

IGAD REGIONAL ROADMAP FOR ANTICIPATORY ACTION



ACKNOWLEDGMENT

The development of the IGAD Regional Roadmap on Anticipatory Action (IRRAA) is a product of a collaborative process involving Disaster Management Authorities and National Meteorological and Hydrological Services in the IGAD member states. There is significant contribution from regional and national stakeholders across different sectors in the region and the Secretariat for regional technical working group on Anticipatory Action.

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EXECUTIVE SUMMARY

Humanitarian and disaster risk management actors have an increased focus on building capacity and developing systems to protect vulnerable people from predictable hazards before they become disasters, through the Anticipatory Action (AA) approach. The Anticipatory Action approach aims to avoid and reduce the potential impact of disasters using tailored forecasts, risk information and early warning systems to trigger pre-arranged financing that is used to implement pre-agreed anticipatory actions. This is in recognition that climate extremes, which are one of the major primary drivers of losses and damages and humanitarian emergencies, can be better anticipated in recent times thanks to the advances in science and early warning systems.

The current reality is that humanitarian needs and losses and damages from various hazards are rising in the Eastern Africa region. While multiple AA initiatives are ongoing in the region, these initiatives are implemented by various organisations in a fragmented manner. Further, the efforts towards AA in the region are not systemised and while lessons on AA have been generated from pilots in the region, the learning and evidence is not systematically collected and used to inform AA systems development and implementation by all. To be at par with the need, Anticipatory Action systems and delivery must be scaled-up to cover all vulnerable people and contribute to enhance their resilience. This will require the approach to be mainstreamed in national government strategies and plans and humanitarian disaster risk management systems and financing.

In response to these challenges, IGAD along with various strategic partners have developed IGAD Regional Roadmap for Anticipatory Action (IRRAA). The vision of the IRRAA is “Building a Coherent Regional Anticipatory Action Approach, harmonized and Integrated within the National Policies and Strategies, by promoting Anticipation of Disasters to enhance climate-resilient communities across the IGAD region”. The vision is based on four specific objectives; Strengthening Early Warning Systems (EWS) and Decision Support tools for AA; Advocacy and integration of AA principles and approaches into national and regional policies, strategies; Provide a strategy for resource mobilization and partnerships and strengthen the coordination role for IGAD to support the co-development and implementation of anticipatory action at regional and national level.



Ethiopia. FbF Anticipatory Action in Somali region
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The IRRAA hinges on six pillars;

- 1) A harmonised Methodological Framework to develop Thresholds and Triggers,
- 2) A Regional Approach towards a Multi-Hazard Early Warning and Early Action System
- 3) Communication, Monitoring, evaluation, learning, and reporting,
- 4) Enhanced Access to Financing Mechanism;
- 5) Research, Innovation and Learning and
- 6) Coordination and Legal Framework.

The IRRAA provides a comprehensive framework for implementing anticipatory action in the region, including the strengthening and development of functional early warning systems, standardization of risk assessments and analysis methodology, the establishment of risk financing mechanisms, the strengthening of institutional and community capacities, and the integration of anticipatory action into national and regional sectoral policies and plans. This is in response to the ever-increasing frequency and severity of climate-related and non-climate induced disasters that are dynamic in nature. This dynamism nature of disasters calls for the need of regular reviews of AA frameworks as climate science and risks evolve under a warming climate.

The roadmap further emphasizes the importance of collaboration and coordination among stakeholders, including government agencies, United Nation (UN) agencies, Red Cross, Civil Society Organizations, academia and the private sector. A consultative and co-development process involving national and regional stakeholders is the basis upon which IRRAA is derived. The IRRAA is aligned with international and regional frameworks such as the Sendai Framework for Disaster Risk Reduction, the Africa Union Programme of Action

(PoA) for the Implementation of the Sendai Framework, the IGAD strategy for Disaster Risk management and the Paris Agreement on Climate Change. The IRRAA is expected to guide the design and implementation of anticipatory action initiatives in the region with the goal of reducing the impact of disasters and building resilience to climate change.

Furthermore, the document outlines the activities that need to be conducted to enhance the technical capacity in Impact-based Forecasting (IbF), including enhancing the sharing of observational datasets, provision of infrastructure, co-production of thresholds and triggers with various stakeholders, forecasting and communicating the forecast, risks, and corresponding anticipatory actions. The coordination will happen at two tiers; regional and national level through working groups and secretariat. A Regional Technical Working Group for AA (RTWGAA) and a secretariat are the operational arm that drives the implementation of IRRAA domiciled within the IGAD Disaster Risk Management programme at the IGAD Climate Centre, ICPAC in Nairobi, Kenya. The working group will facilitate exchanges and close collaboration with National institutions to integrate anticipatory actions in government institutions and plans such as hydro-met, DRM and budgetary systems, and communication structures for Anticipatory Actions and Monitoring, Evaluation, Accountability, and Learning (MEAL). In addition, the technical working group will collaborate with other regional and global initiatives on anticipatory action such as the Anticipation Hub.

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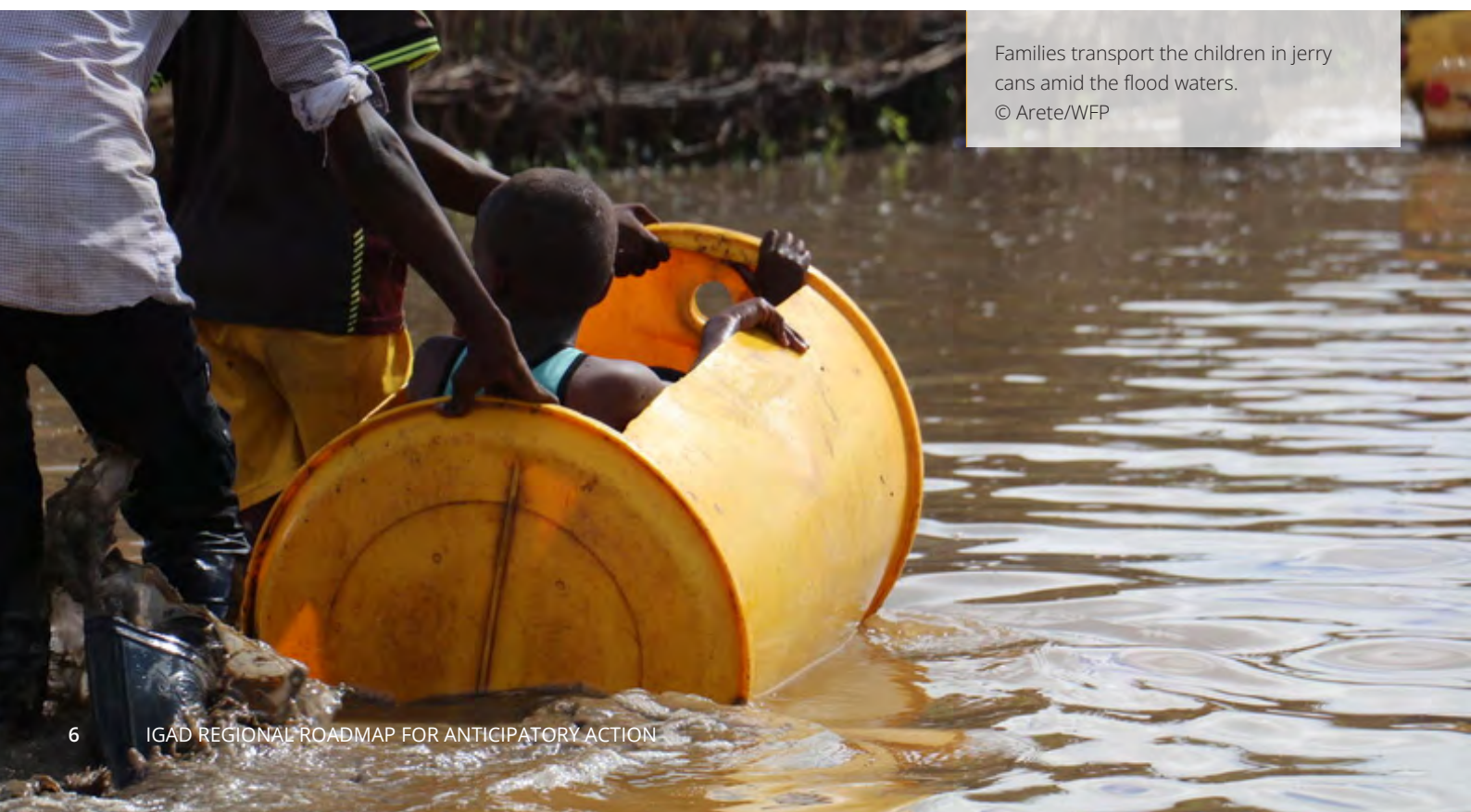
10th December 2023

