PROTECTION, GENDER & INCLUSION IN ANTICIPATORY ACTION


Hezekia, 6, and Denise, 8, hold hands in the street in the Philippines.
PLAN INTERNATIONAL’S FOCUS ON PROTECTION, GENDER, AND INCLUSION IN ANTICIPATORY ACTION

Plan International is a global children’s charity striving for an equal world. One where every child can reach their full potential and every girl can choose her own future. We bring people together to protect children’s rights and keep girls safe, in school and in control of their bodies – even when disaster strikes.

Plan International uses its expertise to specifically address the needs of girls and boys, women and men and their communities affected by disasters and crises with a particular focus on Anticipatory Action (AA), Disaster Risk Reduction, Resilience, Gender and Inclusion, Protection, Cash and Voucher Assistance and Education. Gender equality and social inclusion (GESI) is robustly mainstreamed in Plan International’s humanitarian work by aiming to adapt our programmes to address the differentiated needs, risk, capacities and opportunities of girls, boys, women and men with a particular focus on adolescent girls. Plan International works to foster their participation, access, and safety.

July 2024

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- Carlos Tejada, Plan International El Salvador
- Chris Cruz, Plan International Philippines
- Cristina Perez, Plan International El Salvador
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- Julie Gurung, Plan International Nepal
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<tr>
<td>AA</td>
<td>Anticipatory Action</td>
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<tr>
<td>AAF</td>
<td>Anticipatory Action Framework</td>
</tr>
<tr>
<td>ASEAN</td>
<td>The Association of Southeast Asian Nations</td>
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<tr>
<td>B-READY</td>
<td>Building Resilient, Adaptive and Disaster Ready Communities</td>
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<tr>
<td>CBDRM</td>
<td>Community-based Disaster Risk Management</td>
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<td>CBEWS</td>
<td>Community-based Early Warning System(s)</td>
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<td>CBLEWS</td>
<td>Community-based Landslide Early Warning System</td>
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<td>CBOs</td>
<td>Community-based Organisations</td>
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<td>CPP</td>
<td>Cyclone Preparedness Programme</td>
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<td>CVA</td>
<td>Cash and Voucher Assistance</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>DMC</td>
<td>Disaster Management Committee</td>
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<td>EAP</td>
<td>Early Action Protocol</td>
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<td>Early Warning Systems</td>
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<td>FCAS</td>
<td>Fragile and Conflict-Affected Situations</td>
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<td>FbEA</td>
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<td>Gender-based Violence</td>
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<td>LGU</td>
<td>Local Government Unit</td>
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<td>PGI</td>
<td>Protection, Gender and Inclusion</td>
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<td>PSAs</td>
<td>Public Service Announcements</td>
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<td>PSEA</td>
<td>Prevention of Sexual Exploitation and Abuse</td>
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<td>SADDD</td>
<td>Sex, Age and Disability Disaggregated Data</td>
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<tr>
<td>SMC</td>
<td>Shelter Management Committee</td>
</tr>
<tr>
<td>SOPs</td>
<td>Standard Operating Procedures</td>
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<td>SRHR</td>
<td>Sexual and Reproductive Health and Rights</td>
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<td>TSBDs</td>
<td>Village Disaster Preparedness and Response Teams</td>
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<td>YPEs</td>
<td>Youth Peer Educators</td>
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INTRODUCTION

BACKGROUND

Thanks to the increasing availability and reliability of risk analysis and forecasts Anticipatory Action (AA) has, in recent years, been gaining momentum to provide a faster, earlier and more dignified action without having to wait for hazards to hit communities. AA to a predictable hazard can help communities and responders be better prepared and act collaboratively to prevent or reduce human suffering, losses and damages. Donors and organisations are increasingly promoting AA given the growing availability of high-quality risk and forecasting information.

Plan International, has been building innovative models and partnerships to promote AA in its work, with a protection, gender and inclusion (PGI) lens robustly integrated throughout its processes and phases.

AA has huge potential to help address the vulnerabilities of at-risk groups. Although there is increasing recognition of the importance of integrating protective, gender responsive, transformative when possible, and inclusive approaches in AA, more evidence and learning needs to be documented and disseminated to contribute towards strengthening capacities, increasing resource allocation, and improving monitoring and evaluation mechanisms to ensure effective prioritisation and implementation of PGI in AA.
OBJECTIVES OF THE LEARNING REPORT

This report has collated learning and best practices from AA initiatives implemented across seven countries, including: Bangladesh, El Salvador, Indonesia, Nepal, Philippines, Vietnam, and Zimbabwe.

The aim of the report is to support:

- Addressing Critical Gaps in the application of protective, gender responsive / transformative, and inclusive approaches within AA, ensuring a more holistic, safe and equitable AA to crises.

- Enhancing Effectiveness: Integrating PGI in AA will enhance the effectiveness of anticipatory actions by recognising and addressing the specific needs of diverse at-risk groups. This, in turn, will contribute to more targeted and impactful humanitarian interventions.

- Promoting Equality and Inclusion: By prioritising protection, gender equality, and inclusion, we ensure that the most marginalised and at-risk groups receive adequate support.

- Learning from Experience: Collating Plan International’s experiences and best practices will provide valuable insights for improving future interventions to the wider sector. Documenting challenges and successes will facilitate continuous learning and adaptation.

- Empowering Practitioners by providing practical guidance and tools to implement PGI in AA effectively. This empowerment is essential to promote locally led approaches to resilience.

REVIEW METHODOLOGY

Learning within this report has been captured from project documentation and through interviews with Plan International country representatives working on PGI responsive AA initiatives.

Key findings are presented with reference to the following components of AA:

A. Engagement, raising awareness and capacity strengthening
B. Risk Information, forecasting and early warning systems (EWS)
C. Planning, operations & delivery
D. Financing anticipatory action
E. Monitoring, evaluation, learning and advocacy
PROTECTION, GENDER, AND INCLUSION IN ANTICIPATORY ACTION CASE STUDIES
A. BANGLADESH

**PROJECT TITLE**
Strengthening Forecast-based Early Action (FbEA) in Cyclone Prone Coastal Region in Bangladesh (STEP)

**OBJECTIVE**
To enhance local disaster risk management (DRM) governance by empowering institutions and communities to identify and manage risks through FbEA

**DONOR**
European Commission’s Civil Protection and Humanitarian Aid Operations department (DG ECHO)

**ACTORS**
- Plan International Bangladesh
- Action Against Hunger (ACF)
- Cordaid
- United Purpose
- Forewarn Bangladesh
- Nirapad Network
- The Regional Integrated Multi-Hazard EWS for Africa and Asia (RIMES)
- Sheba Manab Kallyan Kendra (SMKK)
- South Asia Partnership (SAP) Bangladesh
- Uttaran

Bangladesh has an established Cyclone Preparedness Programme (CPP) and alert system, but this is limited to basic evacuation information and does not consider the use of localised triggers, impact-based forecasting information or Anticipatory Action (AA). Local Disaster Management Committees (DMCs), Shelter Management Committees (SMCs) and Government Departments – such as Agriculture, Fisheries and Livestock – often have limited capacity (both financial and knowledge-based) which hinders their effectiveness in disaster preparedness and AA.

The STEP project focused on improving cyclone resilience in coastal communities, with an emphasis on protection, gender and inclusion (PGI) in the development of cyclone early action protocols (EAPs). By facilitating workshops with community-based organisations (CBOs) the STEP project fostered collaboration among stakeholders – including women’s groups – to ensure services are gender responsive and local resources for AA are mobilised. In addition, a forecast-based financing component provided pre-emptive cash assistance to households of fishermen and women in marginalised coastal fishing communities, prioritising women-headed households to facilitate their evacuation.

