



Food and Agriculture  
Organization of the  
United Nations



World Food  
Programme



# SOUTHERN AFRICA REGIONAL ANTICIPATORY ACTION ROADMAP

August 2022



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## EXECUTIVE SUMMARY

Over the next two years, the Regional Anticipatory Action Working Group (RAAWG) will implement its regional interagency roadmap to effectively and efficiently scale up early warning and anticipatory action (EWAA) in southern Africa.

The interagency roadmap is based on four, guiding pillars:

- 1) Robust multi-actor and multi-sectoral coordination frameworks for Anticipatory Action;
- 2) Harmonisation of Triggers or Anticipatory Protocols;
- 3) Aligning and coordinating financing; and
- 4) Evidence-based advocacy and awareness-raising.

The Interagency Roadmap describes the technical and strategic partnerships that are necessary to scale up anticipatory action (AA) through the activities undertaken within the Four Pillars. Rather than taking a fragmented approach to AA, partners in the RAAWG will aim to increase coverage to vulnerable populations in all high priority/high-risk countries, with the aim of reaching the first mile before the hazard occurs or before it reaches its peak impact.

### RAAWG VISION

Anticipation of disasters has become an integral part of the disaster risk management cycle within the humanitarian community and national governments in Southern Africa.

### RAAWG MISSION STATEMENT

Robust, harmonised multi-agency and multi-sectoral Anticipatory Protocols are established and used by national governments and the humanitarian community to anticipate the range of southern Africa's natural extreme events.

## 1. REGIONAL ANTICIPATORY ACTION WORKING GROUP (RAAWG)

### *Introduction to the RAAWG*

There is a growing need and interest in a systemic shift from response towards AA within the disaster risk management (DRM) cycle. As this need grows, so does the need for information sharing, coordination, and joint advocacy within the humanitarian anticipation community. There is currently a gap in terms of regional partnerships convening the humanitarian, development, and climate communities of practice, which still at times operate in silos, leading to increased risks of duplications of efforts.

There is a necessity to draw on evidence and best practices gathered in early warning and anticipation initiatives around the globe, continuously support the development of a mainstreamed anticipation agenda and align standards, while also increasing investment and political momentum to drive the ongoing shift towards anticipation in southern Africa. The RAAWG aims to address the stated gaps and promote a regional approach and platform for knowledge sharing, cooperation and peer-to-peer learning on AA in the region, as well as build one, cohesive humanitarian anticipation community that operates in strong alignment.

The creation of the RAAWG stems from the increased, joint awareness that aligned action is an imperative and responsibility of the humanitarian anticipation community in southern Africa, in order to assure resources are allocated to maximum efficiency, ongoing and upcoming AA initiatives operate in alignment and harmony, as well as to join forces in upscaling AA moving forward.

A first inter-agency AA Dialogue Platform hosted by the RAAWG Secretariat - IFRC and the German Red Cross, FAO and WFP - built the basis of the RAAWG roadmap elements and served as exchange platform on the status quo of AA initiatives, upcoming themes, as well as joint alignment and vision-making in May 2021.

The tangible outputs of the Southern Africa Dialogue Platform (SADP) were brought forward during the Africa Dialogue Platform (ADP) of the same year, allowing for the southern Africa region to be represented in an aligned and coordinated manner.

## Objectives of the Group

The RAAWG will facilitate knowledge sharing from country to regional-level and vice versa among practitioners and regional actors, development of coherent technical tools, training materials and joint advocacy messages. Accordingly, it will perform the following key functions, which support the achievement of milestones within the four roadmap pillars:

### PARTNERSHIP



Strengthen partnership between agencies and Governments to document best practices and lessons learned. Create alliances to jointly identify gaps and opportunities for policy change and funding.

### INTER-AGENCY COLLABORATION



Strengthen partnership between agencies and Governments to document best practices and lessons learned. Create alliances to jointly identify gaps and opportunities for policy change and funding.

### JOINT ACTION POINTS

Activity 1 - Coordinate advocacy and policy efforts with key stakeholders

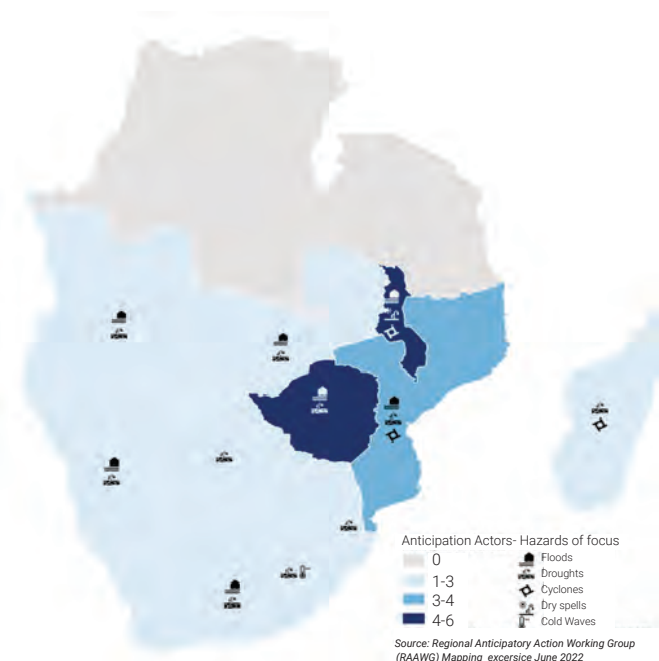
Activity 2 - Develop a regional repository of engaged Anticipatory Action stakeholders by different agencies

Activity 3 - Develop a shared inter-agency road map on Anticipatory Action for the regional level

Activity 4 - Develop a joint inter-agency strategy to scale up FbF and anticipatory financing within the Southern Africa region

Activity 5 - Co-Host yearly inter-agency Anticipatory Action Dialogue Platforms for Southern Africa

## Current AA Landscape in Southern Africa



**Figure 1.** Current State of Play of AA Programming in the SADC region (RAAWG, 2022).

The RAAWG builds on and conjoins experiences gathered in eleven SADC member states currently implementing AA initiatives for a wide variety of natural extreme events, ranging from slow- to sudden-onset hazards. Since the initiation of the first AA pilots in Mozambique and Madagascar in 2015, the anticipation community has grown and expanded rapidly, signaling a large momentum and relevance of AA in the southern Africa region. Under the operational leadership of National Disaster Management Authorities (NDMA) and technical leadership of National Hydro-Meteorological Services (NHMS), a diversity of humanitarian actors have supported the rollout of AA, ranging from the RAAWG Secretariat members FAO, WFP and the Red Cross and Red Crescent (RCRC) Movement to further humanitarian partners, such as UN OCHA, START Network, Welthungerhilfe, to name a few.

