



REPORT

7th Global Dialogue Platform on Anticipatory Humanitarian Action

12 – 14 November 2019



Berlin, Germany



List of Abbreviations

CERF	Central Emergency Response Fund	GRIF	Global Risk Financing Facility
CDP	Centre for Disaster Protection	IA-SOPs	Inter-Agency Standard Operating Procedures
CVA	Cash and voucher assistance	IFRC	International Federation of Red Cross and Red Crescent
DFID	Department for International Development UK	INFORM	Index for Risk Management of the European Commission
DP	Disaster Preparedness	IPCC	Intergovernmental Panel on Climate Change
DRF	Disaster Risk Financing	LGU	Local Government Units
EAP	Early Action Protocols	NLRC	Netherland Red Cross
EWEA	Early Warning Early Action	NGO	Non-governmental organisation
EWS	Early Warning Systems	NMHS	National Meteorological and Hydrological Services
FAO	Food and Agriculture Organization	OCHA	Office for the Coordination of Humanitarian Affairs
FbA	Forecast-based Actions	ODI	Overseas Development Institute
FbF	Forecast-based Financing	REAP	Risk-Informed Early Action Partnership
FFO	German Federal Foreign Office	RCCC	Red Cross/Red Crescent Climate Centre
ForPAc	Forecast-based preparedness action	SHEAR	Science for Humanitarian Emergencies and Resilience
GDP	Global Dialogue Platform	UN	United Nations
GLoFAS	Global Flood Awareness System	WFP	World Food Programme
GRC	German Red Cross	WMO	World Meteorological Organization

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BACKGROUND

→ The 7th Global Dialogue Platform (GDP) took place in Berlin from the 12 to 14th of November 2019. **More than 216 participants from 44 countries attended the conference, which covered more than 45 individual sessions.** As the anticipation landscape has continued to expand over the last year, the GDP developed alongside it, and thus in 2019 was renamed Global Dialogue Platform on Anticipatory Humanitarian Action (formerly Global Dialogue Platform on Forecast-based Financing) to reflect this evolution. To further celebrate and accommodate the variety of stakeholders, progresses, ambitions and approaches in this field, this year's interventions in plenary, such as ignites, keynote addresses and panel discussions, and a total of 28 different breakout sessions (workshops, games, presentations), have been facilitated by attending organisations.

The GDP hereby offered a dynamic space for partners implementing Forecast-based Financing (FbF) and other anticipatory approaches to informally discuss good practices, technical developments, challenges and opportunities. Additionally, new flagship initiatives and frameworks to support global agendas were presented, such as the recently launched Risk-informed Early Action Partnership (REAP), the upcoming Anticipation Hub and the Early Action Focus Task Force for enhanced alignment and catalysed action.



Participants jointly explored the advancement of concepts and approaches in the anticipation landscape, further integration of the impact-based forecasting approach and a variety of Disaster Risk Financing instruments being explored across contexts, such as slow-onset disasters or protracted crisis. Cooperation and partnerships between the DP community of practice members were strengthened and policy priorities, advocacy on anticipatory action and relevant global frameworks further pushed forward.

The three-day Global Dialogue Platform also built upon the results from the various 2019 Regional Dialogue Platforms in Africa, Latin America and Asia to further identify practical recommendations for the Forecast-based Financing methodology and opportunities for multi-stakeholder synergies at regional and national levels.



7th Global Dialogue Platform
on Anticipatory Humanitarian Action

DAY ONE

Opening Speeches



Christof Johnen

Head of International Cooperation, German Red Cross

Mr Christof Johnen opened the Global Dialogue Platform and directly stressed the humanitarian consequences of climate change and the efforts of the Red Cross and Red Crescent Movement and its partners to alleviate human suffering. He highlighted that “climate change is an issue that we take very seriously” because it “knows no borders and affects people from all social groups.” And, yet, he stressed, “we also know that climate change will affect some more than others”. Referring to the recent IFRC report “The Cost of Doing Nothing”, Christof pointed out that the need for humanitarian assistance could double in 2020. This would pose a tremendous challenge for the humanitarian sector. Already today, resources are not sufficient to provide assistance to all people in need following a disaster. Christof argued that the increasing impact of climate change requires humanitarian assistance to be better, to be “more forward-looking”.

He made the case for an anticipatory approach and outlined the history of Forecast-based Financing (FbF), an approach that allocates funds for pre-agreed early actions before a disaster strikes to alleviate human suffering of the most vulnerable. What started as a small German Red Cross pilot project has now become a broader movement involving, amongst others, IFRC, WFP, Start Network and FAO. This “anticipation family” as he put it, has joined forces to transform the humanitarian system from a reactive to an anticipatory one, to “a humanitarian system that is not waiting until disasters occur, but that acts early enough to alleviate suffering”.

Christof stressed that the annual Dialogue Platforms were instrumental in forging these linkages and pointed to the variety of anticipatory approaches that exist today. Nowadays, “FbF is only one tool among many other anticipatory tools and approaches that have been developed to help make a difference for the most vulnerable”. Welcoming this development, Christof announced that the German Red Cross together with IFRC and RCCC will further increase efforts to strengthen anticipatory approaches by establishing an Anticipation Hub in the course of the next year. Moreover, in acknowledgement of the collective efforts of numerous stakeholders working on anticipatory ideas, tools and strategies, the former ‘Global Dialogue Platform on Forecast-based Financing’ has now changed its name to “Global Dialogue Platform on Anticipatory Humanitarian Action”.

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Climate change knows no borders and affects people from all social groups.

Christof Johnen

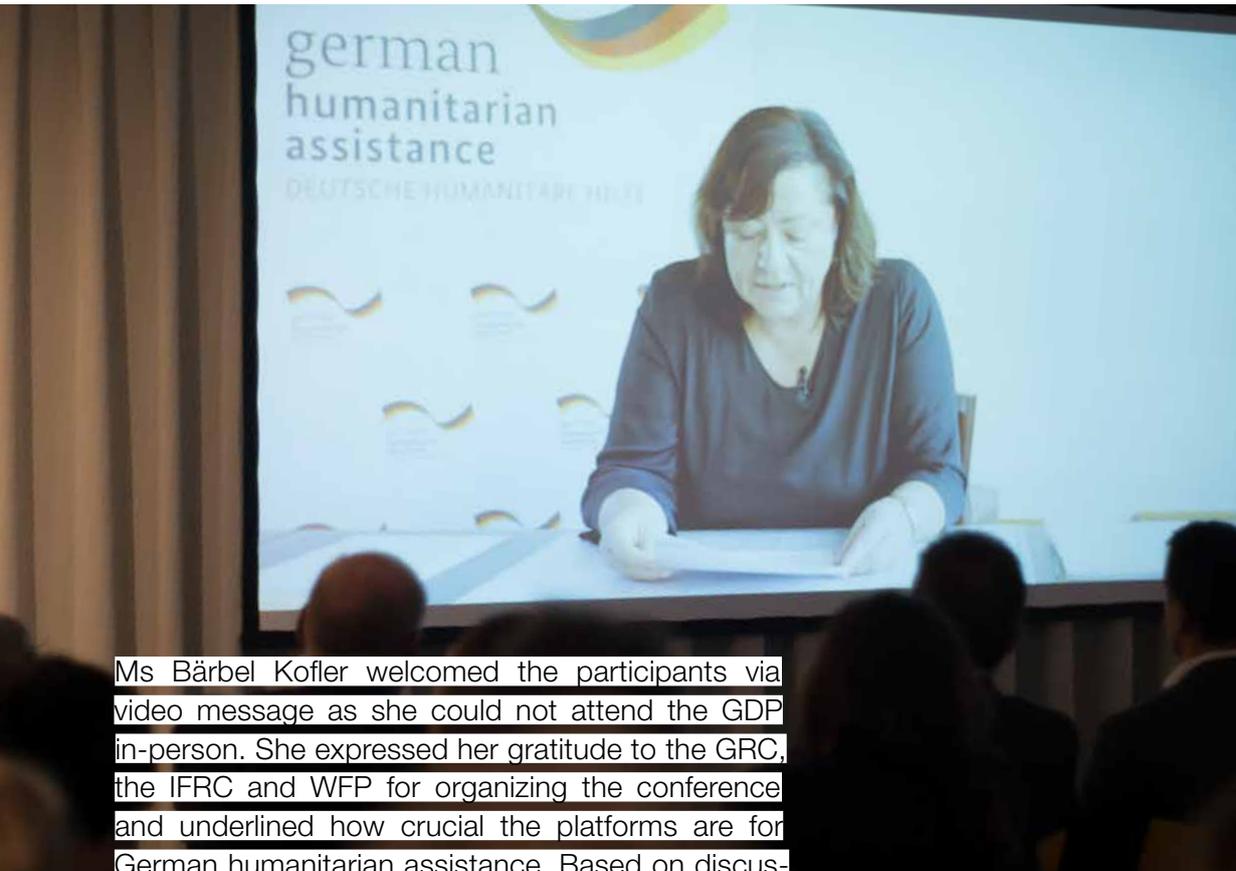
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Dr. Bärbel Kofler

Federal Government Commissioner for Human Rights Policy and Humanitarian Assistance, Germany



Ms Bärbel Kofler welcomed the participants via video message as she could not attend the GDP in-person. She expressed her gratitude to the GRC, the IFRC and WFP for organizing the conference and underlined how crucial the platforms are for German humanitarian assistance. Based on discus-

sions and results of the platform meetings in previous years, the Federal Foreign Office (FFO) has already changed the way it supports humanitarian assistance and started advocating for a paradigm shift towards more anticipatory humanitarian action and risk-financing. Bärbel emphasized the importance of more donors getting engaged in anticipatory humanitarian action and supports the launch of various new risk-financing initiatives as “we certainly do not have any time to lose”.

The FFO welcomes the creation of a dedicated Anticipation Hub in the RCRC Movement and by pledging funding, further advances its commitment to anticipatory approaches in the humanitarian system. Bärbel also used the opportunity to call upon other donors to increase investments in innovative risk-financing as “anticipatory humanitarian action is an investment in the future.” She declared, “It is the next rational step for a more effective and efficient humanitarian system.” Coordination among donors is essential, as the efforts need to complement each other in order to avoid duplication. Additionally, the development of clear and transparent principles, on which anticipatory action should be based, should be developed along these lines.

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Anticipatory humanitarian action, including Forecast-based Financing, is a priority for our humanitarian policy.

Dr. Bärbel Kofler

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Gernot Laganda

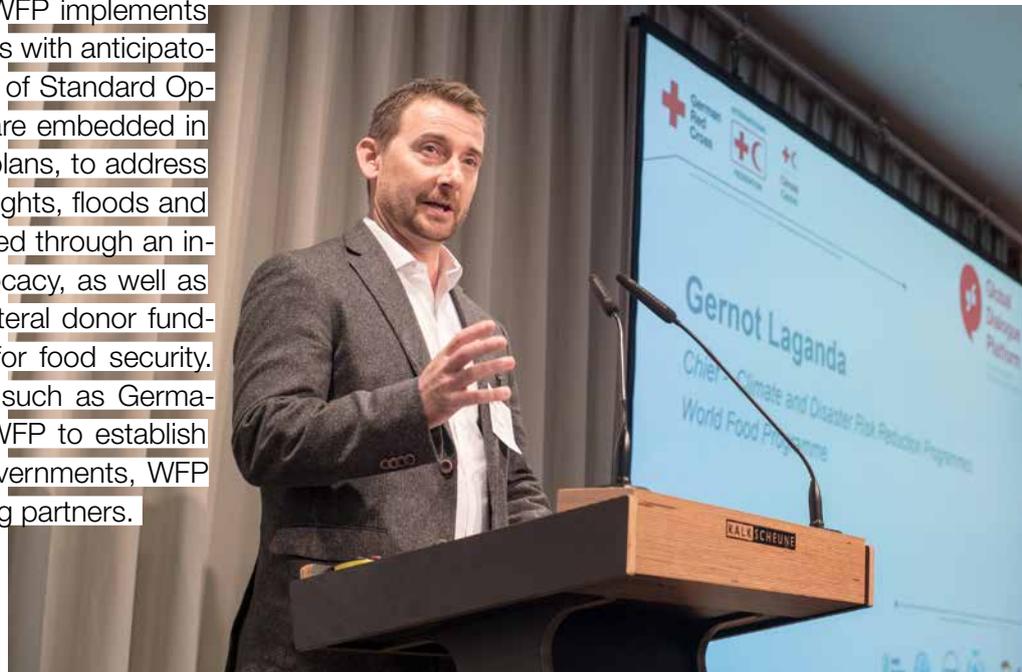
Director of Climate and Disaster Risk Reduction Programmes WFP

Mr Gernot Laganda welcomed the participants and started by declaring that issues of climate change and vulnerability are not restricted to any one country. He emphasized that WFP along with its partners, has been ensuring that discussions around the topics include the voices of vulnerable communities who are experiencing increasingly frequent and severe impacts of extreme weather events. WFP and the German Red Cross have ensured their collective voices are being heard through the National and Regional Dialogue Platforms on Forecast-based Financing and the formation of in-country working groups comprised of UN partners, National Societies, NGOs, and host governments to influence policies and support innovative financing mechanisms.