Shelter Management Committees (SMCs) also organised meetings with CBOs, including women’s groups, adolescent and youth clubs. During the meetings, STEP addressed the barriers faced by older persons and persons with disabilities that prevented them from participating in these groups and captured their previous experiences of sheltering in schools built for use as cyclone shelters. These meetings also provided a platform for women’s groups to raise their priorities, which included preventing gender-based violence (GBV) and safeguarding women, girls and boys, and persons with disabilities. Prevention measures included providing gender sensitive WASH facilities at shelters, proper lighting, secure doors and locks, and separate facilities for men and women, and ensuring safe access for women and girls and persons with disabilities, including ramps, handrails and sufficient space for mobility aids.
During cyclones multiple evacuated families often have to share a single room, which could expose women and girls to sexual abuse and harassment. Young women, in particular, felt uncomfortable about sharing a room with men and boys. To address these concerns, separate rooms for women and children were created within shelters for their privacy and safety. Leaders of women’s groups also advocated for the allocation of resources to address health needs as there was a significant risk of exposure to fever and waterborne diseases during cyclones. As a result, access to first aid services was provided. Despite the absence of a specific local budget for anticipatory action, local government funds were allocated to improve cyclone protective shelters, taking the specific needs of at-risk groups into consideration. These meetings also led to the installation of alternative lighting sources (e.g. solar panels) and the donation of equipment such as stretchers and wheelchairs.

Members of the women’s groups are now leading their own household-level preparedness actions, utilising and communicating the knowledge acquired during courtyard sessions on disaster management mechanisms and anticipatory actions to support at-risk households. These sessions covered topics such as rapid dissemination of special weather bulletins and forecast warnings; community preparedness and safe movement to shelters; coordination and communication with Disaster Management Committees (DMCs), Shelter Management Committees (SMCs) and the Cyclone Preparedness Programme (CPP); as well as household based early action plans. The aim of these plans was to empower individuals to safeguard their lives and assets upon receiving cyclone warning messages. These sessions empowered communities – especially women’s groups – in decision making relating to the disasters they face. Anticipatory actions, often undertaken by women, include protecting housing, livelihoods – including fisheries, managing standing crops and livestock – and ensuring access to drinking water and hygiene facilities.
**CHALLENGES**

- The rainy season presents challenges for conducting courtyard sessions which are traditionally held in open spaces. Sheltered community spaces are scarce and households are reluctant to host these sessions in their homes due to increased protection risk.

- Local DMCs and SMCs often lack financial resources and have limited knowledge on early warning messages and AA, which might jeopardise efforts to mainstream protection, gender and inclusion (PGI) in AA.

- Motivating local community leaders, local authorities and policy makers to mobilise resources to ensure cyclone protective shelters consider the priorities of the most at-risk groups can be challenging.

**LESSONS LEARNED AND BEST PRACTICES**

- Through their engagement with at-risk households, women’s groups played a crucial role in warning dissemination and the preparation of household early action plans. They also helped to ensure that knowledge and information dissemination was inclusive and addressed the specific needs of at-risk groups and individuals in their communities.

- The development of household-level early action plans empowered individuals to make prompt decisions around evacuating those most at-risk. This was facilitated by having access to contact numbers of CPP members, easy-bike drivers for emergency transportation, and secure houses in other locations for those with additional needs.

- Strong links and coordination between community-based organisations, disaster management committees and shelter management committees supported members’ understanding of the diverse needs of different community groups and how best to implement community PGI responsive anticipatory actions.

- Involvement of government departments (including Agriculture, Fisheries and Livestock) in planning AA helped communities to think more technically about their planned anticipatory actions.

- Voice calls to community representatives, local disaster management committees and local government administrations – based on forecast cyclones and advisors from government departments (Agricultural, Fisheries and Livestock) – were an effective way to disseminate actionable and inclusive AA messaging to different members of the communities.
B. EL SALVADOR

**PROJECT TITLE**
Safety Nets and Durable Solutions

**OBJECTIVE**
To realise safety nets and seek durable solutions to address protection risks for those at-risk of internal displacement and irregular migration

**ACTORS**
- Plan International El Salvador

**DONOR**
UN Refugee Agency (UNHCR)

In El Salvador, internal displacement and irregular migration to the north of the continent due to social violence and limited opportunities for economic development is a growing problem. This human mobility results in many violations of rights, often beginning before people leave their homes and communities. Rights violations can include exploitation, defrauding and sexual violence – with women and girls particularly affected. These issues are exacerbated by a lack of protection, health and/or education services on mobility routes. To address these challenges, Plan International El Salvador applies a six-component approach to achieve durable solutions, integrating GBV prevention. This initiative investigated and identified the factors which trigger internal displacement and irregular migration. The aim was to promote anticipatory actions to reduce displacement and migration and the associated risks.

As part of the initiative, the project conducted a study with the households of individuals who had internally displaced or migrated due to social violence and gender inequality. Mobility triggers were also determined by analysing official reports from government institutions and through investigation at the community level. The identification of the early triggers for mobility enabled the design of anticipatory interventions to be implemented before the impact on them becomes so extreme and complex that it results in displacement or migration.

The approach required building a deep understanding of the specific vulnerabilities of the target population, as well as the external factors that may affect their stability and security. To do so, the project conducted an analysis to identify protection risks and anticipate possible future scenarios that could compromise people’s safety. This was achieved through:

- Analysing historical trends and patterns – by studying past events and their impact on people’s safety and security.

- Conducting up-to-date risk assessments – by assessing current conditions that could escalate and become threats. This included monitoring the political, economic, social and environmental changes that could affect the population’s security.

- Consultations with experts and local communities – by integrating knowledge from protection experts, and the perceptions of different members of affected communities with differentiated needs and risks. This provided valuable insights into emerging threats and their possible targeted solutions.

- Future scenario analysis – by developing and analysing future scenarios based on visible and predicted risks, helping to visualise different alternatives and plan and prepare for action in line with the trajectory of risks.
• Implementation of anticipatory preventive measures based on the scenario analysis – by supporting those at-risk, in coordination with the government institutions and ministries that can provide support.

As a result of the project, anticipatory actions were targeted to reduce protection risks through economic security and social care initiatives. Measures included providing cash transfers to individuals at-risk of GBV to assist them in developing a business as consultations revealed this support could help women to gain access to the support services and assistance they require. Additionally, social care initiatives were conducted through local support networks and linkages with community leaders, community protection mechanisms, and psychosocial care. Specific social care initiatives included training on the prevention of violence, and developing referral pathways and case management routes, with a special emphasis on women, adolescents and girls. Other initiatives included influencing local governments by advocating for regulations on human mobility and helping to define lines of action.

CHALLENGES

▶ Institutionalisation of this preventative protection approach within government agencies was challenging as their interventions were mainly focused on managing specific protection cases instead of taking anticipatory action on addressing overall drivers of internal displacement and irregular migration. Further evidence on the successful application of protection focused AA needs to be provided to the involved agencies, along with support to adapt their existing policies.

LESSONS LEARNED AND BEST PRACTICES

▶ AA to internal displacement and irregular migration requires conducting in-depth analyses to understand precisely which individuals, rather than simply which groups, are most at-risk. This will help determine the specific anticipatory actions needed – and the best way to deliver them – for those at-risk. It will also help identify the specific risk factors triggering internal displacement and irregular migration patterns. Actionable and inclusive AA messaging to different members of the communities.
## B. EL SALVADOR

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<th><strong>PROJECT TITLE</strong></th>
<th>Early warning system for the prevention of school dropouts</th>
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<td><strong>OBJECTIVE</strong></td>
<td>Reduce school dropouts and absenteeism caused by social violence and bullying in schools, through the development and implementation of early action protocols and early warning systems</td>
</tr>
<tr>
<td><strong>ACTORS</strong></td>
<td>• Plan International El Salvador with linkages to the Ministry of Education</td>
</tr>
<tr>
<td><strong>DONOR</strong></td>
<td>The European Commission’s Civil Protection and Humanitarian Aid Operations Department (DG ECHO)</td>
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In El Salvador, non-attendance, being over age, low academic performance, child and early marriage in girls under 18 years of age, and manifestations of social violence are the main triggers for school dropouts that affect both girls and boys. Those risks are aggravated in emergency situations caused by natural hazards and/or generalised violence.

