



ASSOCIATION
OF SOUTHEAST
ASIAN NATIONS

ASEAN Framework on Anticipatory Action in Disaster Management



The Association of Southeast Asian Nations (ASEAN) was established on 8 August 1967. The Member States are Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam. The ASEAN Secretariat is based in Jakarta, Indonesia.

For inquiries, contact:
The ASEAN Secretariat
Community Relations Division (CRD)
70A Jalan Sisingamangaraja
Jakarta 12110, Indonesia
Phone: (62 21) 724-3372, 726-2991
Fax: (62 21) 739-8234, 724-3504
E-mail: public@asean.org

Catalogue-in-Publication Data

ASEAN Framework on Anticipatory Action in Disaster Management
Jakarta, ASEAN Secretariat, June 2022

363.34595

1. ASEAN – Disaster Management – Emergencies Response
2. Framework – Policies

ISBN 978-623-5429-00-7 (EPUB)



ASEAN: A Community of Opportunities for All

The text of this publication may be freely quoted or reprinted, provided proper acknowledgement is given and a copy containing the reprinted material is sent to the Community Relations Division (CRD) of the ASEAN Secretariat, Jakarta.

General information on ASEAN appears online at the ASEAN Website: www.asean.org

Copyright Association of Southeast Asian Nations (ASEAN) 2022.
All rights reserved.

The ASEAN Framework on Anticipatory Action in Disaster Management was implemented in collaboration with the ASEAN Secretariat and developed with support from the 'Pilot Programmatic Partnership' between Food and Agriculture Organization of the United Nations (FAO) and the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO). Support for the Framework was also rendered by the German Federal Foreign Office (GFFO). Technical guidance and inputs were provided with thanks to ODI and the Asia-Pacific Regional Technical Working Group on Anticipatory Action.





ASSOCIATION
OF SOUTHEAST
ASIAN NATIONS

ASEAN Framework on Anticipatory Action in Disaster Management

Contents

Foreword	v
Executive Summary	vi
1. Introduction	1
2. Common ASEAN definition of anticipatory action	5
2.1. Defining anticipatory action	5
2.2. The key characteristics of anticipatory action: Time bound, Protective Intent, Preagreed and risk-informed triggers	7
2.3. Locating anticipatory action within DRM cycle	8
2.4. Stakeholders involved in anticipatory action	9
2.5. Setting up an anticipatory action system: Three building blocks	10
2.5.1. Risk information, forecasting and early warning systems	11
2.5.2. Planning, operations, and delivery	11
2.5.3. Pre-arranged finance	13
3. The relevance of anticipatory action to ASEAN	14
3.1. The potentials and limitations for anticipatory action in AMS	14
3.2. Alignment of ASEAN disaster risk management policies and processes toward anticipatory action	16
4. Plan of Action for 2021-2025	23



Boxes, figures and tables

Box

Box 1 Consultation process	4
Box 2 ASEAN definition of anticipatory action	6
Box 3 Experience from anticipatory action interventions in ASEAN Member States: anticipatory action for heatwaves in Hanoi, Viet Nam	12
Box 4 Allocation of government preparedness funds to implement anticipatory action in the Philippines	13

Figures

Figure 1 Key characteristics of anticipatory action	9
Figure 2 Building blocks of anticipatory action systems	10
Figure 3 Contextual factors affecting anticipatory action	15
Figure 4 ASEAN vision for anticipatory action	23
Figure 5 ASEAN vision	24

Tables

Table 1 Anticipatory action alignment with ASEAN policies and plans in disaster management	17
Table 2 Target actions and progress indicators for 2021–2025	28

Acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
AATF	Anticipatory Action Task Force
AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on disaster management
AJDRP	ASEAN Joint Disaster Response Plan
AMS	ASEAN Member States
ASEAN	Association of Southeast Asian Nations
ASMC	ASEAN Specialised Meteorological Centre
AWP	AADMER Work Programme
DM	disaster management
DMRS	Disaster Monitoring and Response System
DRM	disaster risk management
DRR	disaster risk reduction
DRSP	Disaster responsive social protection
EAP	early action protocol
ENSO	El Niño Southern Oscillation
ERAT	Emergency Response and Assessment Team
EWS	early warning system
FAO	Food and Agriculture Organization of the United Nations
IBF	impact-based forecasting
IFRC	International Federation of Red Cross and Red Crescent Societies
IMHEN	Vietnam Institute of Meteorology, Hydrology and Climate Change
NDMO	National Disaster Management Office
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
REAP	Risk-informed Early Action Partnership
RIMES	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia
RCWG	Regional Cash Working Group
RTWG	Regional Technical Working Group
SASOP	Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations
SEADRIF	Southeast Asia Disaster Risk Insurance Facility
SOP	standard operating procedure
UN	United Nations
VNHRC	Vietnam Human Rights Committee
WFP	World Food Programme

Foreword

The ASEAN Framework on Anticipatory Action in Disaster Management represents a significant shift in how the Association of Southeast Asian Nations (ASEAN) plans to tackle natural hazard-related disasters. The region is moving towards mechanisms for preparedness and response that can operate based on the One ASEAN One Response principles of speed, scale and solidarity. As climate change continues to increase the occurrence and intensity of extreme events, anticipatory action is fast becoming a critical approach in comprehensive disaster risk management.

Rapid technological advances have allowed for early warning information to be more accurate, readily available and better communicated than ever before. Meteorological agencies can increasingly predict extreme events that have the potential to result in significant economic and social losses. These gains come with the responsibility to act on warnings and ensure no one is left behind. Anticipatory action is an approach to translating warnings into action, in order to protect people and assets before a hazard develops into a disaster.

There is a strong rationale for increasing investment in anticipatory action: a growing bank of evidence shows that these approaches can be effective and cost-efficient, and can provide a dignified way to manage disaster risks. Taking an anticipatory approach within disaster risk management can contribute to reducing humanitarian needs as well as minimising and averting loss and damage caused by climate change.

This Framework represents a landmark commitment from ASEAN to move the anticipatory action agenda forward in the sub-region. It supports ASEAN in achieving its long-term goals of securing a climate-resilient future – particularly as one of the most disaster-prone regions in the world.