Gernot further stated that changing rainfall patterns, failing crops and other stressors are causing acute food insecurity and malnutrition; in 2018 affecting 59 million people in 24 countries, necessitating urgent humanitarian action. WFP's FbF portfolio now includes 13+ countries in the regions of Asia, Africa, and the Caribbean, where, together with its national and local government partners, WFP implements projects to link early warning systems with anticipatory actions through the development of Standard Operating Procedures (SOPs). These are embedded in national disaster risk management plans, to address critical natural hazards such as droughts, floods and cyclones. This expansion was realized through an increase of global attention and advocacy, as well as access to both bilateral and multilateral donor funding for WFP's anticipatory actions for food security. Consistent support by key donors such as Germany was critical, as it has enabled WFP to establish capacity and lessons learned in governments, WFP country offices and with collaborating partners.

Looking into the next year, WFP's three key priorities for its FbF programme currently include:

- Scaling up implementation of forecast-based anticipatory actions in current FbF projects and new FbF countries,
- Generating the necessary evidence base, through the development of appropriate M&E tools capable of documenting the full impact and value-added of investing in an anticipatory approach to disaster risk management,
- Institutionalization of FbF within WFP operations, through the establishment of an Anticipatory Action Account that will facilitate implementation of anticipatory actions at scale, as part of a multi-donor anticipation fund.



Keynote Address



Mr. Elhadj As Sy

Secretary General, IFRC

In his keynote, Mr Elhadj As Sy took the audience on a “journey of humility, a journey of questioning and reflection.” He enlightened that humility of service and questioning our own certainties makes us reflect: “What are the solutions that we found? Were they the most appropriate solutions at that point in time? Are they still valid?” are key questions and there is no simple answer for that. We have so many stories to tell and learn from each other. In this regard As Sy also congratulated the platform’s organizers for choosing a “Global Dialogue” and not a seminar or a meeting, but a platform for sharing, learning and discussing.



As Sy further emphasized that it is a great privilege “to serve without being served in this particular context.” As principled humanitarian action is about serving. “Climate change is not about the future. It is about now. About today. We should not wait until the future happens... we have to take action today so that we can have the future that we want tomorrow.” Fortunately, we are now at a time where we are better at predicting our future, but this cannot be done alone. The community, which has been built, needs to work in partnership and FbF and anticipatory humanitarian action are part of the solution. As Sy appreciated the funding and courage from the German Government, but also encouraged other donors to step up to the plate so we can see the difference we want to see.

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Climate change is not about the future. It is about now. About today. We should not wait until the future happens... we have to take action today so that we can have the future that we want tomorrow.

Mr. Elhadj As Sy

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Panel Discussion

From ambition to action: new and up-coming initiatives to scale up anticipation

Panellists:

Makbuba Kasymova, Kyrgyzstan Met Office, Head of Forecasting

Peter Felten, Head of Division for Humanitarian Assistance, German Federal Foreign Office

Zoe Scott, Head of Multilateral Programmes, Centre for Disaster Protection

Pascale Meige, Director, Disaster and Crisis Department, IFRC

Dominique Burgeon, Director of Emergencies and Resilience, FAO



Facilitators:

Kara Siahaan
IFRC

Irene Amuron
RCCC

Presenters:

Dirk-Jan Omtzigt
OCHA

Cathy Ansell
World Bank

Jonathan Stone
Risk Informed Early Action Partnership

The panel discussion informed the participants about new global initiatives supporting anticipatory humanitarian action and shared perspectives on partnerships and coordination, with a view to drive a systematic shift towards anticipatory action as part of an integrated disaster risk management approach to save lives and protect livelihoods.

With the advance of data and risk analysis, most disasters are predictable. The progress of anticipatory action is nevertheless not fast enough to keep pace with the challenges of climate change. Although the gap is decreasing, there are still significant silos across the humanitarian and development communities that are preventing anticipatory action to occur at the system level. With different mandates, actors are speaking different “languages” that can cause misperception and lack of common understanding about common problems. Evidence should be further built for government and local actors to gain more confidence in wanting to invest in and implement early action. The growing interest in putting money into triggering anticipatory financing is not always matched by corresponding investments in the

important work needed to ensure operational capacity and solid planning to enable anticipatory “action” on the ground.

The following new partnerships and initiatives highlighted the aim to scale up early action:

- **REAP:** Risk-informed Early Action Partnership (15 States, 19 Governments, led by the UK Government with a Secretariat at IFRC) as a vehicle to gather humanitarian, climate and development communities to accelerate commitment for early action and financing.
- **Anticipation Hub:** Hub for Anticipatory Humanitarian Action (supported by the German Federal Foreign Office, to be hosted by the German Red Cross in collaboration with Climate Centre and IFRC) as a knowledge and exchange platform serving the IFRC network and beyond.
- **GRIF:** Global Risk Financing Facility managed by the World Bank, supports collaboration between governments and civil society organizations on disaster risk financing.
- **CDP:** Centre for Disaster Protection, a cross-governmental initiative of the UK Government, offers impartial advice and quality assurance for governments and the international system on disaster risk financing.
- **OCHA Anticipatory Action Framework:** The framework is a global and country-level efforts to scale up anticipatory action financed by CERF starting with a pilot in Somalia.
- **Global Network Against Food Crises:** The Network, initiated by FAO and WFP, is an alliance of humanitarian and development actors committed to tackle food crises through increased sharing of analysis and knowledge, and strengthened coordination.

Outlook – what’s needed?

- Enhance “multilingualism” across the humanitarian, development and climate sectors by learning each other’s professional language.
- Support the development and mainstreaming of early action in more countries in close collaboration with relevant government agencies.
- Invest in the capacities of local actors and communities to be ready to take early action between a forecast and a predicted event.
- Gather more lessons learned and evidence to assure the effective and improved design of tools and initiatives.
- Strengthen coordination that is collaborative and builds upon the varied but complementary mandates, perspectives and capacities.

“
We need to keep asking the “why” question. When designing an anticipatory funding mechanism, we must remember that the goal is for action to protect the people we serve before a crisis hits. Let’s make the Last Mile our First Mile.

Pascale Meige

”





Ignites

State of play in anticipatory humanitarian action: News from the projects

Alejandro Teran

Ecuadorian Red Cross, Ecuador

The Early Action Protocol for volcanic ash fall has been developed by the Ecuadorian Red Cross with support of the German Red Cross and the Climate Centre in partnership with the Meteorological Service and the Geophysical Institute of Ecuador. In 2019 the Early Action Protocol was tested for the first time through a simulation involving three communities close to the Cotopaxi volcano. One hundred families were part of the preparation exercise where 100 health protection kits were delivered, 100 shelter tool kits and 15 families were part of the Cash Transfer Program. The drill enabled the testing of information flows between the Geophysical Institute and the National Society, the generation of intervention maps, Ecuadorian Red Cross field operations, as well as the communication with the community and inter-institutional coordination.



Dunja Dujanovic

UN Food and Agriculture Organization

The ignite speech by FAO gave a rapid overview of ongoing country work across the world, including highlighting the 2019 activations in the Dry Corridor of Central America, Colombia, Southern Africa, Pakistan and the Philippines. Key themes were touched upon, including exploring how acting early can work in a context of mass migration/displacement and conflict, as well as looking at how acting early can be designed to contribute to resilience, social cohesion, gender equality. Capacity building was underlined as one of the key priorities for the upcoming biennium, with trainings planned to ensure an increasing awareness and knowledge sharing on EWEA. The importance of partnerships and collaboration was mentioned, citing specifically the work done within the Early Action Focus Task Force with IFRC, OCHA, WFP and START, as well as the new Risk-informed Early Action Partnership (REAP). Finally, FAO underscored that anticipatory action is being steadily mainstreamed in the agriculture and food security sector also through the work of the Global Network Against Food Crises, with the aim of becoming a key component of future food crises programming.

Siddiqui Khan

World Food Programme, Bangladesh

In July 2019, the population in north-western Bangladesh experienced a severe flood. The World Food Programme (WFP) in coordination with the Government of Bangladesh activated a forecast-based financing early action protocol for the first time, providing cash transfers of around US\$53 each to 4,500 families (25,000 people), three days ahead of the flood. Cash was distributed to the most vulnerable, including families headed by women, people living with disabilities, the elderly and children, through e-mobile banking. With the FbF support, people moved to safer areas, tightened their homes and bought essential supplies including food and medicine. The scientific triggers, households database, and e-banking system enabled the successful and timely implementation of the early actions.



Anna Farina

Start Network, Senegal

In a world of increasing climate risks, we need a much more resilient, adaptive humanitarian system with the capabilities to manage crises far more effectively. Funding for humanitarian aid is slow, reactive fragmented and decisions are made far away from crises. Although more than half of crises are somehow predictable, humanitarians do not adequately anticipate crises to be able to deliver preventative solutions and prepare for more effective response.

ARC Replica is a trigger-based macro-insurance programme that enables civil society to work alongside the local government to manage climate risks through the purchase of insurance policy against drought. The three main components of the programme are: a) scientific based modelling, b) predictable funding and c) predetermined operational plan. Start Network and the Senegalese government have collaborated for 2 years on technical and operational level to pre-planned activities and define areas of intervention in case of payout. Following the release of funds in December 2019 due to the scientific model being triggered, the operational plan has been put to practice by implementing early actions activities to prevent food insecurity as a consequence of drought. The implementation of ARC Replica is a milestone in demonstrating that predictable funding and early actions can make a significant difference in the effect of humanitarian interventions in slow onset crises such as droughts.





Breakout Sessions

Session A1 – Global flood forecasting and monitoring with GloFAS: a hands-on session

The workshop created awareness of the free and open, global probabilistic flood forecasting products and services available under GloFAS – the Global Flood Awareness System as part of the Copernicus Emergency Management System – including how to access and use them within the frame of anticipatory humanitarian actions, as well as flood and emergency management. By increasing usage, GloFAS hopes it can support the emergency response around the world in preparing and fighting the consequences caused by flood events.



Facilitator:

Vera Thiemig
*European Commission,
Joint Research Centre*

Session A2 – IFRC GO platform: scaling a more anticipatory RC/RC Movement through automation, data analysis and enhanced early warning

The session was designed to map RC/RC National Society user experiences with the Forecast-based Financing process and explore how the IFRC GO platform could help to automate, visualise and structure the data flows involved. It was run by IFRC Information Management Lead Luke Caley, alongside Mariam Asatryan, from the user centred design firm Yellow Umbrella. Mariam and Luke used a blend of presentation, plenary and structured small group discussion to inform and engage the participants. The session was just one step in the ongoing process of defining the features and functions that will be developed on GO in 2020. The IFRC GO platform aims to make all disaster information universally accessible and useful to IFRC responders for better decision making.



Facilitators:

Luke Caley
IFRC

Mariam Asatryan
Yellow Umbrella

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Among the 30 potential users participating in the session, there were over a dozen National Societies, IFRC staff and external partners. The areas prioritised through the process included initial risk analysis using the INFORM (Index for Risk Management of the European Commission) subnational framework, Early Action Protocol upload to facilitate peer exchange, hazard monitoring, and automated impact and response mapping. A detailed follow-up with participants' ideas and needs has been organised and integrated into the interactive GO design process. <https://go.ifrc.org>

Session A3 – Collaboration Possibilities: working together in Asia-Pacific and beyond

→ “Regional Coordination needs to escape from being driven from outside forces.”

Catherine and Raymond's workshop increased the understanding of the core elements needed for regional coordination using the Asia-Pacific as an example of such a system being established. Regional coordination is seen as a much-needed link to feed down global ideas but, also to provide technical support to country-level operations, including government and humanitarian partners. In addition, having a go-to regional body will allow for the exchange of best practices and easy access to technical knowledge. Online platforms will be key to for streamlined knowledge sharing. From the outset, TORs for setting up a Regional Coordination body need to be realistic in their structure or objectives. The Regional Coordination Groups should see themselves as the gatekeepers of knowledge and cheerleaders for the work transpiring on the ground.



Facilitators:

Catherine Jones
FAO

Raymond Zingg
IFRC Asia-Pacific



Session A4 – Cash- and voucher-based early actions



Facilitator:

Mareike Tobiassen
GRC

→ “Cash is flexible and caters to the real needs of the people.”