LIST OF ABBREVIATIONS AND ACRONYMS

AA	Anticipatory Action
AMHEWAS	Africa Multi-Hazard Early Warning and Early Action System
ASALs	arid and semi-arid lands
AU	African Union
CO	Country Office
DANIDA	Danish International Development Agency
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DRM	disaster risk management
DRR	disaster risk reduction
EAP	Early Action Protocol
ERCS	Ethiopian Red Cross Society
EWEA	Early Warning Early Action
EWS	early warning systems
FAO	Food and Agriculture Organization
FEWS NET	Famine Early Warning Systems Network
GAR	Global Assessment Report
IbF	Impact-based Forecasting
ICPAC	IGAD Climate Prediction and Applications Centre.
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
IRRAA	IGAD Regional Roadmap for Anticipatory Action
KRCS	Kenya Red Cross Society
MAM	March, April, May
MEAL	Monitoring, Evaluation, Accountability and Learning
MoU	Memorandum of Understanding
NMHS	National Meteorological and Hydrological Service
NRC	The Netherlands Red Cross
NTWG	National Technical Working Group
OCHA	UN Office for the Coordination of Humanitarian Affairs
OND	October, November, December
PoA	Programme of Action
RTWGAA	Regional Technical Working Group on Anticipatory Action
SDGs	Sustainable Development Goals
SoDMA	Somali Disaster Management Agency
TWGs	Technical Working Groups
UN	United Nations
UNDRR	UN Office for Disaster Risk Reduction
URCS	Uganda Red Cross Society
WFP	UN World Food Programme

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Families transport the children in jerry cans amid the flood waters.
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1 INTRODUCTION

The Eastern Africa region has faced multiple weather and climate-related extreme events, such as floods, droughts, strong winds, and landslides, which have increased in frequency, magnitude and duration. The region is frequented by other risks like that negatively the lives and livelihoods of communities, increased humanitarian needs, exacerbated food insecurity and affected progress with development actions. For example, extreme flooding in 2020 was followed by consecutive failed rainy seasons in 2020/2021/2022 in the region, affecting parts of Kenya, Somalia, and Ethiopia. . The prolonged drought led to millions of people facing acute food insecurity to the brink of famine, massive displacement of people, loss of millions of livestock and losses in agricultural harvests. At the same time, consecutive years of severe flooding over South Sudan devastated livelihoods and caused massive population displacements. The impacts of these extreme events have been compounded by other transboundary risks/hazards such a COVID-19 pandemic, desert locust upsurge, conflict, political instability, and displacement.













A man attempts to fend-off a swarm of desert locusts at a ranch near the town of Nanyuki in Laikipia county, Kenya, Feb. 21, 2020.
© IGAD

The traditional reactive response approach has been insufficient to effectively reduce the impacts of these disasters, often resulting in significant human suffering, economic losses, and long-term development setbacks. On the other hand, the funding required to assist affected people is often not enough to meet the need and tends to arrive when predictable hazards have turned into disasters.

To address these increasing challenges posed by climate extremes and disasters, a more proactive and holistic approach is needed. Hence, IGAD has developed a Regional Roadmap on Anticipatory Action (IRRAA) that provides strategic direction and guidance to support the design and implementation of national-level AA initiatives. The roadmap is a vehicle for collaboration, coordination,

and concerted action among stakeholders. By institutionalising AA in disaster risk management and humanitarian sectors, we can enhance preparedness, save lives, protect livelihoods, and strengthen community resilience. AA aims at mitigating potential disaster impacts before acute impacts are felt. The actions are carried out in anticipation of a hazard impact and based on a prediction of how the event will unfold. The AA approach to risk management has three main pillars: pre-defined thresholds and triggers based on forecasts and risk information, predetermined anticipatory actions, and pre-arranged/predictable/flexible financing. The AA aims to strengthen people's capacity to manage risks (<https://www.ifrc.org/document/world-disasters-report-2020>) and is not a substitute of longer-term investment in risk reduction.

THIS PRO-ACTIVE APPROACH REQUIRES:

- 
 -  Anticipatory (or early) action plans to be in place long before the onset of hazard of interest. The Anticipatory Action Plans is a needs-based, pre-agreed plan that consolidates the key information and implementation arrangements required to deliver timely action ahead of predicted hazards.
 - 
 -  Operational implementation procedures and partnerships needs to be agreed in advance.
 - 
 -  Forecasts need to be skilful with sufficient lead time to allow for the implementation of the actions in the anticipatory window between when a forecast is issued and before the hazard
- 
 -  A co-production process between forecasters, research scientists, key sector institutions in government and humanitarian and development organisations is necessary for developing the components of an AA plan.
 - 
 -  Financing to support the implementation of anticipatory actions need to be identified and to have a pre-arranged framework to automatically release of funds in an efficient and timely manner.

occurs and impacts are felt. For an effective trigger, the forecasts need to not only indicate a future hazard but also present the potential impacts of the hazards, who would be affected and where; in essence, impact-based forecasting (IbF) is needed model.

The AA approach to risk management in IGAD region has gained much traction from across sectors. There are various ongoing AA initiatives in different countries within the IGAD region, implemented by different actors and at different scales. These initiatives, however, do not currently cover all areas and vulnerable people. In this regard, the IRRAA provides a regional

framework to track and consolidate national efforts towards establishing and implementing the AA approach.

The IRRAA is structured as follows: Introduction, Vision and Mission, Goals and Objectives, Key Pillars, Implementation timelines, as well as Referenced materials.

2 VISION AND MISSION STATEMENT

VISION STATEMENT

“A regional Anticipatory Action approach that is harmonized and integrated into national policies, strategies, and systems, to enhance delivery of AA at scale to promote the resilience of communities across the IGAD region”

MISSION STATEMENT

“A people centred, multi-hazard end to end early warning systems for timely and proactive anticipatory action to reduce climate related risks is established and collaboratively implemented at local to regional level”.

3 GOALS AND OBJECTIVES

The goal of the IGAD Regional Roadmap on Anticipatory Action is to support the development of harmonised, operational and scaled up AA across the IGAD region.

THE ROADMAP AIMS TO:

- Strengthen and/or develop end to end early warning systems (EWS) and decision support tools for AA.
- Guide capacity strengthening that is needed to design and implement anticipatory action.
- Advocate for the Integration of AA principles and approaches into national and regional policies, strategies, development plans, systems and structures.
- Support national actors to develop strategies for resource mobilization and partnerships for delivering AA at scale.
- Strengthen the coordination role of IGAD and National Disaster Risk Management Authorities to support the co-development, harmonization and implementation of AA across the member states.

A Somali woman stands near the carcass of her dead livestock amid severe drought near Dollow, Gedo Region, Somalia, May 26, 2022.
© IGAD



4 OVERVIEW OF DISASTER RISK PROFILE

National Disaster risk profiles provide comprehensive information that highlights holistic understanding of the risks associated with various types of disasters in a specific area. The summary for risk profiles for seven countries covered in this IRRAA are described as follows.