While the Ministry of Education has an established early warning system for school dropout, a gap was identified in terms of the capacity to implement appropriate protection-focused anticipatory actions to prevent school dropout.

The early warning system established for school dropouts sends digital alerts on a dashboard using dedicated software. The warning system uses indicators of risk including measures of absenteeism, age, academic performance, pregnancy or child early marriage in girls under 18 years, and instances of social violence. Education staff are trained to collect the information and monitor the indicators. Once the system is in place, a traffic light system (yellow, red, or green) highlights girls and boy at-risk as ‘cases to be followed up closely’.

As a result of the project, operating procedures have been put in place to ensure timely actions are taken to prevent students from dropping out of school. These include sessions with student’s households to promote attendance, personalised tutoring for subjects with low grades, and study groups to facilitate socialising with friends. In the case of underage pregnancy, specific and tailored care services are activated. Plan International also initiates activities to strengthen the capacity of education staff on the use of protection referral mechanisms. This ensures girls and boys identified to be at-risk can access relevant services and integrated support.
**CHALLENGES**

- AA is a new approach for government institutions and these institutions are currently prioritising its application in the context of climate and weather hazards. As a result, anticipating risks associated with social violence is not yet a priority.

- Specialised protection capacity building and protection coordination mechanisms are often limited and inadequate across the stakeholders with roles and responsibilities within the mechanisms for reducing school dropouts.

- While the implementation of prevention initiatives to reduce school dropouts have yielded good results, drivers of school dropouts – including social violence – also need to be addressed through an integrated approach across different sectors and at various levels.

**LESSONS LEARNED AND BEST PRACTICES**

- Despite having tools in place – including checklists to monitor risk indicators – the capacity of education staff to analyse protection risks and effectively implement protection measures needs to be strengthened.

- More emphasis needs to be placed on facilitating connections across wider community support networks. This will empower communities to take a strong, coordinated response to address the complex challenges of social violence.
Lembata is part of the red hazard zone in Indonesia, an isolated island with multiple hazards including tropical storms, floods, landslides and volcanic eruptions among others. Cyclone Seroja in 2021 caused flash floods and landslides, resulting in the relocation of ten villages. While the Meteorological and Climatology Agency (BMKG) issues warnings of tropical cyclone forecasts on its website, the communication of contextualised risk information to the national disaster management agency (Badan Nasional Penanggulangan Bencana), media outlets, and different community groups still has gaps. In addition, communities do not receive information on the anticipatory actions they can take to protect those most at-risk, their assets and their livelihoods.

This project developed a PGI responsive Anticipatory Action Framework (AAF), applying recommendations from the Association of Southeast Asian Nations (ASEAN) gender equality and social inclusion (GESI) AA framework. Plan International Indonesia is seeking funding opportunities for these plans through multi-sectoral partnerships at local to national levels.

The project focused on the mainstreaming PGI in AA through the following elements:

- Designing flexible plans, operations and delivery mechanisms for the implementation of protective, gender and inclusion responsive anticipatory action interventions.

The project began by gathering information on different at-risk groups in communities exposed to floods. Using disaggregated data from community groups, meetings were arranged with young women and men, older women and men, persons with disabilities, and village leaders to discuss the flood risks and the priorities of each group. The language and messages used during these meetings were tailored appropriately to ensure each group could understand the risk information provided and contributed to decision making on the actions needing to be taken.

A simple, low-tech early warning tool ('Sipendil') was introduced for community use in tracking rain intensity. This tool enables communities to activate anticipatory actions when the agreed trigger threshold is reached. Through this tool, young people could have a significant role to play in realising anticipatory action in their communities, including their roles in realising Early Warning Systems (EWS), such as the monitoring of rain intensity, formulating and disseminating brief warning information for at-risk groups in the community, and co-leading the deployment of anticipatory actions in their communities.

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1. Policy brief: Strengthening gender equality and social inclusion in disaster responsive social protection and anticipatory action in ASEAN
The project fostered collaboration with Heads of Villages to establish inclusive Village Disaster Preparedness and Response Teams (TSBDs) for early warning and evacuation, ensuring participation from women as well as men, and promoting gender equitable and inclusive opportunities for all to access training and leadership opportunities. As a result, rather than solely acting as carers of others in evacuation centres, women’s groups now take responsibility for delivering early warning messages to older persons and persons with disabilities. The AAF identifies multisectoral actions, prioritising protection, health and education sectors. Village Authority and leaders, along with village midwives, livelihoods groups and water management groups have taken on responsibility for monitoring the situation and implementing planned anticipatory actions in close coordination with the TSBD, Regional Disaster Management Agency (BPBD), and other government agencies responsible for sector specific interventions.

Diagram: Early warning and AA dissemination and communication chart – Indonesia

**CHALLENGES**

- Addressing the root causes of inequality is a long-term behavioural change process. Therefore, the process of developing an AAF requires constant attention to gender bias and other forms of discrimination to ensure that the specific needs and risks of women, girls and boys, older persons and persons with disabilities are properly represented and addressed.

- Different government agencies often have their own methods and policies for collecting and reporting data, leading to a lack of standardised and accessible sex, age and disability disaggregated data (SADDD).
LESSONS LEARNED AND BEST PRACTICES

• When initiating AA initiatives, emphasis is needed on strengthening gender equity to establish the pre-conditions necessary to strengthen the agency of women and challenge gender stereotypes and bias.

• Gender equality and protection need to be mainstreamed through the entire AAF development process. The analysis of disaggregated risks and needs, and the inclusion of those most at-risk in decision-making, especially when identifying anticipatory actions are two critical aspects required to achieve this.

• Identifying and understanding protection risks are key steps in AA planning. This is particularly important when considering at-risk groups such as girls and boys, women (including those with specific needs such as while pregnant or lactating), older persons and persons with disabilities.

• Raising awareness and strengthening the capacities of organisations of persons with disabilities enables them to take on their essential role in ensuring meaningful inclusive participation in AA processes.
Although landslides are common in Nepal, there remains a lack of early warning systems (EWS) and plans to act ahead of time to protect those most at-risk. To address this gap, the project developed the Pahiro Alert mobile application, which combines local vulnerability and susceptibility data with precipitation forecasts from the Department of Hydrology and Meteorology (DHM). Tailored early warning messages were communicated to households based on the risk level for landslide exposure in different zones. Messages were sent at both an ‘earlier readiness trigger point’, to give the most at-risk households advanced warning with enough time to prepare for evacuation, and at an ‘action trigger point’ when evacuation was needed. The community-based landslide early warning system (CBLEWS) is now being utilised by other civil society organisation members of the START Network3 in Nepal.

The CBLEWS communicates information on rainfall intensity and landslide susceptibility to at-risk communities using simple understandable language. The project developed the tool following consultations with community members, ensuring that women and other marginalised groups had the opportunity to give feedback. SADDD at household level was collected through surveys validated with local disaster management committees (DMCs). These surveys helped to identify households with persons with disabilities, older persons, and other at-risk individuals, ensuring that PGI was considered while setting survey parameters, and determining how to assess vulnerability. Pre-landslide anticipatory actions were also identified and embedded into Household Disaster
Preparedness and Response Plans. A user-friendly web-based App was then developed which uses data on landslide exposure, sex, age, caste, and other specific identities to enable Local DMCs and other local stakeholders to provide targeted AA support to those most at-risk.

PGI was incorporated into the evaluation framework by involving persons with disabilities, girls and boys and other at-risk groups in feedback sessions and during mock drills. Representatives and community members received tailored training based on specific risks and also participated in simulation exercises where they received landslide alert push notifications on their mobile phones. Local DMC Focal Points then communicated these messages to the identified at-risk households. Additional targeted actions included the pre-emptive evacuation of at-risk individuals using assistive equipment such as stretchers, as well as ensuring that essential items such as medicines were kept with them.

**Challenges**

- When conducting household surveys, respondents found that older persons or girls and boys in the household were not always able to provide complete information. In some instances, people required more detailed information about the early warning system and reassurance about our data collection process before they were willing to participate.

