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Organization of the
United Nations

Anticipatory action

Annual report 2025



Anticipatory action safeguards lives
and livelihoods, builds resilience to future
shocks and eases pressure on strained
humanitarian resources.

Anticipatory action

Annual report 2025

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Contents

Acknowledgements	v
Foreword.....	vii
Abbreviations	viii
Executive summary.....	ix
FAO's strategy on anticipatory action	1
FAO's approach to implementing anticipatory actions.....	3
Global progress: key insights.....	5
Regional progress	7
East Africa	9
West and Central Africa	14
Southern Africa	19
Asia and the Pacific Islands	24
Latin America and the Caribbean	30
Near East and North Africa	35
Conclusions and overall trends	39
Way forward.....	42

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📍 Somalia

Anticipatory actions that focus on improving communal water infrastructure enable livestock-dependent rural communities in Somalia's Mudug Region better withstand the devastating impacts of drought and reduce the risk of displacement in an already vulnerable context, compounded by conflict, economic shocks and other stressors.



Foreword

The resource constraints of 2025 reinforced the value of investing in anticipation to protect rural livelihoods. This is among the most cost-effective investments available.

In 2025, the humanitarian system came under unprecedented strain. A sharp contraction in global financing forced the United Nations, non-governmental organizations and governments to confront a stark reality: needs continued to rise – with 266 million people experiencing high levels of acute food insecurity^a – yet organizations were expected to do more with less, while maintaining accountability, speed and impact. This constrained resource environment has accelerated the push for a humanitarian system that is leaner, more efficient and more locally anchored.

Against this backdrop, anticipatory action has remained central to the future of humanitarian assistance, given its proven capacity to reduce both the cost and scale of response by acting before forecast shocks escalate into crises. In 2025, this was reflected in the Inter-Agency Standing Committee Humanitarian Reset Roadmap, which explicitly identifies anticipatory action as a key enabler of the reset's vision and called for its scale-up as part of a greener and more effective humanitarian model.

For the Food and Agriculture Organization of the United Nations (FAO), the resource constraints of 2025 reinforced the value of investing in anticipation. Rural livelihoods remain on the frontline of climate extremes, conflict, economic volatility and transboundary threats. When farmers lose crops, pastoralists lose livestock or fishers lose productive assets, humanitarian needs surge. Acting early to protect these systems is among the most cost-effective investments available.

This report highlights that, despite financial constraints, FAO sustained progress and upheld anticipatory action as a cornerstone of its approach to safeguarding food security.

Looking ahead, the message is clear: in a context of limited resources and rising needs, anticipatory action is no longer optional – it is more urgent and necessary than ever.



Rein Paulsen

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^a **FAO, WFP and GNAFC.** 2026. *2026 Global Report on Food Crises – Joint analysis for better decisions*. Rome. <https://doi.org/10.4060/cd9424en>

Abbreviations

AA	anticipatory action
AGRHYMET	agriculture, hydrologie, météorologie
AI	artificial intelligence
ASEAN	Association of Southeast Asian Nations
CEPREDENAC	Coordination Centre for the Prevention of Disasters in Central America (Centro de Coordinación para la Prevención de los Desastres en América Central)
CERF	Central Emergency Response Fund
CILSS	Permanent Interstate Committee for Drought Control in the Sahel (Comité permanent inter-États de lutte contre la sécheresse dans le Sahel)
ECHO	Directorate General for European Civil Protection and Humanitarian Aid Operations
DRM	disaster risk management
DRR	disaster risk reduction
EW4All	Early Warnings for All
FAO	Food and Agriculture Organization of the United Nations
GIS	Geographic Information System
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
NGO	non-governmental organization
NORCAP	Norwegian Refugee Council Stand-by Capacity
OCHA	Office for the Coordination of Humanitarian Affairs
REAP	Risk-informed Early Action Partnership
SCAPRU	Structures communautaires d'alerte précoce et de réponse aux urgences
SFERA	Special Fund for Emergency and Resilience Activities
SWALIM	Somalia Water and Land Information Management
UNDRR	United Nations Office for Disaster Risk Reduction
WFP	World Food Programme
WMO	World Meteorological Organization

Executive summary



59 AA protocols in place in **33 countries**, including **19 interagency frameworks** facilitated by OCHA in **14 countries**



1.2 million people protected ahead of forecast hazards in **14 countries** with an investment of **USD 13.9 million**

In 2025, the Food and Agriculture Organization of the United Nations (FAO) continued to advance anticipatory action (AA) globally despite one of the most challenging operating environments faced by the humanitarian community in recent years. Its role as leading agency on the AA global agenda took greater breadth as FAO together with the International Federation of Red Cross and Red Crescent Societies (IFRC), has been tasked to facilitate the operationalization of Action Item 25 of the Inter-Agency Standing Committee's (IASC's) **Humanitarian Reset Roadmap**, which further recognizes AA as a practical and cost-effective approach that enables timely support before predictable shocks escalate into full-blown humanitarian crises. Furthermore, FAO places AA among the core priorities of its **Global Emergency and Resilience Appeal 2026**, which calls for a more coherent and urgent approach to rising levels of acute food insecurity at a moment of tightening humanitarian resources.

Progress was visible across all regions. The Organization supported a worldwide portfolio of 59 AA protocols in 33 countries, reflecting continued expansion across geographical areas and hazards. Of these, 19 protocols were interagency frameworks coordinated by the Office for the Coordination of Humanitarian Affairs (OCHA) across 14 countries, underscoring FAO's contribution to a stronger systemwide adoption and collaboration around AA. FAO also mobilized USD 13.9 million for anticipatory interventions in 14 countries, where assistance was delivered to protect the livelihoods and food security of 1.2 million rural people ahead of shocks.

Throughout the year, FAO strengthened the technical foundations required for scaling AA by improving risk analysis, forecasting systems and trigger methodologies tailored to agricultural livelihoods. Countries increasingly adopted more sophisticated, impact-based early warning systems that combine climate data with vulnerability, market and production information. New technologies, including geospatial artificial intelligence (AI), automation tools and remote sensing, further enhanced the precision and timeliness of decision-making. At the same time, operational readiness improved, allowing for faster activation of support measures such as the provision of cash transfers, seeds, livestock feed, animal health services, evacuation support and asset protection ahead of droughts, floods, cyclones and storms.

Institutional progress also accelerated in 2025. FAO supported governments to increasingly integrate AA into national disaster risk management (DRM) systems, contingency planning processes, agricultural strategies and policy frameworks. This marked an important shift from externally supported pilots towards nationally led systems with stronger ownership and sustainability prospects. Global and regional partnerships expanded through regional platforms, technical working groups,

simulation exercises and joint evidence generation with humanitarian partners, helping reinforce the case for AA as a smarter use of scarce humanitarian resources.

At the same time, the year confirmed that financing remains the principal obstacle to achieving scale. While technical systems, operational models and government demand are progressing rapidly, predictable and pre-arranged funding has not kept pace. Many countries now possess sufficient capacity to act early but lack sufficient resources to activate protocols fully when triggers are reached. This gap is even more acute in the current financing environment and will remain a central challenge in 2026.

Overall, 2025 confirmed that AA is an increasingly essential component of humanitarian action. Even in a period of severe resource constraints, FAO demonstrated that acting ahead of crises protects livelihoods, reduces losses and improves the efficiency of humanitarian spending. Moving forward, FAO's work will continue to be guided by its global AA strategy (second phase) built around five priority pillars:

1. strengthening risk analysis and early warning systems;
2. securing pre-arranged, flexible financing;
3. implementing timely anticipatory actions;
4. promoting collective learning, coherence and partnerships; and
5. integrating AA into national policies and strategic frameworks.

Against this backdrop, FAO will intensify its efforts to strengthen and institutionalize AA systems at country level, with greater emphasis on national ownership and engagement of local actors, as the foundation for sustainable AA. It will also continue to invest in evidence to inform its AA programming, making it better tailored to local needs, more cost-efficient and ultimately more relevant within an evolving humanitarian system. To this end, FAO will further strengthen its leadership and coordination at all levels to operationalize the recommendations of the Humanitarian Reset Roadmap and ensure that AA effectively contributes to reducing humanitarian response needs.

Figure 1. FAO's 2025 anticipatory action activations and active protocols



Notes: Please refer to the full disclaimer on page ii for the names and boundaries used in this map. The final boundary between the Sudan and South Sudan has not yet been determined. Final status of the Abyei area is not yet determined. The dotted line represents, approximately, the Line of Control in Jammu and Kashmir agreed upon by India and Pakistan. The final status of Jammu and Kashmir has not yet been agreed upon by the parties.

Source: United Nations Geospatial. 2026. Map of the World. In: *United Nations*. [Cited 22 July 2026]. <https://www.un.org/geospatial/content/map-world-1>, modified by the Office of Emergencies and Resilience to highlight AA activations and protocols in 2025.

📍 Afghanistan

A girl draws water from an almost dried-out well in Faryab Province, one of the most affected areas by drought in 2025. Water sources, such as this one, are replenished with adequate rain, and are essential for farming, livestock and daily life, but their depletion during dry spells and droughts places increasing strain on local communities and agricultural activities.

Anticipatory action is defined as acting ahead of a predicted hazardous event to prevent or reduce impacts on lives and livelihoods and humanitarian needs before they fully unfold. This works best when activities as well as triggers or decision-making rules are pre-agreed, and decisions are made to guarantee the fast release of pre-arranged funding.