4.1 DROUGHT

In most of the IGAD Member States, the frequency and intensity of slow-onset disasters such as drought has increased making it harder to manage and recover from the impacts before the next disaster. The recent consecutive drought events in the region (2020-2022) over parts of Kenya, Somalia, and Ethiopia had enormous impacts including loss of livelihoods and assets, reduced production and productivity, displacement, and serious social and environmental impacts. The projected trends of climate extremes for the IGAD region points to an increase in frequency and intensity of drought disasters in the region. Drought is one of the major threats to food security (reduction in food quantity and quality, and even famine). This is exuberated by losses in agricultural and livestock production and reduced household and national income from the sector that is compounded micro and macro-economic shocks. Droughts also constrain availability of water in quantity, and quality for domestic and livestock use. (<https://www.undrr.org/publication/igad-case-study>)

4.2 FLOODS

Over the region, flood frequency has increased and mostly occurs when there is enhanced rainfall. This is worsened by a number of anthropogenic contributing factors including poor land use planning, settlements in flood plains, sedimentation, and degradation of water catchment areas, deforestation and inadequate drainage management in urban settlements. For instance, the increased rainfall reported in the March to May (MAM) 2018 season and Oct-Nov-Dec (OND 2019) greatly affected major cities, the dryland areas and low-lying flood plains in the IGAD region. The devastation caused by such floods mainly affected infrastructure and the social and economic well-being of countries and communities. The regional flood risk profile developed by IGAD in 2021 shows that floods affect nearly two million people and displace over a million people on average every year. According to a report from OCHA, approximately 3.4 million people were affected across the region as a result of 2019 short rainfall season. The 2019 OND was ranked among the wettest rainfall seasons in East Africa in at least 40 years. This led to widespread floods, resulting in the displacement of hundreds of thousands of people and causing crop and livestock losses in worst-affected areas (<https://fews.net/east-africa/special-report/january-2020>).



A family rebuilding after being displaced by the flooding and landslides that hit Kenya in 2019.
© John Bundi/Kenya Red Cross Society

4.3 LANDSLIDES

Landslides, including mudflows, rock falls and siltation, pose significant risk to transportation, water resources, croplands and pasture, housing and the environment in mountainous areas. The slopes of Mt. Elgon in Uganda and Kenya, and the Ethiopian and central Kenya highlands are particularly at higher risk from slides. The 2019 disaster risk assessment report estimated over at least 2.5 million people have been affected and displaced due to landslides. There are a number of factors, mainly anthropogenic, that cause these slides including poor land use, cultivation on steep slopes, deforestation, overpopulation and failure to adopt spatial planning and building codes. Severe rainfall is another major cause of landslides in the region.

4.4 CONFLICT

Conflict is a major threat to socio economic growth of the IGAD region. It disrupts food production, marketing, economic activities, and causes mass displacements of populations, trauma, and even complex humanitarian emergencies.

Conflict further increases vulnerability of population in the region to disasters and to human and livestock diseases. Conflict in the ASALs is often driven by scarcity of resources such as pasture and water. Scarcity of water and pasture during a drought season is also perceived to exacerbate conflict and is aggravated by climate change. Further, the presence of illegal weapons among the populations as well as general insecurity have increased incidences of cattle rustling (in some parts of Uganda, South Sudan, and Kenya). All these have consequently gravely affected food security. Due to conflict, landmines are present in some MSs and are causing casualties as well as reducing the area for agricultural use. The IGAD supported Conflict Early Warning Programme is coordinating conflict response and resolution in the region, but more effort is required to strengthen its capacity.



Floods and landslides ripped through areas of West Pokot, Kenya, on 23 November, 2019.
© Kenya Red Cross

4.5 PEST AND DISEASES

A number of crop pests and diseases are causing crop damage in the IGAD region. Locusts, armyworms, maize necrotic disease, weevils, rodents, and migratory birds such as the *Quelea* cause massive loss of crop production in the region. Desert Locust used to be the most important pest in the region but is gradually being overtaken by armyworms in some IGAD member states. Somalia, Eritrea, and Sudan are some of the locust hot spots in the region. The fall army worm, which is emerging as a serious disaster is threatening food security in Ethiopia, Kenya, South Sudan, and Uganda. In Somalia, the invasion of pests and diseases has had significant attacks of locusts across the region for several months, particularly affecting Somaliland and Puntland. These re-curing risks have threatened crop production in most parts of the region.



Elizabeth Aluel received training in modern farming methods after pests destroyed parts of the crops on her farm in South Sudan in 2009. © Corrie Butler/IFRC

4.6 PANDEMICS AND EPIDEMICS

COVID-19 pandemic and other epidemics like Malaria, Yellow fever, Cholera significantly aggravated macro-economic crises in the recent years. Food prices have been exceptionally high driven by these pandemics and epidemics. Malaria, Yellow Fever, Rift Valley Fever, Cholera and Meningitis are major climate related sensitive epidemics in the region. Other common epidemics are HIV and AIDS, dengue fever, Cholera, typhoid fever, hepatitis, schistosomiasis, and rabies. Malaria is a major cause of mortality and morbidity in Ethiopia, Kenya, Somalia, and South Sudan while Meningitis is prevalent in Kenya, South Sudan, and Sudan, where it occurs mostly in months of June-December. Yellow Fever occasionally occurs in some parts of the IGAD region mainly due to low immunization coverage. Cholera has been reported in most of the IGAD member states. HIV/AIDS is prevalent in Uganda, Kenya, and South Sudan. For Uganda, 1998 remains the year when the country suffered the worst Cholera outbreak with over 30,000 cases detected in almost all districts in the country. Ebola cases have been reported in Uganda and South Sudan. The causes of large-scale infestation by Ebola are overcrowding, poverty, poor health, malnutrition, low access to modern health services and weak systems of epidemiological surveillance. Climate variability and change have cited in escalation of climate sensitive diseases such as Malaria, dengue fever, Cholera and Rift Valley Fever. This calls for increased use and application of weather and climate information in management of these diseases.

4.7 OTHER HAZARDS

Displacement within the IGAD region has been on the rise due to increase in disasters in the region. As the region continues to warm, the intensity and frequency of sudden- and slow-onset hazards are set to increase.

Movement in the context of slow-onset events and processes often involve complex decision-making, with multiple socioeconomic and environmental drivers and variables at play, and some degree of freedom of choice for affected persons. For example, In 2020 cumulatively, IGAD region witnessed approximately 2.3 million persons newly forcibly displaced by disasters (<https://www.fmreview.org/climate-crisis/nyandiko>). As a result, many humanitarian needs set to rise calling for proactiveness to respond to such situation.

Other hazards that poses potential threat to the region include earthquake/seismic risk, cyclones, lightning, hailstones, windstorms, and wildfires. The Great Rift Valley runs across most countries in the region where the Seismic risk is high. Poorly planned settlements, inadequate use of building codes and lack of regulations in urban planning increases the vulnerability to seismic risk. Wildfires (bushfire) are common during the dry spells where they cause a lot of destruction to the forests. The coastal regions of Somalia and Djibouti are at risk of cyclones. Whereas the above hazards have severe impacts on communities in general terms, it is acknowledged that gender inequalities, age (too young or too old) and disability are not only drivers of vulnerability but also multipliers of the associated adverse effects. A critical gap in the region is the unavailability of disaggregated data on gender, age, and disability to highlight the differential impact of the different hazards on women, men, children, older persons, and people with disabilities. Global, regional, and national frameworks on DRM underscore the importance of addressing these multipliers of hazard related vulnerabilities for mitigation that is more effective, preparedness and response.