Mareike

Mareike kicked off the session with an introduction to cash and voucher assistance (CVA), as a viable and impactful FbF early action. Since piloting cash FbF in Bangladesh in 2017, a growing number of countries throughout the globe, from Bangladesh, to Mongolia, Malawi and Ecuador have included CVA in EAPs for various hazards, yielding promising results. Additionally, IFRC and FbF practitioners have been developing Cash FbF Guidelines based on key learnings from past pilot projects and cash preparedness programs.

The participatory session had a number of highly valuable lessons learnt, among them

- Importance of finding a service provider capable of operating 24/7 for a potential FbF cash activation that could be triggered at any time: e.g. case of Bangladesh, where banking regulations on registration proved to be a bottleneck to quick FbF action. Therefore, the Post Office was chosen as the service provider, where beneficiaries only had to provide their mobile number.
- Transportation time for cards: in the case of Ecuador’s pilot, it was a challenge to send the cards between the IFRC regional office in Lima, Peru to Quito, Ecuador. In a simulation it took two days for the cards to arrive, which would prove challenging in a real activation, where each hour counts.
- Certain hazards: Bangladesh considered using FbF CVA for cyclones and flash floods, but such hazards have too little lead times for FbF CVA to be effective.
- Scaling: certain mechanisms which work well in smaller communities might not be appropriate in larger areas, e.g. cash by hand, is likely not scalable.

The participants also discussed opportunities, such as

- Cash feasibility studies providing an essential means of identifying and selecting CVA as an FbF early action
- Simulating to help find mechanisms for flexible targeting for accelerated distribution
- Involving governments and linking to existing social protection programmes to mainstream FbF within the system





Session A5 – Institutionalizing anticipatory action in national government-owned risk management and early warning systems

→ “Finance is essential but not enough on its own – policy coherence and strong incentives are more important.”



Facilitators:

Olivia Taylor
University of Sussex/ForPAC

Emmah Mwangi
Kenya Red Cross/ForPAC

Martin Todd
University of Sussex/ForPAC

The session entailed productive discussions about the need for, and the challenges of embedding anticipatory approaches into national government systems with the objective of scaling up anticipatory humanitarian action. A case study from the ForPAC research project was presented to show how ForPAC collaborates with Kenyan risk management agencies to address drought. The project identified opportunities for the Kenyan Government to strengthen anticipatory drought risk management.

The problem tree exercise, which followed, highlighted the following obstacles to institutionalization:

- Lack of strong institutions, clear mandates and incentives to act early;
- Lack of available and timely finance;
- Lack of technical capacity among both producers and users.

The lack of policy coherence and institutional alignment for early action (across both humanitarian and development agencies, as well as in governments), was the highest perceived barrier among participants.

Session A6 – More and better: scaling up anticipatory humanitarian action together

→ “It’s one thing for us at Headquarters to talk about being brave enough to make decisions under conditions of uncertainty and take no regrets action but the closer to the crisis somebody is, the higher the stakes of acting under uncertainty are. It’s not for us to make decisions about what degree of risk and uncertainty people on the ground should tolerate” – Emma Flaherty, Start Network.



Facilitators:

Kara Siahaan
IFRC

Julia Wittig
UN OCHA



Presentations by:

Mohammad Shahjahan
Bangladesh Red Crescent Society

Emily Wilkinson
ODI

Maarten Van Aalst
RCCC

Dirk-Jan Omtzigt
OCHA

The two main objectives of this invite-only session included:

- Envisioning what success looks like in driving forward and scaling up anticipatory action at the system level;
- Providing recommendations to foster effective coordination and collaboration across the system.

To set the scene, the session began with a talk from the Climate Centre on the urgency for climate action, followed by a presentation from ODI on evidence for scaling up anticipatory action, German Red Cross Bangladesh on FbF implementation and OCHA Anticipatory Action in Somalia.

A facilitated debate followed on the question: “Different actors triggering early action at different times in one country is fine. Yes/No”



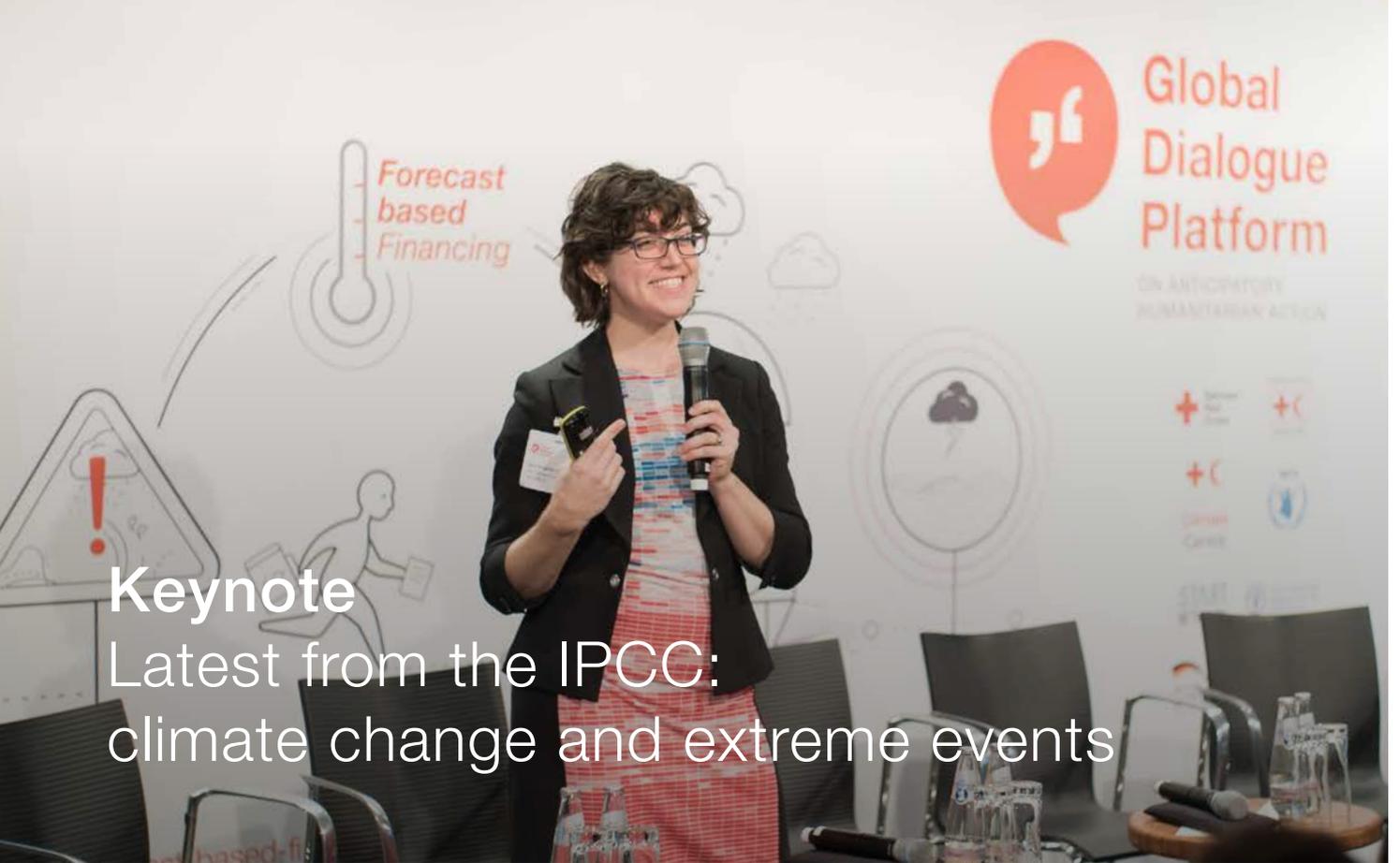
There was agreement sticking to a single model, or set of triggers for all is not a necessary condition for successful anticipatory action. However, there is a need to:

- Develop a common understanding of the evolution of the potential crisis (e.g. based on historic data/ analysis, engagement with communities), projected humanitarian consequences and potential needs;
- Remove the distinction between capacity building/readiness for early action vs. response, and ensure readiness is recursively maintained;
- Supply funding at different levels (i.e. build the systems for early action, support operational readiness and implement early action), set aside support for operational readiness, and better incentivize early action;
- Link to existing DRR programmes, if you want to be able to scale up significantly, as well as social protection systems.

The diverse participants ranging from UN agencies, NGOs, Red Cross/ Red Crescent National Societies, World Bank, donors (UK, Germany) up to research institutes were then given a scenario of multi-agency interventions on early action and discussed the scenario in groups.

As to “scale”, the participants agreed the goal includes – but goes well beyond- increasing the amount of money (pre-arranged finance) for anticipatory action to a magnitude of millions of dollars. But “scale” also means expanding the system’s capacity to anticipate and protect risk-exposed people from a wider spectrum of shocks (frequent and infrequent, slow and sudden onset) in more places and in a coordinated manner. And to build on our understanding of how crises evolve (causality) so that we stop treating related chains of events as surprises. This involves leveraging the comparative advantages of and supporting different organizations (size and focus) that have the presence, capacity and skill to act in an anticipatory way.

Additionally, “scale”, is an analytical and behavioural challenge. The decision-making rules and data supporting anticipatory action, including triggers and thresholds, should help us eliminate uncertainty about when and how to act.



Keynote

Latest from the IPCC: climate change and extreme events

→ **“It's bad.”**



Hosted by:
Dr. Erin Coughlan de Perez
RCCC

In her keynote, Erin, as the lead author of the upcoming 6th assessment report, gave an overview of the latest updates on climate change impacts and adaptation opportunities from two recent Intergovernmental Panel on Climate Change (IPCC) reports. These assessments show that the risk of extreme events, such as coastal storm surge, have already increased, and will continue to increase in the future. There are a number of adaptation opportunities to manage the growing risk of extreme events, such as building design and urban planning. Early Warning Systems and Anticipation are among the key adaptation responses recommended by these reports, considered to be cost-efficient and effective. However, Early Warning Systems (EWS) are not the only solution, especially in places where the risk of extreme events is now very high.

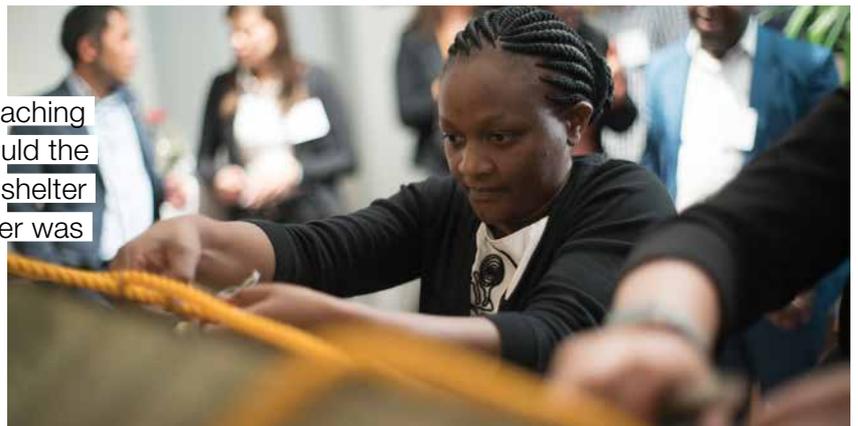




Group Exercise

A storm is coming: How quick are you in implementing early actions?

A storm carrying strong rains was approaching the Global Dialogue Platform village. Would the participants manage to strengthen their shelter in time and make sure safe drinking water was available for all? Take a look ...



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DAY TWO

Keynote

Earth observation and machine learning for understanding risk



Prof. Markus Reichstein

Max-Planck-Institute for Biogeochemistry, Jena

In his keynote, Reichstein highlighted that the anticipation of risk should not depend on climate data and weather forecasts alone, but that the state of vegetation and soils in the landscape is an important co-factor. Modelling impacts including information on landscapes and the terrestrial ecosystem is more complex, but also more promising than approaches based on weather only. To better understand this complexity machine learning can be of great value. According to Reichstein, we need to look at existing data on historical disaster impacts together with respective earth observation data before and during the occurrence of the disasters to achieve a

forensic analysis of disaster impacts and thus better and more accurate risk predictions. Reichstein used the examples of heatwaves and droughts to show how prevailing conditions in ecosystems/landscapes and society need to be part of the equation when forecasting impacts of extreme events. In conclusion, artificial intelligence, machine learning and earth observation can be a crucial contribution to anticipatory humanitarian action by providing better forensic understanding, better forecasts of impacts and improved visualization and communication of impacts.



Plenary

What can go wrong with anticipatory action?



Catalina Jaime and Erin Coughlan de Perez
Red Cross Red Crescent Climate Centre

→ “What can go wrong with anticipatory action” was voted as the best session of the DP!