- The National Disaster Risk Reduction and Management Authority (NDRRMA) has not yet adopted the Pahiro Alert. As a result, the app currently remains a civil society owned initiative. Hosting charges therefore need to be covered by civil society organisations to ensure that the application delivers up-to-date information.
LESSONS LEARNED AND BEST PRACTICES

- It is important to engage governmental bodies from the outset of the crisis, particularly the Department of Hydrology Meteorology (DHM). This helps to ensure ownership of the initiative at all levels, enhancing effectiveness and sustainability and highlighting the importance of PGI integration.

- The people involved in developing mobile alerting applications need to clearly understand the communication needs and barriers faced by different users, especially the most marginalised. This will ensure these applications are accessible and that the information provided is understood and acted on by those most at-risk.

- Mobile communications about anticipatory actions need to be inclusive and easy to understand by all users. This means that messages must be developed in all relevant local languages to ensure they are clearly understood.

- Feedback from a diverse range of community members needs to be gathered to inform and improve the design of an inclusive and equitable community-based early warning system, including the design of mobile applications.
The COVID-19 pandemic disproportionately affected girls and young women in the Philippines. With students forced to stay at home during the pandemic, they faced many barriers to education, including poor internet connectivity, along with additional pressures and conflicting priorities such as household chores and caring responsibilities, all particularly impacting girls.

The project, RAISE Above, was implemented in the Province of Samar to support students who had been negatively impacted by the pandemic. With support from the local government, RAISE Above worked with education advocates within the community to establish safe learning spaces and tackle the barriers to remote learning. Innovative learning kiosks, which also received funding from the local government, tackled barriers for remote learning for girls and young women in the Philippines that were disproportionately affected by the COVID-19 pandemic. This was key since during the pandemic the number of reported GBV cases increased and difficulties in accessing sexual and reproductive health services increased.

4. A Plan International survey conducted in April and May 2020 with more than 1,000 adolescent girls revealed that problems with internet connectivity, doing household chores, and taking care of siblings were the main barriers to studying at home (Plan International Philippines, 2020)

5. Early data from the Philippine Commission on Women showed increased complaints of violence against women (Philippine Commission on Women, 2020) reaching a total of 14,721. According to the PCW, the increase in the reported GBV cases is pandemic-induced, with the long stay-at-home periods, that threatened a family’s health, security, and economic stability, and thus, magnifying household tensions and anxieties.

6. At the height of the pandemic, there are difficulties in accessing SRH services with the closure of government establishments and the sudden shift of primary health care facilities to COVID-19 response (from Project’s endline report).

While the focus of this intervention was preparedness and response to COVID-19 in the education sector, the project also provided insights on the valuable role young people have in developing AA within the education sector.

One key practice that young people initiated in response to the pandemic was the introduction of innovative learning kiosks. These kiosks not only served as spaces where students studied, accessed materials and tutorial assistance, but they also became spaces where young people learnt about child protection, how to report child abuse and where survivors could go for support. These safe spaces helped increase girls’ and boys’ awareness of their rights, helping them to make informed decisions about their personal and social well-being and to build their resilience ahead of emergencies.

RAISE Above also engaged Youth Peer Educators (YPEs) to help empower adolescent girls and young women through building their knowledge on leadership, positive decision making, sexual reproductive health and rights (SRHR) and gender equality. YPEs led virtual advocacy campaigns on education, protection and awareness, and distributed a range of information, education and communication (IEC) materials.

Young people also directly contributed to the communication of early warning messaging through the delivery of radio public service announcements (PSA). They learnt about the protection risks that were exacerbated by COVID-19 and then were trained as broadcasters so that they themselves could develop and record radio announcements in anticipation of predicted outbreaks. Messaging focused on a range of topics including the prevention of COVID-19 transmission, the importance of education and how to manage stress. Young people also shared child protection-related messaging about online abuse, sexual abuse and harassment, including how to report it and where to access support. These announcements were regularly aired on the radio and through speakers in public places in communities.

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**CHALLENGES**

- Cultural beliefs, social norms, and religious influence, as well as social risks to conflict, can prove challenging when implementing GBV programming.

- There is currently a lack of practical training modules available, that are relevant to different contexts, to support the implementation of GBV and child protection in AA interventions.

- Local governments may consider YPEs as the only intervention option for young people and neglect the critical formation of adjunct referral pathways altogether. Concurrently, in times of crises, the role of peer educators can prove overwhelming for young people.

- Recruiting and retaining peer educators can be difficult due to the dynamic nature of young peoples’ lives.

- There can be a lack of community support, especially areas affected by conflict where young people are targets. There is also poor training and supervision available for peer educators.

- Genuine and full participation of youth in AA activities, especially young women, can be challenging due to lack of resources for AA and/or youth engagement.
**LESSONS LEARNED AND BEST PRACTICES**

- Safe spaces help increase young people’s resilience and awareness of their rights, empowering them to make informed decisions about their lives and shaping relevant anticipatory actions.

- Engaging young people as YPEs helps to build the agency of adolescent girls and young women by developing knowledge on leadership, positive decision making, SRHR and gender equality. This approach helped young people to make positive decisions affecting their personal and social well-being and strengthened their resilience ahead of crises.

- Tailoring programmes and activities based on the identified needs and risks of the different members of communities, especially girls and women, made it a successful and efficient intervention.
F. PHILIPPINES AND INDONESIA

**PROJECT TITLE**

B-READY (Building Resilient, Adaptive and Disaster Ready Communities)

**OBJECTIVE**

To protect those most at-risk ahead of extreme weather events through a local impact-based forecast model and pre-emptive cash transfers

**DONORS**

- Foreign, Commonwealth & Development Office (FCDO) of the Government of the United Kingdom
- Dutch Relief Alliance

**ACTORS**

- Plan International Philippines & Yayasan Plan International Indonesia
- Oxfam Philippines
- Global Parametrics
- Local partners:
  - People’s Disaster Risk Reduction Network (PDRRN)
  - Local Government Unit (LGU) of Salcedo and Cotabato
  - PayMaya and Smart Padala
  - Setara Foundation Indonesia

The B-READY project is an anticipatory action approach that combines three innovations:

1. Impact-based disaster forecasting – predicting the next crisis, before it hits.
2. Pre-emptive action through cash transfers – getting money to those who need it most before the crisis hits so they can prepare better.
3. Shifting from post-disaster humanitarian response to pre-emptive action – investing in communities’ resilience and preparedness to minimise the impact of the crisis...

The first step of the B-READY approach is to work with those most at-risk of severe weather and climate hazard-induced disasters. Through B-READY, data from satellite networks was combined with the community’s knowledge and lived experiences of previous disasters. With these insights, an impact-based forecast model was developed to predict disaster impacts, including how many people could be affected. The combination of traditional knowledge at community level and scientific data encourages local engagement while supporting a broad understanding of what to prepare for and when. When forecasts indicate that the impact of a

**B-READY Approach**

- Impact-based Models
  - Climate data
  - Impact forecast
- Methodology
  - Preparedness & Partnerships
  - Pre-emptive cash transfer
- Working with Vulnerable Groups
- Advocacy & Sustainability
- Learning
disaster has crossed agreed ‘trigger’ thresholds – e.g. agreed forecast wind speed or high-water levels – pre-emptive cash transfers are provided to families identified as most at-risk from the disaster. Having the cash on hand enables those most at-risk to take anticipatory actions to prepare what they need. This includes protecting their assets, bolstering their homes, evacuating to safe locations or sourcing food, medicine and water.

B-READY engaged with diverse members of the community to learn about their specific needs and the different risks they faced. These consultations helped to build awareness of the project and fostered a sense of ownership by community members. Disaster preparedness activities included training in basic life support skills, first aid and how to prepare ‘go-bags’ for evacuation. Gender equality training was also delivered to village preparedness teams, including women, men and youth groups, with the aim of developing a better understanding of gender equality and how this affects relationships within households. Women’s groups were engaged to advocate for their inclusion and protection. These interventions supported women to feel more empowered and better able to negotiate decision-making roles within the household.