Source: Inter-Agency Standing Committee. 2024. *Outcome Document Commitments – Grand Bargain Caucus on Scaling Up Anticipatory Action*. Geneva, Switzerland. <https://shorturl.at/xQjWu>

FAO's strategy on anticipatory action

To strengthen resilience to shocks by protecting livelihoods and food security, FAO's AA work is guided by a global strategy centred on capacity building, policy integration and knowledge generation, optimizing contributions across the humanitarian, development, peace and climate sectors. The strategy provides a global framework for coordination across FAO's regional and country offices, while promoting synergies and collaboration opportunities with implementing and resource partners.

The strategy also directs FAO offices to address key constraints that limit the scale and effectiveness of AA, including gaps in risk monitoring, funding, technical capacities and institutional frameworks. Accordingly, the strategy defines five priority areas of work (Figure 2).

Figure 2. FAO's priority areas of work under its three-year AA strategy



Source: Authors' own elaboration.

 **Crisis timelines** are the foundation of FAO's phased approach. A simple and effective tool, the crisis timeline helps to identify and visualize the windows of opportunity and appropriate actions knowing who is at risk and when. More specifically, what actions can be taken to mitigate the risk and when; how much time will be needed to implement the actions; what early warning information is available; and what the action phases will be.



 Mozambique

FAO's approach to implementing anticipatory actions

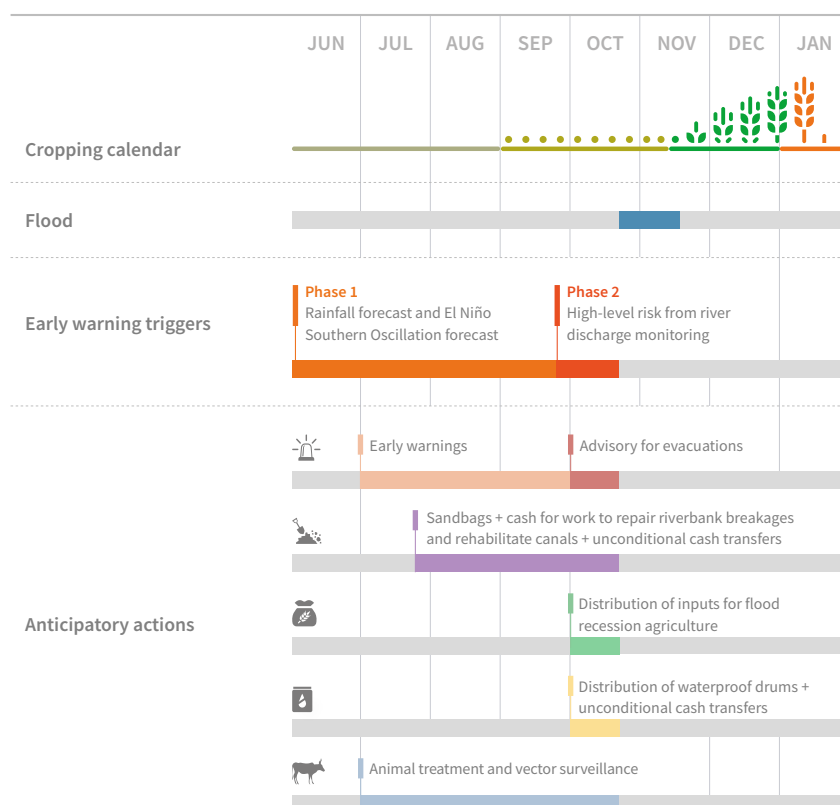
FAO applies a phased approach to AA, in the case of both slow and sudden-onset hazards, ensuring that interventions are timely, appropriate and effective. For **slow-onset hazards**, this approach identifies multiple windows of opportunity to mitigate its impact on different livelihood groups. Following the identification of these groups and the type and period of impact of the hazard, availability and certainty of early warning information (long-term, seasonal forecast, short-range, etc.) play a key role in setting up a trigger mechanism that can prompt the right actions at the right time. Given that agricultural livelihoods are affected at different points in time as a slow-onset hazard evolves, there is an opportunity to establish different triggers, reducing the risk of unnecessary activation while enabling actions to be adjusted as conditions evolve.

In the case of sudden-onset hazards, such as floods, cyclones and landslides, FAO recommends the identification of two main phases:

1. the first based on seasonal forecasts and other long-range early warnings; and
2. the second based on medium- to short-range early warning information, confirming the imminent occurrence of the sudden-onset hazard.

Triggers are set up for each phase. If triggers are reached, Phase 1 will comprise the undertaking of no-regret readiness/preparedness actions (e.g. early warning dissemination, cash for work to repair/reinforce critical protective infrastructure, and prepositioning of items such as agricultural inputs and waterproof drums), while Phase 2 will consist of delivering assistance to vulnerable households about to be affected.

Figure 3. Example of a crisis timeline for floods



Source: Authors' own elaboration.

Figure 4. Example of a crisis timeline for drought



Source: FAO. 2022. Striking before disasters do – Promoting phased Anticipatory Action for slow-onset hazards. Position paper. Rome. <https://doi.org/10.4060/cc2213en>

Global progress: key insights

In 2025, a steep decrease in funding accelerated the push for a faster, leaner and more effective system. In this context, AA has remained a global priority, with clear evidence of its ability to protect lives and livelihoods before shocks hit, while reducing both humanitarian needs and response costs.

Under Action Item 25 of its **↔ Humanitarian Reset Roadmap**, IASC calls for scaling up AA within a “green humanitarian reset” to address growing climate risks. FAO, alongside IFRC, is tasked with advancing its operationalization, in collaboration with the IASC climate crisis subgroup, the AA Task Force and other relevant stakeholders.

As part of its engagement in global AA initiatives and partnerships, FAO continued to contribute its technical expertise to key initiatives, such as the Early Warnings for All (EW4All), the Risk-informed Early Action Partnership (REAP) – notably through its **↔ Early Action State of Play Report 2024** – and the AA Task Force. FAO also co-led a community of practice on AA in the framework of the Grand Bargain, together with Save the Children. As an active member of the Anticipation Hub and the co-chair of its Advisory Group, FAO also contributed to the organization of the **↔ AA Global Dialogue Platform 2025** and to the **↔ Global Overview Report 2024**. In June 2025, FAO, in collaboration with the United Nations Office for Disaster Risk Reduction (UNDRR), facilitated the official launch of the Intergovernmental Organizations’ Cooperation on Anticipatory Action initiative at the Global Platform for Disaster Risk Reduction, which led to 12 intergovernmental organizations agreeing on a **↔ path forward** to advance institutionalization of AA across their regions. FAO and the World Food Programme (WFP) also continued to implement their **↔ joint AA strategy**, strengthening complementarity and collective impact.

In line with the global agenda, AA remains central to FAO’s emergency and resilience work, including as a core priority of its **↔ Global Emergency and Resilience Appeal 2026**. The Appeal underscores agricultural AA as a key operational pillar for protecting food security. Supporting local food production amid severe shocks addresses needs at local level, reduces dependence on external aid and eases migration pressures. The Appeal estimates a requirement of USD 27 million for FAO’s Special Fund for Emergency and Resilience Activities (SFERA) to keep AA protocols operational in up to 28 countries, and to sustain coordinated global technical support in 2026. However, this represents only a baseline requirement and remains far below the level needed to scale up AA effectively. Country-specific AA needs and strategies are outlined in individual Emergency and Resilience Plans.

Regarding the implementation of AA activities at country level, the **↔ La Niña Anticipatory Action and Response Plan** was updated (January 2025) to remain relevant for countries where impact spilled into 2025.

Leveraging learnings from its interventions, FAO expanded evidence on AA effectiveness by analysing the impact of AA ahead of El Niño-induced hazards in 13 countries (Plurinational State of Bolivia, Colombia, El Salvador, Guatemala, Honduras, Madagascar, Malawi, Mozambique, Nicaragua, the Philippines, Timor-Leste, Uganda and Viet Nam). FAO's  **El Niño 2023–2024: Evidence from FAO's anticipatory action interventions** synthesizes the main findings, while the full report is forthcoming. Furthermore,  **Saving lives, time and money: Evidence from anticipatory action** outlines evidence generated by FAO, OCHA, WFP and other organizations on the effectiveness of AA throughout the last decade. A roundtable to discuss the findings of the study was also jointly organized in May 2025 with participation of governments and resource partners.

Efforts at global level have also included normative and technical support to country-level work, ranging from refining guidelines to promoting a more cohesive AA approach within the agriculture and food security sectors, as well as developing tools to strengthen early warning systems.

Three normative guidance notes have been finalized and are planned for publication in 2026:

- strengthening early warning systems for AA;
- programming for AA in agriculture; and
- assessing the effectiveness of AA in agriculture and food security.

The notes provide guidance to AA practitioners, while promoting a more standardized and coherent approach to AA interventions. To improve trigger development, a prototype tool has been developed in collaboration with Esri using ArcGIS to facilitate decisions for the establishment of drought AA triggers at national and subnational levels. The tool enables near real-time monitoring, more consistent and accurate AA trigger development, and streamlined analytical processes. It introduces automated processing of drought data, improving the timeliness, reliability and quality of early warning inputs used by FAO and partners. In parallel, FAO has initiated a dialogue with Google to explore AI-powered technologies to enhance flood forecasting accuracy and assess potential applications for drought prediction.

Regional progress



📍 Uganda

Unconditional cash transfers remain one of the most effective anticipatory assistance modalities, enabling farming families to meet their most pressing needs and strengthen resilience to recurring climate shocks. While dry conditions and water scarcity pointed to a failed harvest, a cocoa farmer received USD 60 as part of an anticipatory action activation in Rwenzori Region, enabling her to cover school fees and purchase water storage drums.