The technical learnings are unique per country context and will be consolidated by the RAAWG moving forward. The unique rollout of AA in each implementing country has led to established national AA mechanisms with diverse strengths: Mozambique, Zimbabwe and Malawi, as an example, have driven innovation in multi-hazard AA, establishing national anticipatory protocols targeting the wide variety of climatic shocks that put livelihoods at risk on an annual basis. The diverse AA actor landscape in Zimbabwe, in turn, has led to a strong multi-agency community of practice, driving the development of innovative tools for inter-agency collaboration for AA. On the basis of innovation driven in these specific country contexts, the RAAWG envisions to build regional guidance for further SADC members states onboarding AA.



While moving towards achieving its joint objectives, the RAAWG seeks to follow the below guiding vision and mission statement as anticipation community of southern Africa:

**RAAWG Vision**

Anticipation of disasters has become an integral part of the disaster risk management cycle within the humanitarian community and national governments in Southern Africa.

**RAAWG Mission Statement**

Robust, harmonised multi-agency and multi-sectoral Anticipatory Protocols are established and used by national governments and the humanitarian community to anticipate the range of southern Africa's natural extreme events.

**2. DISASTER RISK PROFILE OF SOUTHERN AFRICA**

*Overview of Disaster Risks in the Region*

There is a growing consensus that given the increasing availability of risk and forecasting information and the interconnectedness of the humanitarian system, humanitarian actors cannot wait for hazards to impact communities before any action is taken. There is a great need to invest in disaster preparedness and anticipatory action , instead of waiting for the next crisis to hit and opting for reactive approaches.

In Southern Africa, anticipation must become an integral part of the way impending crises are addressed to ensure that the impacts of hazards are limited before evolving into devastating and costly disasters. Anticipatory action can help prevent widespread loss of life, large-scale damage to property and reduce risk among communities so that they can recover easier and earlier after a disaster. Food security and livelihood crises are largely driven by a combination of severe, recurring human and climate induced shocks. Each shock further undermines the coping capacity and resilience of vulnerable communities.

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**3. INTRODUCTION TO ANTICIPATORY ACTION**

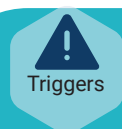
Anticipation instead of reaction: with Anticipatory Action (AA), the humanitarian anticipation community is seeking to reshape the future of the humanitarian system. Protecting lives and livelihoods in the event of a disaster – by using innovative technologies, data and weather forecasts and working in a global, cross-disciplinary network. The goal of AA is to anticipate disasters, prevent their impact, if possible, and reduce human suffering and losses.

Based on forecast information and risk analysis, AA mechanisms release humanitarian funding for pre-agreed, early activities before an extreme event impact on at-risk and vulnerable communities. For early actions to be performed quickly and efficiently before disaster strikes, funds are allocated automatically when a specific threshold is reached.

The key to this is the clearly defined, multi-stakeholder anticipation protocols for AA interventions, which clearly define the most important tasks and responsibilities among national stakeholders.

A key element of AA is that the allocation of financial resources is agreed in advance, together with the specific forecast threshold that triggers the release of those resources for the implementation of early actions. The roles and responsibilities of everyone involved in implementing these actions are defined in the anticipation protocols. This ensures the full commitment of implementation among the involved stakeholders across the following three, main building blocks that constitute robust AA mechanisms:

# Building Blocks of Anticipatory Action Mechanisms



## ASSESSING RISK & DEVELOPING TRIGGERS

Scientific forecasts are matched with data layers on hazard exposure, historical impact and vulnerability indicators to build impact-based forecasts, which tell practitioners 'what the climate will do' as opposed to solely 'what the climate will be'. Based on in-depth analysis of historical disaster impacts, critical impact levels – called triggers - of a hazard are defined.



## SELECTING IMPACTFUL ANTICIPATORY ACTIONS

With forecasts increasing in robustness and quality, humanitarian actors have the possibility to use a more and more clearly defined time window to act early. The humanitarian impact of a forecasted disaster can be reduced by carrying out anticipatory actions that reduce vulnerabilities and increase the coping capacities of vulnerable groups to face the approaching risk.



## SECURING FINANCE TO ACT EARLY

In its mature phase, anticipatory actions will be defined in collaboratively developed anticipatory protocols which are tied to predefined and secured funding to assure that the anticipatory actions are financed by anticipatory disbursement of funds. Multiple anticipatory financial instruments have been made operational and vary between organizations. Examples are the Forecast-based Action (FbA) by the Disaster Relief and Emergency Fund (DREF) mechanism of the Red Cross Red Crescent (RCRC) Movement, the Central Emergency Response Fund (CERF) financing FbF supported by the World Food Programme (WFP) and the Special Fund for Emergency and Rehabilitation (SFERA) funding anticipatory actions of the Food and Agriculture Organization (FAO).

## STAKEHOLDER ENGAGEMENT

Developing robust triggers will require strong collaboration between scientific actors, the Namibia Meteorological Service as well as multiple stakeholders in the provision of high-quality data (exposure, historical impact, vulnerability).

