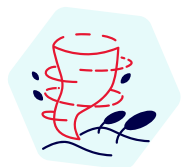








How local governments allocated funding for anticipatory action in the Philippines



Typhoons in the Philippines: a major threat to lives and livelihoods

The Philippines is an archipelago of over 7000 islands encompassing over 30,000 kilometers of coastline and 18 major river basins. While its geographical features contribute to stunning landscapes, they leave the population highly exposed to natural hazards including typhoons, floods, droughts, landslides, volcanic eruptions, wildfires, earthquakes, and tsunamis. Over the last 50 years, floods and typhoons have accounted for 80 percent of all losses from natural hazards in the country ([UNDRR 2019](#)) . The intense rainfall, wind, and storm surges associated with these extreme hydrometeorological events put people's lives at risk. Their impact on people's homes, crops, and businesses leads families to negative coping strategies like reducing food consumption. In the face of climate change, the frequency and intensity of such events is expected to increase.


Humanitarian organizations around the world are increasingly exploring anticipatory action to mitigate the potential impacts of disasters before they are felt (see [IFRC World Disaster Report 2020](#)) . Anticipatory approaches to humanitarian action typically link robust predictions of potential disasters ('triggers') to pre-agreed action plans. These action plans comprise various 'anticipatory actions' to reduce human suffering, losses, and damage. These measures include providing cash transfers or distributing hygiene or shelter kits as well as measures to safeguard livelihoods, such as livestock evacuation ([see Anticipation Hub Early Action Database](#)) .

In order to ensure rapid implementation of these measures in the face of an imminent disaster, it is crucial to have standby funding agreements in place. Humanitarian agencies have developed different mechanisms and associated funds to enable anticipatory action. These include [Forecast-based Action by the Disaster Relief Emergency Fund \(FbA by the DREF\)](#)  for Red Cross Red Crescent National Societies, the [Central Emergency Response Fund](#)  (CERF) for UN Agencies, and [Start Network Crisis Anticipation and Disaster Risk Financing](#)  for Start Network member NGOs. Recently, the Philippines added a new actor to the mix. It is among the first countries in the world to allocate government funding to anticipatory action.



Forecast-based Financing in the Philippines

The Philippines Red Cross (PRC), with support from the German Red Cross, the 510 initiative of the Netherlands Red Cross, the Finnish Red Cross, and the Red Cross Red Crescent Climate Centre began working on a Forecast-based Financing plan for typhoons and flooding in 2017. An Early Action Protocol (EAP) for Typhoons was approved in November 2019. This EAP supports early action in an average five high-risk municipalities within each of the 26 provinces most affected by typhoons.¹

In the event of a [typhoon, the EAP](#)  allows PRC to access funds from Forecast-based Action by the DREF, which is managed by the International Federation of the Red Cross Red Crescent. These funds support:

- evacuation of livestock
- early harvesting of crops such as abaca and rice
- shelter strengthening

The latter two actions are made possible by FbA by the DREF-funded cash-for-work programmes that are also part of the EAP.




Community members simulating the early harvesting of crops.
(c) PRC/GRC

¹ Albay, Aurora, Cagayan, Camarines Sur, Camarines Norte, Catanduanes, Cebu, Davao de Oro, Davao Oriental, Isabela, Leyte, Southern Leyte, Masbate, North Samar, East Samar, Western Samar, Sorsogon, Surigao del Sur, and Surigao del Norte.



Local funding for early actions

Humanitarian actors have rapidly increased their investments in anticipatory action since pilots began in 2014. As of 2021, at least **60 countries**  host anticipatory action initiatives. Nevertheless, integrating anticipatory action with national disaster risk management structures and securing government funding for FbF are important strategies for scaling-up and ensuring sustainability. Given the newness of the approach, and the political risks of acting in vain (i.e., without guaranteed results), few governments have begun funding anticipatory action. Despite these challenges, PRC's close partnership with Local Government Units (LGUs), and the unique, decentralized nature of funding for disaster risk management in the country, has led local governments to begin testing the use of government funds for early action before typhoons. Legislation in the Philippines dictates that a minimum of five percent of national and local (municipal) budgets be allocated to disaster risk management through National and Local Disaster Risk Reduction and Management Funds (the NDRRMF and LDRRMFs). Of this five percent, 70 percent must be allocated to disaster prevention and preparedness activities, such as training, procurement, and pre-identification of evacuation sites. The remaining thirty percent is placed in a Quick Response Fund (QRF) and can only be accessed for relief and recovery efforts after a disaster has officially been declared.

Memorandum 60: increased funding for early actions


Memorandum 60, which was published in 2019 but is not yet operational, may soon increase the amount of local funding available for early actions. Once fully enacted, it will allow LGUs to access the QRF (30%) if predictions indicate that fifteen percent of the local population will be affected by an imminent disaster.

In 2020, the Provincial Disaster Risk Reduction and Management Office (PDRMO) in the provinces of Western Samar and Southern Leyte began exploring the possibility of allocating LDRRMF preparedness funds to early action. By June 2021, Memorandums of Agreement (MoAs) between PRC and the LGUs were approved outlining how and when the LGU will fund and implement anticipatory action (or “forecast-based resilience”, as it will be called in Western Samar). These allocations represent an important step toward institutionalization of anticipatory action.

² The lead-time in anticipatory action refers to the time from when the forecast is issued until the occurrence of the event that is forecast to happen.