East Africa



Risk analysis and early warning

In 2025, FAO made substantial progress in strengthening risk analysis and early warning systems across East Africa, with a strong emphasis on making these systems more operational and actionable at country level. Efforts focused on enhancing the relevance of early warning information to make it more people-centred and responsive to livelihood risks. This included improvements in seasonal forecast downscaling, allowing national and subnational actors to better interpret climate information for decision-making. The expansion of subnational early warning nodes further improved coverage and timeliness, while coordination among meteorological services, disaster management authorities and humanitarian actors was significantly reinforced. At the regional level, FAO continued to play a key role, in collaboration with the Intergovernmental Authority on Development, in supporting coordination, advocacy and analysis through established platforms and ensuring that emerging risks were clearly communicated. An example is the joint early warning alerts on below-average rainfall during the October–December season, issued with the Food Security and Nutrition Working Group.

At country level, progress reflected both system strengthening and institutional development. **Uganda** enhanced its capacity to translate forecasts into localized advisories and expanded its subnational early warning infrastructure from the existing three (Karamoja, Teso and Rwenzori) to Mt Elgon area, covering a critical geographical gap in the national AA architecture. **Kenya** continued to integrate AA into its drought management systems, refining triggers and operational guidance. In **South Sudan**, the first national AA roadmap was launched and early warning systems were increasingly linked to climate-resilient livelihoods support, helping bridge the gap between analysis and response. **Rwanda** advanced its early warning system capacity through training, simulations and improved coordination and stakeholder engagement, while **Somalia** made important strides in strengthening national forecasting capacity – including more inclusive, gender-sensitive early warning processes – while launching its first national AA roadmap.



Pre-arranged, flexible and unearmarked financing

While access to predictable and flexible financing for AA remained uneven across the region, 2025 saw incremental progress in mobilizing resources, embedding anticipatory financing concepts into national roadmaps and leveraging existing instruments such as FAO's SFERA.



Timely anticipatory actions ahead of shocks

Regional efforts focused on strengthening operational readiness and AA programming, including through specific training on community engagement and conflict sensitivity. In **Kenya**, a drought-related AA activation (October 2025) supported approximately 10 000 people across four counties through livelihoods and cash-based interventions, implemented with local non-governmental organizations (NGOs). In **Somalia**, early actions ahead of the forecast drought during gu and deyr – cash transfers, fodder distribution and livelihood support – helped safeguard livelihoods and stabilize food security, reducing the adoption of negative coping strategies and limiting drought-induced displacement. In **Ethiopia**, FAO activated AA after the Ethiopia Meteorological Institute indicated a high probability of drought conditions during the March–May 2025 rainy season. Interventions included livestock vaccination and the provision of supplementary feed to maintain livestock body condition, prevent deterioration and sustain productivity. Over 66 520 vulnerable pastoral and agropastoral households benefited from vaccinations, while 4 000 households received supplementary feed and early warning messages from February to May 2025. Later in the year, FAO reached 7 100 households with cash assistance ahead of peak drought impacts during the October–December season. In **Uganda**, La Niña-related interventions initiated in 2024 were completed, alongside expanded community outreach to promote low-cost, community-driven anticipatory measures, including drought mitigation infrastructure to protect agricultural production. In **South Sudan**, 234 000 vulnerable farmers and herders received livelihood kits, livestock vaccines and solar-powered radios ahead of forecast floods to improve access to early warning and agricultural advice.



Collective learning, coherence, coordination and partnerships

FAO placed strong emphasis on strengthening collective learning and coordination for AA, investing in research, country-level training and knowledge-sharing initiatives aimed at improving the effectiveness and coherence of anticipatory approaches. Regional studies, such as a [journal article on multirisk AA](#), a [regional desk review](#), qualitative research on community early warning systems in pastoral and dryland contexts in [Kenya](#) and [Ethiopia](#), and other tools contributed to a better understanding of how to implement AA in complex and conflict-affected settings, ensuring that interventions are both context-sensitive and inclusive. At country level, FAO continued to play a key role in supporting national coordination platforms which further enhanced alignment among AA stakeholders, bringing together government institutions, humanitarian actors and development partners



to establish shared priorities, clarify roles and responsibilities, and promote accountability. As a result, AA is increasingly seen as a collective endeavour supported by stronger partnerships and more structured coordination mechanisms.



National policies and strategic frameworks

AA continued to gain traction within national policy and institutional frameworks across East Africa, notably through the development and implementation of national AA roadmaps. Countries made steady progress in integrating anticipatory approaches into DRM systems, sectoral strategies and broader development planning processes. In **South Sudan** and **Somalia**, the launch of national roadmaps marked an important step towards institutionalizing AA. **Uganda** advanced preparations for its first AA roadmap, which will be launched in 2026. **Kenya** strengthened legislative engagement to support the integration of AA within its DRM policy framework, while **Rwanda** aligned AA with its existing DRM systems. Collectively, these efforts contribute to embedding AA within government systems, ensuring greater sustainability and enabling more scalable implementation over time.





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Based on seasonal outlooks indicating below-normal rainfall and heightened drought risk during the gu season (March–May) in Puntland’s Mudug Region and in the Bay Region, driven by the prolonged effect of La Niña, FAO worked jointly with the Somali Disaster Management Agency to support the government in issuing an early call for preparedness. This enabled timely, pre-emptive action before conditions deteriorated. FAO supported over 4 580 households with unconditional cash transfers, 11 000 households with animal treatment (covering 660 000 animals) and 600 households with water bladders.

Preliminary results indicate that the intervention enabled drought-vulnerable households to meet their immediate needs, benefit from improved communal productive infrastructure and access animal health services ahead of peak impacts. Food security outcomes were particularly strong: the food consumption score increased from 36 to 61.88, far exceeding the target of 45, while the household dietary diversity score improved from 5 to 6.1. In addition, 71.3 percent of beneficiaries reported reduced livestock losses due to drought stress and disease, highlighting the value of early veterinary support in protecting key livelihood assets.

Building on this, FAO acted again when early warning triggers for drought – monitored by FAO’s Somalia Water and Land Information Management (SWALIM) unit and the Somali Disaster Management Agency – indicated a high probability of drought during the deyr rainy season (October–December). AA interventions supported 9 000 vulnerable households with one-off cash assistance ahead of the peak drought impacts, alongside the dissemination of early warning advisories from SWALIM and the Food Security and Nutrition Analysis Unit.

The lump-sum cash transfer modality was selected based on an **impact evaluation** of a similar 2024 activation, which found it more effective than monthly instalments in protecting households’ purchasing power, food security and crop production through the agricultural season. Lump-sum transfers also increased savings, supported debt repayment, reduced displacement and strengthened households’ resilience.

West and Central Africa



Risk analysis and early warning

In 2025, FAO's efforts across West and Central Africa focused on strengthening the alignment between risk monitoring systems, AA protocols and preparedness planning, working closely with the Regional Agro-Hydro-Meteorological Centre (Centre régional AGRHYMET [agriculture, hydrologie, météorologie]), the African Centre of Meteorological Applications for Development and the AA Task Force.^b Regional contributions to key analytical processes, such as the Cadre Harmonisé or the Prévisions saisonnières en Afrique soudano-sahélienne^c seasonal forecast forum (March 2025), enhanced the quality and consistency of evidence for decision-making, supporting more timely and targeted actions ahead of emerging risks.

At country level, capacities to collect, analyse and disseminate risk information were further expanded, often through digital tools and participatory methods. In **Burkina Faso**, risk and vulnerability maps were developed in five communes along the Mouhoun River, Departmental Health and Social Action Committees were trained, and a two-way digital alert platform linking national and community levels was established. In **Cameroon**, FAO supported the development of the first National Food Crisis Preparedness Plan, co-led the AA Working Group and conducted multihazard analyses in 12 municipalities, integrating Indigenous knowledge and operationalizing community-based early warning systems with ten-day bulletins. In **Mali**, participatory multihazard risk analyses were carried out across six regions, 150 stakeholders were trained, and community flood markers were installed along the Niger River to strengthen monitoring and alerts. In the **Niger**, FAO supported the rollout of a digital application for community-based early warning and emergency response (Structures communautaires d'alerte précoce et

^b The Task Force convenes regional entities such as the Permanent Interstate Committee for Drought Control in the Sahel (Comité permanent inter-États de lutte contre la sécheresse dans le Sahel [CILSS]), national governments, United Nations Agencies, IFRC and other international NGOs.

^c Annual meeting held under the lead of CILSS/AGRHYMET where annual seasonal forecasts for Sahel countries are presented following the national forecasts. It brings together national meteorological experts and a bulletin of seasonal forecasts (rainfall, hydrology, biomass, etc.) is produced.

de réponse aux urgences [SCAPRU] connect) in Zinder and trained around 30 government and NGO actors on AA and cash-based approaches, enhancing local vulnerability monitoring. In **Nigeria**, FAO contributed to coordinated risk monitoring through the AA Task Force during the September 2025 Central Emergency Response Fund (CERF) flood activation, reinforcing evidence-based anticipatory planning. In **Chad**, FAO further strengthened linkages between community-based early warning systems and consultation frameworks by supporting the national food security and early warning information system and sectoral technical services. This included the provision of equipment (rain gauges, river gauges and mobile phones) combined with training to improve the timely collection and transmission of data. These efforts were complemented by a workshop to define empirical indicators for hazard monitoring and the development of risk maps covering four provinces in southern Chad and the Sahelian belt.



Pre-arranged, flexible and unearmarked financing

Across the region, efforts to expand anticipatory financing focused on both resource mobilization and the establishment of pre-arranged financing mechanisms. Countries worked to position themselves to access global funding instruments while also exploring opportunities to strengthen national financing arrangements.