In order for an anticipatory action mechanism to function sustainably, close collaboration between the forecasting, humanitarian and disaster risk management community is key in order to assure the planned actions are timed well, accepted and incorporated into the national DRM system. Coordinating amongst humanitarian actors active in anticipatory action is key for assuring efforts are aligned, preventing duplications and joining forces to reach more vulnerable groups more effectively

AA ideally contributes to a wider dialogue around anticipatory and more flexible funding streams and mechanisms to finance disaster response in southern Africa. This dialogue should be facilitated along the implementation process of AA in SADC member states, conjoining key stakeholders in disaster financing.

## WIDER BENEFITS FOR DRM IN SOUTHERN AFRICA

The development of triggers helps make available forecasts more user friendly and aligns seamlessly with global guidance given by the World Meteorological Organization (WMO) on impact-based forecasting.

The process of developing procedures for anticipatory actions contributes to a wider shift towards an anticipation mindset and promotes the enhanced use of climate services to inform humanitarian decision-making.

A future of climate change will mean a changing nature of the way disasters occur with regards to their magnitude and frequency, calling for more flexible, innovative financing mechanisms to allow key stakeholders to act effectively, rapidly and in anticipation of the impact of an extreme event. AA will support in driving this conversation and advocating for more flexible, scaled-up financing schemes.

AA is to be located within the overall disaster risk reduction paradigm. The AA approach represents a paradigm shift from focus on response-oriented approaches to pre-crisis investment, while it does not replace humanitarian response. As visible in the below diagram, AA closes the gap between disaster preparedness and response, by using the time window between an early warning trigger and the actual occurrence of the natural extreme event for pre-defined and pre-financed action.

Thus, AA is not a stand alone activity, but should always be integrated with the different phases of the wider disaster risk management cycle. This should range from long term resilience building efforts to anticipatory action, based on a forecast, to response efforts implemented after the hazard, so as to mitigate damage caused to livelihoods and safeguard resilience gains from shocks. AA mechanisms operationalise the Humanitarian-Development-Peace Nexus and protect development gains.

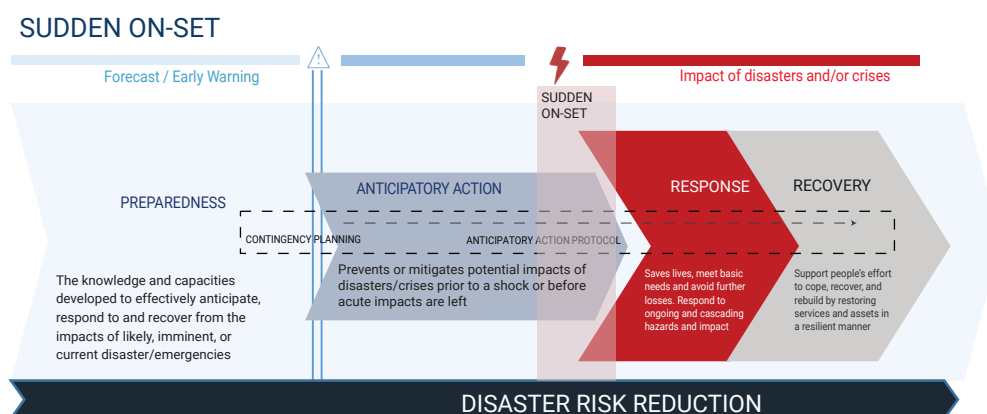


Figure 2. Positioning Anticipatory Action in the Disaster Risk Management Cycle (RAAWG, 2021).

## 4. REGIONAL AND NATIONAL POLICY CONTEXT

SADC has developed a draft DRR Strategic Plan 2020-2030 and the Regional Resilience Strategic Framework 2020-2030 that are aligned to the aspirations of the Africa Programme of Action (PoA), other continental and global DRR frameworks (SFDRR, SDGs and the Agenda 2063) as well as regional development agenda's. Member States are implementing DRR programmes/projects in line with the SFDRR. These programmes are encapsulated in the Africa Plan of Action whose specific objectives are to:

01

Strengthen coherence and integration between disaster risk reduction, climate change adaptation and mitigation, ecosystem management, conflict and fragility, and other development imperatives to contribute to the implementation and achievement of the goals and aspirations of the Agenda 2063, the Sustainable Development Goals, the Paris Agreement, the Addis Ababa Action Agenda, the New Urban Agenda and the outcomes of the World Humanitarian summit, including through related instruments, frameworks, programmes and processes adopted by African Union Policy Organs, RECs and Member States.

02

Strengthen long-term capacities, including coordination mechanisms, at continental and regional levels to support the implementation of the ARSDRR and the Sendai Framework and to systematically contribute to building resilience to disasters, with special focus on the most vulnerable groups.

03

Strengthen mechanisms, frameworks, and capacities at national and sub-national/local levels for mainstreaming, implementing, and coordinating gender-sensitive disaster risk reduction strategies and programmes that also address risk drivers, such as poverty, public health, climate change and variability.

04

Embed a holistic approach to systematically incorporate risk reduction measures into design and implementation of disaster preparedness, response, and recovery programmes.

05

Develop practical tools and mobilize resources to contribute to the implementation of DRR programmes and projects.

The SADC Resilience Framework provides an opportunity for collective efforts in tackling challenges, addressing gaps, and scaling up of good practices across the region, to help achieve greater coherence and impact including an impetus for increased adaptive capacities, sustainable and equitable social and economic development in the SADC Region.

In addition, Member States have been increasingly made aware of the need to review or develop DRM frameworks for alignment with sustainable development provisions of the global frameworks. The draft DRR Strategic Plan 2020-2030 and the Regional Resilience Strategic Framework 2020-2030 enlisted strategic actions for Member States to ensure the development of frameworks at national level and local level. Member States are at varying stages of the development of such instruments to guide DRM integrated development. Almost all SADC Member States have post-2005 DRR policies, plans, strategies and/or laws in place. Only Comoros, DRC, Lesotho, Tanzania and Zimbabwe have policies and frameworks that were developed pre-2005, that is, before the Hyogo Framework provided a global blueprint for disaster risk reduction efforts. Annex A provides a comprehensive list of national laws, policies and frameworks for disaster risk management and legislative frameworks for climate change and adaptation.