The plenary session discussed commonly occurring challenges with early action implementation, and brainstormed on how to avoid them. Participants were presented with scenarios from “Madeupsville”, where FbF practitioners encounter challenges that make their anticipation work more complicated than originally planned. Participants discussed how this relates to their work on the ground, and what can be done to avoid these pitfalls. This allowed for an open discussion on learning from failures and challenges, without pointing fingers at specific actors or situations.





The "What Can Go Wrong" interactive website was launched at the Dialogue Platform, and serves as a space for FbF practitioners to contribute experiences for Madeupsville, stories, as well as brainstorm solutions and share their learning/challenges.

<https://www.forecast-based-financing.org/our-projects/what-can-go-wrong/>





Breakout Sessions

Session B1 – Changing the way we manage disasters – integrating social protection into EWEA/FbF systems



Facilitators:

Meghan Bailey
RCCC

Catherine Jones
FAO

There is a clear link between social protection (SP) systems and EWEA/FbF. There are short-term approaches on how social protection can already be used for FbF/EWEA: such as using social registries to quickly identify vulnerable people or channelling early action through existing government streams. In the longer term, FbF/EWEA projects can support the adaptation of social registers to include people vulnerable to climate shocks, provide information on where people are most likely to be impacted by disasters to adjust social protection programming and inform overall design of social protection systems to include early action based on early warnings. A key constraint nevertheless is how to employ this model in the absence of strong social protection systems in a country.



Session B2 + C2 – Fundamentals of Disaster Risk Financing: What do they mean for humanitarian operations?



Facilitators:

Felix Lung and Cathy Ansell
World Bank

Kara Siahaan
IFRC

→ "Small and fragile states. We need more learning for DRF in these contexts." – Eva Myers, DFID.

Forecast-based Financing, parametric-insurance, cat bonds? Different mechanisms and instruments are currently being developed by humanitarian actors, but how do they apply to humanitarian operations?

In this interactive session participants learned by diving into a case study to understand how disaster managers have to make difficult trade-offs when financing disasters through the concept of risk layering and applying the core principles of Disaster Risk Financing (DRF). The concept of "risk holders" and the different definitions of "risk" opened up discussions on understanding the roles and responsibilities between sovereign states and humanitarian actors. While it was acknowledged that DRF is an important tool for humanitarian actors to become better risk managers, there is still not enough collaboration happening between those who need to be at the table: scientists, authorities, implementers (humanitarian agencies / CSOs) and financiers. The lack of evidence-based advocacy to make the case for humanitarian DRF hinders organizations to take that leap. The value-for-money on accessing private sector products and sovereign risk pools for humanitarian operations has not been well studied.





In raising awareness and understanding of DRF in the context of humanitarian operations, participants recommended the following:

- Continue the adaptation of the Fundamentals of DRF training to fit humanitarian context, potentially by integrating the “Thinking Impact Before Instrument Series”
- Build up DRF awareness and make training available to regional and national partners.
- Include examples of small and fragile States.
- Explain the relevant regulatory framework.

As to opportunities to learn and partner on humanitarian DRF beyond the humanitarian sector the following was listed:

- World Bank's Fundamentals of DRF training (primarily for use by government/unadapted) is available online <https://olc.worldbank.org/content/fundamentals-disaster-risk-finance-0>
- Collaborate with International Financial Institutions, i.e. World Bank
- InsuResilience Global Partnership
- Insurance Development Forum
- Centre for Disaster Protection (Quality Assurance Role)



Session B3 – From baseline to outcome: tools for monitoring and evaluating FbF

The panel session provided participants with the opportunity to review evidence on FbF and exchange on the strengths and weaknesses of various methodologies implemented by different organizations to monitor and evaluate FbF. The workshop did so by facilitating interactive discussions as well as by sharing case studies and first-hand experiences from the field, critical reflections on challenges and opportunities when it comes to measuring project progress and impact. Available evidence shows that forecast-based early actions are effective. Yet, their cost-effectiveness vis-a-vis other preparedness and response activities is only moderately explored. Approaches to monitor and evaluate FbF tend to focus on program learning, while it is surely also important and crucial to capture broader positive and negative impacts, e.g. on gender, conflict, resilience or social cohesion. Unfortunately, research in these areas is only at the beginning stage.

Research also has its limitations and we need to be transparent, open-minded and self-critical, because:

- Research is always produced from someone (e.g. project team, donors) and for some purpose (e.g. program learning, advocacy), which leads to different expectations and requirements, even results
- There is no one-size-fits all approach. Research strategies and tools used in one context (e.g. survey tools) are not necessarily the best tools in another context.
- Be realistic about capacities, consider mixed method approaches and ask for help.
- Be cautious about attribution claims, consider alternatives and be cautious about uncertainties.



Facilitators:

Sarah Barr
Start Network

**Elisabet Fadul and
Siddiqui-Islam Khan**
*WFP Dominican Republic and
WFP Bangladesh*

Clemens Gros
RCCC

Niccolò Lombardi
FAO

Damien Riquet
GRC Philippines

Tobias Pforr
University of Reading



Session B4 – Simulate like a Pro: lessons from the field from FbF and anticipation practitioners

Nazira facilitated an active session to discuss the importance of doing simulations and drills and assess how we can use simulations as learning tools. By sharing and presenting results of various simulation exercises the participants and speakers also pinpointed the key elements of successful simulations. It was agreed that a Simulation chapter should be added to the Forecast-based Financing Manual.



Facilitators:

Nazira Lacayo

IFRC

Bernardo Rodriguez

WFP Dominican Republic

Kemper Mantilla

Peruvian Red Cross

Moctar Aboubacar

WFP Nepal

Alejandro Teran

Ecuadorian Red Cross

Damien Riquet

GRC Philippines



Session B5+C5 – Risk informed early Action Partnership (REAP): from global ambition to national policy to practical actions



Facilitator:

Nyree Pinder
UK Met Office

→ “These sessions were a great opportunity to hear perspectives and suggestions from many key stakeholders. What came out most strongly is for REAP to be shaped by country-level needs and opportunities. To succeed, REAP must show results on the ground, in the communities we serve” – Pascale Meige, Director of IFRC’s Disaster and Crisis Department

→ “The REAP is an opportunity that doesn’t come around often. For once, we have all organizations in one boat that are supporting vulnerable populations with forecast-based, anticipatory action before disasters materialize” – Gernot Laganda, Chief/Climate and Disaster Risk Reduction Programmes at World Food Programme:



The Risk-informed Early Action Partnership (REAP) was formed ahead of the UN Climate Action Summit by key agencies and countries dedicated to improving the efforts of humanitarian, development and science communities to minimise the impact of weather and climate extremes on vulnerable populations and scale up early action at national, regional and global level. This session provided an opportunity for existing and potential partners to exchange on how the REAP should function. A scenario-based game guided participants on practicalities, which the REAP needs to consider in order to best support country-level engagements.

There was a shared understanding that the REAP is at a very early stage of development and many questions remain unanswered. However, the outcome was that all participants agreed that the co-creation of this partnership is a great opportunity to add value to the good work already underway. The potential is enormous, and consultations will continue to build on the valuable feedback provided during the sessions, ensuring the partnership serves the needs of the wider early action community and supports their endeavours. The targets are ambitious and will require increased mobilisation and scale-up from the entire system, as well as a mapping on where we are in order to focus efforts and monitor progress.



The Forecast-based Early Action Game is freely available and includes instructions on how to introduce and facilitate the game. PDFs of the game content can be provided on request.

<https://www.gov.uk/government/news/uk-aid-to-help-protect-one-billion-people-from-impact-of-extreme-weather>

In the spirit of the meaningful medley of songs at the GDP the REAP song suggestion is 'A Perfect Day' by Lou Reed.

<https://youtu.be/iDtO88QyKMM>

Session B6+C6 – Anticipatory humanitarian action for drought & food security risk



Facilitator:

Martin Todd

University of Sussex

The sessions reviewed and explored early action in the agriculture/food security sector in order to identify benefits, blockages, solutions and key lessons. The café-style format encouraged participants to openly discuss forecasting of drought/food security impacts, the definition of triggers and actions in EWEA systems and the development of Early Action Protocols for drought risk. Food insecurity is increasing in some regions, especially those characterised by conflict and political and economic instability. However, as only roughly one third of food insecurity is currently linked to the climate, EWS for food security have been typically responsive and not anticipatory. Nevertheless, the FAO provided empirical evidence that EWEA works: protecting agricultural livelihoods ahead of shocks mitigates food security and reduces costs of response, which builds resilience long term. Further attempts are made to develop predictive tools for food security to support mitigative actions, rather than early response, but these models need to be carefully developed and validated. No one-size-fits-all method is applicable to all countries as actions need to be context specific.

The participants agreed that EWEA for drought/food security should be scaled-up systematically in a coordinated way, e.g. by

- Strengthening analysis and early warning systems, taking into account the complex relationships between climate, conflict and food security
- Increasing the geographical coverage to support high-risk countries in all regions
- Building capacities of all actors involved in EWEA at all levels
- Sharing responsibility and continuing to build partnerships between humanitarian actors, development actors, scientific community, governments and donors
- Expanding and refining early action options, including the use of different assistance modalities (e.g. cash, social protection, in-kind) depending on the context



Session B7 – So much data, so little time: getting the risk and impact data right for impact-based forecasting



Facilitators:

Marc van den Homberg
510, NLRC

Luke Caley
IFRC

Irene Amuron
RCCC

→ “Instead of “pumping” the data from space agency to users, we should be working on tweaking and adapting the data so that they more directly answer the questions being asked in the field. This requires a broker.” – Andrew Kruczkiewicz, IRI-Columbia University/RCCC

→ “Hazard data remains really hard to get, both in terms of format and accessibility, and this gap can be blocking for many users.” – Tim Sutton, Kartoza

Understanding the data ecosystem of the present and the future is critical to understand our capacity to anticipate disasters. In this session, the participants learned about some of the existing data demands, data supplies and data infrastructures that exist for anticipatory action. Together with the participants Irene, Marc and Luke applied a critical view about what is enough data and what we need to do collectively to advocate for better data quality and scale.

Main Outcomes

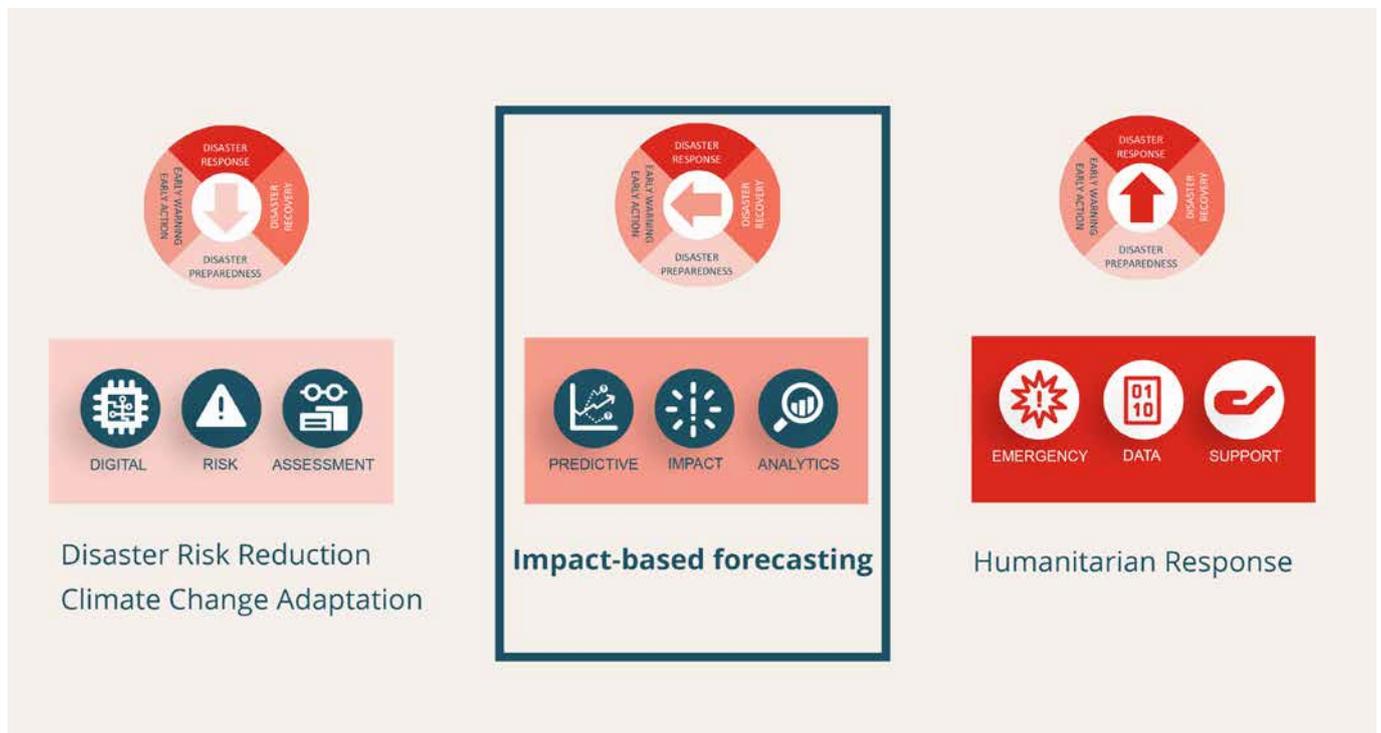
- Risk and impact data with sufficient spatial and temporal resolution is essential to develop triggers for anticipation (Impact-based forecasting).
- However, in most developing countries this data is difficult to obtain or there are gaps (the data is not existing).
- In terms of risk data, difficulties in accessing hazard data from National Meteorological and Hydrological Services, as well as challenges translating data into understandable information for risk assessment, were mentioned.
- IFRC, UN and WMO aim to pave the way for the provision of Meteorological, Hydrological and Climate Information Products and Services to United Nations and other Humanitarian Agencies.
- In terms of impact data, often sufficient historical data on the humanitarian impact of natural disasters at a sufficiently low administrative level is missing.
- The data supply and demand between different governmental and non-governmental actors is usually not well matched. Technological, policy, legal and commercial barriers hamper data sharing. This all results in immature data ecosystems.