5 GLOBAL, REGIONAL AND NATIONAL INITIATIVES LINKED TO THE REGIONAL ROADMAP

The IRRAA links and contributes to regional and global initiatives. At regional scale, IGAD has developed regional strategy for DRM. The IRRAA linkages with IGAD DRM priorities areas encompasses: Enhancing risk knowledge, fostering effective disaster risk governance, promoting investment in DRR for building resilience, and strengthening preparedness mechanisms. The Africa Union Commission Programme of Action (PoA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 provides a great opportunity to contribute to building resilient African communities capable of preventing, better preparing for

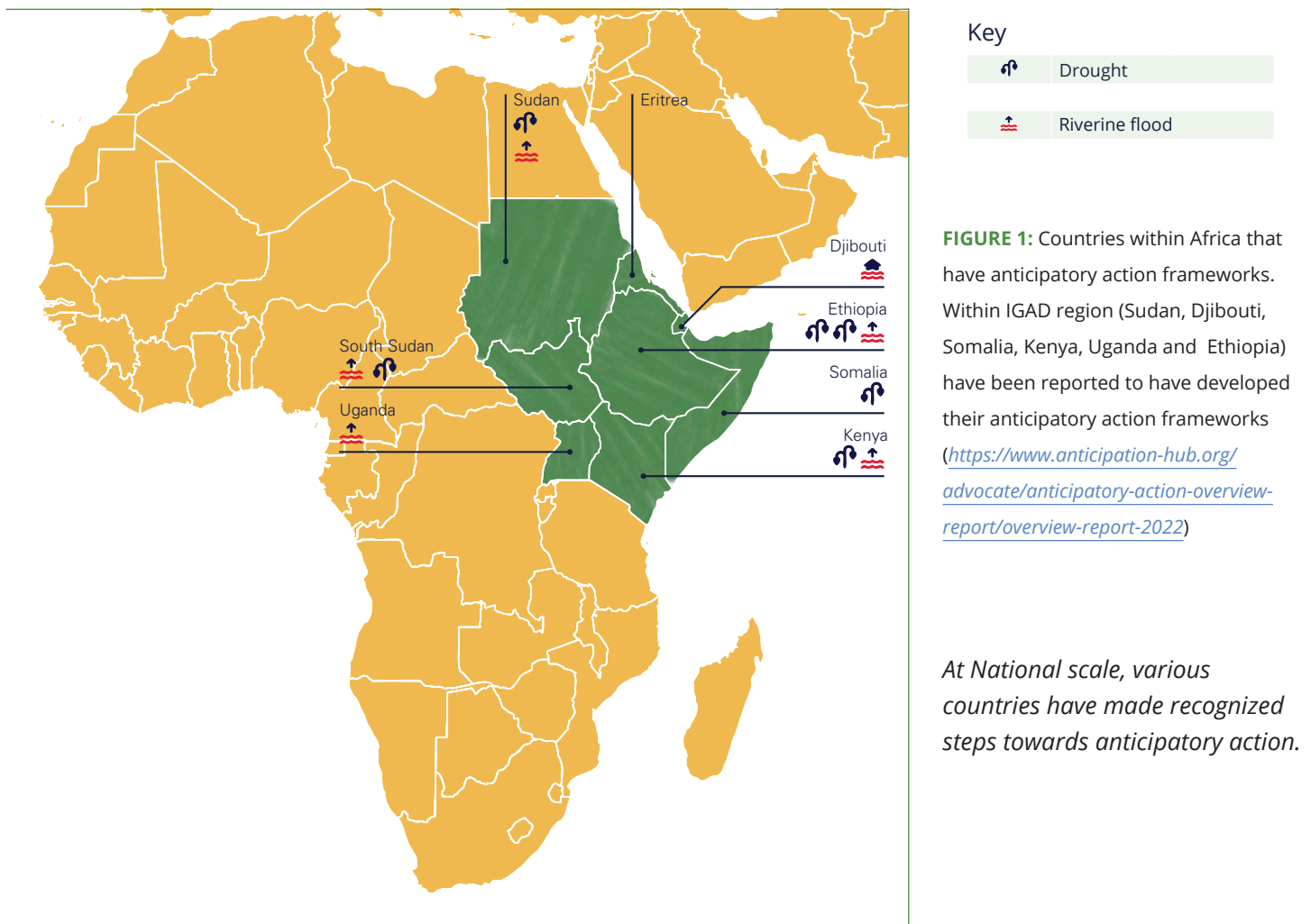
disasters, coping with hazards, and quickly come back to normalcy after a disaster strikes which also links to IRRAA. The IRRAA links to Sendai Framework which focuses on the adoption of measures which address the three dimensions of disaster risk (exposure to hazards, vulnerability and capacity, and hazard's characteristics) in order to prevent the creation of new risk, reduce existing risk and increase resilience is partly. Other global initiatives that align with IRRAA are SDGs 1,2,3,6, 11,13 and 15 and Paris Agreement on to combat climate change and adapt to its effects.



People wade through flood waters along a street following heavy rains in Kisauni district of Mombasa, Kenya November 17, 2023. © REUTERS

6 OVERVIEW OF EARLY WARNING AND ANTICIPATORY ACTION

At global scale, there are over seventy (70) frameworks in place on AA and EWS translating to over 7.6 million covered with Early warning systems in line with UN Initiative for Early Warning for All (https://www.anticipation-hub.org/Documents/Reports/Anticipatory_action_2022_-_Overview-Report_WEB.pdf). Within the Africa continent and IGAD region, various frameworks have been developed to support the anticipatory action and EWS. For example, the AU Africa Multi-Hazard Early Warning and Early Action System (AMHEWAS) represents a significant step towards achieving the goals of the Sendai Framework for Disaster Risk Reduction. The IGAD institutional and operational framework for multi-hazard early warning system provides guidance on the regional approaches to early warning systems at IGAD. The East Africa Hazard watch is an excellent 'one stop shop' platform for accessing multi-hazard early warning information in the region.





The Kenya Red Cross Society, as part of its Early Action Protocol for drought, distributed seeds in the semi-arid communities of Kwale County, some of which had not seen rainfall for three years. © Denis Onyodi/KRCS

6.1 KENYA

The Anticipatory Action systems already exist. The country has developed a national anticipatory action system documented in the Early Action Protocol (EAP) for floods supported by Kenyan red Cross Society. The flood EAP was developed by stakeholders through a National Technical Working Group (NTWG) and with financial support from IKEA Foundation, technical support from the Kenya Red Cross Society (KRCS) and 510 team from Netherland Red Cross (NLRC) and has since been validated. For drought, the AAP are being developed for Marsabit and Wajir counties, with high engagement of the County Government key sectors. Engagement is through TWGs established in both counties. The AAPs for both counties will be finalised and for March, April and May (MAM) 2024 season readiness. The NTWG has been established through Kenya Red Cross with National Disaster Operations Centre as the lead. There is ongoing discussion on developing an AA strategy at national level, and integrating it into relevant sectors and DRM systems.

Strong national co-ordination of AA is due to the existence of an operational NTWG. Since the implementation of the EAP is at the county level, there is the need to strengthen national and county-level coordination by joining up county stakeholders with the national TWG. This will help to bring together various AA initiatives by different partners. This can begin by strengthening county DRM initiatives through mainstreaming AA. The national Government's Treasury also need to be incorporated into the TWG to enhance a better flow of funding relating to the EAP protocols.

6.2 ETHIOPIA

The Drought AAP has been developed for Somali region and currently being revised by the country office (CO) based on feedback received from regional bureau office and headquarter. The drought AAs have been implemented by the CO for two rainy seasons March – May 2021 and Oct – Dec 2022. The monitoring and evaluation system for AA is also available for 2021 and the same being replicated for OND 2022.

There is an established TWG through Ethiopia Red Cross with EDRMC as the lead. Red Cross EAPs for drought and floods have been developed. The national flood Early Actions Protocol (EAP) was developed, validated by stakeholders, and approved by IFRC for initial funding. Through the EAP, 350K CHF were secured to fund readiness activities, and the system was tested during the March to May 2021 below-average rainy season. Useful tools to support the implementation of the flood EAP include the Community Resilience Assessment (CRA) dashboard and the IbF model, developed, and tested by stakeholders. Partners involved in AA initiatives include the National Disaster Risk Management Commission, the Ethiopian Red Cross, Food and Agricultural Organisation of the United Nations (FAO), the World Food Programme (WFP), the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), and the World Bank. One emerging challenge is the need to layer drought AAs (implemented within a short window) with long term resilience interventions/ support to inform the design of AAs, enhancing the implementation of AAs and sustainability of results.