PRC staff and volunteers preparing materials for shelter early actions.
(c) PRC/GRC

The anticipatory systems put in place by the LGU rely heavily on research and design previously conducted by PRC and partners. Both provinces will fund the early actions identified and approved by PRC through extensive stakeholder-engagement processes. Southern Leyte will focus exclusively on shelter strengthening, while Western Samar is considering livestock evacuation and early harvesting of matured fish in aquaculture operations in addition to shelter strengthening. Both provinces will also rely on the Red Cross forecast trigger. The typhoon trigger initiates anticipatory action when, 72-hours before landfall, **impact-based forecast**  models predict more than 10 percent of houses in three or more municipalities will be totally damaged. Western Samar may seek additional lead-time² to ensure it can reach remote island communities. Through collaboration with the PDRMO, PRC hopes to extend FbF beyond the five municipalities in each province currently covered by PRC protocols to cover all of Southern Leyte and Western Samar.



Lessons learned about local funding for anticipatory action

These agreements place the Philippines among the first countries in the world to allocate government funding to anticipatory action. Flexibility of local budgets, strong existing collaboration between local governments and the PRC, and a readiness to test new approaches for disaster risk management diminished traditional barriers to government funding for anticipatory action, such as the fear of acting in vain and short lead times. This openness offers an opportunity to learn and gather best practices for this expanded funding approach. In interviews, representatives from the PRC and government officials responsible for advancing FbF in each province identified two key lessons to share with practitioners around the world: the need for stakeholder engagement and the importance of interest in FbF.

Involve local stakeholders early on

The primary lesson that these informants wanted to share was the importance of close collaboration throughout the FbF development process. By engaging with communities and the government during the research, selection, and testing of early actions, PRC fostered support for FbF from Provincial and Local governments all the way down to barangays.³ This support eventually translated into local government ownership and investment.

Representative of PRC on the importance of stakeholder engagement

“We have to make sure that whoever the stakeholders [are] that play a vital role in the implementation of the project, we have to invite them, and we need to make sure that the invitation goes directly to the concerned person. What I mean is, if you need to have the head of office during the meeting and even the planning [you invite them]. Because one thing is for sure, when there is decision-making, if you want to have right there and then their decision, you get a decision because the head is there. Inviting them also allows [decision-makers to] understand the programme, the budget, how it's being implemented. If there is a simulation, if there is planning, even just going to the place and joining and experiencing, or even witnessing how a certain project is being implemented, it is much better.”

Fuel interest in anticipatory action

Informants in Western Samar and Southern Leyte provinces stressed that local government interest in FbF grew out of the strong ties between PRC and local disaster management officials and coordination structures. All four informants highlighted the close working relationship between PRC and local disaster risk reduction practitioners. Chapter administrators made a particular effort to personally invite local government decision-makers – such as the heads of the PDRRMOs – to all meetings and FbF simulations, so that they were aware of the programme, could assist with any key decisions, and would grow to understand it better. Both PDRRMOs were impressed with the community-based approach and transparent beneficiary selection criteria, and found it complemented the government's more ‘top-down’ approach to disaster planning and assistance. As a result, they took the initiative to personally advocate for, and eventually secure, the allocation of local funding.



Plans for implementation in Western Samar and Southern Leyte

The next step for locally funded early actions in the Philippines is to establish how anticipatory action can be implemented in additional locations. PRC has established separate MoAs with Western Samar and Southern Leyte Provinces. According to these agreements, PRC will be responsible for providing partners, Provincial and Local Government Units in particular, with training and outreach on FbF. PRC will collaborate with Provincial Veterinary Offices to plan the evacuation of livestock. PRC is also responsible for the following elements, which were completed during the development of the PRC EAP and will therefore carry over to the government funding:

- risk analysis and regular updating of prioritized areas and beneficiaries
- trigger development or modification
- coordinating with partners to select, plan, test, replicate, monitor and evaluate the early actions
- stakeholder engagement and feedback, including meetings with each Provincial FbF Core Group
- support the Provincial Government with the selection of target cities, municipalities and barangays, and the procurement of shelter kits.

The Provincial Governments are responsible for the following activities:

- participate in coordination meetings and ensure the engagement of key Provincial agencies
- designate permanent staff to support the implementation of the programme and attend Core Group meetings
- provide feedback on the planning and implementation of early actions (including triggers and monitoring and evaluation)
- lobby City and Municipal LGUs in each Province to incorporate early actions into relevant government plans
- participate in service delivery and fundraising
- communication with LGUs.

In preparation for implementation, the Provincial Government will decide on target cities, municipalities, and barangays. It will also clarify the design of the shelter kits to be used, pre-position the shelter kits in a PDRRMO facility, and define a shelter kit delivery mechanism that is in line with Commission on Audit regulations. When and if a trigger is reached, the PDRRMO will be responsible for delivering and installing the shelter kits in the pre-identified LGUs and for evaluating the results of their interventions.


³ The smallest administrative division in the Philippines.



Into the future: continuing to scale up

PRC hopes collaboration with Provincial Governments will eventually allow anticipatory action to cover all localities in these two provinces and beyond. Stakeholders in Southern Leyte believe that their experience will serve as a learning and testing ground for the whole country. A representative from the local government of Southern Leyte noted, “I am optimistic that we can convince the national government and this concept will be integrated in the disaster management programme in the entire country.” Building on these initial experiences, the Provincial Government of Davao de Oro is already in the process of developing a new MoA with PRC to allocate LGU funds for flood early actions. Furthermore, by sharing their experience, PRC, the Provincial Government, and their partners believe other governments around the world will learn from their experience and be inspired to explore their own investments in anticipatory action.

For more information about anticipatory action, please visit the [Anticipation Hub](#). 

You can learn more about anticipatory action in the Philippines on the Anticipation Hub's [global map](#). 



PRC representatives meeting with LGU officials.
(c) PRC

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