The Framework offers three critical directions. It provides guidance for defining anticipatory action for the region. This is a core aim of the document, particularly due to the proliferation of terms that have emerged around the approach over the years. Second, the contextualises the concept, offering three-building blocks to provide guidance and structure to national and regional anticipatory action efforts. Finally, it lays out an action plan that ASEAN Member States set through to 2025, and practical steps for policymakers and practitioners from the concerned sectors – social welfare, disaster risk management, agriculture and livelihoods, water and sanitation, among others – to work together in building the necessary foundations for leveraging anticipatory actions.

Existing ASEAN policies and frameworks, in particular the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021–2025, provide concrete entry points for advancing anticipatory action and offer opportunities for further alignment and integration of anticipatory action within disaster risk management systems.

The Framework showcases the need for coherency, collaboration, and forward vision as anticipatory action gains pace within the region and globally. The technical support rendered by the Food and Agriculture Organization of the United Nations (FAO) and Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) to ASEAN over years, and through the Pilot Programmatic Partnership, has been critical to advance the learning and adoption of anticipatory action approaches for this Framework.

It is our hope and expectation that this Framework will provide more rigorous resources for professionals and policymakers; accelerate ASEAN's effort in building a resilient ASEAN Community; and strengthen cooperation between ASEAN and partners in the years to come.



A handwritten signature in black ink, appearing to read 'Boontham', with a long, sweeping underline.

Mr. Boontham Lertsukekasem

Director-General, Department of Disaster Prevention and Mitigation,
Ministry of Interior, Thailand
Chair of ASEAN Committee on Disaster Management

Executive Summary

Anticipatory action is a core part of disaster risk management (DRM) but is not often implemented systematically. The ASEAN Framework on Anticipatory Action in Disaster Management aims to ensure that early warnings are reliably translated into effective anticipatory action to reduce the negative impacts of disasters across the region.

A common understanding within the Association of Southeast Asian Nations of what anticipatory action means within the context of disaster management is critical to strengthen anticipatory action at the regional level, and for ASEAN to work with Member States and partners on this agenda. Regional coordination is also key to facilitating the exchange of knowledge and best practices as outlined in the vision of the ASEAN Agreement on Disaster Management and Emergency Response:

“to provide effective mechanisms to achieve substantial reduction of disaster losses in lives and in the social, economic and environmental assets of the Parties, and to jointly respond to disaster emergencies through concerted national efforts and intensified regional and international co-operation in the spirit of solidarity and partnership.”¹



@FAO/Cambodia

1 ASEAN. 2005. *ASEAN Agreement on Disaster Management and Emergency Response (AADMER)* (<https://asean.org/asean-agreement-on-disaster-management-and-emergency-response-vientiane/>)

This Framework defines anticipatory action as a set of interventions that are carried out when a hazard poses imminent danger based on a forecast, early warning, or pre-disaster risk analysis. Anticipatory actions are taken by individuals and organizations before an anticipated disaster, to mitigate its impact on people, assets and infrastructure.

There are three common characteristics of anticipatory actions implemented by organizations as part of comprehensive disaster risk management:



They are time bound



They have a protective intent



They rely on pre-agreed and risk-informed triggers

In this Framework, anticipatory action is proposed to have three major building blocks:



Risk information, forecasting and early warning systems



Planning, operations, and delivery



Pre-arranged finance

In aligning DRM systems to deliver anticipatory action, ASEAN Member States and regional bodies should ensure the three building blocks are at the core of policy and implementation.

On the basis of the joint definition, common characteristics, and building blocks of anticipatory action, this Framework articulates an ASEAN vision and action plan for anticipatory action. ASEAN envisions a future in which anticipatory action is an integral part of disaster management in the region.

The Plan of Action for 2021–2025 that accompanies this Framework outlines 12 regional target actions and accompanying indicators to monitor progress for implementing the three building blocks. In addition, it proposes five regional target actions for monitoring, evaluation and learning on anticipatory action. The plan of action provides suggestions for coordination with regional and national-level actors and external partners to strengthen anticipatory action in ASEAN. The plan of action further builds on the principles of collaboration and alignment of anticipatory action with existing DRM policies and programmes in the region.

The ASEAN Framework on Anticipatory Action in Disaster Management was developed between November 2021 and May 2022 through a series of consultations with ASEAN sectoral bodies, centres and external partners including those from the Asia-Pacific Regional Technical Working Group on Anticipatory Action.²

2 Anticipation Hub. *Regional technical working group on anticipatory action Asia-Pacific* (<https://www.anticipation-hub.org/exchange/working-groups/regional-technical-working-group-on-anticipatory-action-asia-pacific>)



1 Introduction

The ASEAN Framework on Anticipatory Action in Disaster Management provides guidance for defining and contextualising anticipatory action at the regional level with some considerations for its implementation by Members of the Association of Southeast Asian Nations. This Framework outlines three building blocks of anticipatory action and proposes a Plan of Action for 2021–2025 with the primary aim to streamline anticipatory action in disaster risk management (DRM) through joint regional efforts. The implementation of the action plan will strengthen the ASEAN's vision of building disaster-resilient nations and communities.

The ASEAN region is one of the most at-risk regions in the world. Countries are exposed to a variety of climate-related hazards, including floods, storms, typhoons, droughts and extreme temperatures. Even though the region is also heavily exposed to geophysical hazards such as tsunamis and earthquakes (primarily due to Indonesia's extensive earthquake exposure), the largest share of economic and human damage across countries is attributed to hydrometeorological and climatological hazards, particularly tropical cyclones, floods and droughts.³ Nearly half of the ASEAN population or over 300 million people are exposed to cyclones, which also threaten USD 3.5 trillion of economic exposure. Floods are the most common disaster event on record in the region, with 13 percent of the ASEAN population and USD 926 billion capital stock exposed.⁴ In 2015–2016 and 2018–2020, the harshest droughts in decades affected more than 70 percent of land area in Southeast Asia, with over 325 million people facing moderate drought conditions, and over 210 million enduring severe drought conditions during the peaks.⁵

Climate change is making some hazards more frequent and more intense in the region.⁶ There are already signs that climate change is contributing to a rise in the amounts of rainfall that are associated with tropical cyclones.⁷ With continued warming, cyclone-associated heavy rains, as well as the average peak wind speed of cyclones, are likely to further increase.⁸ At the same time, droughts are likely to become more severe and geographically widespread across the ASEAN region in the future. A greater variation in rainfall, combined with rising temperatures, is projected to increase