Key Opportunities

- Characterizing and developing data ecosystems is essential. Data ecosystems (including different data sharing platforms) can be characterized and fostered so that (the speed of) data sharing on key data sets increases. The engagement with key actors in the data ecosystem is also an essential part of ensuring the trigger model is fully embedded in the local context.
- The Anticipation Hub could include a stream of activities on the above so that at both global, national and local level advocacy for more data sharing and data creation can be done.
- It will also be essential to closely link to the EU INFORM initiatives to collate and visualize risk data at the subnational level.

The session closed with recognizing the responsibility of all stakeholders from science, policy and practice alike to put effort into understanding and communicating the constraints of using data from their respective perspectives and mandates. New data science methods such as artificial intelligence should be leveraged. Such advances can enhance manual mapping and will in the near future allow to fully automate mapping of a selection of key features on satellite imagery.



Session C1 – Early action, gender and conflict: the case of El Niño-induced drought in Mindanao, Philippines



Facilitators:

Niccolò Lombardi and
Catherine Jones
FAO

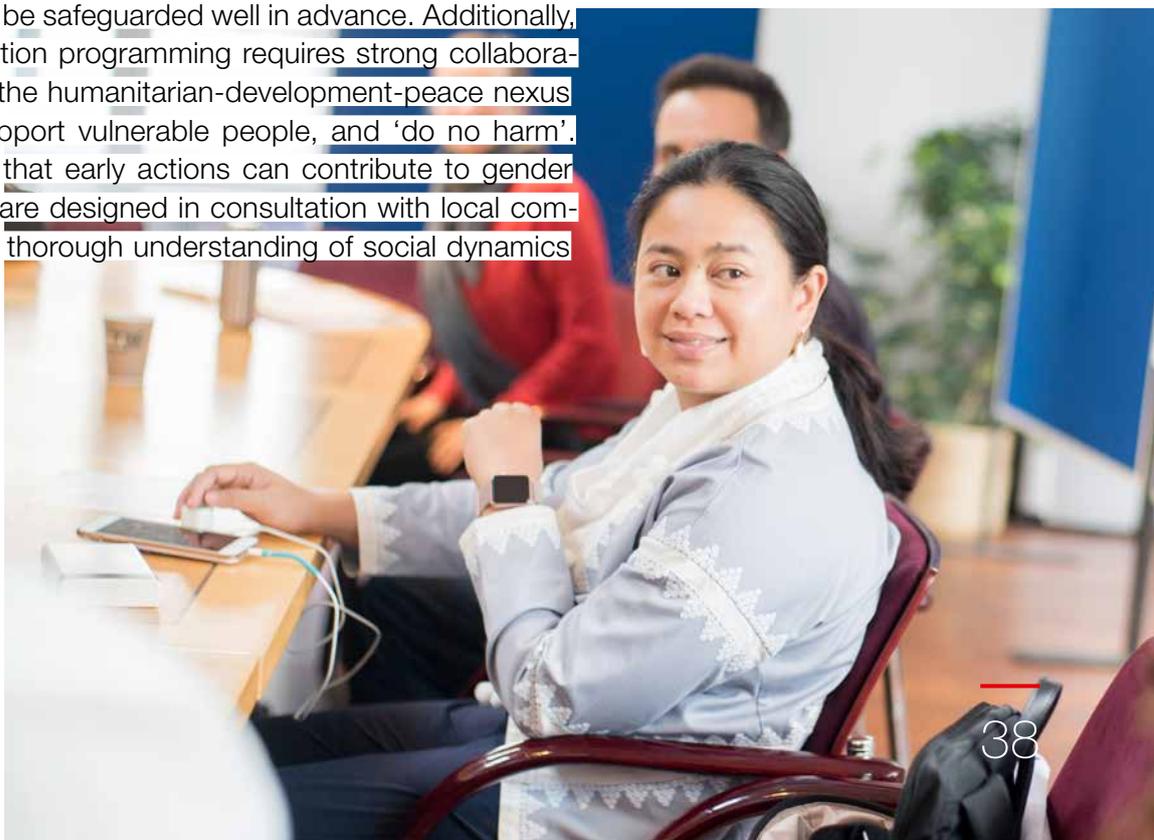
→ “Making men and women equal partners in early action brings benefits beyond food security.”

The session explored three interrelated subjects in a country-specific context:

1. The process of acting early to mitigate the impact of El Niño-induced drought on food security;
2. The challenges and opportunities for implementing early action in a complex emergency scenario with ongoing conflict;
3. The importance of a gender sensitive approach in both early warning and early action planning.

The case of FAO’s early action project in Mindanao, Philippines, in 2019 was used as an example of mitigating the impact of forecasted El Niño-induced drought in vulnerable communities affected by long-lasting (low intensity) conflict. Participants discussed the challenges and opportunities for early action planning and implementation in complex emergency contexts, agreed on key elements to consider in order to mainstream gender in early warning systems and highlighted the role of the Inter-Agency Standard Operating Procedures for Early Action to El Niño/La Niña Episodes (IA-SOPs).

Participants agreed on the importance of using global, regional and national indicators to monitor risks of El Niño-induced hazards to trigger early action. In doing so, the livelihoods and food security of potentially affected households may be safeguarded well in advance. Additionally, conflict-sensitive early action programming requires strong collaboration across actors along the humanitarian-development-peace nexus in order to effectively support vulnerable people, and ‘do no harm’. Participants also agreed that early actions can contribute to gender equality, as long as they are designed in consultation with local communities and based on a thorough understanding of social dynamics in the targeted areas.



Session C3 – Sharing is caring: communicating FbF across silos

Effective public communication is critical for generating good will and support for anticipatory humanitarian action. This practical and interactive session explored how National Societies can effectively communicate about Forecast-based Financing, to the public and communities, to their staff and volunteers as well as to governments. Participants learned from the experiences of the FbF project in Peru, as well as from IFRC. Presentations considered the importance of clearly identifying target audiences, and of ensuring that communication efforts are clearly aligned to objectives.



Facilitators:

Matthew Cochrane
IFRC

Carlos Jauregui
GRC Americas

Session C4 – Early Action for human-induced disasters

To date, Early Action has largely been limited to the domain of natural disasters. However, conflict remains the main driver of humanitarian needs worldwide and this trend is set to continue, with the majority of humanitarian needs occurring in protracted complex crises. While there isn't a large body of evidence/experience in using early warnings on man-made hazards eg. electoral violence, armed conflict and conflict related displacement, there are some examples which point to the possibility of successfully using this kind of information to act early. The session explored some examples of working in the context of human induced hazards (FAO, Start Network), touching upon the complexities and challenges of anticipatory action in such contexts. In addition to this, ACAPS delivered a presentation on conflict risk analysis, scenario building and uncertainty, and IDMC a presentation on a displacement risk analysis model.



Facilitator:

Dunja Dujanovic
FAO

Session C7 – State of the art: modelling impact for anticipatory humanitarian action – What is already out there?



Facilitator:

Andrew Kruckiewicz
RCCC

Marc van den Homberg
510, NLRC

→ „The discussions were interesting in various ways: from geophysical aspects, to the elements of integrated decision making.” – Andrew Kruckiewicz, RCCC

Concepts such as Impact-based Forecasting, predictive analytics or cat modelling for anticipation are emerging rapidly in the anticipation community of practice. However, there is still a lot of confusion about what they mean in practice, how they work and how they can be used for early action. This session explained that for a number of National Meteorological and Hydrological Services (NMHS), it is a cultural and technical challenge to forecast impact, because it is usually not (yet) part of their mandate nor within their expertise (extensive knowledge of vulnerability and exposure is required). Others are much further ahead in this regard.

So, what is already out there?

- The Climate Centre provided examples of how to develop hydro-met triggers for floods and cyclones, using composite index or expert knowledge approaches.
- 510 developed a machine learning algorithm that was trained on almost 30 historical typhoons and that is now incorporated into the Philippine Red Cross Early Action Protocol to trigger early action from three days before landfall onwards.
- Deltares explained that global hydrological and hydraulic models are approaching the quality and resolution of local models for inland and coastal areas, meaning that technically all elements for implementation of impact-based forecasting at this scale are available for any place in the world. But of course commercial and capacity barriers are still present and also vulnerability and exposure data has to be available at the same level.
- Nelen & Schuurmans showed how also very localized models and tools can be developed and used.
- African Risk Capacity explained how the Africa Risk View software is currently being used by different countries on the continent as a form of innovative insurance mechanism. It mainly serves as a monitoring and rainfall analysis tool, as well as a tool to follow the progression of modelled agricultural and rangeland seasons.

**Those are just a few already existing tools,
but more is on the way ...**

- UN OCHA Centre for Humanitarian Data has started to build a repository of impact-based forecasting related models and facilitates a peer review process for quality assurance of the models from different organizations.
- Going from data to issuing information in the form of an alert, can be standardized using the Common Alerting Protocol. While WMO recently approved the concept of a Global Meteor Alert System (GMAS) to support national Alerting Authorities, IFRC is preparing to play a role as an aggregator and alerting disseminator, delivering impact-based warning service based on information from Alerting Authorities towards National Societies.



Keynote



Dr. Sarah Dryhurst

Winton Centre for Risk and Evidence Communication, University of Cambridge

Communicating uncertainty

Uncertainty is ingrained in all sorts of information, from unemployment statistics to projections about climate change impacts. A frequently voiced concern about communicating this uncertainty is that it might undermine audience understanding and trust in the information being communicated. The keynote presented recent empirical research that investigated these concerns across different presentations of epistemic uncertainty around numbers and trends. This research demonstrated that, contrary to expectations, communicating uncertainty did not negatively affect an audience's objective understanding of trends in data over time. It also showed that certain formats of uncertainty communication are able to maintain an audience's trust in the numbers and trends being communicated, and their trust in the communicators of this information. The presentation went on to provide some recommendations for future research and practice.





Ignites

It takes two to tango, it takes a village to anticipate: examples of coordination

Irene Amuron

Red Cross Red Crescent Climate Centre, Zambia

In her ignite Irene focused on the state of progress of the EAP development process in Zambia. This process involved a team of representatives from the Disaster Management & Mitigation Unit (DMMU), Zambia Meteorological Department, Water Resources and Management Unit and Zambia Red Cross.

The FbF system has been developed in consultation and collaboration with government through DMMU and consists of three main components:

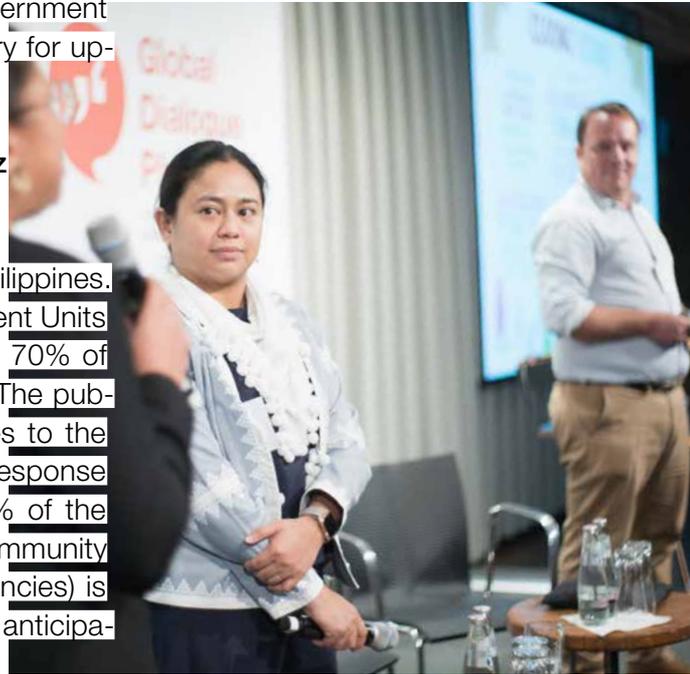
1. A program that runs every day to compare the incoming GLoFAS forecast discharge levels with the established trigger levels per station and – if a trigger is reached – to come up with the associated flood and intervention maps;
2. A dashboard that visualizes all this information;
3. A notification system in case of a trigger.