In **Cameroon**, the Special Council Support Fund for Mutual Assistance created two funding windows for climate and flood risks. In **Burkina Faso**, FAO's advocacy among national authorities facilitated the allocation of pre-arranged, flexible financing from the Regional Humanitarian Pooled Fund for West and Central Africa for a 2025 pilot implementation phase, signaling a credible pathway for scale. As for the other countries in the region, no new sovereign financial instruments were developed or approved and existing funding mechanisms, such as OCHA's CERF, FAO's SFERA or bilateral donor contributions, remained the primary resources for anticipatory actions.



Timely anticipatory actions ahead of shocks

Regional support helped countries to strengthen AA and preparedness, delivering targeted interventions ahead of forecast shocks. In **Burkina Faso**, when flood thresholds were reached in Liptako and Koulssé, pre-arranged funds from the Regional Humanitarian Pooled Fund for West and Central Africa were released to Association Songui Mangefré/ Aid for Endogenous Development and Action for the Promotion of Local Initiatives to implement anticipatory actions. FAO supported these local partners, overseeing the process to ensure timely and appropriate delivery of assistance. In **Cameroon**, FAO supported local authorities in activating the flood contingency plan for the district of Blangoua (November 2025), including reinforcing a 4.9-km dike and providing anticipatory cash transfers to 900 households, thereby reducing flood risks and the adoption of negative coping mechanisms.

In **Mali**, FAO supported the validation of the National Flood Anticipatory Action Plan, which includes measures such as cash transfers, seed distribution, early harvesting, canal clearing and dike repair. In the **Niger**, two local anticipation and disaster risk reduction (DRR) plans were developed in flood-prone communes in Maradi, alongside capacity building for 63 stakeholders and strengthened SCAPRU community early warning structures. In **Nigeria**, FAO implemented anticipatory actions ahead of the September 2025 floods in Yola, including livestock vaccination, distribution of animal feed and provision of Purdue improved crop storage bags, thanks to funding from CERF. In **Chad**, FAO supported early interventions ahead of the forecast floods through the distribution of short-cycle crop seeds and veterinary supplies, combined with technical training for vulnerable households, under projects funded by the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) and the Government of Japan in the provinces of Kanem, Barh El Gazel, Tandjile and Logone Occidental.



Collective learning, coherence, coordination and partnerships

At subregional level, the establishment of a unified AA Task Force for West Africa and the Sahel contributed to harmonizing approaches, aligning methodologies and promoting shared learning across countries. Key achievements included the development of an annual roadmap and the piloting of a common regional training curriculum on AA concepts and methodologies.

At country level, FAO supported joint planning, information sharing, and the development of common tools and approaches through existing coordination mechanisms. In **Burkina Faso**, the AA Working Group (co-led by FAO since May 2023) maintained active engagement, including a technical retreat and the drafting of an AA plan and strategy, while advancing towards formal recognition through an interministerial order. In **Cameroon**, coordination was strengthened at both local and national levels, with administrative and municipal authorities aligning interventions to local priorities, and the AA Working Group convened by FAO under OCHA coordination reinforcing national coherence. In **Mali**, the AA Technical Working Group under the National Platform for Disaster Risk Reduction, led by the country's Civil Protection, coordinated the validation of the National Flood Anticipatory Action Plan and the development of a national AA roadmap. In the **Niger**, the government-led AA expert committee, convened by OCHA, improved beneficiary targeting while expanding frameworks to additional hazards and contributed to regional exchanges. In **Nigeria**, FAO strengthened coordination and learning through preparedness training with community leaders and a simulation exercise in Adamawa, fostering partnerships and a shared operational approach to AA. In **Chad**, FAO supported workshops on lessons learned following the 2024 CERF-funded flood activation, in collaboration with the technical working group on floods and drought, to strengthen future implementation and clarify roles and responsibilities among stakeholders.



National policies and strategic frameworks

Through the regional AA Task Force, FAO played a key role in guiding countries to integrate AA into national policies, strategies and DRR systems. This included strengthening alignment with regional mechanisms such as CILSS and the Regional Food Crisis Prevention and Management Mechanism (Dispositif de Prévention et de Gestion des Crises Alimentaires [PREGEC]) by integrating AA into established monitoring and decision-making cycles.

At country level, FAO supported **Burkina Faso** in developing a national AA strategy in coordination with the national AA Working Group, while a government-led National Anticipatory Action Plan for Floods (2025–2027) was finalized. Advocacy efforts also contributed to the integration of AA into eight communal and regional development plans. In **Cameroon**, drought and flood AA protocols developed with FAO support were officially validated and informed the national Food Crisis Preparedness Plan. In **Mali**, the flood AA plan was validated, and a drought AA plan is being developed. In the **Niger**, FAO has been providing technical support for the development of a national AA strategy led by the Department of Civil Protection, in collaboration with WFP, which is also providing financial support. A multihazard AA plan is also being developed. In **Nigeria**, FAO supported the government, led by the Office of the Vice President, in initiating the development of a national AA framework, marking an important step towards embedding AA in disaster management systems. In **Chad**, FAO supported the revision of contingency plans in four provinces – two flood-prone provinces in the south and two drought-prone provinces in the Sahelian belt – by integrating early warning and AA mechanisms.

📍 Mozambique

Southern Mozambique frequently faces cyclical dry spells and El Niño-induced droughts. As recurring climatic shocks continue to disrupt livelihoods, damage production systems and deepen food insecurity, FAO supports vulnerable farming families with timely anticipatory actions, through the provision of drought-resistant seeds, water harvesting infrastructure, climate advisories and training services, ensuring that farming households are better prepared to withstand shocks.





Southern Africa

1



Risk analysis and early warning

The region saw notable improvements in early warning systems and risk analysis. In January 2025, FAO delivered a regional trigger harmonization workshop in Johannesburg, bringing together key partners – WFP, the World Meteorological Organization [WMO], IFRC and OCHA, among others – and providing the opportunity to validate the AA roadmap of the Regional AA Working Group. In parallel, FAO and IFRC delivered a regional impact-based forecasting training in Kempton Park, South Africa for Red Cross and local disaster management officers from Mozambique, Lesotho, South Africa and Zimbabwe. This culminated in an urban flash flood simulation exercise in Katilehong Township, engaging 150 households.

At country level, in **Malawi**, FAO conducted a training of trainers in July on interpreting seasonal forecasts and applying AA principles for 98 extension workers in Blantyre and Phalombe districts. These trainees subsequently cascaded knowledge to nearly 3 150 farmers. In **Mozambique**, FAO trained 14 technicians on the use of activation triggers for floods, cyclones and droughts – from defining thresholds to implementing early actions once an activation is confirmed. In **Madagascar**, FAO trained 32 stakeholders from the National DRR Office and local authorities in the drought-prone Grand Sud on the AA approach. Data collection capacity at commune level was also strengthened through the provision of 15 smartphones and four laptops to the General Directorate of Meteorology. At the community level, 45 AA committees (approximately 675 members) developed skills in monitoring local risks, interpreting advisories and organizing early responses. In **Zimbabwe**, FAO supported the development of drought AA protocols, which were validated by the government, marking a key milestone in institutionalizing the AA approach. FAO also conducted a training in September on Geographic Information System (GIS), remote sensing and KoBo Toolbox for 45 extension officers in Matabeleland South Province to strengthen agricultural hazard risk data collection and analysis. Finally, FAO contributed to the development of the draft flood protocol framework, including technical support to the preparation of flood simulation exercise templates and materials, in collaboration with WFP. This engagement was carried out in FAO's role as both a resource organization and an active member of the community of practice.



Pre-arranged, flexible and unearmarked financing

Although financing constraints continue to limit the scale of AA, 2025 marked encouraging progress towards greater predictability and stronger government ownership. Crisis modifiers and CERF funding – such as in **Malawi** and **Madagascar** – remained primary funding sources, while governments increasingly explored more sustainable, longer-term financing options. Notably, **Mozambique** achieved a significant institutional milestone by integrating AA financing requirements into the National Contingency Plan, for the first time.



Timely anticipatory actions ahead of shocks

In **Malawi**, a flood simulation exercise was conducted in December 2025, involving 42 government and partner staff, to test coordination, messaging and delivery mechanisms, reaching 2 000 households with climate information and AA messages. FAO also finalized AA interventions initiated at the end of 2024 ahead of La Niña-related floods, supporting 4 000 households with early warning advisories and 1 905 households with anticipatory cash. In **Madagascar**, two drought-triggered activations were implemented in the Grand Sud. In January 2025, 676 households in Ampanihy received USD 20 000 in anticipatory cash, enabling seed purchases, improved food access, livestock protection and water supply. A subsequent activation in October 2025 disbursed USD 120 000 to support 6 792 Farmer Field School members through climate-smart agriculture, livestock and nutrition-sensitive activities. Similarly, in **Mozambique**, AA was activated ahead of drought in October as triggers were reached in three districts of Gaza Province, targeting nearly 4 120 vulnerable farmers with the provision of agricultural inputs through e-vouchers, alongside climate and agricultural advisory services.



Collective learning, coherence, coordination and partnerships

FAO played an active role in strengthening coordination, coherence and collective learning on AA across the region through AA Working Groups and technical platforms, with governments increasingly taking the lead. These efforts helped reduce duplication, promote consistency and foster a shared understanding of the AA approach. In **Malawi**, a national AA dialogue held in December 2025 brought together 150 participants from government institutions and partner organizations, reinforcing collective ownership. In **Madagascar**, the high-level Southern Africa Development Community Regional AA Platform (25–27 November) convened approximately 350 representatives from across the region to exchange experiences on AA and multihazard systems. In **Mozambique**, FAO conducted a multistakeholder conflict-sensitivity training in Chokwe, supporting the integration of these considerations into AA programming in fragile contexts, with 25 participants from partner agencies and relevant government ministries. In **Zimbabwe**, FAO supported an AA side event at the Twenty-sixth Zimbabwe International Trade Fair in April, convening a panel discussion on the AA framework and future priorities in an accessible public forum. In **South Africa**, FAO and World Vision jointly delivered training on AA and impact-based forecasting for 35 officers, including Red Cross teams, culminating in a practical flash flood simulation exercise that strengthened preparedness at community level.