3 ESCAP. 2021. Resilience in a Riskier World. Managing systemic risks from biological and other natural hazards. Asia-Pacific Disaster Report 2021. Bangkok: Economic and Social Commission for Asia and the Pacific (<https://www.unescap.org/kp/2021/asia-pacific-disaster-report-2021>)

4 ASEAN Risk Monitor and Disaster Management Review (ARMOR) 2nd edition. Jakarta: AHA Centre (<https://ahacentre.org/publication/armor-2nd-2020/>)

5 ESCAP and ASEAN (2021) Ready for the dry years: building resilience to drought in South-East Asia. Second Edition (https://www.unescap.org/sites/default/d8files/knowledge-products/Ready_for_the_Dry_Years_Second_edition.pdf.pdf)

6 ASEAN Risk Monitor and Disaster Management Review (ARMOR) 2nd edition. Jakarta: AHA Centre (<https://ahacentre.org/publication/armor-2nd-2020/>)

7 WMO. 2019. The Global Climate in 2015–2019. Geneva: World Meteorological Organization (https://library.wmo.int/doc_num.php?explnum_id=9936)

8 IPCC. 2012. *Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation*. A Special Report of Working Groups I and II of the Intergovernmental Panel on Climate Change [Field, C.B., V. Barros, T.F. Stocker, D. Qin, D.J. Dokken, K.L. Ebi, M.D. Mastrandrea, K.J. Mach, G.-K. Plattner, S.K. Allen, M. Tignor, and P.M. Midgley (eds.)]. Cambridge and New York: Cambridge University Press (https://archive.ipcc.ch/pdf/special-reports/srex/SREX_Full_Report.pdf)

drought risk.⁹ The Intergovernmental Panel on Climate Change Sixth Assessment Report (IPCC AR6) Working Group II confirms in its report that climate change has worsened disaster impacts on people, settlements, ecosystems and infrastructure.¹⁰ In the medium to long term, more severe disasters are projected to pose increased risks to food and water security, human health, and urban infrastructure, pinching already stretched national budgets and international aid allocations.

Technological advances are making it easier than ever before to forecast the occurrence and location of hydrometeorological hazards. With the growing availability of information comes a growing responsibility to act on it. Anticipatory action is an approach which systematically links early warnings to action plans, delivery mechanisms and funding modalities that are designed to protect communities, assets, and infrastructure when a hazard poses imminent danger.

Anticipatory action pilots across the globe and applications in ASEAN Member States show that anticipatory action can help people avoid disaster losses and protect vital assets by providing support before a crisis takes place.¹¹ In recent years, the anticipatory action community of practice has built up a wealth of lessons ranging from the design, setup and activation of anticipatory action programmes, strategies and policies. The fact that anticipatory action saves lives and livelihoods is reason enough to invest in it. Beyond that, it also makes financial sense to operate this way, as budgets struggle to keep up with crisis relief needs. Cost–benefit analyses, including experiences in AMS, have shown that for every USD 1 invested in anticipatory action, families can gain between USD 0.8 and USD 7 in benefits and avoided losses.¹² In addition to financial benefits, anticipatory action can support resilience efforts, curb malnutrition, protect food security, and provide a more dignified approach to aid.

Integrating anticipatory action into DRM is an extension of the commitments that ASEAN has made to innovate and improve the way disasters are managed. These standing commitments are reflected in the 2015 Declaration on Institutionalizing the Resilience of ASEAN and Its Communities and Peoples to Disasters and Climate Change; the ASEAN Vision 2025 on Disaster Management; ASEAN Agreement on Disaster Management and Emergency Response Work Programme 2021–2025; and the Information and Communications Technology Roadmap on Disaster Management for 2025, to name a few. They are also enshrined in the One ASEAN One Response principles of achieving a faster response (speed), mobilising greater resources (scale), and establishing stronger coordination to ensure a collective ASEAN response to disasters (solidarity). Anticipatory action offers a method of translating these commitments into action, so that AMS can demonstrate global leadership in DRM and mitigate disaster impacts on at-risk populations.

As anticipatory action has grown in popularity, so has the language used to define the approach. Confusion over terminology has emerged, which poses a genuine barrier for progress. It is therefore vital that ASEAN seeks multilateral consensus on the parameters, standards and best practices in anticipatory action. This Framework sets out a common approach and guidance for anticipatory action, while leaving the necessary flexibility for national and subnational agencies to work within their mandates and adapt approaches to local circumstances.

9 ESCAP and ASEAN. 2020. *Ready for the dry years: building Resilience to drought in South-East Asia with a focus on Cambodia, Lao People's Democratic Republic, Myanmar and Viet Nam*: 2020 update. Bangkok: Economic and Social Commission for Asia and the Pacific and Association of Southeast Asian Nations (<https://www.unescap.org/sites/default/files/publications/Ready%20for%20the%20Dry%20Years.pdf>)

10 IPCC. 2022. *Climate change 2022: impacts, adaptation, and vulnerability*. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change [H.-O. Pörtner, D.C. Roberts, M. Tignor, E.S. Poloczanska, K. Mintenbeck, A. Alegría, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem, B. Rama (eds.)]. Cambridge University Press. In Press

11 ASEAN *Risk Monitor and Disaster Management Review (ARMOR)* 2nd edition. Jakarta: AHA Centre (<https://ahacentre.org/publication/armor-2nd-2020/>)

12 FAO. 2020. *The Philippines – impact of early warning early action*. Rome: FAO (<https://www.fao.org/resilience/resources/resources-detail/en/cj1287660/>)

This Framework articulates what anticipatory action looks like, both in definition and process, for the ASEAN region. It strives to create harmonisation of the approach to guide ASEAN Member States on uptake and application. For anticipatory action to be effectively mainstreamed, inclusive of vulnerable groups, and sustainable, we need clarity, coherence, and integrity of concept. Without these, we risk a fragmentation of approaches and evidence, preventing a scaling of best practice.