Southern Africa Regional Climate Outlook Forum (SARCOF) and National Climate Outlook Forums (NACOF)

The annual SARCOF plays a critical role in providing SADC member states with climate and weather-related data. The regional climate outlook serves as an early warning tool to help countries and humanitarian agencies prepare for the upcoming agricultural season. After the SARCOF, member states develop a national climate outlook or NACOF which provides a national outlook for the upcoming agricultural season. The regional outlook, including national downscaled products, provides critical inputs to the development and annual review of national Contingency Plans. The multi-hazard contingency plans (MHCPs) are reviewed and updated annually based on new inputs from the SARCOFs and NACOFs. The SADC DRR Secretariat has been supporting member states to strengthen capacities in developing MHCPs.

These are traditionally hosted by the SADC DRR Secretariat and technically supported by International Cooperating Partners (ICPs). These workshops are held after SARCOF and provide updated climate outlooks for each subsequent agricultural season. This is a critical planning forum where member states present their Contingency Plans considering the SARCOF outlook statement.

Anticipatory action will play a critical role in strengthening ongoing efforts to better prepare and respond to disasters in the region. Significant advocacy efforts will be undertaken to integrate anticipatory action into national contingency planning practices in the region with the view to mitigating impacts on lives and livelihoods before the hazard reaches its peak, and even before the hazard occurs, depending on whether its a slow onset or rapid onset hazard.

## 5. INTERNATIONAL GUIDING FRAMEWORKS AND STRATEGIES

The Sendai Framework for Disaster Risk Reduction (2015 - 2030) outlines the key priorities and targets for global progress towards building resilience and reducing losses and damages from disasters. By building on the Hyogo Framework, it outlines specific outcomes over the next 15 years. One of these outcomes is to: 'Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030'. This Roadmap therefore contributes to this outcome and through training, advocacy and awareness raising, facilitates the establishment and improvement of multi-hazard early warning systems for the sectors that are relevant to anticipatory action in Southern Africa.

While the concept of Early Warning and Anticipatory Action has its foundations in the Hyogo Framework of Action 2005-2015 and the Sendai Framework for Disaster Risk Reduction 2015-2030, its global uptake has been slow. Disaster events in the past decade have amplified the value of AA versus the more reactive approaches. As part of its work towards scaling up EWAA, the RAAWG will advocate for the adoption of anticipatory action in local, regional and global forums. It will use evidence from the partner programmes and joint activations to make the case for AA, supported by clear impact analyses. The interagency roadmap will leverage on the work of practitioners, policy makers and decision makers to increase the coverage of AA for different hazards in the region.

The WGs influencing work will also target resource partners to increase the funding available to trigger anticipatory actions. The longer-term ambition is to create a common contingency fund that is readily available and flexible to preposition for AAs. Flexibility of financing systems is critical as it allows partners to intervene within the critical window of opportunity. However, moving forward there is a need to advocate for more funding from funding partners at national and regional level to enable the scale up of AA in the region and the wider community of practice.

Beyond the contributions to the Sendai Framework, the roadmap endorses further global policy guidance and humanitarian targets, such as targets set by the Sustainable Development Goals (SDG), as well as the commitments made within the frame of the Grand Bargain. The humanitarian partnerships building the foundation of the AA roadmap for southern Africa contribute to channeling support to SADC member states

in safeguarding development gains and accelerating SDG progresses throughout the region. Specific contributions are made in support of SDG 13 Climate Action and SDP 17 Partnerships for the Goals.

Roadmap pillar two with a focus on climate services and risk thresholds for AA additionally endorses the wider shift towards impact-based forecasting in national hydro-meteorological services (NHMS) of the southern Africa region. By committing to providing technical support and capacity building to southern Africa's NHMSs, this roadmap contributes to the implementation of the WMO Guidelines on Multi-Hazard Impact-based Forecasting and Warning Services. In doing so, the provision of climate services will evolve continuously from weather forecasts and warnings to the provision of multi-hazard impact-based forecast and warning services, providing a more robust base of forecasts that allow for earlier, informed decision making in anticipation of natural extreme events in the region. This roadmap supports the provision of expert impact-based forecasts and early warnings tailored to the humanitarian impact of climatic shocks which are addressed and mitigated through AA, protecting livelihoods and development gains. Strengthened partnerships between WMO's Regional Specialized Meteorological Centres (RSMC) of the region, international scientific and forecasting reference centres, such as the UK Meteorological Office (UKMO), the Red Cross Climate Centre and the International Research Institute (IRI) for Climate and Society at Columbia University, and local academia will support the wider shift towards tailored climate services for AA and impact-based forecasting.

To support the systemic shift towards anticipation in DRM at global and regional-level, this roadmap seeks to support the progress towards achieving the four, ambitious targets of the Risk-informed Early Action Partnership (REAP) Secretariat by aligning with the REAP Framework for Action and Strategic Vision. In partnership, the southern Africa anticipation community seeks to commit to the four targets and contribute to the overall, global milestone of making 1 Billion people safer from disaster by 2025. The southern Africa roadmap for AA aims at putting words into action by linking concrete action points to the REAP targets and monitoring progress against the four goals. Roadmap pillar four with a focus on evidence-based advocacy is structured in direct alignment with the REAP strategic vision and targets and is detailed further below.



## 6. GUIDING PILLARS OF THE RAAWG ROADMAP

### RAAWG Roadmap Architecture

#### VISION

>> Anticipation of disasters had become on an integral part of the disaster risk management cycle within the humanitarian community and national governments in Southern Africa. <<

#### MISSION

>> Robust, harmonized multi-agency and multi-sectoral Anticipatory protocols are established and used by national governments and the humanitarian community to anticipate the range of southern Africa's natural extreme events.<<

#### RAAWG Secretariat

FAO, WFP, IFRC

#### RAAWG Members

SADC, SAWS, Météo-France, UN OCHA, START Network, Welthungerhilfe, FEWS NET, Oxfam, World Vision, GBV AoR, PIROI

#### PILAR 1

'COORDINATING FRAMEWORKS FOR ANTICIPATORY ACTION (AA)'

##### OBJECTIVE

Robust multi-agency and multi-sectoral frameworks for Anticipatory Action (AA) coordination are established and AA operations are carried out in a harmonized manner.