6.3 UGANDA

The established national flood AA system developed by national stakeholders with technical support from the Uganda Red Cross and 510 team from NLRC with financial support from IKEA Foundation, with regional TWGs in development within each region. The drought AAP development process has been funded by PRO-ACT project. The Drought AAP has been piloted in Karamoja Region, with high engagement of the government. The members of the national AA TWG include WFP programme, the FAO of the UN and the Uganda Red Cross.

Opportunities for growth of AA in the country include the development of AA plans for drought through the support of FAO and WFP, development of a drought early warning system with support from NECOC, FAO and WFP, and assessments and ongoing capacity building on DRM with a particular focus on drought. Some of the observed FbF challenges in the country include unavailability of skilful forecast products within monthly-seasonal timescales by Uganda National Meteorological Authority. The mandated institution in forecasting is open to support on efforts relating to Impact-based Forecasting (IbF), forecast evaluation and dissemination.



In April 2015, the Uganda Red Cross Society, German Red Cross and the Red Cross Red Crescent Climate Centre carried out a drill ahead of a new Forecast-based Financing project that makes funds available for humanitarian action before disaster strikes. © Eddie Jjemba/Climate Centre

6.4 SOMALIA

Drought is a major driver of crisis including recurrent food and nutrition crises and is prone to erratic and extreme weather patterns. Drought AAs has been implemented for MAM and OND 2022 seasons – cash and early warning information delivered through the National Safety Nets programme. The CO now has pre-allocated funds to develop systems for AA and seeks to develop AA for multiple hazards. There is strong engagement of the government (SODMA, Ministry of Disaster Management, Ministry of Social Affairs etc) and key actors working on AA in Somalia. A NTWG is already established. For flood, the AA framework is being established through coordination by SODMA.

There is closer working collaboration between national stake-holders and donor partners which has resulted into development of a drought framework. The development of framework involved humanitarian partners under the leadership of the Humanitarian Coordinator, in collaboration with the Federal Government of Somalia and with support by OCHA, the World Bank, donors and technical partners. The framework was first triggered in June 2020, prompting the activation of financing agreements for pre-agreed activities designed to get ahead of worsening food insecurity. The trigger for drought in Somalia tracks humanitarian needs as captured by the Integrated Food Security Phase Classification (IPC) over time to determine whether there is an increased risk of an extraordinary crisis (https://anticipatory-action-toolkit.unocha.org/wp-content/uploads/2021/07/Overview_AA-Framework_Somalia.pdf). Through the support from ECHO, Danish refugee council (DRC) and international organization for migration (IOM) has developed anticipatory actions to anticipate displacement.

6.5 SUDAN

The development of Early Warning system (EWEA) in Sudan has been piloted with FAO providing strategic support to monitor the risk of drought and dry spells. The success of such systems in countries where early warning data can be scarce relies on building strong partnerships with local and national agencies so that knowledge gaps are filled in order to have a good overall picture of the situation. FAO has supported the creation of a Food Security Technical Secretariat which provided vital information on the food security of households as well as the body conditions of livestock and their movements, animal and plant diseases and the availability of water. The EWEA was first piloted in August 2017 to monitor and raise the drought alarm. The first early action was quickly rolled out in October – a rapid assessment enabled FAO to understand how people would be affected and which specific interventions would help agro-pastoralists the most in the face of the steadily intensifying dry spell.

Floods in Rwanda © IGAD



6.6 SOUTH SUDAN

In 2022, OCHA has developed and implemented an early action to address impending extreme flooding in the region. The intervention was concentrated in and around the Bentiu Internally Displaced Persons (IDP) camp, Unity State. A brief report assuagement of flood AA system conducted thereafter found that deeper understanding of processes is important amongst the AA community and other humanitarian actors. The coordination was through a high-level special task force that included a special envoy,

deputy special envoy, and a senior OCHA employee based in Rubkona County (the site of the early action) to oversee operations; and OCHA developed a public project tracker and dashboard, which were specific to projects funded through the allocation. The AA activities have been majorly supported by DANIDA and UN through OCHA. The flooding feasibility study has shown good level of cooperation between SSUD Ministry of Humanitarian Affairs & Disaster Management which entrenches buy-in within government systems. The DRC has also developed system to anticipate conflict induced displacement in the region.

6.7 DJIBOUTI

There is recognizable ongoing work in Djibouti with regards to AA and Early warning. Through the support from DANIDA, Drought AAs and triggers for the July – Sept main rainy season have been developed, with additional support from TWG. The drafted AAP however still needs technical review, considering the target population in the rural areas are highly mobile pastoralists. The triggers and AAs for the two main rainy seasons are yet to be develop.

7

PILLARS OF THE REGIONAL ROADMAP ON ANTICIPATORY ACTION

Through multi-inter-disciplinary engagement approach, six key pillars have been identified to guide on the implementation of IGAD Regional Roadmap on Anticipatory Action (IRRAA).

7.1 PILLAR 1: A HARMONISED METHODOLOGICAL FRAMEWORK TO DEVELOP MULTI-HAZARD TRIGGERS AND THRESHOLDS TO DEVELOP TRIGGERS AND THRESHOLDS

The advancement of technology has given various climate centres and humanitarian actors the impetus to provide reliable warnings of extreme climate events with an accuracy and lead time that should allow for AA. Sufficient lead times are essential as there is only a limited window of time available to undertake timely anticipatory actions considering the operational timelines to implement many types of AA. To enable forecast based action, there is need to transition towards impact-based forecasting – which would provide forecast services with clarity on expected impact of the climate and weather hazard. However, the region is still faced with several challenges that could hinder a full transition to the development of forecasts based on impacts (IbF) that successfully contribute to AA implementation. Furthermore, the development of IbF and AA requires multi-collaborative approach. This pillar aims to consolidate various approaches used in the region to develop triggers and thresholds and systemize such practices within the government’s structures. It will particularly, enhance the IGAD Food Security and Nutrition Portal, developed at ICPAC. Some of the proposed activities under this pillar include:

7.1.1 DEVELOPING REGIONAL TRIGGERS, THRESHOLDS AND RISK PROFILES

ICPAC and NMHSs will improve and strengthen existing collaborations efforts between different stakeholders such as developmental and humanitarian organizations, private sector, and financial institutions to develop and quantify thresholds and provide tailored forecasts. These thresholds will be developed based on a probability of occurrence for given multi-hazards and assessing the reliability of forecasts, hence assisting stakeholders in informed decision-making to activate anticipatory actions. Triggers for IbF are seen to still be in development in the region. A catalogue will be developed with potential early warning indicators and examples of possible triggers that have been used in specific contexts. More context-based triggers will be developed through co-production at national and sub-national levels. Access to impact datasets will be crucial for the development of different thresholds and risk profile for countries to map the risk scenarios in the region. Improving IGAD systems like East Africa hazard and its Integration with IbF for AA is critical.

7.1.2 TECHNICAL SUPPORT AND CAPACITY TO MEMBER STATES TO IMPROVE FORECASTS, COMMUNICATION AND DEVELOP THRESHOLDS AND TRIGGERS FOR IMPACT BASED FORECASTING

The capacity to implement Impact based Forecasting (IbF) and AA in the IGAD region is still at infant stage. The capacity to implement IbF and AA in the IGAD region is still at infant stage. IGAD will undertake capacity building workshops for all three pillars of AA. While several NMHS have capacity to produce weather and climate forecasts, these forecasts are not sufficient to allow climate

information users to take appropriate action and save lives, livelihoods, and property. The capacity to develop Ibf products will also be advanced through collaborative research and partnership with DRM institutions who hold risk data (impacts, vulnerability) and academia. Specifically, the capacity will focus on the development of AA training modules to be used as reference for information. Capacity support that leverages on existing training modules from partners but are contextualize to the needs of IGAD and its member states will deliver. This includes simulation drills to put in practice concepts from the trainings (e.g., desk and field exercises, conducted jointly with IGAD member states and partners), deployments (e.g., to the IGAD Situation Room by IGAD member states and partners and to IGAD member states and partners with Situation Rooms and Emergency Operation Centre – EOC by IGAD), capacity strengthening of member states to: develop tailored national/ sub-national Ibf for different hazards, define AAs relevant to their contexts, develop national/ sub-national financing mechanisms for AAs. Member states will be supported to develop a national road map for anticipatory action.