It is also important to acknowledge that the core principles of anticipatory action – acting ahead of a disaster when a forecast is issued to prevent or mitigate expected impacts – is not new for the region. National and subnational governments are already implementing policies and plans that can be considered anticipatory action, or are conducive to anticipatory action, but these are not necessarily linked into the global discourse and community of practice. Examples of anticipatory action practices include evacuating people and livestock based on a typhoon warning, or installing water storage facilities on the premise of drought warnings. Anticipatory action builds on these existing systems, with a focus on improving the reliability of how forecasts are translated into early warnings and adequate and timely actions aimed at protecting the lives and livelihoods of at-risk populations.



The aim of producing the framework is to help advance implementation of anticipatory actions in the ASEAN region while supporting ASEAN in spearheading a common language, objectives and ambition for the global community working on anticipatory action. It represents a landmark commitment from ASEAN to move the anticipatory action agenda forward in the subregion in support of a climate-resilient future. It should be seen as a vehicle to accelerate regional policies and support ASEAN in implementing global frameworks, including the Sendai Framework for Disaster Risk Reduction, the Paris Agreement on Climate Change, and the Sustainable Development Goals. An anticipatory approach can achieve these commitments by addressing the humanitarian–development nexus and gaps between disaster risk management and climate change adaptation, maximising climate science and disaster risk finance.

Looking ahead to 2025, this Framework highlights prioritised actions in a regional action plan to move forward with the anticipatory action agenda. This Framework is not legally binding and not imposing on AMS. Rather, it provides a guide to how countries can work together and work with partners based on a collective understanding and point of reference for scaling up and accelerating progress in making anticipatory action an integral part of DRM in the region.

Box 1: Consultation process

The development of the ASEAN Framework on Anticipatory Action in Disaster Management was carried out through a participatory process from November 2021 to May 2022. The ASEAN Committee for Disaster Management endorsed the development of the Framework on 9 November 2021 and consultations commenced thereafter.

Extensive stakeholder consultations were conducted to discuss the formulation of the Framework with relevant ASEAN sectoral bodies, working groups and centres, including: the ASEAN Committee on Disaster Management (ACDM); ASEAN Cross-Sectoral Coordination Committee on Disaster Risk Financing and Insurance (ACSCC DRFI); Technical Working Group on Protection, Gender, and Inclusion (TWG-PGI); ASEAN Committee on Women (ACW); ASEAN Coordinating Centre on Humanitarian Assistance on disaster management (AHA Centre); ASEAN Specialised Meteorological Centre (ASMC); and key regional partners through the Asia-Pacific Regional Technical Working Group on Anticipatory Action. The sessions were designed to ensure the relevance of the Framework and its ownership by ASEAN Member States. Surveys were also deployed to provide another avenue for participants to provide written feedback and input to the Framework. The ASEAN definition of anticipatory action and the action plan were jointly developed based on input from these consultations.

2 Common ASEAN definition of anticipatory action

2.1. Defining anticipatory action

Undertaking anticipatory action at regional, national and local scales will require a strong shared understanding of the concept between regional, national, and subnational institutions, ASEAN Member States, and partners. Agreeing on terminology is important for all aspects of disaster risk management, but a common definition is particularly crucial for anticipatory action, given the rapid timeframes for action; the wide breadth of interventions that could be undertaken once an early warning is issued; and the need to carefully target these. Long before a hazard looms, each actor must already agree on the parameters of anticipatory action, their roles and responsibilities, and the coordination mechanisms for the delivery of anticipatory actions.

This Framework sets out a common definition of anticipatory action for the region. It lays out how AMS integrate anticipatory action within their DRM systems and how they understand the role of anticipatory action within these systems. By doing so, this Framework aims to protect the integrity of the anticipatory action concept so that AMS can confidently allocate financial and technical resources for anticipatory action, knowing how and when the resources will be used, and how they will contribute to mitigating disaster losses and/or improving disaster response. While anticipation is at the heart of disaster management planning, it has not systematically resulted in adequate action even in anticipated disasters largely because resources have not been reliably allocated or pre-agreed.

Anticipatory action is relevant for hydrometeorological and climatic hazards, which can be forecast with increasing accuracy. Seismic hazards, such as earthquakes and tsunamis, do not allow for sufficient warning for anticipatory action to be meaningfully implemented. Volcanic eruptions, too, are not generally included in anticipatory action initiatives, as few volcanos are monitored with sensors that reliably predict imminent eruptions. In this Framework, hazards refer exclusively to the hydrometeorological risks that people living in Southeast Asia face daily, including flood, typhoons, droughts, heat or cold waves, and storm surges. Long-term climatic stressors, such as sea level rise, changes in freshwater availability, or increased erosion are not within the scope of anticipatory action, as they require long-term adaptation strategies rather than short-term actions following an early warning.

A shared definition of anticipatory action is a cornerstone for advocacy efforts to allocate funding for anticipatory action, with the goal of recommending the national and regional disaster response towards a more proactive risk management.

Box 2: ASEAN definition of anticipatory action

Anticipatory action is a set of interventions that are carried out when a hazard poses imminent danger based on a forecast, early warning or pre-disaster risk analysis. Anticipatory action is taken by an individual or organization before an anticipated disaster to mitigate its impact on people, assets and infrastructure that are likely to be affected.

Anticipatory action providing early warning information and advisory to decision-makers in government, the private sector, civil society, local communities and humanitarian partners; enabling informed and timely action at different levels; situational monitoring of the risks or possible impacts; ensuring the continuation of services such as access to water, electricity, communications, and transportation infrastructure; protective livelihood interventions; pre-positioning equipment and supplies where there is an imminent danger; distributing assistance pre-disaster; and ensuring critical infrastructure maintenance is done – all ahead of a disaster. Thus, anticipatory actions also help improve disaster preparedness and increase the effectiveness of emergency response, as part of a comprehensive approach to disaster risk management.

The kinds of interventions that are considered anticipatory actions depends on the type of hazard and the context, but the actions are always implemented ahead of a disaster. Anticipatory action can be taken at the regional, national, community and household levels. Anticipatory action can support households to take preventative and mitigation measures, such as cash transfers that enable households to buy essential supplies and/or evacuate. Anticipatory action can also be taken at the municipal, subnational or the national level to ensure key services are available and functional throughout a shock, including access to clean water, electricity and health care. In the case of rapid onset events such as storms or flooding, disaster impacts are felt immediately or very shortly after the hazardous event. In the case of a slow onset hazard such as drought, there is a bigger window of time between early warnings, the initial hazard impact (e.g. late or failed rains) and the situation developing into a disaster with negative impacts on people and assets (e.g. failed crop growth and harvest, reduced incomes, food insecurity). In practice, this means that anticipatory action for rapid onset events usually happens ahead of the hazard while in the case of slow onset events, anticipatory action may take place before or after the initial hydrometeorological or climatic hazard event, but always before disaster impacts on communities or societies have materialised.