5



National policies and strategic frameworks

Efforts to integrate AA into national systems continued to gain momentum in 2025, with AA increasingly recognized as a tool owned, financed and led by national institutions rather than primarily driven by external actors. At regional level, FAO, in consortium with partner agencies, was mandated to develop the Southern Africa Multihazard AA Framework, with work underway and completion expected in 2026. At country level, FAO supported **Malawi** in reaching a significant milestone with the development of its first National AA Framework, which outlines governance arrangements, financing pathways and linkages to existing DRM structures. In **Zambia**, FAO supported the preparation of a draft Multihazard National AA Framework and the establishment of a National AA Technical Working Group. In **Madagascar**, FAO has started to support the Civil Protection and Disaster Management Unit in conducting a feasibility study on establishing a dedicated regulatory framework for AA. This work contributes to the formal recognition and long-term institutionalization of AA within the country's national DRM system. In parallel, as part of the mid-term review process of the National DRM Strategy, the 2026–2030 Action Plan is being developed through participatory consultations involving all relevant stakeholders.



Mozambique

Anticipatory actions such as agricultural input distributions in Mozambique are frequently conducted using e-vouchers. Farmers in target communities receive a non-transferable voucher, validated through a biometric verification system, enabling them to select the agricultural inputs most suited to their production needs, while also strengthening local markets.

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Zimbabwe: Bridging the knowing–doing gap *Indigenous knowledge systems and AA*

📍 COUNTRY HIGHLIGHT

Communities in Zimbabwe's eastern highlands have long relied on environmental cues – such as bird migrations, tree flowering patterns and shifting winds – to anticipate hazards. Yet this deep ecological knowledge does not always translate into timely protective action. To better understand this gap, FAO and partners conducted a mixed-methods behavioural study across two districts, examining why knowledge does not consistently lead to action and what this implies for the design of AA systems.

Drawing on 240 household surveys, 32 in-depth interviews and four participatory workshops, the study found that the barrier to AA is rarely a lack of information. Rather, it stems from a complex interplay of psychological, social and structural factors. Fatalism, social proof and warning fatigue from past false alarms, and deference to traditional authority all influence whether and when households act. Structural constraints – such as limited transport, difficult terrain and inadequate shelter options – further widen the gap between risk awareness and response.

Critically, the study highlights a triangulation challenge that undermines effective lead time. When Indigenous indicators and meteorological forecasts diverge, households tend to delay action until confirmation is received from trusted leaders or observable signs. For sudden-onset hazards such as cyclones and flash floods, these delays can be catastrophic. The findings underscore that AA frameworks must move beyond trigger thresholds and financing windows to address the behavioural dimensions of decision-making at community level.

Zimbabwe's experience offers a replicable insight for the broader AA community: early warning effectiveness is not solely a technical challenge – it is fundamentally behavioural and social. Systems that validate Indigenous knowledge alongside scientific forecasts, engage community leaders as activation validators, and tailor communication to local realities and trusted channels are more likely to translate early warnings into early action. Ultimately, strengthening resilience requires not only understanding hazards, but also how people perceive and respond to risk.



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📍 Afghanistan

A farmer in Faryab Province holds dry soil from his wheat field, demonstrating the toll that several consecutive droughts have taken on soil health and crop yields in northeastern Afghanistan in recent years. Farming communities that rely on seasonal rains to grow food and sustain their animals have been the hardest-hit, with failing crops, vanishing pastures, weakening animals and depleted groundwater levels.

Asia and the Pacific Islands



Risk analysis and early warning

At regional level, FAO co-leads the trigger subgroup with WMO, advancing early warning systems for AA across Asia and the Pacific. Key efforts include the development of a regional brief on AA and the EW4All initiative (to be published in 2026), and support to the Association of Southeast Asian Nations (ASEAN) EW4All framework concept note. FAO is also documenting good practices in trigger harmonization (e.g. floods in Nepal, typhoons in the Philippines and flash floods in Bangladesh) to inform a guidance package for countries. In parallel, FAO is leading a regional review of impact forecasting methodologies and trigger approaches, with the aim of developing training materials. In addition, FAO is collaborating with the ASEAN Specialized Meteorological Center on a report analysing agricultural impacts related to the El Niño-Southern Oscillation in ASEAN countries (to be published in 2026).

At country level, FAO has strengthened impact-based forecasting and AA systems in Mongolia, Sri Lanka and Cambodia. In **Mongolia**, efforts focused on integrating climate, livestock and vulnerability data to improve drought and dzud triggers, enhancing decision-making and institutional capacity. FAO also co-led the National Capacity Assessment Tool, the Agrometeorological Capacity Assessment Tool and AI capacity assessments^d with WMO, strengthening coordination across hydrometeorological, agrometeorological and DRM services, and providing a roadmap to address capacity gaps and prioritize investments in impact forecasting and AA. In **Sri Lanka**, FAO supported the validation and refinement of a harmonized flood AA protocol – together with the United Nations Children’s Fund, the United Nations Population Fund and the Sri Lanka Red Cross – alongside improvements in early warning systems through real-time monitoring, hydrological modelling and flood

^d The National and Agrometeorological Capacity Assessment Tools, developed by WMO, are complementary diagnostic frameworks used to assess national capacities across end-to-end early warning systems and agro-climate services, including institutional coordination, data systems, forecasting and user-oriented service delivery. Together with AI capacity assessments, which evaluate readiness to apply machine learning and advanced analytics for predictive and decision-support systems, these tools provide a comprehensive understanding of technical, operational and governance gaps to support the development of impact forecasting and AA systems.

forecasting with lead times of up to 72 hours. FAO also contributed to the development of multisectoral AA protocols and strengthened drought forecasting through modelling and training of government officers. In **Cambodia**, FAO supported the development and testing of flood AA protocols through a participatory process, including community-level validation and a simulation exercise. A national reflection workshop (November 2025) helped distil lessons from the 2024 drought activation and strengthen alignment and future planning. In **Afghanistan**, FAO partnered with the University of Cape Town to develop a statistical model combining two observational and one forecast indicator to predict severe drought events in northern provinces (Faryab and Sar-e-Pul), aligned with FAO and interagency drought AA frameworks. In **Myanmar**, a flood AA trigger was developed for Hpa-an District, Kayin State, along the Salween River, and tested through a simulation exercise that transitioned into a real activation in July 2025. Further analytical refinements were undertaken elsewhere. In **Timor-Leste**, initial flood risk analysis conducted in early 2025 laid the foundation to develop a trigger methodology. In **Pakistan**, a complementary study supported the adaptation of the drought AA trigger in Nushki District (Balochistan Province). In **Viet Nam**, the typhoon trigger methodology was refined based on an in-depth analysis of return periods.



📍 Philippines

Through anticipatory action, fishing communities receive support to protect boats, nets and other essential fishing gear before cyclones strike. By safeguarding these productive assets ahead of storms, families can resume fishing more quickly, reducing livelihood losses and strengthening their resilience to future shocks.

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Pre-arranged, flexible and unearmarked financing

Across Asia and the Pacific, AA frameworks are expanding rapidly – from 101 in 2023 to over 170 in 2025. However, access to predictable and flexible “fuel” financing for activation remains a critical constraint. Many systems – including the eight FAO-led AA frameworks with active triggers in 2025 – faced challenges in securing timely funding once triggers were reached. To help address this gap, FAO’s Regional Office has intensified donor engagement and advocacy for more sustainable financing. Key efforts included convening a regional Donor Roundtable in July 2025 and launching a donor survey to inform the 2025 Asia-Pacific AA Mapping Report (to be published in 2026). Together, these initiatives aim to strengthen coordination, identify financing gaps and promote more predictable and flexible funding aligned with national systems. They complement country-level efforts, such as **Mongolia’s** work on **disaster risk financing**, which further advances the agenda on anticipatory financing.



Timely anticipatory actions ahead of shocks

In 2025, La Niña conditions drove increased rainfall across Southeast Asia, with Indonesia, the Philippines, Thailand and Viet Nam among the most affected countries. FAO activated AA in the **Philippines** ahead of Typhoon Uwan (international name: Fung Wong) in November, delivering cash assistance to six farmer and fisherfolk cooperatives and associations. In **Pakistan**, FAO activated its flood AA protocol in Sindh Province in September 2025, alongside WFP, reaching over 5 000 at-risk people with cash assistance. In **Afghanistan**, FAO supported 29 826 vulnerable farmers ahead of drought, providing animal health services and feed through a voucher scheme. This combined the activation of both the interagency drought framework coordinated by OCHA and that of FAO.

Despite the absence of pre-arranged financing in **Cambodia, Sri Lanka** and **Mongolia**, Country Offices maintained active monitoring and generated critical operational learnings, which were subsequently integrated into AA protocols. For example, in **Sri Lanka**, flood forecasting models and associated trigger thresholds were tested during Cyclone Ditwah in early November 2025, with early warning messages disseminated to communities in Batticaloa Province through government channels.



Collective learning, coherence, coordination and partnerships

In Asia and the Pacific, key regional initiatives included FAO’s support to the rollout of a simulation toolkit with the Asia-Pacific Technical Working Group on AA (July); a regional training of trainers, delivered in collaboration with the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management in Bali (October), benefiting all 11 ASEAN Member States; and the Asia-Pacific Dialogue Platform on AA in Yogyakarta (November), which featured four plenary sessions alongside thematic discussions.