7.1.3 AVAILABILITY OF AND ACCESS TO OBSERVATIONAL DATASETS

While observational data play a pivotal role in enhancing the understanding of the climate in the IGAD region and

improving the quality of forecasts; leveraging existing efforts to ensure transparent data sharing, a protocol will be developed to improve observational data availability that will feed into numerical weather predictions produced by NHMS and other institutions like drought agencies in the region. The portal is intended to store and display the implications of the various hazards on the region's state of food security at any specific point in time. The protocol will be developed to provide a state-of-the-art platform that will ensure that data is stored in a digital format, therefore reducing data loss due to obsolete data storage methods. Further, IGAD will support cataloguing disaster impacts and will promote initiatives that foster data availability and coordinated rapid assessments of disaster impacts. .

Other Activities:

- Methodology/ standards for developing triggers and Ibf.
- Conduct detailed inventory of existing trigger methodologies and thresholds for major hazards.
- Support cross-country coordination on the development/ monitoring/ issuing of triggers.
- Support member states to develop and implement national road maps for AA.

A Djibouti Red Crescent staff member speaks to a cash beneficiary at Chekyeti, south-west Djibouti. People from Ethiopia have walked as much as 600 kilometres to reach this part of Djibouti, in extreme heat and through a landscape full of hyenas and snakes, and in danger of harassment all the way. © Anne Wanjiru Macharia/IFRC Nairobi



7.2 PILLAR 2: A REGIONAL APPROACH TOWARDS A MULTI- HAZARD EARLY WARNING AND ANTICIPATORY ACTION SYSTEM

The region is affected by risks ranging from climatic hazards, pests, diseases, conflict, and displacement, among others. The hazards of focus for the Early Action Protocol (EAP) will align with the focus of the IGAD Situation Room on floods, drought, pests, and food insecurity. The regional framework for multi-hazard Early warning System (MHEWS) will clearly define guidelines for various hazards (guided by the risk profiles and assessment), roles and responsibilities of the different stakeholders and a clear financing mechanism. This will take into consideration cross border and cross cutting issues, such as transboundary risks (e.g., desert locusts, flooding, climate-related displacement, conflict), protection and gender inclusivity, community engagement, and accountability. Support to the existing national EAPs will be harmonized to support implementation in a cross-border setting.

Proposed Activities:

- Develop a regional catalogue for Anticipatory Action linked to Regional Anticipatory Action Protocol and hazard scenarios
- Defining common guiding framework for developing AAs
- Develop a regional EAP (linked to IGAD DRM fund and regional triggers)

IGAD will work to revise the regional fund aimed at repones to have a provision for anticipatory action.

7.3 PILLAR 3: COMMUNICATION, MONITORING, EVALUATION, LEARNING, AND REPORTING

There are a number of AA being implemented in the IGAD region for a while now albeit in a fragmented manner. There are few monitoring and evaluation initiatives of the impacts, benefits, gaps, challenges, and success stories around anticipatory action. To documentation of best practices and support harmonization in monitoring, evaluation, learning, and reporting, a regional monitoring, evaluation, learning and reporting guidance document will be developed for IGAD member states, anticipatory action partners, and practitioners to encourage joint monitoring in addition to a harmonized approach, as one of the ways to learn and draw best practices, challenges, and recommendations. Opportunities will be assessed to support collation of MEAL across the region through linking with existing national and local monitoring across sectors. For example, exploring existing potential linkages across national food security, Agriculture and livestock, health monitoring and feedback mechanisms and other monitoring mechanisms of national and local implementing partners. This will help to further future research, evidence generation, partnerships, and resource mobilization for the region, IGAD member states, and partners. The AAs will only be effective if needs and triggers are communicated in a timely manner to the right people, using the most preferable communication structures and language. This RRAA will leverage on existing platforms and channels to support advocacy about agreed upon AA for the various hazards when early warning alerts indicate that it is the right time to act. This will include the use of Common Alert Protocols as part of the IGAD Situation Room and Communication strategy for transboundary pests developed by IGAD Food Security, Nutrition, and resilience analysis Hub.

7.4 PILLAR 4: ENHANCED ACCESS TO FINANCING MECHANISM

To implement the RRAA roadmap, IGAD and partners will work to advocate for pre-financing and mobilize resources, including existing national social protection mechanisms e.g PSNP and potential to strengthen these to become more adaptive or shock responsive/ anticipatory, potential DRF mechanisms, ARC and ARC replica, the Adaption Fund, Green Climate Fund, and the Global Environmental Facility to demonstrate and effectively mainstream at national government operations in DRR. This requires engaging wide range of stakeholders and aligning the activities at regional and national level to the priorities of the IGAD member states and the funding agencies.

7.4.1 DEVELOP FRAMEWORK/CHECKLIST FOR IDENTIFICATION OF AA FUNDING ACCESS IN EXISTING SYSTEMS

An assessment of the existing opportunities for financing anticipatory action is necessary to leverage best practices. The RRAA will review existing AA projects, successes, best practices, challenges, lessons learned, and recommendations to advance AA financing at national level.

7.4.2 ADVOCACY FOR THE PRE- ALLOCATION OF FUNDS FOR AA IN REGULAR DRM BUDGETS AT NATIONAL LEVEL

Undertake consultations with IGAD member states on possible areas where IGAD and partners could provide support for the regular allocation of funds for anticipatory action from national budgets.

7.4.3 PROMOTE AND ADVOCATE INTEGRATION OF ANTICIPATORY ACTIONS AT NATIONAL AND REGIONAL INSURANCE AND SOCIAL RESPONSIVE SOCIAL SAFETY NET SCHEMES

Explore ways to include AA in regional and national disaster response funds. This can be achieved through consultations to modify existing protocols, by-laws, or bills of the respective funds to enable these to become more shock-responsive and/or anticipatory. The addition can be an addendum to the current documents or can involve revising the entire protocol.

7.4.4 BUILD CAPACITY OF MEMBER STATE TO ACCESS FINANCING FOR AA

IGAD and partners to support IGAD member states to have capacity to access global, regional, and national level funds. This can be achieved by deploying international consulting firms to build the capacity of risk management authorities in the IGAD member states to be accredited to access the funds.

Other activities:

- Technical support to embed/ integrate AA financing in existing government systems and relevant financing mechanisms.
- Support development of AA financing strategies, embedded in DRF strategies.

7.5 PILLAR 5: RESEARCH, INNOVATION AND LEARNING

This pillar aims at increasing evidence base on the need to invest and support AA in the region through research and innovation. Leveraging on regional expertise and platforms like IGAD Drought Resilience Research Collaboration Network, member states will be able to contribute to development of innovative approaches to risk management. Some specific activities under the pillar will include:

7.5.1 DEVELOP PARTNERSHIPS WITH ACADEMIC AND RESEARCH INSTITUTIONS.

The implementation of AA should be continuously supported by creative and innovative research by strengthening operational research collaborations and research communication between NHMSs, universities, research institutions, the Africa Climate Policy Centre, and DRM agencies. Specific activities could include but not limited to:

7.5.2 COST-BENEFIT AND COST-EFFECTIVE ANALYSIS OF ANTICIPATORY ACTION

Cost-benefit analyses of anticipatory actions in East Africa will be undertaken. The aim of this research will be to provide evidence that anticipatory action has significant benefits to the African community, both in terms of financial and non-financial terms.