In consultations, AMS pointed to a range of anticipatory actions that they already undertake or would like to undertake:

- **For slow-onset hazards** such as droughts, anticipatory action focuses on service provision, critical infrastructure maintenance, and livelihood support. These include the provision of climate-resilient varieties of key crops; maintenance of critical irrigation infrastructure; advice on water storage and water-saving measures at the household level; cash distribution to households that are likely to be affected; and situational monitoring.
- **For fast-onset hazards** such as floods, storms and typhoons, anticipatory actions focus on information dissemination and risk communication; early warning; and preparation for emergency response. These include disseminating heavy rainfall or storm warnings to the

public; strengthening protective infrastructure; preparing budgets and contingency funds for emergency relief assistance; preparing for activation of strategic reserves; and checking and revisiting stockpiles.

In light of the above, anticipatory actions must be part of a comprehensive DRM framework. In the ASEAN region, each country must develop and strengthen its own national and subnational systems for anticipatory action in line with its DRM systems, guided and supported by regional institutions and policies.

2.2. Key characteristics of anticipatory action

Different institutions have used a variety of terms to describe initiatives, mechanisms and systems that are largely consistent with the anticipatory action approach. These terms include “Forecast-based Financing” (FbF), “Forecast-based (early) Action” (FbA), or “early warning early action” (EWEA), alongside anticipatory action. Despite differences in how these are defined and used across contexts, they share three characteristics: they are time bound; they have a protective intent; and they rely on pre-agreed and risk-informed triggers.



They are time bound.

Anticipatory actions occur in the window of opportunity between an early warning, forecast or pre-disaster risk assessment, and when a hazard occurs. These time frames vary widely depending on the quality of forecasts and the type of hazards. In the event of a flood, the window of opportunity for anticipatory action, depending on the type of action, could be between 3 and 7 days based on medium- to short-term weather forecasts. This allows for evacuations; distribution of water purification kits and cash; preparation of food and non-food items in temporary shelters; ensuring safe spaces for women and girls; and making provisions for backup supplies of electricity. In the case of a drought, anticipatory actions could begin 3–8 months in advance of the expected onset of peak needs based on seasonal outlooks. This allows for anticipatory actions such as identifying and rehabilitating vulnerable water points; preparing health clinics with supplies for drought-related illnesses; and procuring drought-resistant inputs for farmers. To ensure timing is appropriate, plans should be rooted in an analysis of how past hazards have manifested, how impacts are evolving, and how well forecasts and early warning systems give ample time for action.



They have protective intent.

Anticipatory actions have a protective intent. Rather than responding to needs that developed after a disaster has hit, anticipatory action intends to protect people and assets that are likely to be affected. Cash, in-kind assistance and the delivery of services for anticipated needs should be based on an analysis of risk and past disaster losses to ensure that anticipatory action is mitigating likely impacts and reducing costs for response and recovery.¹³ If undertaken with a protective intent, anticipatory action has the potential to save lives, maintain livelihoods, protect food security and nutrition, avoid loss of assets and infrastructure, prevent unnecessary suffering, and help facilitate a faster recovery. The protective intent of anticipatory action is particularly relevant for people with disabilities, older people, women and children, who are more likely to suffer from discrimination or gender-based violence in times of disasters.

¹³ FAO. 2021 *Impact of anticipatory action: striking before the floods to protect agricultural livelihoods*. Rome: FAO (<https://www.fao.org/publications/card/en/c/CB4113EN/>)



They rely on pre-agreed and risk-informed triggers.

Forecasts improve in accuracy as hazard events draw nearer but waiting too long for certainty about where impacts will be felt leaves little time to mobilize anticipatory actions. To manage this tension, anticipatory action systems can use a threshold or trigger to make decisions about when to act. In some cases, this is when a certain level of alert is reached within a national early warning system. In others, additional criteria and triggers will need to be identified in contingency plans. Depending on the hazard, as well as the coverage and quality of forecasts available, the types of triggers used for anticipatory action can range from relatively soft, such as decisions based on pre-disaster risk assessments, to fully automated triggers. In the latter case, funding is released, and anticipatory actions are implemented as soon as a pre-defined threshold in the forecast is reached. In all cases, triggers and decision-making protocols should be pre-agreed so that when there is imminent danger, it is clear how decisions will be made and when actions should be taken. Though developing regional triggers is possible, some triggers are likely to be country-specific, so each AMS may develop an anticipatory action system that responds best to national priorities and needs.