#### PILAR 2

'HARMONIZATION OF TRIGGERS'

##### OBJECTIVE

Triggers for AA are developed in harmonization, collaboration between forecasters enhanced and capacity building for impact-based forecasting supported jointly.

#### PILAR 3

'ALIGNING ANTICIPATORY FINANCING INSTRUMENTS'

##### OBJECTIVE

Expanding on financing for Anticipatory Action & Aligning the different financing mechanisms in the humanitarian/government sectors.

#### PILAR 4

'EVIDENCE-BASED ADVOCACY AND AWARENESS-RAISING'

##### OBJECTIVE

Advocating for a system-wide shift from reaction to anticipation in Southern Africa.

### ROADMAP PILLAR 1 - ROBUST MULTI-AGENCY AND MULTI-SECTORAL COORDINATION FRAMEWORKS FOR ANTICIPATORY ACTION (AA)

Repository of AA in southern Africa

In line with a rapid growth of the southern Africa anticipation community along the past years, an increased need for robust coordination mechanisms for aligned and harmonized national AA mechanisms has emerged. This pillar of the roadmap for AA in southern Africa aims at achieving a detailed overview over ongoing AA initiatives and mapping out the AA action sphere for different hazards and humanitarian sectors in a regional AA repository.

Identification of Pathways for Enhanced Collaboration and Strategic Upscaling of AA

Based on an in-depth understanding of the current AA landscape, pathways for enhanced inter-agency collaboration and coordination will be drafted, as well as the most urgent needs for AA expansion to reach at-risk populations historically exposed to forecastable extreme events. Joint commitments will be made to achieve progress towards enhancing cooperation within an anticipation community that acts as one and sees it as a key responsibility to avoid duplications, diversify AA services provided to vulnerable population groups and scale up AA interventions strategically. Regional-level consensus on collaboration pathways and main humanitarian needs to be addressed by the RAAWG and roadmap will be taken forward in the specific country contexts and a robust feedback loop between the regional- and national-level established.

Development of AA Roadmap Pilot Countries to Develop and Test Multi-Agency AA Coordination Mechanisms

In order to generate practical learnings on how multi-agency and multi-sectoral coordination frameworks for AA could look like in practice, the RAAWG seeks to develop two roadmap pilot countries in southern Africa's national contexts with multi-agency presence in the field of AA and already mature AA initiatives - such as Mozambique and Zimbabwe. Jointly, the RAAWG will design coordination frameworks, which will be piloted in the two roadmap pilots with the aim of concrete, operational learnings. The AA coordination frameworks will target the alignment of AA timelines, definition of AA coordination mandates, as well as harmonization of trigger methodologies and financing instruments which enable scaled-up action.

Generation of Joint Guidance for Multi-Agency and Multi-Sectoral Coordination Frameworks for AA

As part of the roadmap pilots, joint readiness activities, such as the conduct of a multi-agency, large-scale simulation exercise, will be conducted to enhance operational capacities and jointly strengthen AA ownership of local actors. The frameworks for the roadmap pilots are planned to be developed until the end of 2021 and made operational throughout the year of 2022.

A multi-agency evaluation of the activities related to the roadmap pilots will build the basis of the development of joint guidance for multi-agency and multi-sectoral coordination frameworks for AA to guide the scale-up of AA in further SADC member states. The repository of AA in southern Africa will be updated with regularity to serve as an up-to-date database of the expanding AA actor-network in the region

## ROADMAP PILLAR 2 - HARMONIZATION OF TRIGGERS

### Harmonization of Hazard-Specific Trigger Methodologies for AA

Trigger development is one of the key components of AA mechanisms, as the process later defines the reliability and quality of risk thresholds to inform the release of funds and activation of the protocols. Currently, partner institutions operate in silos by developing their own trigger methodology and thresholds. However, this might pose challenges in countries where several institutions focus on the same hazard as these institutions will engage the local Government with differing methodologies, hence causing fatigue and in clarity within the local institutions. The inter-agency roadmap will contribute to the harmonization of hazard thresholds to allow for anticipation actors to act as one and reach scale in case of an activation.

The priority focus of the roadmap pillar two are countries with multi-actor presence, where AA work on hazards overlaps. Beyond this priority for action, the ambition of the interagency roadmap is to allow for piggybacking on existing, evidence-based work in the field of trigger development undertaken in southern Africa by anticipation actors through enhanced coordination within the anticipation community. By enhancing the cross-agency sharing of trigger methodologies, the RAAWG roadmap aims at saving time and resources allocated to the complex trigger development processes, avoiding duplications and allowing for quicker, better aligned scaling up of AA interventions across the region.

As the first step, the roadmap will complete a detailed inventory of existing trigger methodology and thresholds for both slow and fast-onset onset hazards. The inventory will outline the indicators used for different hazards as well as the data required to compute them. This process will be led by the sub-technical working group on trigger development, which was established by the RAAWG Secretariat in 2020. The output inventory will be made available and maintained on the open source, virtual coordination platform Anticipation Hub.

### Joint Capacity Building on impact-based forecasting (IbF) and trigger development for AA

Joint Capacity Building on impact-based forecasting (IbF) and trigger development for AA

The capacity building will target forecasting stakeholders at national and regional levels. This will improve the capacities of the National Hydrological and Meteorological Services (NHMS) in providing timely and skillful impact-based forecasts. Additionally, wider sensitization work will be carried out with the DRM actor landscape in southern Africa, in order to build knowledge around IbF and trigger methodologies for AA. The joint effort to build IbF and trigger development capacities aims at ensuring sustainability and institutionalization of triggers over the longer term.