“Family preparedness plans give us the necessary tools so that we know what to do and what to bring during typhoons or any disaster. Before, I would just let my wife pack our go-bags and it could contain essentials. Now I reflect that I should consider the needs of my children too. That is why they have their own go-bags. My adolescent daughter includes sanitary pads, comb and deodorant while my toddler has his favourite toy in his go-bag. Our family plan includes what my children should do and who they can trust if we get separated during a disaster. Their protection and safety are important.”

A family member in the Philippines.

The standard operating procedures (SOPs) and community plans for AA developed through the B-READY project were gender responsive, integrating protection and safeguarding measures.
Emphasis was also placed on integrating social protection elements into community savings group initiatives. As part of the disaster preparedness interventions, participating members of the community were encouraged to save funds that can be accessed ahead of a crisis as a supplement to pre-emptive cash transfers.

Community preparedness teams and protection monitors ensure that at-risk groups, including persons with disabilities and unaccompanied girls and boys, are taken care of – especially during pre-emptive evacuation. Preparedness teams play an important role in championing PGI in their communities and supporting the local government in monitoring and reporting GBV and child protection risks and concerns. Hotlines, Public Service Announcements (PSAs) and flyers communicating protection risks and information on protection services, are used to share relevant information with at-risk people across the community.

“When serving as a protection monitor, I conducted community orientations on GBV prevention and child protection. I also made sure that the group where I belong, the senior citizens, are included in disaster training or orientation. As an elderly person, what I liked about the project is that we were highlighted. Senior citizens can be victims especially during disasters. For instance, senior citizens who are sick and without a family can be neglected and may not be included in evacuation centres. That is why our voices should be heard and that they should not set us aside. At least now, we are one of the priorities, especially in evacuation. When they gave cash to prepare for a typhoon, we were given too. Some used the money to buy medicine that they can bring when they evacuate ahead of the typhoon.”

Fely, Volunteer Protection Monitor, Philippines

F. PHILIPPINES AND INDONESIA

CHALLENGES

► Despite successful outcomes from integrating PGI into AA, grant-based initiatives like the B-READY project are still dependent on funding from humanitarian actors and donors. The availability of government budgets, especially for the local level where PGI responsive mechanisms need to be strengthened, can be very limited. Local government officials also have concerns that the use of specific measures, such as pre-emptive cash transfers, may be disallowed under existing government policies.

► Engagement of men, young men and boys can prove difficult in community awareness sessions on GBV and protection issues.
LESSONS LEARNED AND BEST PRACTICES

- Influencing the government in setting up municipal/district AA teams enables the timely triggering of AA plans and protection services in coordination with local level initiatives.

- A holistic community participation approach is essential and requires sufficient time to set up and to be understood. This approach needs to recognise the important role women groups’ play in decision-making and advocating for effective and inclusive AA.

- It is important to understand the different power dynamics within the household (who holds the phone, who has the social capital, who goes out for information), the community (who has access to radio, TV, who arbitrates and makes decisions), and how these power structures create barriers and opportunities to information access within the household.

- It is important to make house visits to households with persons with disabilities, older persons, pregnant women, young mothers, and those living in more isolated areas to ensure they receive early warning messages and are aware of the risks and services available to mitigate them.

- For early warning systems (EWS) to be effective, messages need to be translated into local languages and the communication requirements of persons with disabilities need to be assessed. In addition, engaging community mobilisers in EWS is also key.

- Alternative methods to access information should be investigated, such as a community information chain, similar to a communication call tree, a commonly employed system in emergency situation for rapid communication.

- It is important to provide appropriate messaging on protection and safeguarding measures, and to build positive community relations to mitigate GBV, intimate partner violence (IPV) and inter-generational conflicts which can arise or increase as a result of receiving cash transfers.

- Community savings groups provide an important safety net, enabling members to access funds to take anticipatory actions aiming to protect themselves and their households.

- The establishment of safe spaces in evacuation centres for those most at-risk is critical to ensuring they evacuate pre-emptively. This includes ensuring the provision of adequate space with safety and privacy, and places for safe storage of livelihood assets. Measures also need to be established to prevent the transmission of infectious diseases and to make sure that psychosocial support is provided.

- Setting up transport groups in communities is instrumental in supporting local government to determine priorities for evacuation. Transport groups also encourage and support at-risk groups to pre-emptively evacuate by ensuring appropriate transport is available that can meet their specific needs. These groups can also facilitate access to safe private houses that may be better able to accommodate the needs of at-risk individuals than the evacuation centres.

- Volunteer protection monitors, gender responsive and child-friendly feedback mechanisms – and the communication of information on protection services – all support the identification of people at-risk. This includes cases of internal displacement, family separation, and others exposed to other protection risks.
The Quang Tri province in Vietnam is characterised by numerous rivers and hilly terrain, placing communities at high risk of floods during the typhoon season. The most affected populations are not well prepared for these floods due to their poor living conditions. The most at-risk groups also have limited capacity to recover from the losses and damages caused by flooding.

To address these challenges, the project worked with the local government in Quang Tri Province to develop a forecast-based early action (FbEA) approach and standard operating procedures (SOPs) to prepare for and to take action ahead of flooding in the region.

The FbEA process began by carrying out an assessment and analysis of risks and defining the specific roles and responsibilities of local agencies and stakeholders. The project worked with the Vietnam Institute of Meteorology, Hydrology and Climate Change (IMHEN) to analyse historical hydro-meteorological data and risk levels and to monitor weather and climate information for the target area. This collaboration helped to determine the appropriate flood AA triggers. In order to ensure the FbEA approach was inclusive and gender responsive, at-risk and hard to reach communities were engaged throughout the project, alongside local civil society organisations, local authorities, and national and regional duty bearers. The project developed a range of training materials and provided capacity building for local government officers and members of the community Disaster

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Risk Reduction (DRR) taskforce on protective, gender responsive and disability inclusive FbEA. A feasibility study also included an analysis of GBV risks, power dynamics and child protection risks.

Within the community-based disaster risk management (CBDRM) processes, meetings and workshops were held with government and local agencies to ensure community leaders were engaged and that at-risk groups were involved in the process and able to have their voice heard. These meetings were used to gather the opinions and feedback of different households, focusing on the different needs, perceptions and opinions of those most at-risk i.e. women (including pregnant women and female-headed households), older persons, persons with disabilities, Indigenous Peoples, and girls and boys from disadvantaged households. This exercise determined and verified the appropriate anticipatory actions to be established.

“When preparing the feasibility reports, [we] reflected the voices of the at-risk groups. When carrying out the need assessments, the difference in the capacity of at-risk groups to perform anticipatory actions for natural disaster prevention was considered thoroughly. Similarly, when developing the anticipatory actions as a step in the FbEA process, the accessibility of at-risk groups was assessed, and the lists of anticipatory actions were presented for cross-checking with local government officers in provincial-level discussions. During cash-distribution, the participation of those at-risk groups was strictly monitored.”

Project Officers
**CHALLENGES**

- Staff turnover in the local government means new staff members need to be regularly briefed on the initiative. This includes explaining the expectations of their role and how to apply PGI approaches, including community engagement approaches for different identities, needs and priorities.

- While legal and financial regulations have limited the feasibility of FbEA integrating GESI at scale, a Halong Ministerial Statement\(^\text{10}\) released in 2023 now provides a basis for progress. However, further work is needed to secure national government approval for the GESI responsive FbEA approach, including the establishment of pre-financing arrangements.

**LESSONS LEARNED AND BEST PRACTICES**

- To carry out AA effectively, collaboration is needed between different partners and service providers. This includes financial service providers for pre-emptive cash assistance, manufacturing companies for water tanks to store clean water, and suppliers to provide essential items such as food and hygiene kits.

- Integrating PGI responsive approaches into training on FbEA for local government officers is effective but requires regular follow-up training sessions.

- Advocacy and policy dialogue is needed to influence decision-makers at provincial and national levels to adopt PGI responsive FbEA as a standard practice in disaster risk management.