2.3. Locating anticipatory action within the disaster risk management cycle

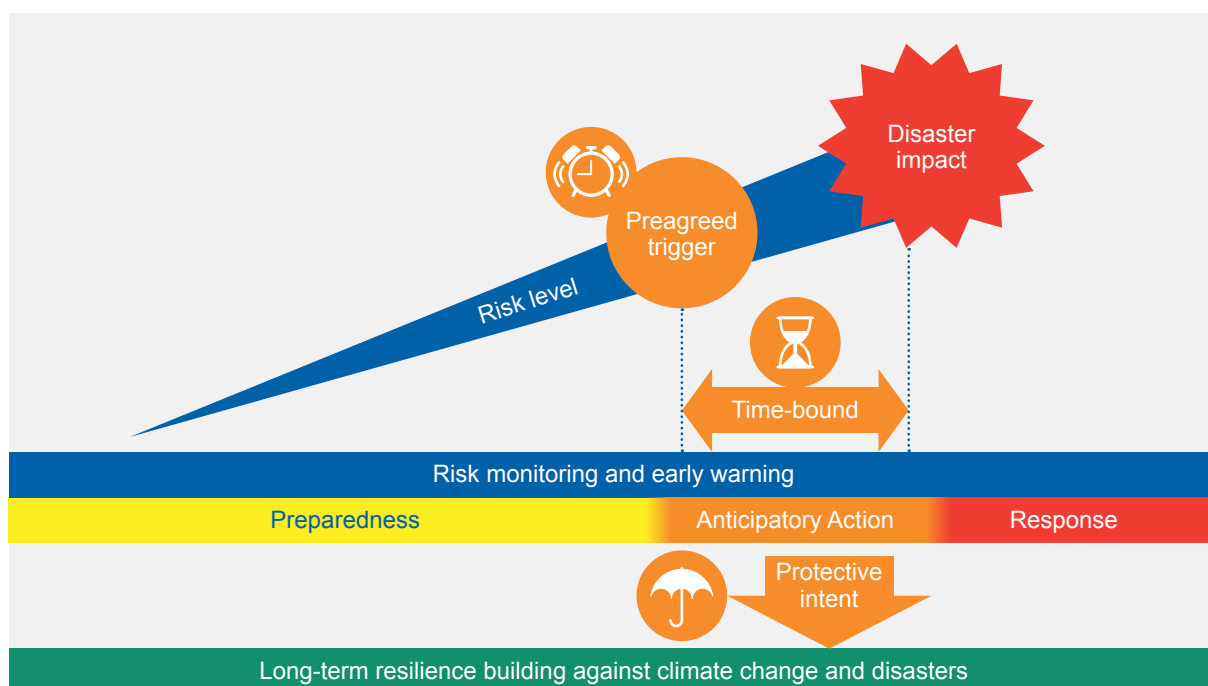
Through the 2015 Declaration on Institutionalizing the Resilience of ASEAN and Its Communities and Peoples to Disasters and Climate Change, ASEAN member states have committed to institutionalising disaster risk management and climate risk at all levels of governance. Although anticipatory action has not previously been named as part of DRM in the declaration, in consultations for this Framework, AMS provided examples of how they already undertake anticipatory action based on early warnings. They helped develop a vision for how anticipatory action might assume a more prominent role in the DRM cycle.

The classic DRM cycle has a few major components: prevention and mitigation, preparedness, emergency response, and recovery. Anticipatory action sits between preparedness and response, in a window of opportunity between an early warning (or another trigger for action) and the onset of disaster. It builds on preparedness efforts but remains distinct from them, as anticipatory action efforts are always undertaken for a specific and imminent threat. Anticipatory action efforts should consider the complementarity between anticipatory action and emergency response, as anticipatory action is not meant as a standalone but can be followed by an appropriate early response. The integration of anticipatory action into contingency plans is a feasible starting point for this as it can enable the systematic integration of anticipatory action into national and regional DRM plans and policies.

Preparedness for a typhoon might entail developing contingency plans; conducting a drill to test evacuation protocols; verifying that communication channels are functional; and ensuring that shelters and evacuation centres are well equipped. Anticipatory action for a typhoon, on the other hand, occurs after an early warning is issued, at which point suitable anticipatory actions include undertaking an evacuation of both people and livestock; implementing protective measures for key water sources; securing alternative power supply sources; distributing cash; harvesting and storing crops early and safely; safeguarding livelihood assets, such as fishing boats and equipment, at storage sites; and pre-positioning response equipment close to locations facing imminent danger. Anticipatory action, therefore, is not a substitute for investing into preparedness but is an integral and complementary part of the DRM cycle that only works well if it can build on effective preparedness and mitigation efforts.¹⁴

¹⁴ FAO. 2018. *Impact of early warning early action protecting the livelihoods of herders from a dzud winter*. Rome: FAO (<https://www.fao.org/publications/card/en/c/CA2181EN/>)

Figure 1: Key characteristics of anticipatory action



2.4. Stakeholders involved in anticipatory action

Governments, businesses and households have long acted on different kinds of early warning information to make decisions about how best to prepare for an imminent hazard. For instance, a household that sees water levels rising in a nearby river might elevate grain storage to minimize exposure to floodwater; evacuate the area at risk; and warn and support vulnerable neighbours in evacuations. Businesses act prior to disasters for business continuity. This could entail setting up generators to prepare for power cuts; ensuring important data is stored securely; stockpiling essential supplies; and liaising with staff and customers to minimize disruption. Both the private sector and individual households undertake anticipatory action out of necessity to reduce post-disaster losses and ensure their recovery is short.

National and subnational governments are important stakeholders in anticipatory action but will play a different – and arguably larger – role than households, individual businesses or the humanitarian sector. For governments, anticipatory action is a means of protecting public goods and services in the face of a pending hazard. This could be ensuring key services such as water supply, electricity and transportation infrastructure remain available to affected populations. Governments can also support livelihoods by providing cash transfers through social protection systems or procuring fodder- or drought-resilient seeds for farmers. Through governments, anticipatory action can support system-wide change, where instead of individual pilots that protect only a few, it can become a systematic component of DRM and reach a bigger population.

Communities are also important anticipatory action stakeholders. Community-led organization such as women’s groups, religious affiliations or farming committees can have a critical role in the anticipatory action approach. Working at this level can help identify at-risk households, ensure early warning communications reach everyone, and anticipatory action is sufficient to meet the needs