### Collaboration on data sharing for IbF and trigger development for AA

Data of sufficient quantity and quality is of vital importance to the development of robust IbFs and AA protocols. The RAAWG roadmap aims at streamlining efforts to foster a data sharing culture for data relevant for trigger and AA protocol development (e.g. data on vulnerability, historical impact, exposure and coping capacity). The access to and use of high quality data will allow for more accurate impact prediction and enhanced targeting of at-risk population groups in the region.

### Collaboration between Regional Specialized Meteorological Centres and scientific reference centres

Humanitarian actors obtain technical support from various scientific centres, such as the International Research Institute for Climate and Society (IRI) and Red Cross Red Crescent Climate Centre. Additionally, Humanitarian actors often count on in-house, technical expertise. There is a need to increase the level of collaboration between these supporting scientific and technical actors and Regional Specialized Meteorological Centres (RSMC) such as the South African Weather Services (SAWS), SADC Climate Services Centre (SADC-CSC) and Météo-France. The enhanced collaboration at the technical level endorsed by the RAAWG will aim at increasing localization of technical expertise on IbF and trigger development in order to maximize sustainability and institutionalization of triggers made operational.





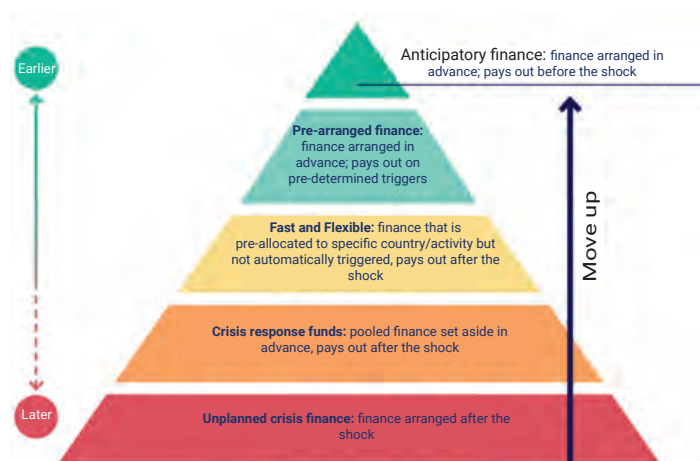
## ROADMAP PILLAR 3 - ALIGNING DISASTER RISK FINANCE FOR AA

Widely termed 'Anticipatory Finance', pre-arranged financing ensures availability of funds that are released before the peak impacts of a forecasted hazard, to enable AA and reduce disaster impact. As momentum for AA accelerates, the funding window for anticipatory finance has widened rapidly, with a total US\$41.5 million disbursed globally in 2020 to finance the direct delivery of actions ahead of a shock, through existing anticipatory finance mechanisms such as the 14 AA Framework pilots led by the UN's Central Emergency Response Fund (CERF) and administered by OCHA, Forecast-based Action by the Red Cross and Red Crescent Disaster Relief Emergency Fund (DREF), and the FAO Special Fund for Emergency and Rehabilitation Activities (SFERA).

Nevertheless, the majority of resources remain to be allocated to unplanned crisis finance arranged after a shock has occurred. Annually, over US\$30 billion is allocated to finance conventional, ex-post humanitarian assistance. Resulting from prevailing under-funding and fragmentation of existing financing mechanisms, AA continues to emphasize the allocation of resources to pilot projects, rather than reaching scale. To ensure gradual progress towards an effective scale-up, funding for AA must be increased, including through earmarking percentages of existing funds and systematically incorporating AA into budgetary planning processes. These steps will play a key role in achieving global target 2 endorsed by the multi-stakeholder Risk-Informed Early Action Partnership (REAP) aimed at covering 1 billion more people by financing and delivery mechanisms connected to effective AAPs by 2025, ensuring climate vulnerable governments and exposed communities can act ahead of predicted disasters and crises.

With the aim of enhancing the sustainability of anticipatory finance and government ownership of the approach as a whole, financing windows for earlier interventions are best integrated into government's domestic contingency funds in order to align with existing government risk financing mechanisms. RAAWG commits to providing support to SADC member states in mobilizing and operationalizing domestic financial resources to finance AA in scale-up to existing, agency-specific anticipatory financing mechanisms, to move from unplanned crisis finance to anticipatory finance. A pioneering example is the National Disaster Financial Protection Plan approved by the Mozambique Council of Ministers in June 2022, aimed at strengthening the State's response capacity and financial resilience in the face of disasters, as well as encourage AA, risk reduction and resilience building. The Government of Mozambique indicates risk retention through instruments prepared in advance (ex-ante), such as multi-annual reserves, annual budgets, and sectoral contingency budgets.

In addition, further evidence and guidance is needed on the most viable alignment of climate and disaster risk financing and insurance (CDRFI). Aligning existing CDRFI in a more holistic manner will allow governments and humanitarian partners to access funding and provide critical assistance to at risk population groups along the entire crisis impact timeline. A unique value-add of aligning financing instruments for AA and early response is that it can encourage strengthened cooperation between government and humanitarian actors pre- and post-event, build capacity and strengthen planning, pre- and post-event, build capacity and strengthen planning, leading to earlier and more effective response in emergencies, reducing suffering and accelerating recovery.



**Figure 3.** Approaches to financing crises (REAP, 2022).

An effective combination of CDRFI can provide sufficient funding at the macro, meso and micro levels for AA and early response (insurance and contingency financing) that could reduce the existing, humanitarian funding gap. Providing clearer direction on how to make disaster risk management and financing more efficient and therefore reduce the cost of emergency residual response remains vital. Current efforts are underway to investigate the possibilities of setting up insurance schemes and risk pooling mechanisms jointly with government actors and linking them to pre-defined AA.

CDRFI, such as micro and macro insurance and AA financing - used alone or jointly - can be linked to national social protection systems to channel assistance, adding a shock-responsive component to these schemes. Providing technical assistance to the relevant government agencies allows the existing administrative systems and institutional architecture to respond and reduce the need to set up parallel delivery mechanisms for humanitarian assistance.