\(^{10}\) Ha Long Ministerial Statement on the Strengthening of ASEAN Anticipatory Action in Disaster Management (October 2023)
Plan International was one of the first organisations in Zimbabwe to develop an Anticipatory Action Framework (AAF) which integrates child protection and GBV prevention. The introduction of these approaches was critical because district level stakeholders have noted a correlation between an increase in drought risk and the occurrence of floods, with a rise in GBV cases and child protection violations.

A number of readiness and anticipatory actions have been incorporated into the framework. These include early warning messaging; cash and voucher assistance (CVA); basic service provision – including education, health and GBV; and capacity building to prevent sexual exploitation and abuse (PSEA). The AAF has been activated twice for floods and once for drought with pre-agreed financing from Plan International’s internal Early Action Fund.

The design of the AAF was informed by an assessment and analysis of barriers and coping strategies, and the collection and analysis of SADDD. This included the identification of communication barriers, including an assessment of the accessibility of early warnings. Vulnerability ranking indicators were applied for some aspects, including household coping strategies during times of crisis and mobile phone ownership. Demographic and SADDD were collected ahead of the high-risk season to support early targeting of those most at-risk. Child protection committees were also reactivated or established in communities, with strengthened mechanisms established for their activation ahead of a forecast disaster.

Participatory scenario planning with communities led to the development of community-based indicators which were then incorporated in the AAF trigger models for floods and droughts alongside scientific indicators. The community observations used to support district level triggering of AA include:
As part of the readiness phase, the project conducted child protection risk assessments and gender analysis to identify the needs of women, men, girls and boys. The AAF also incorporated safe programming approaches into the AAF, such as carrying out risk assessments on the use of Cash and Voucher Assistance (CVA) and identifying and registering at-risk households for pre-emptive cash assistance. Procedures for evacuation in the event of flood risk were discussed and agreed with the hotspot communities, including prioritisation of the evacuation of those most at-risk.

Gender responsive and child friendly feedback mechanisms were designed including linking child protection mechanisms with district civil protection committees so that relevant information on the protection needs of girls and boys could be connected to the broader civil protection system at all levels. PSEA measures were also integrated into the AAF with the provision of stakeholder training and community awareness raising sessions.

- Biophysical indicators (daily rainfall activity, pasture conditions and state of water sources).
- Access indicators (distance to water sources, number of household meals per day and school attendance).
- Production indicators (crop conditions and livestock body conditions).
- Trade indicators (local average grain and livestock prices on local markets).

A Science Club student at Rimbi Primary School in Chipinge District demonstrates how a Flood Detector works as part of EWS for communities living in low lying areas.
Evidence indicates that providing cash assistance directly to women is more effective in addressing household needs. However, some communities resist this practice, as it can challenge traditional power dynamics between men and women. This resistance could potentially increase tensions within the community and expose women to a higher risk of gender-based violence.

Each stakeholder needs to identify their own role and responsibilities for delivering an AAF, with particular emphasis on GBV prevention and child protection standards. Conducting simulation exercises reinforces these responsibilities, ensuring they are understood and acted upon.

All stakeholders need to understand the concept of AA and the added value of integrating PGI in AA. In particular, it's important for District Civil Protection Committees to identify their own needs for upskilling in equitable and inclusive AA.

Standard operating procedures need to be developed to outline each component of an AAF, map out activities, and assign roles and responsibilities to relevant stakeholders.

Financing needs to be made available within the critical window of opportunity for AA, especially for preventing GBV and child protection risks. Organisations implementing anticipatory actions need to be able to mobilise rapidly, utilising pre-arranged financing to achieve this.
KEY FINDINGS & RECOMMENDATIONS
A. ENGAGEMENT, RAISING AWARENESS AND CAPACITY STRENGTHENING

It is essential that anticipatory action (AA) responds to the needs and risks of those most at-risk. To ensure this, we must ensure inclusive and meaningful engagement with diverse groups, awareness-raising on the importance of PGI in AA and capacity strengthening for all stakeholders around Protection, Gender and Inclusion (PGI).

**BEST PRACTICES:**

- Target and consult those groups most often excluded (such as persons with disabilities, women-headed households, and women working as household helpers) to address gaps in access, build knowledge of AA, and increase capacity to understand and act on risk information e.g. through first aid and family preparedness skills.

**RECOMMENDATIONS:**

- Ensure humanitarian and development actors are aware of the differences between AA and early response, and how AA can reduce risks to their communities. As part of this, all stakeholders must understand their role and responsibility in the development of Anticipatory Action frameworks (AAFs) and how to successfully carry out anticipatory actions. Simulation exercises are essential for reinforcing these roles.

- Ensure local authorities, civil society organisations and communities are aware of the benefits of PGI responsive AA and the integration of AA into community-based disaster risk management (CBDRM). Awareness raising should be carried out in coordination with active national AA working groups and networks to ensure the approach is systematically integrated by all stakeholders.

- Raise community-based organisation’s (CBOs) awareness of their critical role in AA. CBOs are in a strategic position to engage in AA and advocate for local budget allocations to support at-risk groups to take appropriate anticipatory actions.

- Provide training to service providers and local partners to help develop, strengthen or implement their internal child protection policy, gender policy and prevention of sexual exploitation and abuse (PSEA).

- Develop training modules and guidance on GBV and child protection specifically for AA interventions. The training should be practical and provide guidance on adapting and applying approaches and tools in different contexts.

- Develop guidance and conduct specialised training on the integration of protection focused AA interventions across sectors to facilitate more coordinated action. This should include training on the use of dashboards for digital alerts utilising protection indicators.

- Facilitate collaboration between government offices, civil society organisations and communities...
to support the development of PGI responsive multi-sectoral AAFs.

- Leverage the valuable contribution that at-risk groups, including young people, can make towards successfully and equitably implementing AA. This may involve allocating resources to enable at-risk groups to develop skills and apply their knowledge to take on crucial roles in AA initiatives.

- Engage private sector actors involved in humanitarian action to upskill them on PGI responsive AA and to establish close collaboration for AA interventions.

- Inform central and local government on the benefits of AA, specifically for the prevention of GBV and child protection, and advocate for the provision of pre-agreed financing mechanisms.

- Support the effectiveness and sustainability of community-based organisations (CBOs) to carry out AA by strengthening collaboration between CBOs and local disaster management committees.

- Promote collaboration between stakeholders to facilitate knowledge sharing on the integration of protection, gender and inclusion (PGI) in AA. This could include leveraging existing platforms such as the PGI in AA Working Group of the Anticipation Hub.

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**SPOTLIGHT CASE: FBEA – VIETNAM**

“In Thanh commune, a common disaster is water rising due to heavy rain. We are all afraid of disasters, thunder, high winds, falling houses, falling trees, and being swept away. We learnt disaster prevention knowledge from our teachers. Before the rivers rise, we know how to help our parents shovel sand into bags to put on the roof and protect ourselves and older people.”

Children in Thanh commune, Huong Hoa district, Quang Tri Province, Vietnam.

**SPOTLIGHT CASE: STEP – BANGLADESH**

Local Shelter Management Committees (SMCs) organised meetings with CBOs, including women’s groups, adolescent clubs and youth clubs to investigate and help address the needs and barriers of at-risk groups and design inclusive anticipatory actions. Through the meetings, information was gathered on the barriers preventing older persons and persons with disabilities from joining SMCs, their previous experiences on using shelters, and women’s priorities in the event of evacuation.
B. RISK INFORMATION, FORECASTING AND EARLY WARNING SYSTEMS

Risk analysis should be conducted using inclusive participatory methods and contribute to systems which collect and continuously update sex, age and disability disaggregated data (SADDD). Early warning systems (EWS) need to be accessible, and PGI responsive triggers and thresholds for activation must respond to the priorities of those most at-risk.

BEST PRACTICES:

► Complement scientific triggers and risk information with community-based indicators and traditional knowledge to ensure the inclusion and responsiveness of mechanisms targeted towards those most at-risk.