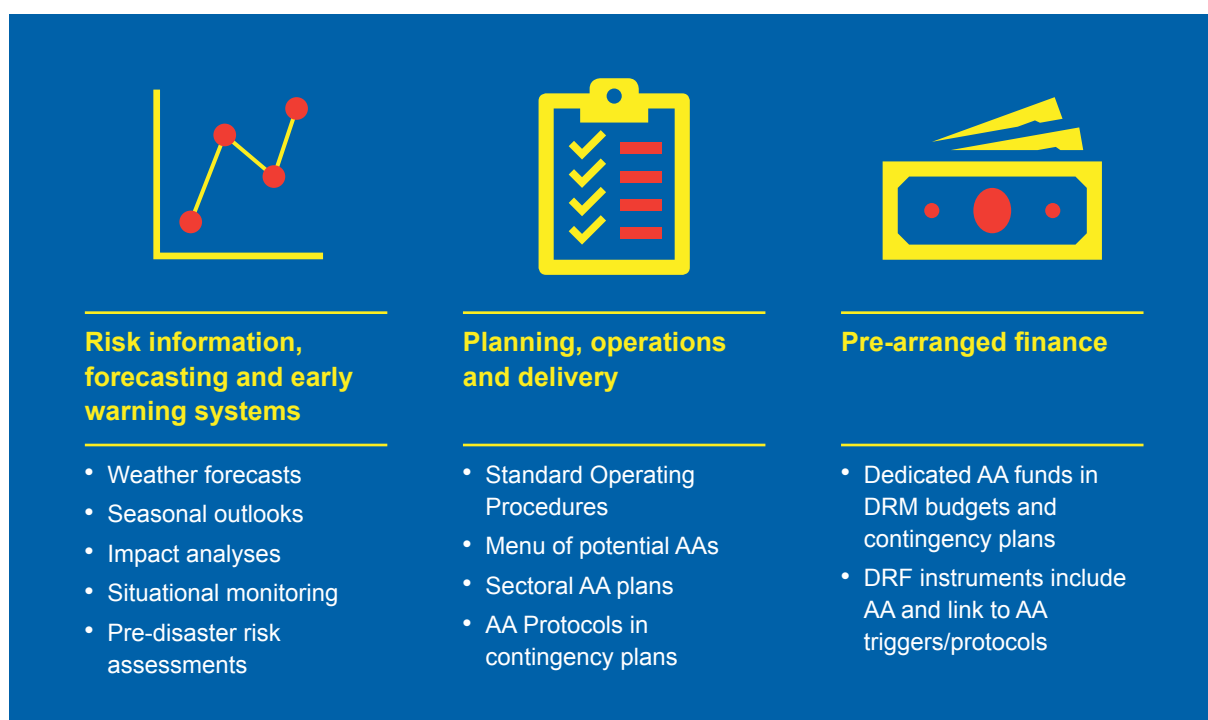
of the community. For instance, community-based early warning systems can ensure messages are tailored for at-risk groups that may not be able to receive or understand information, including those with low literacy or a person with a disability. Access to this information enables communities to act quickly on the threat of hazards and implement no- or low-cost anticipatory actions such as employing evacuation plans to move livestock and people, early harvesting of key crops, or securing of infrastructure. Many communities can attest that for years, they have been using local early warning systems to act promptly and protect their assets, yet the climate crisis is making hazards more variable, frequent and severe.

In the design and delivery of anticipatory action interventions, considering the vulnerabilities of affected populations is paramount. Gender-based realities such as unpaid care work undertaken by women has implications on people’s ability to participate in planning and implementing anticipatory actions. Women, persons with disabilities, and marginalized groups will have specific needs in evacuation centres and in accessing early warning information. As much as possible, anticipatory actions should be inclusive, gender-responsive, and tailored to meet the needs of diverse communities.

2.5. Setting up an anticipatory action system: three building blocks

Systems that systematically and reliably enable anticipatory action take different forms, but they all comprise three major building blocks: 1) risk information, forecasting and early warning systems; 2) planning, operations, and delivery; and 3) pre-arranged finance. In aligning DRM systems to deliver AA, member states and regional bodies should ensure the three building blocks are at the core of AA policy and implementation.

Figure 2: Building blocks of anticipatory action systems



2.5.1. Risk information, forecasting and early warning systems

Anticipation necessitates good forecasting and risk information to guide action. Forecasts provide probabilities about when and where a hazard might hit, while an impact analysis or risk assessment illustrates the vulnerability and exposure of people or assets in the area. National early warning systems (EWS) use national or regional meteorological forecasts, but levels of warning are not necessarily linked to targeted actions based on a vulnerability analysis or a risk assessment. A strong EWS that can effectively support anticipatory action is rooted in both types of information, allowing authorities to anticipate not only the hazard but also its likely impacts. This approach is also known as impact-based forecasting (IBF).

Where existing risk data is not available, governments may undertake pre-disaster risk assessments. Floods, cyclones, and other fast-onset hazards do not allow for time to conduct pre-disaster risk assessments, but these assessments may be appropriate for slow-onset hazards that have a longer window of opportunity for anticipatory action. Pre-disaster risk assessments must be hazard specific and time bound, with a cross-sectoral and gender-responsive assessment of probable impacts. Much like forecasts, these assessments can be tied to thresholds for action, triggering the implementation of anticipatory action plans. Hazard modelling can support pre-disaster risk assessments and anticipatory action planning, highlighting geographic areas that are most likely to be affected and where anticipatory action efforts can be concentrated.

In many anticipatory action systems, there is a predetermined trigger for action that is based on a forecast of the severity and probability of elements such as rainfall, windspeeds or temperatures. More sophisticated triggers use risk information and are based on a threshold of likely impact being reached. For instance, a trigger might be the probability of severe flooding in a populous area exceeding 60 percent. The action triggered could be to evacuate all villages situated within the path of a cyclone's cone of uncertainty within 3 days of expected landfall.

Triggers do not have to be tied to a specific threshold. It may be that upon receiving a severe forecast, DRM officials convene various stakeholders for a meeting to decide whether to act in anticipation. Critically, a protocol should be in place for how to make a decision based on forecasts, early warnings, and/or risk information to ensure timely decision-making and action.

2.5.2. Planning, operations and delivery

Due to the limited time frames for action, planning for anticipatory action must be done well in advance, and certainly before an early warning is disseminated. In anticipatory action pilots, anticipatory action is often planned through dedicated anticipatory / early action protocols or a standard operating procedure (SOP) designed for each hazard. Anticipatory action can also be integrated into existing disaster contingency plans. Some AMS already mandate sectoral DRM plans or subnational DRM plans, which are an important platform for planning anticipatory actions. Anticipatory action needs to be implemented by different government line ministries, across sectors, and by subnational governments in partnership with community and private sector actors. Plans are unlikely to be successful if they sit only within disaster management departments.

Plans can take different forms, but they should include a list of eligible anticipatory actions identified prior to the onset of the hazard so that decision-makers can rapidly select which actions are most relevant in the event of an early warning. Actions can be selected by studying past disaster impacts, pinpointing critical points of failure, and identifying actions that can mitigate these impacts during the window between a warning and the disaster. Ideally, the local government, civil society, vulnerable groups, and humanitarian partners should be involved in the selection of anticipatory actions as

they can help ensure that interventions are delivered in a manner that is timely, socially acceptable, equitable between affected people, and fit for purpose.