In parallel, FAO is finalizing nine evidence briefs (publication expected in 2026) on AA activations in Bangladesh, the Lao People's Democratic Republic, Mongolia, Myanmar (including simulation-to-activation), Papua New Guinea, the Philippines, Timor-Leste and Viet Nam. These assess cost-effectiveness, socioeconomic impacts and operational learning, including comparative analysis between AA and response, to inform future programming, support trigger harmonization and strengthen the evidence base for scaling AA.

At country level, FAO trained nearly 1 000 local officials in **Mongolia** – across all 21 provinces – in climate-smart livestock management and DRM, in collaboration with the National Emergency Management Agency. This contributed to enhancing the use of early warning information and preparedness for drought and dzud. FAO also supported knowledge-sharing and public awareness through mass media outreach, including a winter preparedness video broadcast on Malchin TV promoting the use of weather forecasts and climate-smart practices.

In **Sri Lanka**, FAO supported the establishment of an AA Working Group under the Disaster Management Centre. In **Cambodia**, collaboration with the Ministry of Agriculture, Forestry and Fisheries remained strong, with discussions initiated to establish an AA task force bringing together EW4All partners (United Nations Development Programme, International Fund for Agricultural Development, IFRC and WMO). Through these efforts, FAO continued to advance the integration of AA within national systems, including strengthening data and evidence, institutional coordination and pathways for risk-informed and anticipatory financing.



National policies and strategic frameworks

FAO has played a key role in strengthening systems by linking early warning, AA and government-led DRM across the region. In ASEAN, FAO co-led the development of the ASEAN EW4All framework concept note, which serves as a regional roadmap for multihazard, people-centred early warning systems, aligned with the ASEAN Agreement on Disaster Management and Emergency Response and regional AA commitments up to 2030. FAO is also coordinating the development of a regional guidance note on AA trigger harmonization – with OCHA, Norwegian Refugee Council Stand-by Capacity (NORCAP) and six countries (Bangladesh, Fiji, Indonesia, Mongolia, Nepal and the Philippines) – to be finalized by July 2026. This work consolidates national good practices into practical guidance to support the institutionalization of AA.

At country level, FAO continued to support the development of **Mongolia**'s national AA framework, with endorsement expected in 2026. The Index-Based Livelihood Insurance^e pilot demonstrated how impact-based forecasting can trigger pre-agreed financing, supporting the integration of risk financing and insurance approaches into national AA systems and strengthening long-term sustainability. In **Sri Lanka**, FAO supported efforts to strengthen institutional capacity for anticipatory planning through the development of a draft AA Roadmap, to be further refined based on lessons from the recent Cyclone Ditwah, in collaboration with the national AA Working Group. In **Cambodia**, FAO supported the development of a draft AA training package and contributed to capacity building through a regional training of trainers (Bali, November 2025), engaging the National Committee for Disaster Management, the Cambodian Red Cross and Plan International. These partners are expected to adapt and roll out the package in line with national priorities.

^e This is a risk management tool that provides payouts based on predetermined indices, such as satellite-derived vegetation levels, rainfall data or local area mortality rates, rather than individual loss assessments.

Myanmar: A simulation turned reality

COUNTRY HIGHLIGHT

The flood AA protocol in Kayin State was designed around a two-stage trigger approach linked to river-level monitoring and heavy rainfall forecasts. An initial alert stage is reached when the Thanlwin River approaches the township danger threshold (750 cm), combined with consecutive heavy rainfall and an official weather alert. A subsequent activation stage reflects further escalation in flood risk, enabling the early delivery of seed protection inputs ahead of peak flooding. These trigger thresholds and sequencing remain subject to confirmation through the forthcoming technical review of the AA protocol.

In June 2025, six villages in Kayin State formally integrated AA into their local DRM plans. To support early action, FAO prepositioned key agricultural inputs – including seed drums and double-layered storage bags – reaching 481 vulnerable families. Communities then carried out simulation exercises between July and August 2025 to test preparedness, validate procedures and build confidence ahead of flood impacts.

Unexpectedly, these preparedness efforts coincided with a real flood event in Hpa-An Township. Between 27 and 30 July, the Thanlwin River rose to 922 cm, well above the danger level, affecting an estimated 30 000 people. As the simulation exercise had just taken place (23–26 July), the protocol was not formally activated; however, the timing effectively turned the planned exercise into a real-world stress test of AA in practice.

This overlap provided a rare opportunity to observe how early preparedness and prepositioned inputs perform under live conditions, generating critical operational insights on effectiveness, gaps and areas of improvement. It demonstrated the tangible benefits of AA: households supported ahead of flooding were significantly more likely to protect seeds and food stocks, safeguarding nearly twice the value of agricultural inputs compared with those assisted after the event. They also reported reduced reliance on borrowing and improved food security outcomes.

Sri Lanka: Lessons from Cyclone Ditwah

COUNTRY HIGHLIGHT

The Batticaloa Flood Early Warning System in Sri Lanka is an emerging anticipatory flood management system that, although still in its early stages, is already demonstrating strong technical performance and growing national ownership. FAO supported the testing of this system during Cyclone Ditwah, marking an important transition from the pilot phase to operational application.

Forecast simulations were conducted three days in advance using the European Centre for Medium-Range Weather Forecasts and two days in advance using the Japan Meteorological Agency Global Spectral Model. These closely matched the observed timing and extent of flooding, helping to validate the system's impact forecasting capacity and build confidence in anticipatory approaches

among decision-makers. The exercise also underscored the importance of reliable, real-time water-level monitoring, highlighting the need for robust gauging infrastructure and continuous data availability.

Following the simulation, further technical refinements are underway, including model calibration and post-event verification. The system is progressing towards increased automation, improved data integration and clearer risk communication to support AA. While still evolving, the Batticaloa Flood Early Warning System demonstrates how early-stage systems can rapidly mature into scalable AA platforms through validation, learning and strengthened national ownership.

Latin America and the Caribbean



Risk analysis and early warning

In **Paraguay**, FAO worked with the Ministry of Agriculture and Livestock to update the drought protocols in Caazapá and San Pedro departments, as well as flood protocols in Ñeembucú. In **Colombia**, the AA protocol for Purace Volcano was developed, while updates to the national protocol for floods (La Niña) were initiated and a forest fire protocol was drafted. In **Cuba**, an interagency AA framework for hurricanes was developed under OCHA's facilitation. Progress was also made in **Honduras**, where an AA framework for drought was developed in alignment with the Regional AA Framework for the Dry Corridor. In the **Bolivarian Republic of Venezuela**, flood and drought protocols were developed for the La Guajira subregion. In the **Plurinational State of Bolivia**, efforts are underway to develop drought and flood protocols using the agricultural Early Warning System, in coordination with the Ministry of Rural Development and Lands. In **El Salvador**, FAO supported the integration of AA into the National Flood Contingency Plan, including the definition of triggers and thresholds, in collaboration with the national technical working group.



Pre-arranged, flexible and unearmarked financing

Donor contributions and support from pooled funding mechanisms – such as OCHA's CERF or FAO's SFERA – remained the primary sources of funding for AA work in the region. Despite the continued contraction in global humanitarian funding, resources from AA programmes sustained capacity development efforts and supported the expansion of anticipatory systems. This included strengthening Integrated Fire Management in the Andean subregion (the **Plurinational State of Bolivia**, **Colombia**, **Ecuador** and **Peru**), as well as in Central America through the development of country-level AA protocols. These efforts constitute a flagship FAO initiative to scale anticipatory approaches to predictable risks.



Timely anticipatory actions ahead of shocks

Beyond the completion of interventions initiated in 2024 to address La Niña-related impacts, which continued to affect the 2025 agricultural seasons in the Bolivarian Republic of Venezuela and Colombia, FAO also contributed to AA activations in Guatemala and Cuba. In **Guatemala**, the interagency AA framework for drought was activated in late July 2025, coinciding with the second planting season. Interventions included rainwater harvesting, the provision of drought-resistant and short-cycle seeds, native vegetable seeds, and the strengthening of early warning systems at community, municipal and departmental levels, supporting 27 780 people. Similarly, in **Cuba**, the interagency AA framework for storms and hurricanes was activated in late October 2025 ahead of Hurricane Melissa. FAO supported the timely dissemination of early warning messages to alert at-risk communities, alongside the distribution of protective equipment for fishers, the prepositioning of fishing gear, the provision of agricultural inputs and measures to safeguard productive infrastructure, benefiting nearly 15 270 people.



Collective learning, coherence, coordination and partnerships

At regional level, FAO continued to co-lead the AA Technical Group together with the German Red Cross, OCHA and WFP. It also supported several capacity-building activities, including the development of the course “Early warning system for drought and water scarcity”, the delivery of a training on AA for the Regional Group on Risks, Emergencies and Disasters for Latin America and the Caribbean, and the organization of a webinar on monitoring, evaluation, accountability and learning for AA in collaboration with the regional technical working group. FAO also hosted the South America Dialogue Platform on Anticipatory Action (2–3 September) with a total of 448 participants. In Central America, a regional exchange between the AA working groups from Guatemala, El Salvador and Honduras was facilitated, in cooperation with the Coordination Centre for the Prevention of Disasters in Central America (Centro de Coordinación para la Prevención de los Desastres en América Central [CEPREDENAC]), bringing together 38 representatives from governments, technical agencies and United Nations organizations. The exchange resulted in key commitments to integrate AA as a core component of national DRM systems, strengthen interinstitutional and multilevel coordination, and reinforce CEPREDENAC’s role as a regional facilitator. In parallel, FAO contributed to advancing the regional evidence base through several publications, including “El Niño 2023–2024: Evidence of FAO’s anticipatory action interventions in Latin America”, “Strengthening resilience to extreme climate events in Latin America and the Caribbean: FAO good practices for addressing multiple risks leaving no one behind” (publication expected in 2026), as well as a  **joint infographic** with the regional AA technical working group aimed at harmonizing the definition of AA and providing an update on progress in scaling up and institutionalizing AA across the region.