**Figure 4.** Holistic sequencing of CDRFI along the crisis impact timeline (WFP, 2022).

RAAWG aims at developing more robust, SADC-level guidance on how different CDRFI could potentially: 1) complement in terms of reaching different target groups; 2) support reaching scale of AA by expanding the scope of people reached, and 3) complete assistance along different action phases along the crisis timeline of either slow- or sudden-onset hazards.

To achieve the ends of earlier and more efficient financing of ex-ante interventions, silos across the humanitarian, development and climate sectors must be bridged and the fragmentation of existing instruments for anticipatory finance reduced. Governments play a leading role in ensuring the coordination of a widening actor landscape and challenging the status quo of disaster risk financing in climate vulnerable contexts.

## ROADMAP PILLAR 4 - EVIDENCE BASED ADVOCACY AND AWARENESS RAISING

The overall advocacy goal of the WG is to accelerate the shift of the humanitarian system from reaction towards anticipation. This goal can be further subdivided into: (1) Advocating on the importance of investing in anticipatory action to safeguard livelihoods in the face of forecast hazards; and (2) Fostering common advocacy messages and products on thematic areas with partner organizations.

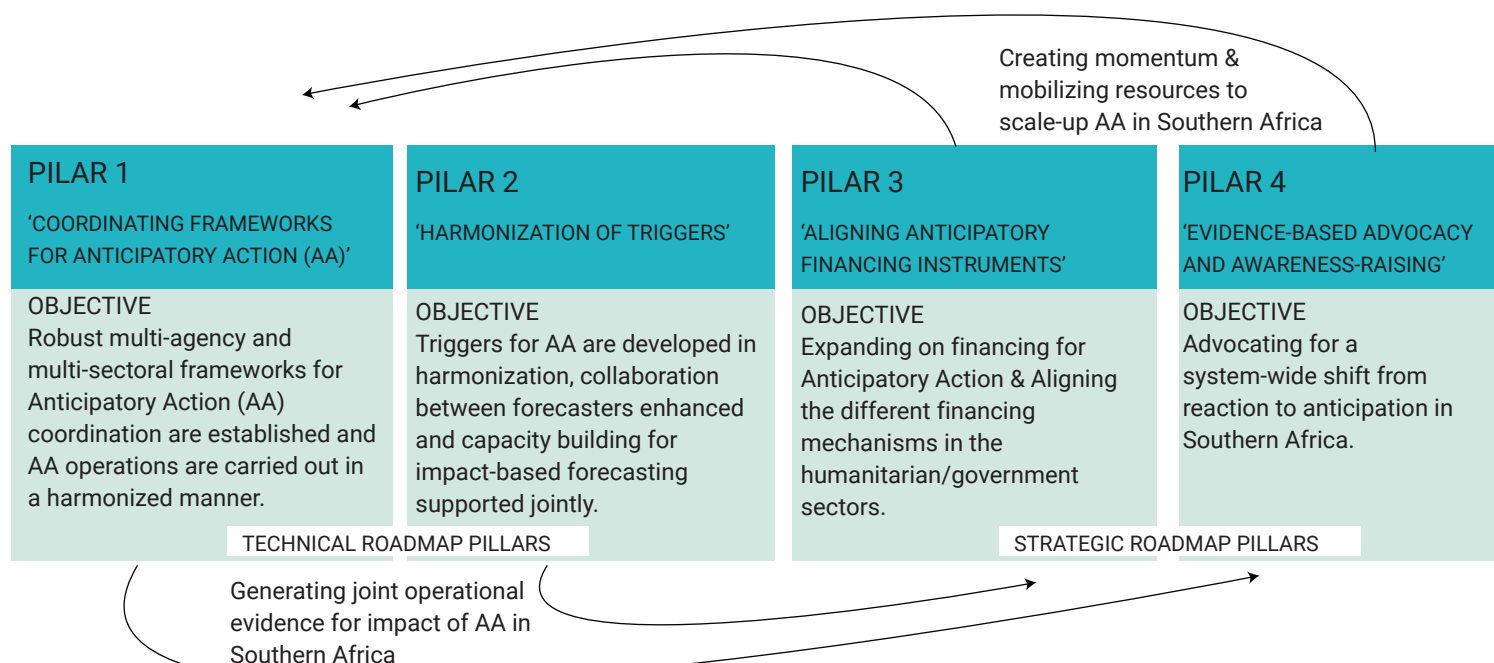
In the interagency roadmap, advocacy is defined as any action that the group may undertake that speaks in favour of, recommends and argues for an anticipatory approach with a range of target audiences from community level to global level. Thematic areas for advocacy were initially identified through the first Dialogue Platform on

Anticipatory Action for Southern Africa, according to the REAP Targets. However, key messaging around the thematic areas still need refinement and will be undertaken in subsequent sub-working group sessions focusing on Advocacy, together with the Anticipation Hub. Table 8.1 provides an outline of the primary plan for Advocacy, by REAP Target, Thematic Areas, Target Audience, Advocacy Objectives, Activities and Lead Partner.

In summary, to advocate to a range of audiences, on different thematic areas, the most appropriate advocacy approach will be used. Advocacy

- Awareness raising: with key stakeholders who lead or oversee Disaster Risk Management policies and processes at national and regional level, who can lead the change from reaction to anticipation. The target audience here includes the Southern Africa Development Community (SADC); National Disaster Management authorities (NDMAs); National Meteorological Departments.
- Dialogue platforms: such as the Southern Africa Dialogue Platform and Africa Dialogue Platform that serves as advocacy and information sharing events on AA together with other partner organizations. The target audience here includes practitioners, national governments, donors and users of products who want to better understand the concept of anticipatory action, the tools that are available for use and lessons/best practices from implementation of these.
- Technical papers or impact studies on the AA approach and its impact in countries, including programme and policy recommendations: Impact analysis studies are an essential component of the Interagency Roadmap as they provide solid empirical and quantitative evidence, and also give valuable insights into the broader impacts of anticipatory action on livelihoods with important lessons for future country level implementation. A high priority is the generation of collective evidence on anticipatory action, and with this in mind the Working Group strongly supports shared impact evaluation frameworks and joint studies with partners. Under this output, the growing body of evidence on the impact of anticipatory action will be consolidated into multiple types of advocacy materials in order to be able to communicate the findings to different audiences (communities, local and national government, partners, donors) and further promote this agenda at national and regional level. A concerted effort will be made to translate partners' findings into a coherent messaging aimed at offering the national and regional community a 'proof of concept' and the evidence basis for further investment.
- Advocacy booklets including policy briefs, leaflets, and posters, on the anticipatory approach, protocols, and impact of AA, targeting decision-makers, resource partners and AA practitioners.
- Social media campaigns on AA as a whole, and to use as a platform where AA results are disseminated to reach a wider public.
- Webinars on AA, tools, approaches and results of impact studies organized together with key partner organizations to raise interest and encourage discussions.