7.5.3 EMERGING SOCIO-ECONOMIC CHALLENGES

Research on anticipatory action will be linked with new and emerging socio-economic challenges such as pest outbreaks, health, and conflict. Research to investigate how EWS can predict some of these new emerging hazards and role of AA is proposed. This will be advanced through the promotion of rapid assessments to constantly update the regional TWG and AA implementation process.

Jerrycans, soap and water purification tablets were among the items distributed by the Uganda Red Cross Society to target waterborne disease, as soon as a predetermined threshold of forecast risk was crossed in November 2015.

© Denis Onyodi/URCS-Climate Centre



7.5.4 LINKING THE INNOVATIVE RESEARCH TO OTHER INTERNATIONAL CENTRES

IGAD will coordinate sharing of research initiatives relating to AA through a regional peer-to-peer learning hub. International, regional, and national research centres will be invited to increase cross-learning and advocacy of AA in the region.

7.5.5 CUTTING-EDGE RESEARCH TO IMPROVE FORECASTS

Cutting-edge research utilising high performance computing systems will be conducted to improve the skill of forecasts and forecast lead times including non-climatic hazards such as conflict, pest, disease outbreaks, economic challenges, food security. Proposed areas of research include the utilization of artificial intelligence, machine learning, and model output statistics for improving forecast skill. Research to better understand and improve the distribution of meteorological stations across the region will also be conducted.

7.6 PILLAR 6: COORDINATION AND LEGAL FRAMEWORK

As part of this roadmap, a regional legal and institutional framework will be developed in consultation with IGAD member states and partners to guide the overall implementation at regional and national levels, including defining the roles of different stakeholders. This activity will be developed in close collaboration with key partners within RTWG coordinated by the secretariat. The broad coordination mechanism will be through the secretariat and RTWG.

7.6.1 COORDINATION BETWEEN IGAD AND IGAD MEMBER STATES

Coordination will take various forms to ensure that the various regional and national structures are factored. This will include IGAD will undertake coordination with IGAD member states to advance AA through the structures set up within the IGAD systems. This will include coordination through the designated national focal points, who will 1) be required to also coordinate with their other sectoral partners at national level, 2) support the implementation of IRRAA and 3) support the implementation of the regional multi-hazard early action protocol. IGAD and partners will support coordination mechanisms at regional and national level.

7.6.2 REGIONAL ANTICIPATORY ACTION TECHNICAL WORKING GROUP

A Regional Technical Working Group on AA (RTWGAA) will be set up, under the existing IGAD Early warning systems. The RAATWG will meet on a monthly basis with the objective of creating a platform for consensus building, coordination, collaboration for co-development, investment in and implementation of a common accountability framework for AAs. The RAATWG will work in close collaboration with the national technical working groups present in the IGAD member states to; 1) support the implementation of the AA roadmap, 2) advocacy, 3) partnership development and 4) resource mobilization at the regional and country level.

7.6.3 SECRETARIAT

A secretariat comprising of core team members from interested partners as well as Non-profit Organizations (NGOs) will be constituted to spearhead strategy development, monitoring, and reporting to IGAD member states and members of the regional early warning early action technical working group on the status of implementation of the RRAA. The modus operandi for the secretariat and RTWGAA is described here (https://docs.google.com/document/d/1MQSoc9_5N687aXZj6_kK6i_6bEkzNaTXVyzlNpXZX9w/edit?usp=sharing)

7.6.4 ADVANCE PARTNERSHIPS

IGAD and partners will design ways to advance partnerships on AA to rally support for IGAD, IGAD member states, and practitioners to generate financial, in-kind, and technical support. IGAD will leverage on already signed Memorandums of Understanding (MoUs) with partners and/or, where necessary, initiate new ones to advance these efforts. Deliberate efforts will be made by the Secretariat and RTWGAA to promote networking with institutions, initiatives, and important platforms (national, regional and global) such as Greater Horn of Africa Climate Outlook Forum (GHACOF), National Climate Outlook Forums, Risk-informed Early Action Partnership, Anticipation Hub, Partners Enhancing Resilience for People Exposed to Risks, Africa Science and Technology on Disaster Risk Reduction, etc. to support the implementation of this roadmap.

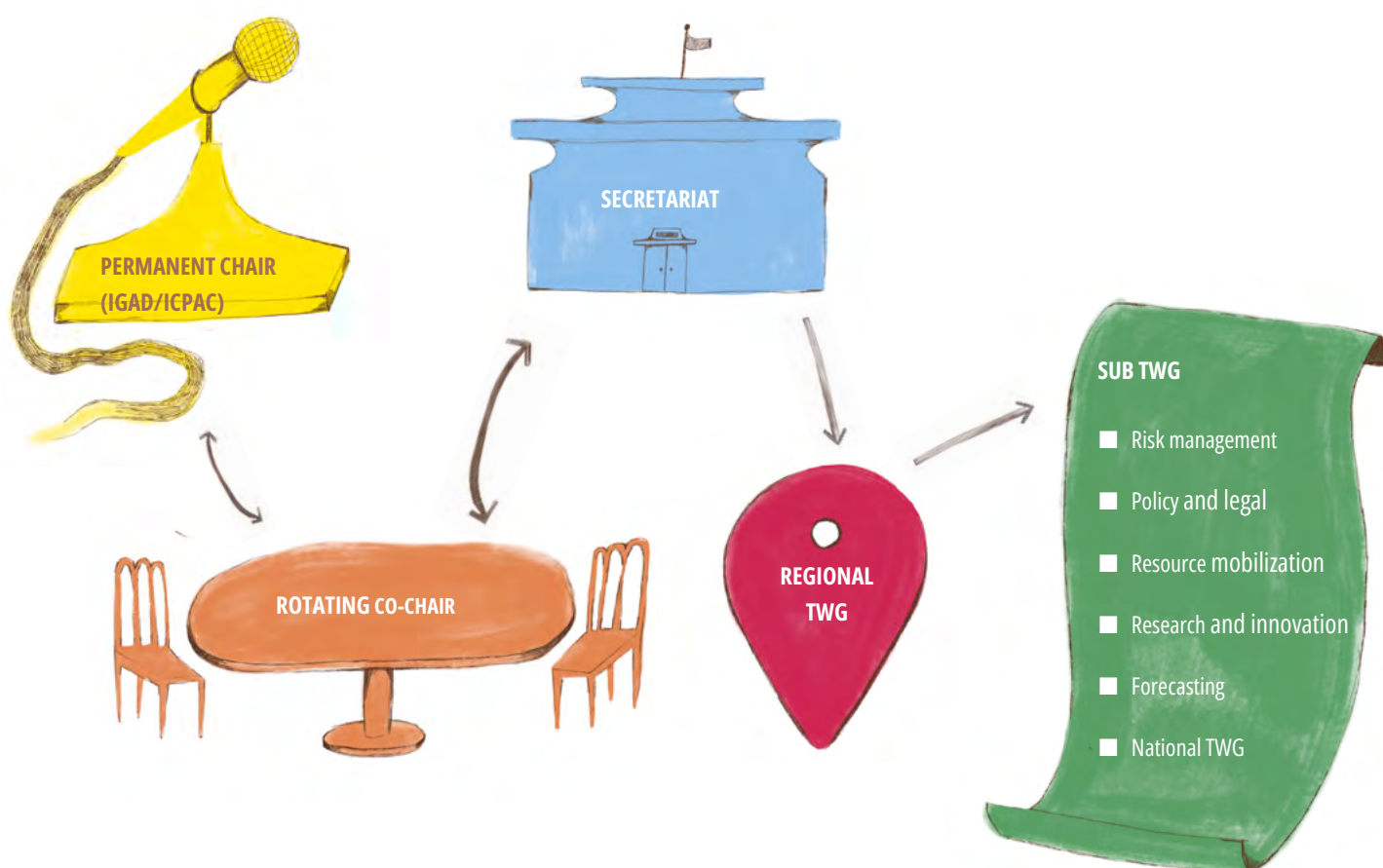


FIGURE 2: A summary of coordination framework at both regional and national levels.

