership already supporting or planning to support the scaling up of anticipatory action

Vision statement

Anticipatory action is implemented at scale to enable vulnerable people in at risk communities to protect their lives and livelihoods.

Strategic priorities

- National Societies **increase their engagement on anticipatory action**, particularly with a view to expanding its geographical reach | Council of Delegates Resolution Operative Paragraph (OP) 1
- Expand the use of **anticipatory action approaches to cover more hazards and risks** - notably slow-onset and less visible risks (such as heatwaves and droughts), compounding risks, in conflict settings, epidemics, food insecurity and displacement | OP 2, 3, 4, 5
- National Societies **integrate anticipatory action into their disaster risk management**

strategies, policies, and plans | OP 7

- National Societies have **increased access to disaster risk financing** for anticipatory action, whether through improvements in current financing mechanisms (e.g. FbA by DREF, imminent DREF) and or other sources | OP 6
- IFRC and National Societies advocate for the **integration of anticipatory action into national disaster risk management and climate change adaptation** policies and structures and for increased investments in early warning early action | OP 8
- IFRC and National Societies make use of and contribute to the Anticipation Hub by sharing activities, learning, scientific evidence on the impact of anticipatory action | OP 9

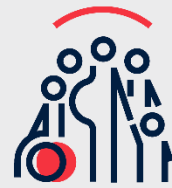
Targets (by 2025)



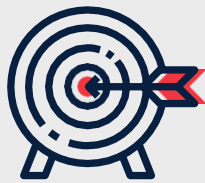
80 National Societies engaged in anticipatory action such as through developing Early Action Protocols, integrating anticipatory action in their Contingency Plan and/or DREF funded emergency operations



25% of DREF allocated to anticipatory action



4, 3 million people engaged in annually and or supported through in anticipatory action



4000 National Societies' staff and **volunteers** are **trained** on anticipatory action concepts and methodologies including but not limited to FbF through training of trainers' approach



Technical and strategic partnerships and research support anticipatory action development **globally and in 80 countries**

PILLARS OF ACTION



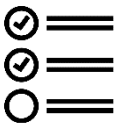
Human resources

- Ensure staffing at regional and national levels to implement the Operational Framework for Anticipatory Action, including coordinating the capacity building support for NS
- Ensure coordination and technical expertise on anticipatory action are available (international, regional, sub-regional and country levels) to support National Societies to develop and implement anticipatory action approaches
- Ensure staffing in the Climate Centre to provide technical support for anticipatory action development and evaluation processes including but not limited to Early Action Protocol design and review.



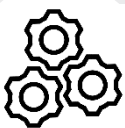
Approaches, guidance and tools

- Review the current approach to FbF and current issues/bottlenecks to identify changes that would be required to reach the desired scale-up, including based on existing evaluations e.g FbA by the DREF pilot phase report.
- Adapt/improve guidance materials and tools for FbF set-up and implementation in line with needs of National Societies implementing the approach.
- Develop guidance on anticipatory action more broadly (beyond FbF and including smaller events and low-cost actions), linking to and building on existing FbF material where relevant
- Ensure alignment of new trainings with relevant IFRC existing frameworks, approaches and tools such as the National Societies Preparedness Framework, Preparedness for Effective Response (PER) and the Community Early Warning Systems (CEWS) guideline.
- Contribute to and disseminate, in collaboration with the Anticipation Hub, a catalogue (or set of national catalogues) of tested anticipatory action and triggers that are effective at reducing suffering, explaining what we know about what works in different settings for different hazards.
- Review and adapt existing materials or develop new guidance and tools to apply anticipatory action for more types of hazards, with increased attention on slow onset events, less visible risks, compound risks and the application of anticipatory action in situations of conflict



Capacity strengthening

- Develop a comprehensive learning approach on early warning and anticipatory action, building on and improving existing training material to be added to IFRC's Learning Platform and the Anticipation Hub website.
- As part of the above, building on the FbF Practitioner's Manual ensure that training materials exist on the different aspects of FbF implementation, also considering compounding risks.
- Train IFRC and NS volunteers and staff at national, regional and global levels on key concepts related to anticipatory action, including triggers, actions, plans and financing options.
- Train and certify DRM/CCA focal points from IFRC and National Societies to conduct trainings on anticipatory action and FbF as part of the broader disaster risk management system
- Strengthen NS capacity in readiness and pre-positioning activities (e.g., volunteer base, logistics, cash) to enable easy, quality and rapid delivery of assistance in a few hours/days when early warning arrives.