### Positive Feedback Loop between Technical and Strategic Roadmap Pillars





## PRIMARY ADVOCACY PLAN BASED ON REAP TARGETS

REAP TARGETS	THEMATIC AREAS FOR ADVOCACY	TARGET AUDIENCE	INTERMEDIATE ADVOCACY OBJECTIVES	ACTIVITIES
Target 1 National DRM and climate adaptation laws, policies and plans are reviewed to ensure they reduce climate change impacts on people	Ensure ongoing or planned work on climate change adaptation and disaster risk management embeds anticipatory action.	SADC Secretariat  National DRR Agencies and DMAs  National Disaster Management Agencies and Meteorological Departments	Increase awareness among national government and other stakeholders on how AA fits in the DRR paradigm and the overall response cycle, including benefits of acting early.	2 policy briefs with good practice example/convincing facts & figures by December 2021  Presentation at the Annual SADC DRR Seasonal Preparedness Workshop on AA integration in DRR and contingency Plans
	Strengthen the role of vulnerable groups and local civil society in decision making processes related to climate change and DRR	Local and national governments  Civil society groups  Local community/village groups/ farmer field schools	Increase awareness on disaster risks, and the role of local actors in using EW information to mitigate risks	Sensitization workshops and dissemination of information through local radio on DRR, Climate Change, risk management and benefits of anticipatory action
Target 2 People are covered by financing and delivery mechanisms that ensure effective early action ahead of disasters and crisis	Greater investment in national systems, including using shock responsive social protection as an established pre-defined delivery mechanism to target vulnerable households	SGovernment/ Ministry of Social Welfare  Partner agencies implementing SP programmes	Generation and packaging of evidence from different contexts	Reports; Return on investment analysis; case studies
	Integrated AA Plans, supported by pre-arranged financing to support national and local governments, including community actors to implement anticipatory actions	Donors  Private sector  National governments	Need for increasing the funding supply for anticipatory action and designing new financing mechanisms with national governments	
Target 3 Significant financial investments in early warning system infrastructure and institutions to support early action in communities, building on existing initiatives	Scale up and tailor community early warning messaging to build awareness on the impending hazard and deliver it through accessible channels and language	Community at risk, national disaster management agencies (DODMA, INGC, DCP)  Youth, Women, Children , farmers groups	Ensure early warnings translate into anticipatory action  Ensure community risk management	Information kiosks, national and local radio broadcasts, sending messages through social media, and through community DRR committees
	Ensure the inclusive development of anticipatory protocols to support the implementation of anticipatory actions by different groups including, local DRR committees, district and national level actors	Disaster management committees at local, district and national level	Improved coordination of anticipatory protocols amongst multiple stakeholders  Improved crisis decision making	Forums that bring practitioners together- community of practice, national Dialogue Platforms
	Governments to allocate annual funding from the national fiscus	National governments	Increase geographic coverage and scale of future anticipatory activations	Evidence generation (policy briefs; lessons learned)
Target 4 People are covered by institutionalised early warning systems supported by risk communication and public stakeholder dialogue	Stronger capacity at local and national level to monitor risk, and to communicate the impacts of the risk (from what the weather will be to what it will do)(impact based forecasting) to support anticipatory action.	Met services  Disaster management agencies  Regional Climate services	Impact based analysis, will enable effective anticipatory action by providing a better understanding of what and who is likely to be impacted by climate related hazards.	Public stakeholder Forums  Evidence sharing on impact based forecasting  Training and capacity building  Sensitization workshops
	Build capacity (human resource and technical) to downscale and simplify forecasting information regularly and timeously for dissemination at local, district and national level	Frontline communities  Non-practitioners	Enhanced risk awareness	Climate messaging through local media outlets for communities, local DRR committees  Climate messaging through IEC  Climate messaging for non-practitioners  National campaign on climate awareness (after NARCOF)
	Promote holistic, whole value chain approach in linking various actors from private sector, hydro-met-agencies, gov. departments, civil society to deliver best possible EWS at national level bridging the silos of various actors with stand-alone projects.	Donors  Private sector  Hydromet agencies  Local, District and National Government  Civil society	At national level, bridging the silos of various actors with stand-alone projects to enhance coordination amongst various actors.	National and Regional Dialogue Platforms Donor engagement  Strategic/ Bilateral engagement  Evidence Generation and Packaging for different audiences

## 7. GENERAL AND FUTURE COORDINATION

In line with the 2018 General Recommendation No.37 by the Committee on the Elimination of Discrimination Against Women on gender-related dimensions of disaster risk reduction in the context of climate change<sup>1</sup>, the RAAWG will identify strategic engagement opportunities with partners working on gender and gender-based violence in the region. This will include strategic engagement with the Regional Gender-Based Violence Working Group for East and Southern Region to strengthen Gender and GBV integration and risk mitigation in Anticipatory Action work building on the ongoing Gender-Based Violence in Emergencies Preparedness Pilot projects in Malawi, Mozambique and Zambia. Areas for potential collaboration could include coordination, GBV risk mitigation in Anticipatory Action work, harmonising early warning indicators/triggers and joint advocacy and awareness raising on areas of intersection and mutual interest.

<sup>1</sup> [https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1\\_Global/CEDAW\\_C\\_GC\\_37\\_8642\\_E.pdf](https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf)