► Digital and mobile applications used in community-based early warning systems enable the rapid identification of households with persons with disabilities, older persons, and other at-risk individuals. This enables local volunteers to deliver efficient and inclusive anticipatory actions to support those most at-risk before a disaster occurs.

KEY LEARNING:

► The participatory production of hazard risk maps is a highly effective way to help protect lives and livelihoods in case of a disaster. This was recognised by both adults and young people in the community. This process provides a new perspective in understanding differentiated risk factors and the actions needed to reduce those risks.

► Contextually relevant protection messaging developed through partnerships with intermediary civil society organisations who represent at-risk groups and are familiar with the local context adds value in efforts to promote PGI responsive AA. This is particularly important in fragile and conflict-affected situations.

12. A trigger is a predetermined criterion that, when met, is used to initiate actions. Glossary Of Early Action Terms (REAP, 2022 Edition)
RECOMMENDATIONS:

▶ Advocate for governments to increase their commitments to PGI responsive AA, including the implementation of community-based early warning systems (CBEWS) that effectively target at-risk households and individuals. Support efforts to change or influence people’s perspective on gendered protection risk and the importance of deliberately including differentiated protection messaging in early warnings.

▶ Promote PGI responsive EWS through building partnerships among all EWS stakeholders across its four components: (i) risk knowledge, (ii) monitoring and warning services, (iii) dissemination and communication, and (iv) preparedness and response capability. Encourage meaningful engagement with at-risk groups in the design of early warnings to ensure the rights and protection of women, girls and boys, older persons and persons with disabilities.

▶ Accommodate the diverse needs of different at-risk groups (such as the accessibility needs of persons with disabilities and older persons) when planning engagement opportunities, establishing feedback mechanisms and designing community-based early warning systems.

▶ Promote the application of PGI responsive impact-based forecasting methods along with localised trigger mechanisms at the community level.

▶ Systematically integrate sex, age and disability disaggregated data (SADD) to contextualise and interpret contextual circumstances of those at-risk, and for planning the dissemination and communication of targeted early warnings.

▶ Promote the use of pre-crisis disaster protection gendered data to inform PGI responsive triggers.

▶ Improve feedback and reporting mechanisms, and the dissemination of warnings and public service announcements. This could include going house-to-house to reach marginalised households. Effective feedback and reporting processes help to identify households for anticipatory action, improve the monitoring of risks, support the adaptation of planned interventions, and ensure the provision of protection services by different government agencies.

▶ Promote the integration of AA into established government structures for disaster risk management – including community-based disaster risk management programmes – by including planning for community-based AA.

▶ Promote regular and in-depth consultations with governments when planning AA initiatives. This ensures that the systems and approaches developed – such as digital early warning platforms – are adopted and integrated into national disaster management systems.

▶ Establish guidelines for developing triggers and standard operating procedures for AA activation. These guidelines must account for the needs and concerns of diverse at-risk groups and should be established within disaster management planning at all administrative levels.

**SPOTLIGHT CASE: INDONESIA**

Inclusion Data Management: Participatory action research with women, older persons, and persons with disabilities perspectives

- Gain support, collaboration, and ownership from communities and stakeholders
- Formation of a Research Team with the Community
- Capacity Building tailored to research contexts such as PSEAH, DRR and HIS, FPAR

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Diagram: Stages of research

Plan International Indonesia and partners\(^{14}\), with funding from ELRHA\(^{15}\), have developed an innovative data collection method that integrates Views from the Frontline (VFL) guidelines\(^{16}\) and the Feminist Participatory Action Research (FPAR) method to encourage inclusive research which involves, and is led by women, young people, girls and boys with disabilities and the elderly. The aim is to improve existing methods of data collection by state agencies to address gaps in the availability and completeness of data from older persons, young people and persons with disabilities, so that AA and preparedness can meaningfully address their needs. This involves the following stages of consultation: the provision of training on inclusion and protection standards; research, analysis and action planning – including for AA; and socialisation to gain and build support. This process fosters collaboration among various government agencies and stakeholders to ensure a coordinated approach to inclusive data management and informs how the protection system can be changed to incorporate the needs of at-risk groups. These methods and tools are being developed further through a pilot for AA to volcanic risk of Mount Merapi, Java which is focused on older persons, youth and persons with disabilities.

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**SPOTLIGHT CASE: COMMUNITY-BASED LANDSLIDE EARLY WARNING SYSTEM PAHIRO ALERT – NEPAL**

The development of a user-friendly app, Pahiro Alert, was informed by sex, age, caste, and disability disaggregated data collected through household surveys and validated with local disaster management committees (DMCs). This data helped identify households with persons with disabilities, older persons, and other at-risk individuals. The app, which also uses data on landslide exposure, enables local DMCs and other local stakeholders to provide targeted AA support to those most at-risk.

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14. YAKKUM Emergency Unit (YEU), Perkumpulan Disabilitas Klaten (PPDK) with support from ELRHA, UKAID, Norwegian Ministry of Foreign Affairs and Plan International
15. [https://www.elrha.org/](https://www.elrha.org/)
16. [https://www.gndr.org/project/views-from-the-frontline/](https://www.gndr.org/project/views-from-the-frontline/)
C. PLANNING, OPERATIONS & DELIVERY

AA plans and frameworks need to be responsive to protection, gender and inclusion (PGI). Preparedness and response capabilities, including community-based preparedness capacities and early warning dissemination and communication, must be strengthened for effective coordinated delivery of AA interventions that target those most at-risk.

BEST PRACTICES:

▸ Approaches such as safe spaces for young people, the youth peer educators’ model in schools and communities, and Champions of Change training for girls and boys used in Education in Emergencies (EiE), all offer opportunities to inform and influence communities on the development of their capacities for AA.

▸ Applying a no-regrets approach\(^\text{17}\) has the potential to lead to multiple benefits for protection, gender and inclusion. If AAFs are triggered but forecast impacts are not realised, these activations still help to revive and maintain community-based protection structures and contribute to longer term resilience.

▸ Strengthening protection monitoring mechanisms for AA helps to ensure that those most at-risk are prioritised for evacuation and assistance, sexual abuse is prevented, and referral services including for GBV and COVID-19 are accessible. Implementing preparedness measures for AA provides additional benefits in terms of strengthening the overall communication and monitoring of information mechanisms with community protection structures due to the necessity for strengthened protection monitoring systems.

KEY LEARNING:

▸ An intersectoral and intersectional approach needs to be applied to integrate protection when implementing AA initiatives. For example, installing visible GBV prevention watch posts help in minimising risks of sexual abuse and harassment to women and girls.

RECOMMENDATIONS:

▸ Analyse gender-based rights violations, norms, attitudes and behaviours that reinforce GBV, and integrate these findings into the design of programmes. This helps to develop AA roles and services across government agencies that are safe, inclusive, and which promote the dignity of at-risk groups, especially women and young people.

▸ Develop and strengthen partnerships with women’s groups and local organisations familiar with the context to promote gender and age-responsive AA, especially in conflict and in the context of Indigenous Peoples’ areas.

\(^{17}\) Disaster risk management actions taken in advance of a hazardous event that provide benefits to the receiving population irrespective of how or whether a disaster occurs (REAP Glossary of terms, 2022)
Target and prioritise at-risk groups using a protection, gender-responsive and inclusive lens, including an analysis of different coping mechanisms to inform the selection and deployment of effective anticipatory actions.

Strengthen the capacity of duty-bearers and other actors to adopt anticipatory actions that are integrated with GBV prevention and child protection. This helps to mitigate and respond to marginalisation created from intersecting identities.

Promote the meaningful engagement of girls and boys, young people and children with disabilities in pre-disaster cash transfer and family preparedness planning. Apply gender and inclusion specific risk assessments and conflict sensitivity analysis and analyse the risk of cash transfer options to ensure cash transfers Do No Harm and instead build the resilience of beneficiaries ahead of emergencies.

Focus advocacy efforts to call for stronger and systematic integration of PGI in AAFs, including when deploying targeted safe CVA as an AA.