Challenges faced included the changes in leadership at government and Zambia RC levels, which affected the progress of implementation, as well as a change in priorities. The southern Africa region experienced drought during the process of EAP development for drought and all efforts had to be refocused towards drought response. To achieve sustainability and ownership of FbF at country level, it is important to utilise existing structures and ensure that the relevant government agency is involved and does provide the leadership necessary for up-take and scale up of FbF.

Damien Riquet, Isabelle Lacson, May Francelline Jimenez
GRC – WFP – CARE Philippines

Forecast-based Action (FbA) is not a new concept in the Philippines. The DRRM Act of 2010 provides the basis for Local Government Units (LGUs) to use at least 5% of their internal revenue for DRR, 70% of those funds for preparedness and 30% for quick response. The publication of memorandum 60 in June 2019 further contributes to the implementation of FbA, as LGUs can now access the quick response fund ahead of a disaster, if it is predicted that at least 15% of the population will be impacted by a specific event. The FbA community of practice (Red Cross, UN, Start Network, government agencies) is working together in operationalising memo 60 for triggering anticipatory actions prior to impact, in good coordination.



Dr. Emily Wilkinson

Caribbean Regional coordination

How can 'anticipatory action' mechanisms help Caribbean government? Although eastern Caribbean (OECS) governments are already very proactive in anticipating hazards, there are opportunities to develop a more anticipatory approach, applying an FbA approach. ODI, Climate Centre and other partners are researching the feasibility of a regional FbA mechanism in the OECS in the framework of the AdaptAction programme, sponsored by AFD. Early action for tropical storms includes: evacuating people from low-lying islands, distributing supplies in advance to bolster defences, including shelter preparation, paying contractors to remove debris and unblock drains, ensuring that equipment (e.g. chainsaws for removing fallen trees, water purification tablets) is positioned where it may be needed.

However, keeping the public and businesses well informed, remains difficult. What can be done to overcome these challenges? Incentivizing build up of national contingency funds is important. For example, the Caribbean Catastrophe Risk Insurance Facility can hold national funds with criteria for spending. The Caribbean Disaster Emergency Management Agency (CDEMA) already has a regional response mechanism (RRM) to support governments, with post-disaster relief. Its scope could be expanded, to release funds for preparedness and to reduce disaster losses.



In addition the AdaptAction, “Strengthening forecast-based early action in the Caribbean Recommendations for the Eastern Caribbean”, is packed with numerous recommendations – from building on existing initiatives and coordination mechanisms, mandating early action across government, and acquiring comparable risk data which is standardised across Eastern Caribbean countries – among others.

Raymond Zingg, Catherine Jones

Asia-Pacific Regional coordination

Hand-in-hand with the successful uprising of anticipatory action, comes the need for coordination and collaboration to reap the rewards and key learnings of the modality. In the Asia-Pacific, this concept is now under way with the establishment of the Early Action Regional Technical Working Group. Hosted under the ECHO project “Scaling up FbF/WEWA and Shock Responsive Social Protection in the ASEAN”, the group's existence speaks to the growing need for coherence in the region as more and more partners take up the approach. The group aims to address this going demand and also provide a framework to build common ground between government and active agencies in the anticipatory action arena. Overall, the groups objectives are four-fold: (1) coordination – encourage agencies to work together at national/regional levels (2) knowledge sharing (3) capacity building (4) partnership and advocacy – speaking with one voice. In essence this group recognizes that while we have different mandates and models of working, we’re all moving towards the same goal – reducing the impact of disasters.



Poster Presentations

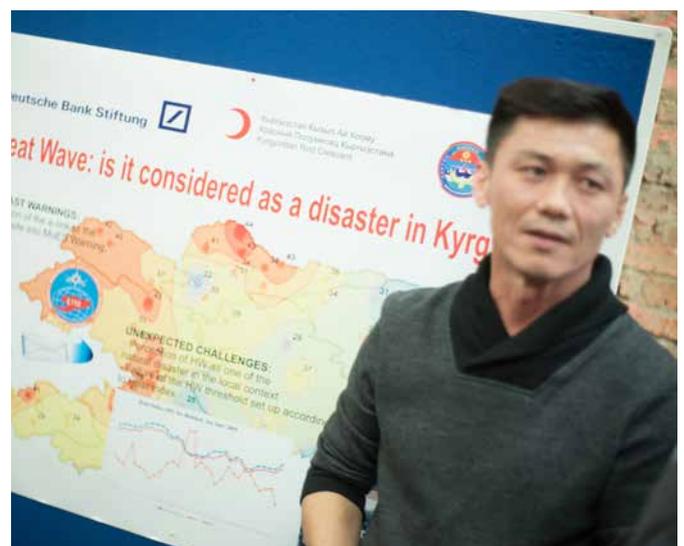
More than 20 posters were presented in the lobby of the venue allowing participants to walk around individually to explore the vast knowledge and experience available. The presenters from various countries representing their project, organisation, government or research institute, briefly shared their main findings and were available for Q&A.



Mapathon

Missing Maps: Forecast-based Action in Central Asia

Missing Maps is an open, collaborative project in which volunteers help to map unmapped communities, creating better geographic information for humanitarian organisations. During the GDP Mapathon volunteers mapped an area in Tajikistan and Kyrgyzstan for which the German Red Cross is supporting the establishment of FbF mechanisms. In order to conduct a risk analysis and develop possible disaster management options, accurate maps showing buildings and infrastructure are essential.



7th Global Dialogue Platform
on Anticipatory Humanitarian Action

DAY THREE



Ignites

“Tell me why...!” – What did we learn in 2019

Hoa Nguyen

Vietnam Red Cross Society

Vietnam Red Cross Society developed early actions against heatwaves through a participatory process from literature review, surveys and workshops with local staff. As a result the focus of the actions that are now being tested is on:

- the provision of cooling centres and cooling buses, where outdoor workers can take breaks during daytime and
- the improvement of living condition in slums for migrants through shelter retrofitting and cash distribution to subsidize utility costs.

This summer, the cooling centres and cooling buses were tested twice. During the first test, two cooling centres were opened and received in total 396 visitors, of which 70.5% said they felt better after their visit. During the second test, four centres and three buses received in total 1,787 visits in four days, of which 79% were outdoor workers. More than 95% were satisfied and recommended to re-open the centres. Visitors came for the right purpose (to take a rest and reduce, get rid of or avoid symptoms), thus fostering the adoption of appropriate behaviour to cope with heatwaves and reduce heat health related impacts.



The centres were equipped with sprinklers, fans and evaporative coolers to promote the cooling of the body through skin moisture evaporation. Visitors were offered cool drinks, cool towels, water bottles, and awareness materials. The estimate cost per visit is around 6 EUR. This early action, well-adapted to needs and socially acceptable, has demonstrated its efficiency. Unfortunately, it was not yet possible to implement the second set of early actions (slum retrofitting and cash distribution) due to challenges to obtain all stakeholders' approval and collaboration (slum dwellers, landowners and local authority). Thus, the social acceptability is a key factor for a successful early action"

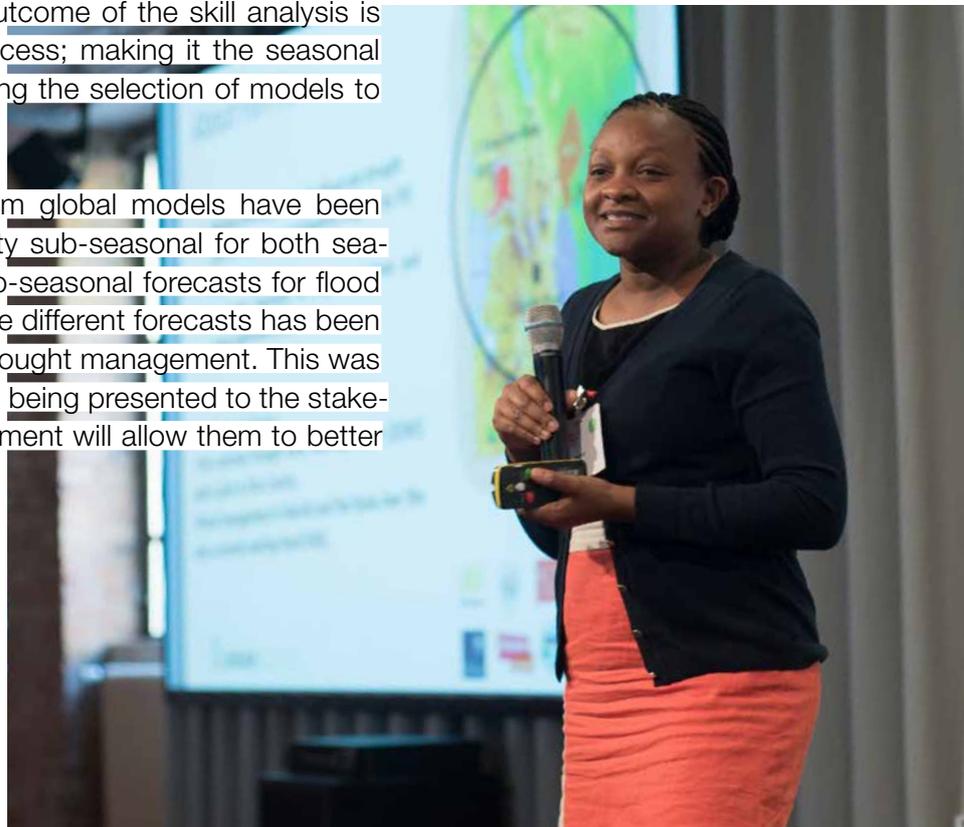
Emmah Mwangi
SHEAR/ForPAC

Where is the Forecast in FbF

The "Towards Forecast Based Preparedness Action" project has been working in Kenya to improve forecasts over seamless lead times (season to days) and working with drought and flood risk managers in Kitui and Nairobi counties respectively to enhance the integration of forecasts in Early Warning Systems using the FbA approach.

The talk focused on work done by the project on forecast improvement, since this was notably missing in most discussion at the platform. Firstly, the skill of seasonal forecasts from global models has been evaluated over the region. The result indicates there is higher predictability in the October-November-December (OND) than in the March-April-May (MAM) season. The outcome of the skill analysis is informing changes in the GHACOF process; making it the seasonal forecasting process objective and guiding the selection of models to be used.

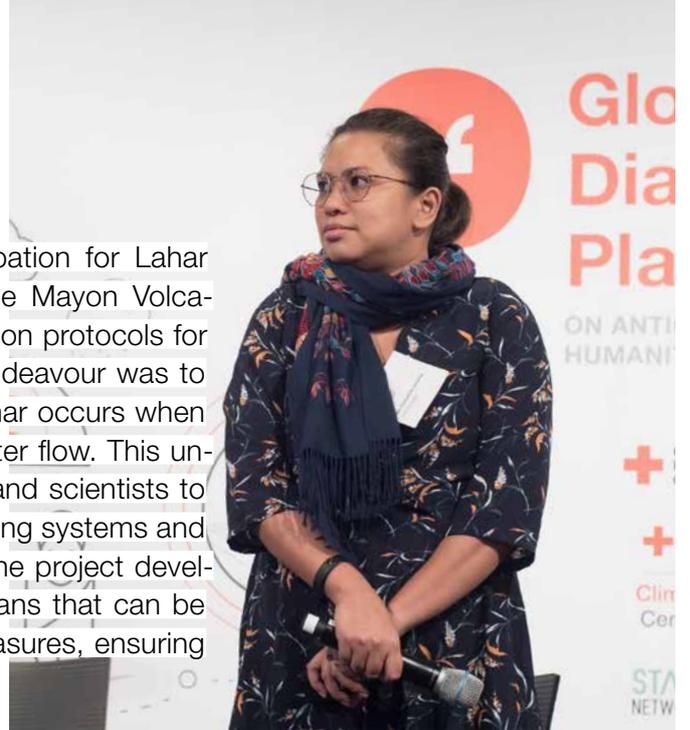
In addition, sub-seasonal forecasts from global models have been evaluated and there is high predictability sub-seasonal for both seasons, this will increase lead time for sub-seasonal forecasts for flood forecasting. Lastly, skill information of the different forecasts has been presented to stakeholders involved in drought management. This was the first time this kind of information was being presented to the stakeholders and further training and engagement will allow them to better utilise this information.