8

THE IMPLEMENTATION OF TIMESTAMP AND ACTIVITIES

The RRAA activities will be implemented at two levels. The Secretariat and RTWGAA will be responsible for regional activities while NTWGAA and national partners will be responsible for national and sub-national activities with support from regional level providing strategic guidance and leadership. A summary of timeline and detailed activities is in Figure 3 and detailed activities are presented in Table 1.

FIGURE 3: A summary of the roadmap implementation timeline

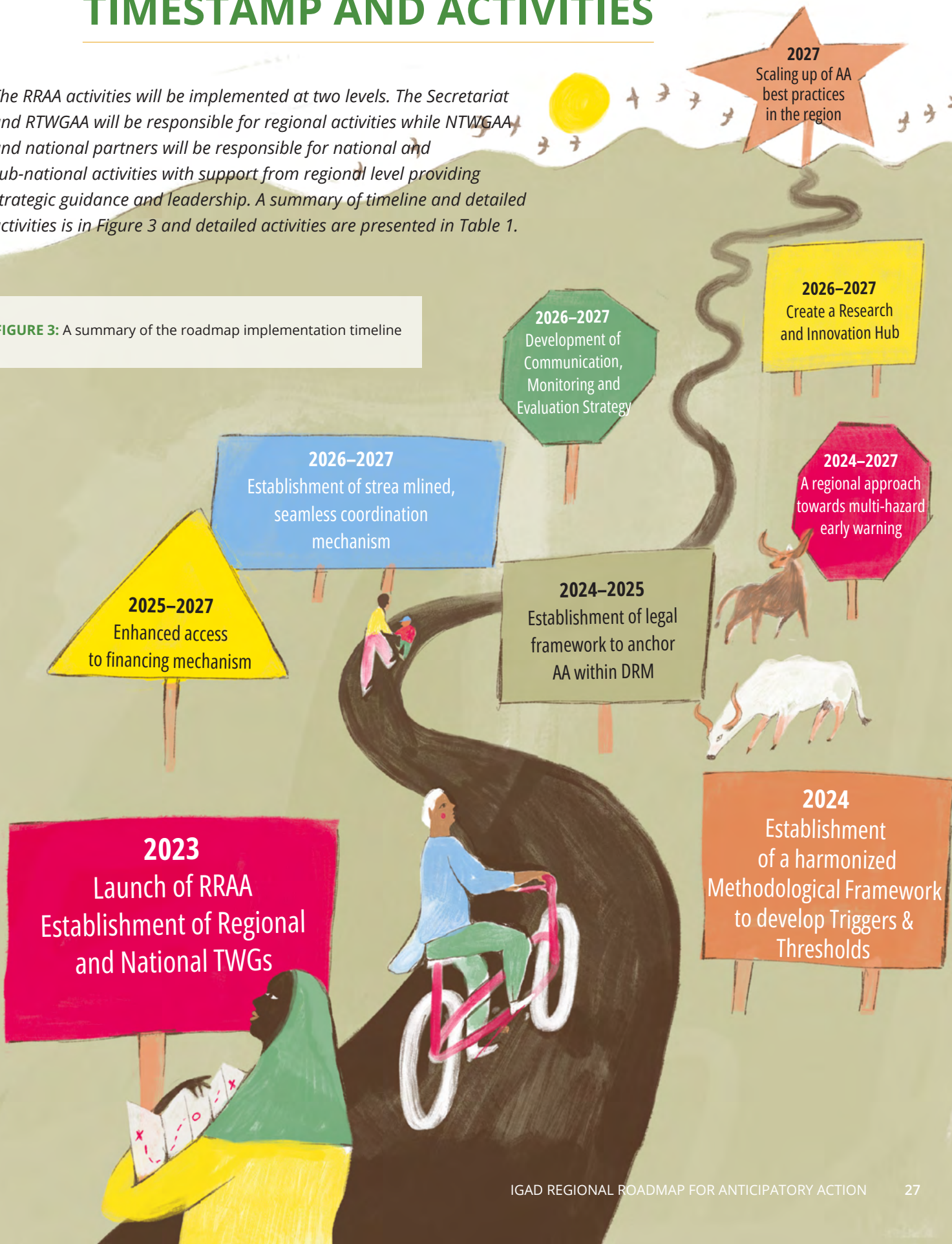


TABLE 1: Implementation matrix

Focus areas	Responsibility	Target group	Assumptions	Tasks	Timelines		
					Year 1	Year 2	Year 3
Improved access to risk scenarios and climate impact data		IGAD	<ul style="list-style-type: none"> Institutions are willing to share data. Institutions are willing to consolidate the data into one repository. Institutions are willing to support the development of a centralized database for all datasets. 	<ul style="list-style-type: none"> Develop a data-sharing MoU between stakeholders. 			
				<ul style="list-style-type: none"> Identify from whom to collect what data and when (map out duties of each stakeholder) 			
Strengthened national infrastructural capacity	IGAD	All	<ul style="list-style-type: none"> The institution has capacity and is willing to host an integrated database for all datasets. Adequate funds will be available to support the development of dashboards/online interactive platforms. 	<ul style="list-style-type: none"> Procure the required IT equipment. 			
				<ul style="list-style-type: none"> Develop an integrated database. 			
				<ul style="list-style-type: none"> Develop dashboards for data analysis and download. 			
Strengthened technical capacity to develop triggers and thresholds and sensitization of stakeholders	ICPAC/NMHS	Climate information producers at National Meteorological Services	<ul style="list-style-type: none"> Directors of Meteorology have the basic requisites needed for the training. There are budgets / adequate funds for capacity development. 	<ul style="list-style-type: none"> Train stakeholders on the use of the dashboards. Train climate information providers on generating climate products for IbF/AA. Train climate information providers on developing triggers and thresholds. 			
		Climate information users		<ul style="list-style-type: none"> Users have the capacity to understand climate products. Dashboard developed in readiness for training the users. 	<ul style="list-style-type: none"> Train users on different climate products. Train users on dashboards Sensitization of county leadership on IbF/AA initiatives. 		

Focus areas	Responsibility	Target group	Assumptions	Tasks	Timelines		
					Year 1	Year 2	Year 3
Establishment of a streamlined, seamless coordination mechanism		All	<ul style="list-style-type: none"> Relevant authorities are willing to support the development & implementation of the framework. There is a system in place that can be leveraged. 	<ul style="list-style-type: none"> Initiate legal framework at national level to support IbF/AA initiatives. Build on existing stakeholder platforms to coordinate different stakeholders within the countries. 			
Establishment of legal framework to anchor AA within DRM	All	National governments	<ul style="list-style-type: none"> National governments are willing to support a legal framework for AA. The different arms of government are willing to set up a contingency budget and financial instruments to manage AA funds. 	<ul style="list-style-type: none"> Lobby for the support of the necessary national government instruments to ensure that the appropriate legal framework, including budgetary considerations, is put in place. Integration of AA within national planning processes and mainstreaming AA in sector programming. 			
Best practices of AA are identified (as per set criteria), documented and scaled up in IGAD countries	All	Countries and Regional Institutions	<ul style="list-style-type: none"> Countries are willing to adopt the successes achieved and improve on the lessons learnt. 	<ul style="list-style-type: none"> Replicate the successes of IbF/AA activities in all countries. Draft a guideline/standard to allow coherence in identifying good/best practice. Develop tools for knowledge sharing of best/good practice. 			

REFERENCES TO DOCUMENTS REVIEWED

1. <https://www.icpac.net/publications/igad-regional-strategy-for-disaster-risk-management/>
2. <https://www.icpac.net/publications/igad-institutional-and-operational-framework-for-multi-hazard-early-warning-and-early-action/>
3. <https://www.anticipation-hub.org/advocate/anticipatory-action-overview-report/overview-report-2022>
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6. <https://www.ifrc.org/document/world-disasters-report-2020>
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