At country level, FAO provided substantial support to AA national working groups in **Cuba**, the **Dominican Republic**, **Ecuador**, **El Salvador**, **Guatemala**, **Honduras** and the **Bolivarian Republic of Venezuela**.

In **Paraguay**, FAO supported the National Forum for Strengthening Anticipatory Action in the Agricultural Sector (September). In **El Salvador**, the First National Dialogue Platform on Anticipatory Action was convened, bringing together over 100 representatives from governments, international organizations, civil society and local communities. Further efforts included the generation of impact analyses and recommendations through the agroclimatic technical tables (mesas técnicas agroclimáticas), as well as the organization of an operational preparedness workshop for FAO Country Offices in the **Bolivarian Republic of Venezuela** and **Argentina**. In **Chile**, FAO contributed to the seminar “Advances and challenges in DRM in the Chilean forestry and agricultural sector”, led by the Risk Management Unit of the Ministry of Agriculture, highlighting the role of AA in the region. Finally, AA recommendations were incorporated into **Colombia**’s Community Priority Response Plan and reflected in both editions of the FAO–WFP Hunger Hotspots reports (June–October 2025 and November 2025–May 2026).



National policies and strategic frameworks

At regional level, FAO supported the development of the “Roadmap for integrating early warning systems into anticipatory actions for wildfires” and participated in the “Dialogue among the member countries of the Andean community for the strengthening and exchange of experiences on disaster risk reduction measures and anticipatory actions” organized by the Andean Committee for Disaster Prevention and Relief (Comité Andino para la Prevención y Atención de Desastres) in May, where guidelines were established to advance the development of a roadmap for AA in the region. To support these efforts, FAO teamed up with NORCAP to recruit a regional AA expert to provide technical assistance to the Andean Committee for Disaster Prevention and Relief. In Central America, FAO, in coordination with CEPREDENAC and the Central American Integration System, developed the Regional Strategy for the Institutionalization of Anticipatory Action (2025–2030), which responds to the commitment to promote strategic guidelines that accelerate the transition towards a proactive approach, in line with the Central American Policy for Comprehensive Disaster Risk Management and the Regional Plan for Comprehensive Disaster Risk Management (2024–2030).

In **Colombia**, contributions were made to the second circular to be issued by the government through the national unit for DRM regarding the integration of the AA approach into the Public Policy on DRM. In **Paraguay**, FAO supported the development of the “Roadmap for the implementation of anticipatory action in the agricultural sector” together with the Ministry of Agriculture and Livestock, and training sessions on the topic were conducted. In **Guatemala**, the government, with support from FAO, updated the Institutional Response Plan, incorporating the multirisk AA approach. In **El Salvador**, institutional and humanitarian actors established the Special Commission for the Development of the National Early Warning System and Anticipatory Actions, which is convened by the Civil Protection with support from sectoral ministries, and FAO, among others.

📍 Guatemala

FAO distributed egg-laying hens to farming families in Chiquimula, as part of an anticipatory action activation to mitigate the severe impact of drought on agriculture in the most affected departments in the country's Dry Corridor.



Central America: Testing the effectiveness of AA protocols

REGIONAL HIGHLIGHT

Flood simulation exercises were a priority in 2025 in Honduras, El Salvador and Guatemala, aimed at testing and validating early warning systems, AA protocols and interinstitutional coordination, while assessing community capacity to implement preventive measures. FAO supported these exercises in partnership with The Brooke, leveraging its longstanding expertise in promoting the inclusion of livestock as a key component of livelihood resilience within national emergency response plans.

In **Honduras**, around 100 participants – including community members and representatives from the Municipal Emergency Committee, the Local Emergency Committee, as well as key institutions such as the Secretariat of State for Risk Management and National Contingencies, the Honduran Red Cross, World Vision, Food For The Poor, Sur en Acción and WFP, were engaged in a simulation exercise in Barrial Limones (Orocuina). The exercise tested coordination mechanisms and helped identify strengths and gaps related to communication, decision traceability and standardization of AA procedures.

In **El Salvador**, the first national AA simulation focusing on livestock was conducted in El Icaco (Las Salinas), coordinated by FAO in collaboration with the Fundación Educación y Cooperación and the General Directorate of Civil Protection. Based on official AA protocols, the simulation operationalized four interventions drawn from FAO's Livestock Emergency Guidelines and Standards, under the leadership of the Community Civil Protection Commission. It engaged 32 producers and strengthened capacities to protect assets, sustain livelihoods and prepare for climate shocks.

In **Guatemala**, the simulation brought together 26 participants from institutions, including the National Coordination for Disaster Reduction, the Ministry of Agriculture, Livestock and Food,

municipal authorities, the Secretariat for Food and Nutrition Security and local authorities in La Esperanza (Panzós). The exercise encompassed awareness-raising, development and community validation of the simulation plan, as well as detailed logistical preparation. It was implemented through an operational scenario covering risk identification, early warning system activation and anticipatory measures, community response actions and post-exercise evaluation.

The impact of these simulations went beyond strengthening local capacities, generating valuable evidence to improve interoperability, multilevel coordination, logistics and the standardization of activation procedures. These insights informed the development of the regional “Guidance on anticipatory actions for the protection of livestock-based livelihoods.”

Near East and North Africa



Risk analysis and early warning

FAO prioritized capacity development, standardized tools and strengthened regional coordination aligned with the EW4All initiative, supporting the transition from fragmented monitoring to integrated, multihazard systems that inform decision-making. Conducted with the International Food Policy Research Institute, a regional mapping of AA capacities was finalized, identifying key gaps and priorities for scaling up AA. A regional training of trainers held in Cairo (21–24 September) brought together 30 participants from ten countries, complemented by tailored national trainings. Sectoral early warning systems were further strengthened through enhanced desert locust surveillance, the rollout of **EMAI+** for animal health monitoring and improved plant health systems, including surveillance for red palm weevil, fall armyworm and *Xylella fastidiosa*. FAO also advanced AgriGuard, a regional dashboard for agricultural risk monitoring.

At country level, FAO supported significant progress in strengthening early warning and anticipatory systems. In the **Syrian Arab Republic**, a comprehensive national early warning system assessment identified critical gaps and priority actions. In the **Sudan**, flood risk analysis was enhanced through historical mapping, hotspot identification and the development of an interactive monitoring dashboard, alongside strengthened animal health diagnostics, informing the development of a flood AA protocol. In **Yemen**, improvements were made in agrometeorological monitoring, GIS integration and national flood risk assessment, while **Mauritania** strengthened flood risk analysis linked to protocol development. In **Egypt**, FAO supported enhancements to fall armyworm early warning systems and contributed to capacity development on multihazard risk analysis. In **Jordan** and **Tunisia**, plant health surveillance was reinforced through the adoption of the SusaHamra system for red palm weevil and strengthened fall armyworm monitoring, supported by trained inspectors and extension services. Tunisia also advanced contingency planning and simulation exercises for *Xylella fastidiosa* and responded to cochineal scale outbreaks. In **Lebanon**, diagnostics capacities and risk-based surveillance for *Fusarium Tropical Race 4* were reinforced. In **Iraq**, significant progress was made in developing a drought AA protocol, including the definition of triggers and anticipatory measures for the agricultural sector, supported by strengthened early warning and diagnostic capacities.



Pre-arranged, flexible and unearmarked financing

FAO intensified its engagement with donors and financing institutions to position AA as a cost-effective and high-impact investment. Advocacy efforts emphasized the benefits of acting early to reduce humanitarian needs and protect livelihoods. FAO maintained structured dialogue with regional and international financing actors, including the Qatar Fund for Development, the United Arab Emirates Foreign Aid, the King Salman Humanitarian Aid and Relief Center, the Gulf Cooperation Council, the International Islamic Charity Organization and ECHO. At country level, efforts focused on strengthening institutional readiness to access and sustain anticipatory financing.



Timely anticipatory actions ahead of shocks

While no activation was triggered in the region in 2025, work on AA protocols continued to advance. Protocols in Mauritania, Iraq and the Sudan are expected to be validated and finalized in 2026.



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📍 Syrian Arab Republic



Collective learning, coherence, coordination and partnerships

At regional level, FAO played a key convening and coordination role in strengthening collective learning and partnerships for AA. It actively supported the regional AA community of practice and participated in the Second Middle East and North Africa Dialogue Platform on Anticipatory Action (29–31 July). In partnership with the League of Arab States, UNDRR, the International Telecommunication Union, IFRC and others, FAO co-organized the First Arab Regional Forum on Early Warning Systems and Disaster Preparedness in December 2025, convening over 200 senior policymakers and experts under the EW4All initiative. Building on its support to the establishment of the Regional Programme for DRR in Agriculture under the Arab DRR coordination mechanism in October 2025, FAO was tasked with co-leading the technical task force alongside UNDRR and the Arab Organization for Agricultural Development. Across the region, countries actively engaged in regional trainings, dialogue platforms and communities of practice on AA, strengthening peer learning and coherence between national and regional AA efforts.



National policies and strategic frameworks

FAO advanced the development of a proactive Regional Drought Strategy, to be finalized in early 2026, to guide policy, advocacy and investment in drought risk reduction. In parallel, AA was mainstreamed into sectoral regional frameworks, including desert locust contingency planning,  EMAi+ and  EMPRESi+ systems in animal health, and the  FAO regional **Management Strategy of Transboundary Plant Pests and Diseases**, which provides a ministerially endorsed framework for anticipatory approaches.