May Francelline Jimenez

Lahar Philippines, CARE Philippines

The Start Network supported Andam Lahar (Anticipation for Lahar Risks), by encouraging communities surrounding the Mayon Volcano in Albay province, Philippines to develop anticipation protocols for potential lahars in their area. A critical step in this endeavour was to expand the communities' understanding of lahar. Lahar occurs when volcanic debris is moved across slopes by heavy water flow. This understanding allowed the communities, local leaders and scientists to collaborate in developing trigger warnings, early warning systems and contingency plans reflecting context and histories. The project developed and validated (through simulation exercises) plans that can be seamlessly integrated into existing risk reduction measures, ensuring sustainable lahar anticipation practice.



Niccolò Lombardi

FAO Colombia

FAO gives central importance to the monitoring and evaluation of early actions as a means to learn from experience and inform future programming. In rural areas of Colombia, FAO's intervention in 2018/19 proved effective in boosting food production and mitigating the impact of mass migration from Venezuela on food security. Early actions also contributed to strengthen resilience and to reinforce social cohesion between host communities and migrants. In the Philippines, a combination of conflict-sensitive, livelihood-based early actions mitigated the impact of 2019 El Niño-induced drought on vulnerable farmers of Mindanao, at the same time promoting gender equality. Key learning priorities include further analysing the relationship between early action and emergency response, as well as longer-term benefits of the anticipatory approach, among others.





Catalina Jaime

Red Cross Red Crescent Climate Center

Catalina presented a new series of technical discussion papers elaborated jointly by the Start Network, the Red Cross Red Crescent Climate Centre and the International Federation of Red Cross and Red Crescent Societies exploring how evolving disaster risk financing (DRF) approaches could be a game changer in acting earlier, quicker and more effectively when it comes to predictable humanitarian crises. The papers are attempting to redefine how DRF meets humanitarian objectives. Building on the practical experiences of the Start Network and IFRC and their partners the papers call for a move from the traditional DRF sovereign approach to a more human-impact driven approach to risk financing, identifying the financial and operational needs from the ground up; an ‘impact before instruments’ approach. Each paper explores the need for such a renewed approach whilst identifying some of the technical challenges and posing solutions to make disaster risk financing work most effectively in the humanitarian context. The aim is to ignite dialogue and build collaboration around key technical challenges whilst highlighting some key solutions to unlock the potential of DRF for humanitarian action.



Panel Discussion

Sustainability and scalability: integration of FbF in national DRM contexts

Panellists:

Mr. Carlos Pulino, Deputy Director of the Emergency Operations Center, Dominican Republic

Dr Martin Talian, Disaster Risk Reduction specialist, National Disasters Operations Centre, Kenya

Ms. Rosalina De Guzman, Chief of the Climate and Agromet Data Section, PAGASA, Philippines

Mr. Shambhu Prasad Regmi, Head of the National Emergency Operation Centre, MoHA, Nepal



Facilitator:

Paris Kazis
WFP

The panellists discussed whether and how the integration of FbF in national DRM contexts can be sustainable and scalable. Some of the main outcomes of the discussion were:

- Government partners play a key role in the effort to successfully anchor FbF within the national DRR frameworks, and thus make the approach scalable and sustainable.

- In terms of the main challenges experienced so far in this process, a common theme emerging from the discussions was lack of sufficient national forecasting capacity and resulting difficulties reconciling “uncertainty” with the need to master a strong political will to move forward.
- Moving forward in our efforts to scale up anticipatory action, our focus should be on the integration of the FbF approach within the relevant national policy frameworks, and on the strengthening of coordination at the national level for example through the National Dialogue Platforms and the Technical Working Groups.
- The community of practitioners can help the government partners in realizing their vision of FbF by encouraging further and stronger collaboration and partnerships, advocacy and sharing of information, and by further defining anticipatory actions for hazards.



“
 Uniting together against
 uncertainty.
 ”



Breakout Sessions

Session D1 – Collaboration, coherence & communication: working together at the country level

The workshop captured the core elements needed to support better collaboration, coordination and communication at the country level.

During discussions the participants first identified the following key constraints:

- Capacity building: There needs to be wo/man-power on the ground to allow coordination to happen and not all countries currently have this in place.
- Data: Not all countries have reliable data or forward-looking analysis or understand what data is available – they need support in this area to come to a common consensus.
- Coming to a common consensus on triggering can also be difficult and needs to be explored.
- Understanding how and what financing systems/mechanisms are available to tangibly support Anticipatory Action.



Facilitators:

Catherine Jones
FAO

Greg Grimsich
UN OCHA

Although challenging, opportunities have been detected as well, such as:

- Governments can provide a standard or code for working on EWEA in countries which can then underpin the way organizations work (and encourage ownership).
- This could be achieved by working Anticipatory Action into response or DRM models.
- A clear TOR for collaboration and coordination can help working together – along with a clear definition on what is Anticipatory Action (universal common definition).

Session D2 – Anticipation Hub: creating a platform for knowledge sharing and exchange

In order to continue its role as a frontrunner in anticipatory humanitarian action, Red Cross Red Crescent National Societies and the IFRC must keep pace with the ever-increasing humanitarian impacts of extreme-weather events and other types of crises. As one of the global pioneers of the Forecast-based Financing (FbF) methodology and Early Action, the German Red Cross (GRC), in collaboration with IFRC and the Red Cross Red Crescent Climate Centre, aims to launch an “Anticipation Hub” to bring together all the support on FbF for IFRC and its members in 2020.

The session provided information to participants on the Anticipation Hub and used the occasion to jointly brainstorm and collect feedback as to what features they wish to have the Hub provide. Participants’ ideas were especially welcome as the Hub will build on the idea of the Dialogue Platforms, where experts around the topic of anticipation meet, exchange and discuss different approaches. The Hub aims to ensure that the spirit of cooperation and exchange is continued as well in between the DPs.



Facilitators:

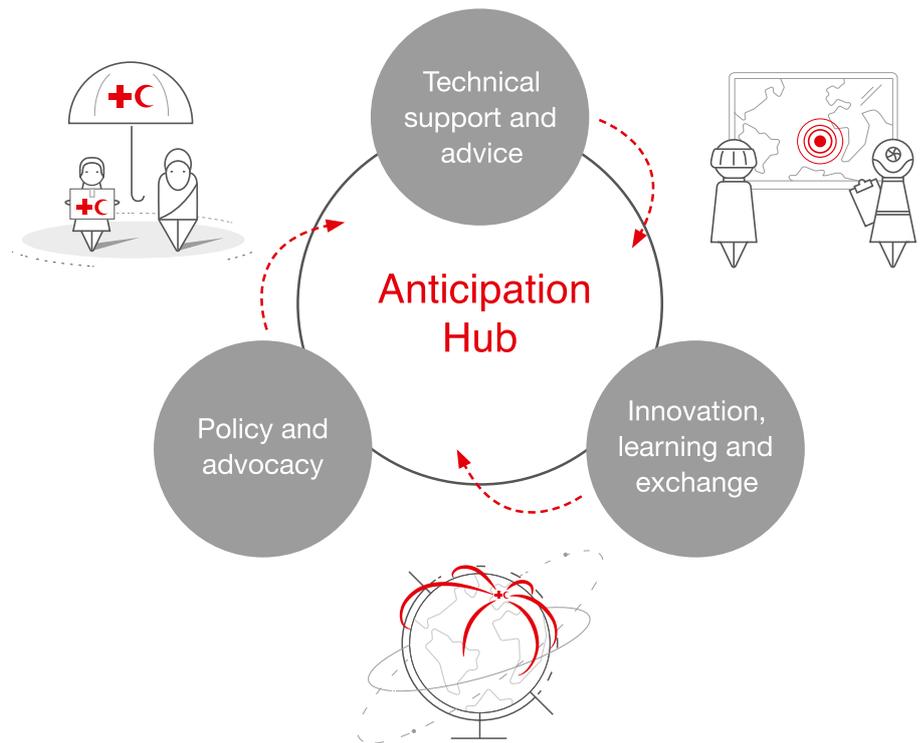
Lucy Price
GRC

Alexandra R  th
GRC

Dr. Erin Coughlan de Perez
RCCC



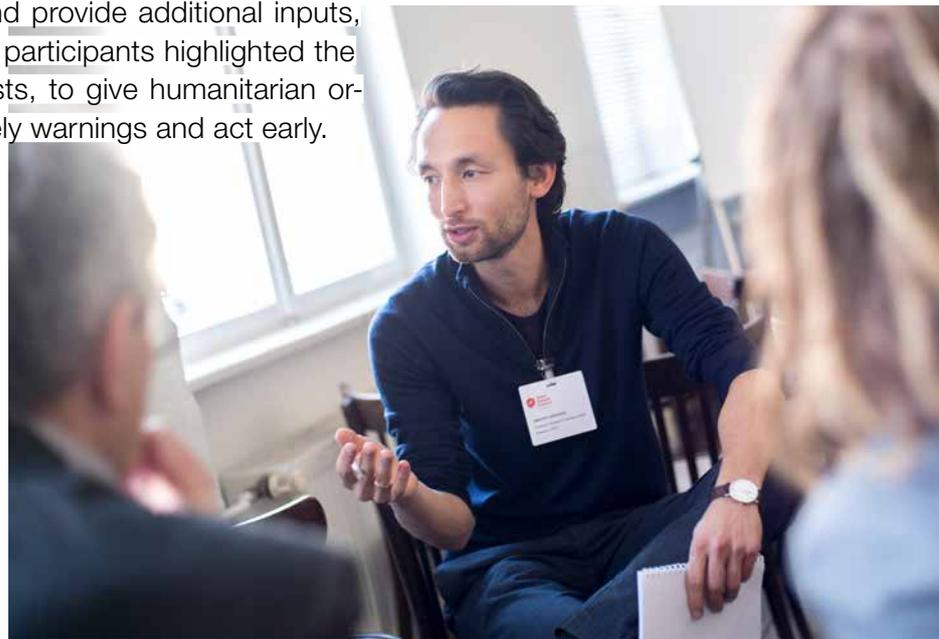
The Anticipation Hub will be set at the interface between practice, science and policy. Key Hub activities will centre around technical support and advice, innovation, learning and exchange, policy and advocacy for anticipation.



Session D3 – Early warnings of food insecurity to allow more time for action: what is already possible?

- “Sometimes there is too much information instead of too little. In this case consumers need help in how to break this down to useful information and how to handle contradictory information”
- “To reach local communities and farmers, radio is the best format. There are several success stories in Western Africa and Asia. However, it is difficult to communicate uncertainty via radio”

PIK researchers from the working group “Adaptation in Agricultural Systems” presented state-of-the-art forecasting methods for weather variables and crop yields, which can enable early warnings for food shortage. Such (sub-)seasonal forecasts already months in advance of the harvest can be highly useful for farmers and humanitarian actors to better plan their agricultural season and provide additional inputs, if needed. During world café discussions, participants highlighted the need for earlier and more reliable forecasts, to give humanitarian organisations more confidence to issue timely warnings and act early.



Facilitators:

Bernhard Schauburger
Potsdam Institute for Climate
Impact Research (PIK)

Jascha Lehmann
PIK

Lisa Murken
PIK

Christoph Gornott
PIK

Session D4 – Ready, steady, go: from impact modelling to practice, how to define triggers?