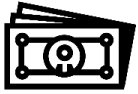


Technical support

- Support National Societies in setting up FbF systems, including technical assistance on the development of EAPs, capacity building, cross-cutting elements establishment of systems and procedures and readiness exercises.

- Where FbF is not implemented, support interested National Societies in testing and developing anticipatory action plans to apply for other sources of funding (e.g. DREF).
- Support NS in establishing/strengthening relationships and networks with relevant stakeholders e.g., National Hydrometeorological Services (NHMS) to facilitate the development and implementation of Impact-based Forecasting (IBF) for anticipatory action into National Early Warning and DRM systems.
- Support National Societies to reach the “last mile” with anticipatory action leveraging larger hydrometeorological-focused investments/projects (e.g. CREWS, GCF).
- Support National Societies in developing anticipatory action for non-hydrometeorological hazards.
- Support National Societies in adapting their EAPs or other plans for anticipatory action to compounding risks.

Financing

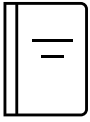


- Support National Societies to mobilise resources to finance anticipatory action' systems set-up (e.g: enhanced human resources capacity, readiness, prepositioning, trigger design, EAP development) through a full-fledged FbF project or by integrating anticipatory action within existing Contingency Plans.
- Increase volume of pay-out for anticipatory action from the DREF according to the current target.
- Enable access to other disaster risk financing instruments beyond the Movement to enable National Societies to implement anticipatory action e.g., through sovereign regional risk pools, government budgets, CERF, etc. in addition to DREF.

Evidence, knowledge management and exchange



- Build further evidence of the benefits of FbF and other anticipatory action approaches by assessing the impact of activations, the co-benefits of the setup process and the evidence base for specific actions (including the evidence of what works well in which situations/contexts and for more types of hazards).
- Develop and build upon on existing studies and research on anticipatory action on non-hydrometeorological hazards, including conflict.
- Support feedback and learning within FbA by the DREF and the use of DREF for anticipatory action.
- Enhance monitoring, evaluation and accountability strategy and methodology of anticipatory action.
- Grow the participation rate and convening role of the National, Global and Regional Dialogue Platform on Anticipatory Humanitarian Action for exchange and learning on anticipatory humanitarian action and ensure the outcomes of the Dialogue Platforms feed into global (e.g., Global Platform on DRR, COP, etc.) and regional fora.
- Strengthen knowledge and exchange of learning and best practices through the Anticipation Hub, including by building on the diverse number of partners of the Anticipation Hub.
- Increase partnerships with global south institutions to develop further activities related to research, policy and practice.



Policy and Advocacy

- Finalise and adopt a Council of Delegates Resolution on *Strengthening anticipatory humanitarian action in the Movement: Our way forward*.
- Advocate for governments to take leadership and coordination such as through establishing/supporting mechanisms for inter-agency coordination on anticipatory action, to make available Impact-based Forecasting products and services, and to establish their own anticipatory action systems or integrate anticipatory action into their systems
- Advocate to donor governments to continue investing in anticipatory action based on the Anticipatory Action Task Force policy asks.
- Advocate for baseline investments in NS capacity strengthening for anticipatory action.
- Collaborate with other humanitarian organisations, development agencies, government, academia, private sector to jointly advocate to achieve a system-wide shift towards anticipatory action.
- Develop communication materials to support awareness raising on anticipatory action and existing tools/approaches.

THEORY OF CHANGE



VISION STATEMENT

Anticipatory action is implemented at scale to enable vulnerable people in at risk communities to protect their lives and livelihoods.