At country level, the institutionalization of AA progressed through its integration into national policies, strategies and coordination mechanisms. In the **Sudan** and **Mauritania**, roadmaps were advanced to embed AA within national DRR systems, creating entry points for more predictable and sustainable financing. In **Yemen**, AA was integrated into national policies and processes through the reactivation and strengthening of institutional coordination mechanisms. In **Iraq** and the **Syrian Arab Republic**, drought AA protocols were aligned with national disaster management and agricultural planning processes, supporting sustained uptake and scalability of anticipatory approaches.

Near East and North Africa: Regional mapping of AA in the agricultural sector

REGIONAL HIGHLIGHT

The region faces a growing number of complex, overlapping and compounding hazards that are undermining livelihoods, deepening food insecurity and slowing economic development. Increasingly frequent and severe climate extremes – such as droughts, flash floods and heatwaves – are converging with transboundary plant and animal diseases, protracted conflicts and economic volatility. These risks disproportionately impact the agricultural sector, a cornerstone of rural livelihoods and food systems across the region. Strengthening AA within this sector is therefore critical, including by identifying key entry points and building stakeholder capacity to address multiple hazards.

Over the past two years, AA has gained traction in the Near East and North Africa region, reflected in growing stakeholder awareness and a gradual expansion of field-level implementation. However, while several regional AA documents have been produced, they have not sufficiently emphasized the agricultural sector – despite its strong potential, particularly through existing surveillance and early warning capacities in the plant, animal, water and crop production subsectors.

To address this gap, FAO, in partnership with the International Food Policy Research Institute, conducted a regional mapping exercise, aligned with the mandate endorsed by Member States at the FAO Regional Conference for the Near East. The document provides strategic guidance for integrating agriculture more systematically into AA frameworks, placing it at the nexus of humanitarian response and long-term climate adaptation.

It underscores the importance of protecting production systems – including livestock, crops, fisheries and natural resources – ahead of forecast shocks. By promoting proactive risk reduction in agriculture, AA for agriculture offers a dual benefit: safeguarding rural livelihoods while protecting food supply chains, particularly in fragile and climate-vulnerable areas. Since its launch, the report has informed country-level actions in Egypt, Iraq, Jordan, Mauritania, Saudi Arabia, the Sudan, the Syrian Arab Republic and Yemen, among others.

Conclusions and overall trends

In 2025, AA capacities continued to be strengthened, with deepening national ownership and stronger partnerships across various risk contexts. This section summarizes the main trends observed across all priority areas of FAO's AA strategy.



Risk analysis and early warning

A defining feature of progress in 2025 was the continued shift towards impact-based, more localized early warning systems that link hazard forecasts to livelihood and food security outcomes. Across regions, countries increasingly combined seasonal and short-term climate forecasts with data on exposure, vulnerability, agricultural production, livestock, water availability and markets to better anticipate impacts on rural livelihoods. In **Kenya** and **Somalia**, for instance, drought monitoring systems increasingly integrated vegetation, rainfall and livelihood indicators to inform activation decisions. FAO also advanced the technical sophistication of trigger systems through digital platforms, remote sensing, automated drought monitoring and geospatial AI-supported analytics. In the **Sudan**, this included support to enhance flood risk dashboards and diagnostics for improved preparedness in high-risk areas. At the same time, subnational early warning systems were expanded in several countries to reach provinces, districts and communities most exposed to climate shocks, helping ensure that warnings are translated into locally relevant action.



Pre-arranged, flexible and unearmarked financing

Financing remained the primary constraint to scaling AA globally. Demand for pre-arranged financing continued to grow in the face of rising humanitarian needs, while available resources did not keep pace. As a result, even technically robust AA systems were not always able to activate fully, or at the required scale, when triggers were met. Encouraging trends emerged from the increased use of pooled humanitarian funds, crisis modifiers, contingency funds, insurance-linked mechanisms and discussions on sovereign risk financing. In some contexts, governments explored domestic budget allocations and co-financing models to reduce reliance on ad hoc external support. In **Cameroon**, for instance, two dedicated funding windows for climate and flood risks were incorporated into the Special Council Support Fund for Mutual Assistance.



Timely anticipatory actions ahead of shocks

In 2025, FAO reached 1.2 million rural people in 14 countries ahead of shocks. While operational maturity improved significantly, humanitarian funding constraints, rather than FAO's capacity to deliver, affected the scale of activities. FAO demonstrated strong operational capacity by contributing to interagency interventions under six OCHA-led AA frameworks ahead of droughts, cyclones and floods in **Afghanistan**, **Cuba**, **Guatemala**, **Nigeria**, the **Philippines** and **Somalia**. During the 2025 deyr season in **Ethiopia** and **Somalia**, FAO reached about 115 580 families with cash and livestock support ahead of forecast

severe drought, thereby safeguarding livelihoods and sustaining production. Despite funding limitations, FAO continued to strengthen operational capacity through targeted training on community engagement and conflict sensitivity (such as in **Mozambique**), as well as simulation exercises. In **Sri Lanka**, testing of the Batticaloa Flood Early Warning System during Cyclone Ditwah helped validate its impact-based forecasting capacity.



Collective learning, coherence, coordination and partnerships

FAO maintained a central role in global interagency collaboration through platforms such as the Anticipation Hub, the AA Task Force, REAP, EW4All, the global Food Security Cluster AA technical working group and the Grand Bargain community of practice on AA. These engagements enabled FAO to shape high-level policy discussions and donor priorities while strengthening the integration of agriculture and food security within the broader humanitarian agenda. FAO's leadership was further reinforced through its role, alongside IFRC, in supporting the implementation of Action Item 25 of the IASC Humanitarian Reset Roadmap, combining operational delivery in crisis contexts with normative leadership on policy, systems strengthening and evidence generation. At regional and country levels, collaboration also deepened through technical working groups and communities of practice. FAO convened regional and national dialogue platforms, including in **Malawi** and **South America**, and co-organized major events such as the Arab Regional Forum on Early Warning Systems and Disaster Preparedness (December 2025). Capacity development remained central, with targeted training for government officials, humanitarian actors and local stakeholders complemented by simulation exercises to strengthen operational readiness. These efforts were supported by standardized tools and guidance, including the **↔ Anticipatory Action Simulation Toolkit in Asia-Pacific** and **↔ FAO's technical guide on setting up a drought AA trigger mechanism** (2024).



National policies and strategic frameworks

National ownership accelerated significantly in 2025, with governments increasingly embedding AA into DRM frameworks, national contingency plans, agriculture strategies, climate adaptation processes and sector regulations. In countries such as the **Syrian Arab Republic** and **Yemen**, national roadmaps and planning processes advanced the integration of AA into existing disaster and agricultural systems. More broadly, these efforts supported a transition from externally driven pilots towards nationally recognized systems with clearer mandates and stronger sustainability prospects. In **Iraq**, for example, the development of a national drought protocol helped institutionalize AA within country-level drought governance frameworks.

📍 Afghanistan

A livestock keeper in Sar-e-Pul Province mixes wheat straw with concentrated animal feed, provided by FAO during one of the harshest droughts to hit northern Afghanistan. Protecting livestock health and productivity during climatic shocks enables livestock-dependent families to maintain access to nutritious food and safeguard productive assets.



Way forward

The central challenge is no longer to demonstrate that AA works, but to ensure that scarce resources are directed where they can deliver the greatest protection for vulnerable rural communities. In the context of tightening humanitarian financing and ongoing reform under the Humanitarian Reset agenda, FAO will place greater emphasis on sustainable delivery models, efficiency and evidence of impact.

While continuing to strengthen core AA capacities at country level – including risk analysis, early warning and operational readiness – FAO will increasingly focus on sustainability by embedding AA within national systems. As international humanitarian funding comes under sustained pressure, supporting governments to lead and finance AA will be critical. This includes strengthening domestic contingency funds, shock-responsive social protection systems, sovereign risk financing tools and integration into national budgets. Such efforts will be key to advancing nationally owned and financed mechanisms capable of acting predictably and at scale. Countries that institutionalize AA within public systems will be best placed to sustain progress over time. In parallel, FAO will continue to promote the localization of AA through the systematic engagement of communities and local actors, ensuring that interventions are context-specific and responsive to local risks, vulnerabilities, needs and capacities – and therefore more timely, inclusive and sustainable.

In the context of diminishing resources, FAO will also prioritize the diversification of funding sources through layered disaster risk financing approaches. At the same time, technology will play an increasingly important role in improving targeting, reducing transaction costs and accelerating decision-making. Digital tools that enhance precision while lowering operational costs will be essential to maintaining effectiveness.

Strengthening the use of data will be equally critical to demonstrate impact and reinforce the investment case for AA. FAO will continue to expand the evidence base to refine programming, inform advocacy and guide future investments. Understanding which anticipatory actions are most effective at what time and through which modalities will be key to maximizing efficiency and impact.

FAO will further advance multihazard approaches to reflect the growing complexity of risk. In many vulnerable rural areas, overlapping threats – including climate extremes, pests, animal disease outbreaks and conflict-related shocks – require integrated systems rather than separate, parallel mechanisms. Promoting unified anticipatory frameworks capable of monitoring multiple hazards and triggering tailored responses through a single operational architecture will enhance both efficiency and preparedness, particularly for agriculture-dependent populations.

Finally, FAO will leverage its role as co-facilitator, together with IFRC, of the operationalization of the IASC Humanitarian Reset Roadmap commitment on scaling AA. This presents a key opportunity to help shape the global humanitarian agenda and to anchor anticipation as a standard operating model within future humanitarian architecture, particularly in contexts where risks are foreseeable.



FAO's anticipatory action approach uses risk analysis and forecasts to trigger interventions before a crisis escalates into a humanitarian emergency.

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The contents of this report are the sole responsibility of FAO and do not necessarily reflect the views of the resource partners below.



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