Ensure the development of inclusive impact-based forecasting models and standard operating procedures (SOPs) that are tailored to the needs of those at-risk. These must pay close attention to gender and other identities in coordination with local, provincial or city authorities for disaster risk management to guarantee ownership and more inclusive policies and programmes.

**SPOTLIGHT CASE: RAISE ABOVE – PHILIPPINES**

Plan International Philippines has integrated the application of the Gender with Age Marker, along with their internal safeguarding and protection of sexual exploitation and abuse (PSEA) policies and procedures, into AA initiatives. Awareness of the importance of incorporating these mechanisms and approaches into AA has also been raised during activities to influence the practices of government and networks. Respondents’ narratives have underscored the importance of strengthening the Do No Harm culture and child protection policies in order to better protect children and guarantee their rights, both in AA and emergency response. Internally, respondents also cited the need for mandatory training on PSEA for all networks and partners.

**SPOTLIGHT CASE: AAF – ZIMBABWE**

The design of a AAF for flood and drought was informed by the analysis of differentiated barriers and coping strategies. This included the identification of risk and early warning communication barriers. The collection and analysis of demographic data along with SADDD supported the targeting of those most at-risk. Additionally, participatory scenario planning with communities led to the development of community-based indicators which were incorporated into the AAF trigger models alongside scientific indicators.

D. FINANCING ANTICIPATORY ACTION

Risk financing for AA needs to be allocated and designed to be responsive to protection, gender and inclusion (PGI).

BEST PRACTICES:

► Access to cash in-hand before a disaster ensures people are able to buy from their local markets and shops, keeping money circulating in the local community. To facilitate access to cash assistance, encourage enrolment in digital cash and debit cards. The use of digital cash also reduces risks when travelling to collect cash in person and contributes to improved financial literacy.

KEY LEARNING:

► Community preparedness is pivotal for effective AA. This includes increasing the capacity of the community – including women and young people – in assessing risks, developing plans, monitoring early warning, implementing coordinated anticipatory actions, and managing finances at both household and community level.

► People who received pre-emptive cash transfers actively engaged in preparedness planning and action ahead of disasters, including buying essential items and evacuating early to safer areas.

RECOMMENDATIONS:

► Support pilot initiatives to test models for longer-term provision of pre-agreed financing mechanisms. Pilots are also recommended to embed PGI responsive approaches in local mechanisms.

► Promote the application of a youth and intergenerational lens when implementing anticipatory actions and integrate this into government contingency planning and financial planning.

► Allocate public resources across different age groups by strengthening institutions providing services for different groups. In the Philippines, for example, this includes the Barangay (Village) Council for the Protection of Children (BCPC), Barangay focal on Violence Against Women and their Children (VAWC), and the Municipal Social Welfare and Development Office.

► Integrate social economic empowerment activities that promote women’s leadership and their participation in protection programming into AA.

► Align AA financing to government policies, sectoral strategies and priorities – including protection, gender and inclusion related policies and budgets.
SPOTLIGHT: RECOMMENDATIONS ON SAFE CASH AND VOUCHER ASSISTANCE (CVA) IN AA – EL SALVADOR

- Conduct assessments to determine safe CVA delivery mechanisms for women as part of anticipatory actions. This includes an analysis of social and gender norms and gendered power dynamics at household level.
- Incorporate the Do No Harm approach into CVA-based anticipatory actions by including an analysis of how cash could affect intimate partnership or intra-community relations. Conduct regular protection analyses (e.g. GBV risk, child and early forced marriage and early pregnancy) as part of CVA programming through engagement with women and girls of different ages, with disabilities, and other identities which may lead to exclusion.
- Include a communication component within CVA anticipatory action on the mechanisms of cash transfer or redemption of vouchers, as well as guidance on the use of the cash disbursed. Ensure that CVA information sessions and materials accommodate the needs of all women, including older women, women with disabilities, adolescents and women with lower levels of literacy.

SPOTLIGHT CASE: B-READY PHILIPPINES

Plan International Philippines is lobbying local government units (LGUs) to study how the government’s conditional cash transfer can support AA. The effort, if successful, will potentially demonstrate that social protection systems can be used to provide cash assistance at scale, supporting AA and the integration of GBV and Child Protection risk prevention in its implementation. As a result, the path to use pre-existing government social protection mechanisms could be explored further. Philippines government partners are now also working towards policies to allocate funds which can be released ahead of disasters.

Recognising the value of AA brought about by the B-READY Project, the local legislating body of Salcedo, Sangguniang Bayan, passed a resolution adopting the use of the parametric model developed in the project by Global Parametrics for pre-emptive disaster response by LGUs. This resolution will now be used as a basis by the incumbent mayor to release funds from the LGU’s Maintenance and Other Operating Expenses (MOOE) allocation to help sustain the initiative and expand to more barangays in the municipality. According to the mayor, around Philippine Peso 5 million (80,000 Euros) will be allocated annually during his term for pre-emptive disaster response. After the project, the local legislative council passed a resolution to approve the continuation of the B-READY initiative. At the national level, House Bill 09935 – An Act Institutionalizing Mechanism for AA – is on its first reading in Congress and being sponsored at the Senate.
E. MONITORING, EVALUATION, LEARNING, AND ADVOCACY

Protection, gender and inclusion (PGI) elements need to be integrated into anticipatory action (AA) monitoring, evaluation and learning systems to ensure AA interventions are continuously improved to protect those most at-risk.

BEST PRACTICES:

- After observing successful outcomes from B-READY, the local government is improving their policies and programmes through the adoption of the trigger model and the allocation of budget to continue the initiative. This will lead to more inclusive and tailored interventions targeting those most at-risk.

RECOMMENDATIONS:

- Establish joint feedback mechanisms with disaster management committees to improve coordination, collaboration and accountability. This will ensure more efficient feedback handling, better service delivery and increased public trust in the system.

- Emphasise PGI in AA advocacy messaging in addition to dominant messaging focused on the economic benefits of AA.

- Document and disseminate evidence and learning on protection trigger indicators, such as those associated with internal displacement and irregular migration and disseminate learning through AA platforms.

- Develop AA monitoring and evaluation systems that apply protection and gender impact indicators. Capture and disseminate learning through anticipatory action platforms and key messaging toward government agencies.

- Share lessons and experiences of PGI responsive AA with other countries by ensuring it is on the agenda of regional disaster management committees (e.g. ASEAN) and included in events to advocate for adoption by Member States.

- Engage in government-level AA efforts as this presents an important opportunity to raise awareness and influence the inclusion of PGI into AAFs. For example, the Government of Zimbabwe is currently working on the development of an AA Roadmap.

- Promote the integration of PGI responsive AA for inclusion in regional agreements (e.g. ASEAN) and Disaster Management and Emergency Response work programmes.

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20. Ha Long Ministerial Statement on the Strengthening of ASEAN Anticipatory Action in Disaster Management (October 2023)
SPOTLIGHT CASE: FBEA – VIETNAM

The ASEAN Training Module on GESI responsive AA was developed through a collaborative process between the ASEAN Committee on Disaster Management (ACDM) and the regional consortium team of the Vietnam FbEA initiative of CARE International, Plan International and World Vision funded by ECHO. This included consultations with practitioners in Vietnam experienced in the application of these approaches. The importance of this training module to support the institutionalisation of GESI responsive AA is emphasised in a ministerial statement; “we encourage the ASEAN Committee on Disaster Management and the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management to integrate regional planning for preparedness, AA and response into a comprehensive approach, while taking into consideration gender equality, disability and social inclusion”. This training module has gone on to be piloted by the consortium members, including Plan International, to gather and share further experiences from its application.

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22. Refer to Plan International Vietnam FbEA case study.
23. Ha Long Ministerial Statement on the Strengthening of ASEAN Anticipatory Action in Disaster Management (October 2023)
OVERVIEW OF PLAN INTERNATIONAL

Plan International is a global children’s charity striving for an equal world. One where every child can reach their full potential and every girl can choose her own future. We bring people together to protect children’s rights and keep girls safe, in school and in control of their bodies – even when disaster strikes.