Facilitators:

Catalina Jaime
RCCC

Marc van den Homberg
510, NLRC

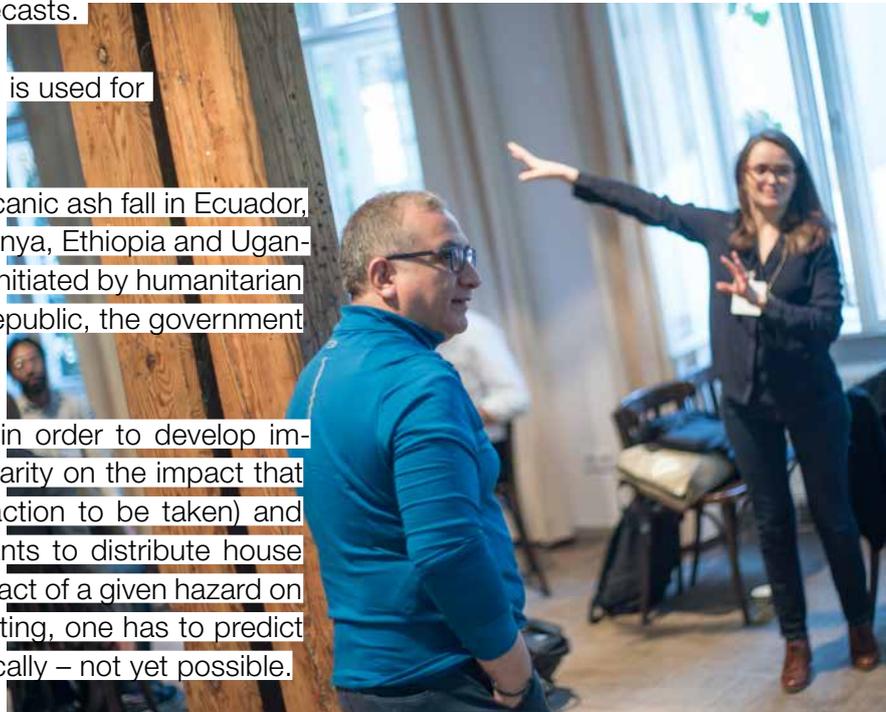
→ “It is not about a lack of data, but rather about which data set to work with to develop triggers for heatwaves” – Start Network Pakistan

This session consisted of a marketplace where participants travelled to different parts of the world to receive an explanation on how organizations are developing triggers and how they take decisions to act early once these triggers are reached in the country of focus.

- 510 and the Zambia Meteorological Department showed how a human-centred design approach can be used to co-create an impact-based forecasting dashboard.
- The Start Network explained the Pakistan heatwave trigger design and the difficulties in selecting the best forecasts.
- Kartoza explained how the InaSAFE tooling is used for impact-based forecasting in Indonesia.

Other examples were shared ranging from volcanic ash fall in Ecuador, floods in Nepal, and floods and droughts in Kenya, Ethiopia and Uganda. In most cases, the trigger development is initiated by humanitarian organizations; in the case of the Dominican Republic, the government led the development of a flood trigger model.

A point that was made repeatedly was that in order to develop impact-based forecasting triggers, one needs clarity on the impact that has to be forecasted (in line with the early action to be taken) and what is forecastable. For example, if one wants to distribute house strengthening kits, one has to forecast the impact of a given hazard on houses. If one wants to focus on early harvesting, one has to predict the impact on crops, but this is often – technically – not yet possible.





Session D5 – Localising anticipation: early action at the “last mile”

→ **“Timely early action requires local planning – NOT just access to funding!”**



Facilitators:

Emma Flaherty
Start Network

May Francelline Jimenez
CARE Philippines

Significant progress has been made in building coherence and strengthening coordination at the global, national and regional level. However, if we really truly want to embed anticipatory action in the humanitarian system we need to ensure it reaches, and eventually is driven by, those at the so called "last mile"- disaster affected communities and the local actors who serve them. How do we make the last mile the first mile?

The session got national colleagues together to tell us where they think we should be going and how! Beginning with an overview of findings from the Start Network's new report, "Putting People at the Centre of Early Action", critical "last mile" gaps and opportunities were outlined to enable early action at the community level. The session discussed paths forward, including the need for a strengthened focus on localisation, placing at-risk people at the centre of the anticipation process.

There was broad consensus among participants that local opinions, knowledge and priorities are central to the design of anticipation programming and funding. In addition, national forecasts should be better integrated at the local-level. They must be both accessible, reliable and relevant to local users, as forecasts often fail to reach those affected by them. Mainstreaming early action requires robust local-level preparedness plans, substantial pre-event coordination and viable access to funding.

In terms of practical next steps, discussion is ongoing between Start Network, its members and other early action actors to review and re-release the paper as a joint position paper.

Session D6 – Early Action and mass migration: the case of Colombia



Facilitator:
Niccolò Lombardi
FAO

→ “It is possible to anticipate and mitigate the impact of ‘human-induced hazards’ on vulnerable people’s livelihoods. To do this, it is important to set up country level EWEA systems and triggers, in partnership with specialised institutions.”

The session aimed to encourage evidence-based discussions about the role of early action in mitigating the potential negative effects of mass migration. It built on the case of the department of La Guajira, Colombia, where FAO and partners launched early actions in 2018 due to a forecast increase in migration from neighbouring Venezuela and its expected impact on food security. Early actions sought to boost food production and prevent a potential food crisis among the vulnerable Wayúu indigenous communities who live along the Colombia-Venezuela border.

Evidently it is complex yet possible to forecast and mitigate the impact of mass migration on vulnerable communities. Doing this in a systematic manner requires regular monitoring of rapidly changing contexts and the setting up of agreed triggers in partnership with specialized institutions. Early action should also focus also on income generating activities in order to address the rapid increase in labour supply. It further needs to strengthen the resilience of vulnerable communities to future shocks. In this sense, it is important to align the interventions with longer-term resilience strategies and plans. Beneficiaries of the early action project in La Guajira were more resilient than non-beneficiaries at the end of the project.



Session E1 – Earth Observations for Humanitarian Early Action

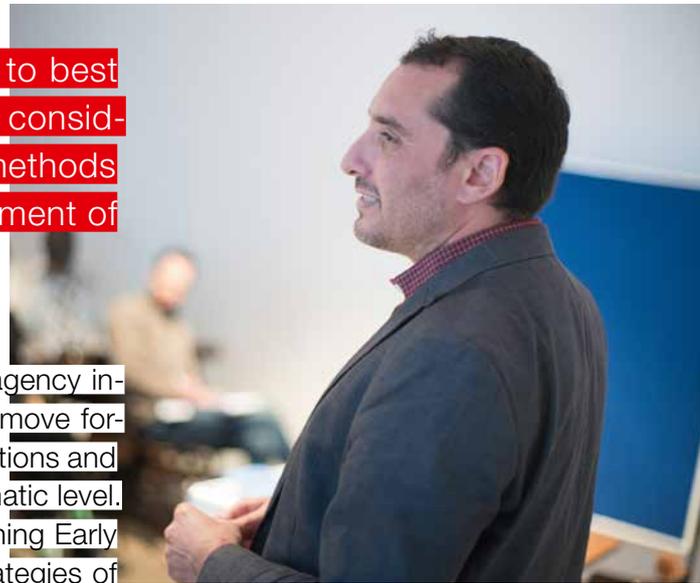


Facilitator:

Andrew Kruczkiewicz
IRI-Columbia University/
RCCC

- “FbF provides an opportunity for both the Earth observation and Humanitarian communities to have a space to convene and co-develop space-centric solutions for disaster risk reduction at the community level.”
- “The session allowed a space to explore how to best identify anticipatory action based questions + considerations in the humanitarian sector, and then methods of integrating those elements into the development of satellite derived data and products.”

The workshop explored implications of the growing space agency influence in the risk community and identified key themes to move forward in building partnerships between humanitarian organizations and space agencies (and brokers of satellite data) at a programmatic level. There are opportunities for FbF and more broadly Early Warning Early Action goals and priorities to inform the development of strategies of Space Agencies as they become better integrated into the applied Earth observation community. The session was a key stepping stone along the path towards developing a framework for Earth Observations for Humanitarian Action (EO4HA). The information gleaned at the workshop will be used for the design of the framework, which will be launched in late 2020.



Session E2 – Building capacity for EWEA/FbF



Facilitators:

Dunja Dujanovic
FAO

Mathieu Destrooper
GRC Americas

With the growing demand for a scale up of early action in countries, it is becoming imperative to provide adequate guidance and training aimed at country teams. This will ensure not only the transfer of technical knowledge necessary for the implementation of EWEA systems, but will also ensure the application of standards and common definitions which are much needed in this area of work. The session was split in two parts, with the first part dedicated to exploring FAO and the Red Cross efforts towards providing training on EWEA. The second part of the session was an interactive group work focusing on 1. Training needs, 2. Training methods/communication and 3. Sustainability of learning. The main points flagged during the discussions were the need to invest in inter-agency collaborative training and joint guidance opportunities, offer basic knowledge on forecasts, provide training to national counterparts, ensure continuing mentorship, and to provide trainings which are adapted to the audience and are mixed method (simulation, with guidance, and supported by video learning).



Session E3 – Shifting humanitarian response: creating a supportive environment in countries for Forecast-based Action



Facilitators:

Sheri Lim
CARE International UK

Dominik Semet
Welthungerhilfe

May Francelline Jimenez
CARE Philippines

Richard Ewbank
Christian Aid UK

→ "Welcome to the FbA therapy session!"

→ "In supporting FbA in disaster response, we need to consider if we are only in a location for 9 days, 90 days or 9 years. How sustainable are we trying to be?"

Shifting humanitarian response in countries towards enabling forecast-based action requires creating a wider enabling environment, e.g.:

- We should be working with local governments and communities to adopt FbA into their existing emergency response plans and activities and build ownership locally.
- Humanitarian agencies and NGOs should focus on complementing and strengthening, not competing with government and community efforts.
- National systems and policies can also be supported to provide the policy, regulatory and operating environment to support FbA in disaster management and humanitarian efforts.
- EWEA systems should go the last (first!) mile and have the most vulnerable as their priority end user – currently the focus is on advising policymakers, Ministry personnel, etc.

Humanitarian actors need to think about sustainability of systems that can support forecast-based action, and not just within our individual agencies. The starting point should be working within existing systems in countries (local government response systems, national policy frameworks, government early warning and communication procedures) and meeting communities' needs and their own mechanisms for responding to emergencies. We should orient away from only strengthening our own organisations' ability to deliver forecast-based action, to looking outward collectively to strengthen wider disaster response systems within countries. To ensure sustainable implementation there needs to be clear responsibilities between government actors and implementing organisations, as well as ongoing engagement of both. Involvement of partner NGOs (local and international) can ensure a presence in the region on a long term.



Session E4 – Meeting the urban challenge: re-thinking anticipatory humanitarian action in the cities



Facilitator:
Eddie Jjemba
RCCC

The workshop facilitated sharing of lessons learned from around the world related to anticipatory approaches in urban areas. It quickly became evident that implementing FbF in the urban areas provides unique opportunities and challenges.

The new German Red Cross project "Humanitarian assistance in the urban context" presents a perfect opportunity to explore existing gaps within humanitarian systems to implement programs in the urban context. The three-year program intends to identify and share best tools and approaches, which will empower local and international actors to navigate urban complexities towards effective and efficient implementation of humanitarian interventions in urban contexts. Furthermore, the Netherlands Red Cross project, "Innovative Approaches to Response Preparedness (IARP)", also provides an opportunity to implement urban FbF in Kenya, Uganda and Ethiopia.

Session E5 – The FbF battle: harmonised or non-harmonised triggers, that’s the question, my friend!



Facilitators:

Catalina Jaime
RCCC

Dr. Thorsten Klose
GRC

→ “To harmonise and have one consistent approach makes sense and provides simplicity. From a technical agency perspective it means that you have quality in the information provided so that the trigger is not a black box and is quite transparent” – Helen Bye, UK Met Office”

An ever-increasing number of trigger mechanisms have been developed by various organizations in support of early actions. On the one hand, this can result in a fragmented system with different risk assessments, uncoordinated early action implementation and confusion among beneficiaries. On the other hand, specific organisational triggers allow for tailor-made solutions, can strengthen ownership and might facilitate funding for implementation. Which way to go? Is there a need to have harmonised triggers for action that all organisations and government agencies can agree on and use? Or should we continue developing and using individual triggers?

This interactive session built on the previous trigger-related sessions at this DP where various trigger mechanisms were presented. In this session the pros and cons of developing harmonised trigger systems were discussed using the debate format. There were strong arguments on both sides, but not always agreement. But where did we agree?

We agreed:

- We need to do better and improve the efficiency and effectiveness of anticipatory action
- Quality criteria for FbF should be harmonized
Better coordination of trigger development and anticipatory action is needed
- Imminent humanitarian needs in the face of disasters need to be reduced jointly

In conclusion:

- A variety of approaches is already a reality; therefore, it is unlikely that we will agree on joint triggers.
- Triggers apply mainly for the FbF methodology, not for all anticipatory approaches. Therefore, joint triggers for FbF will not solve the need for better coordination of anticipatory approaches.
- Perhaps we will see a mix in the future: in some cases, and for some specific hazards, we might see harmonized triggers and for others not.



Collective Keynote

One by one participants added a few words each building on those of the previous person. In the end we had a lovely collective keynote with some extremely long sentences.



IMPRESSIONS



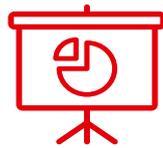
LINKS TO DOCUMENTS

Presentations, photos and information from the Global Dialogue Platform on Anticipatory Humanitarian Action in Berlin.

Click the icons to visit the websites.



Photos



Presentations

For more information about the FbF projects of GRC and the setting up of an FbF project, please visit our website and the FbF online manual:



Information



FbF Manual

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