Wherever possible, plans should include implementation details to ensure that decisions about procurement, contracts and beneficiary criteria are not left to the short window of opportunity that anticipatory action affords. Plans should be explicit about the mode of delivery and the coordination between key stakeholders. Anticipatory action can be delivered through agricultural extension services, social protection schemes, local administrators, or humanitarian partners, to name a few. The precise arrangements for anticipatory action will vary between ASEAN Member States, according to their contextual needs. Feasibility studies at the national and subnational levels can help clarify what kinds of actions are most appropriate, which mode of delivery is best, and which beneficiaries and/or key infrastructure must be targeted through anticipatory action.

Box 3: Experience from anticipatory action interventions in ASEAN Member States: anticipatory action for heatwaves in Hanoi, Viet Nam

Temperatures in Hanoi are rising, and the number of days with high temperatures (> 35°C) in the city have increased over the past 40 years. Heatwaves pose significant health risks. Because there are skilful short-term forecasts that can predict heatwaves in Hanoi several days in advance, the Vietnam Red Cross, the German Red Cross, and the Vietnam Institute of Meteorology Hydrology and Climate Change (IMHEN) jointly implement anticipatory action ahead of predicted heatwaves to reduce heatwave impact on the city's most vulnerable populations.

An action protocol was developed and pre-agreed through the partnership, so that it is ready to guide the implementation of anticipatory action once extreme temperatures are forecast. The plan includes the opening of cooling centres and buses, accompanied by awareness efforts around how to manage health impacts related to the heat. Funding to enable effective implementation of these actions is allocated automatically once the trigger threshold attached to a combination of a heat index and weather forecasts is reached. The trigger protocol in this case involves two steps: a first trigger 6 days ahead of the potential heatwave event that acts as impetus for partners to prepare actions, and a second trigger with a 3-day lead time that leads to actions being implemented.

Two successful implementations of anticipatory actions in the summer of 2019 have helped people cope with heat-related impacts, leading to an expansion into at-risk wards within Hanoi and into other cities. The Vietnam Human Rights Committee (VNHRC) and IMHEN are also exploring the replication of the approach for other hazards, including cyclones and cold waves.¹⁵

15 Weingärtner, L., Pforr, T., Wilkinson, E. 2020. *The evidence base on anticipatory action*. Rome: WFP (https://docs.wfp.org/api/documents/WFP-0000110236/download/?_ga=2.125449421.617184290.1644494860-223389464.1636619892)

2.5.3. Pre-arranged finance

Pre-arranged finance is the final building block for a successful anticipatory action. In consultations, ASEAN Member States stressed that pre-arranged disaster risk finance is crucial to enable rapid decision-making. Response funds, whether through national contingency budgets, regional insurance mechanisms like the Southeast Asia Disaster Risk Insurance Facility, or from the humanitarian sector, can take days or weeks to arrive. Anticipatory action budgets need not be as large as response, but financing must be flexible and available immediately after an early warning or trigger for anticipatory action. Plans that are not resourced appropriately will be unable to deliver anticipatory action. In cases where agencies use their own budgets to implement anticipatory actions, response finance can be allocated to compensate them for expenditures undertaken for anticipatory action.

Box 4: Allocation of government preparedness funds to implement anticipatory action in the Philippines

The Philippine Red Cross (PRC) began developing a plan that would enable anticipatory action for typhoons and flooding in 2017. At the end of 2019, an Early Action Protocol (EAP) for typhoons was approved, covering the 26 most at-risk provinces. Funding is released and the EAP is activated once the predetermined threshold linked to an impact forecast is crossed. This is the case when the predicted impact (72 hours before landfall) is more than 10% of houses being totally damaged at municipal level, in at least three municipalities.¹⁶ Actions defined in the EAP include livestock evacuations, early crop harvesting, and shelter strengthening.

The experience with anticipatory action implemented through the PRC in close collaboration with the local government units has led some provincial governments to explore the use of government funds for anticipatory action. Collaboration agreements have been set up between PRC and the local governments in two provinces to fund and implement anticipatory action. This process is enabled by flexibility in local budgets, a strong basis of collaboration, and a willingness to test new DRM approaches. Looking ahead, a new memorandum (which has been published but is not yet operational) will allow local governments in the Philippines to access their Quick Response Fund if predictions indicate that 15 percent of the local population will be affected by an imminent disaster.¹⁷

¹⁶ Wilkinson, E., Pforr, T., Weingärtner, L. 2020. Integrating 'anticipatory action' in disaster risk management. London: ODI (<https://odi.org/en/publications/integrating-anticipatory-action-in-disaster-risk-management/>)

¹⁷ Dinnissen, S., Faucet, J., Van, T. N., Van, T. V., Dinh, T. T., & Quang, T. N. 2020. Fostering anticipatory humanitarian actions for heatwaves in Hanoi through forecast-based financing. *Climate Services*, 18, 100171 (https://www.researchgate.net/publication/342263356_Fostering_anticipatory_humanitarian_actions_for_heatwaves_in_Hanoi_through_forecast-based_finance)

3 Relevance of anticipatory action to ASEAN

3.1. Potentials and limitations for anticipatory action in ASEAN Member States

Realizing the full potential of anticipatory action requires strong building blocks – risk information, forecasting and early warning systems; planning, operations and delivery; and pre-arranged finance – to work together. Over the past two decades, most ASEAN Member States have improved their capacity to produce or customise seasonal and short-term forecasts.¹⁸ This includes the use of big data to inform risk analytics for the purpose of forecasting and to inform risk reduction policies. Countries have also supported greater engagement between forecast producers and users around the applicability of the information. Drought forecasts, for instance, are organized through platforms such as the regular national Monsoon Forums in Cambodia, Lao People's Democratic Republic, Myanmar and Viet Nam. Impact-based forecasting (IBF), i.e. projecting not only what the weather will be but what impacts it is likely to have, is expanding regionally and across ASEAN Member States.

Despite technological improvements and a greater focus on IBF, an increased availability of forecasts does not always lead to adequate and timely action.¹⁹ Gaps in the existing forecasting and EWS landscape prevent rapid action. In 2018, a number of disasters in the region highlighted major challenges to effective early warning systems.²⁰ These include difficulties with public accessibility of EWS; missing linkages between national and regional EWS; inadequate funds for the improvements of systems and their maintenance; and a lag in communicating early warnings. Customization of forecasting and early warning services is not done systematically, which poses logistical challenges when hazards are projected to affect a large area. For droughts, forecast and EWS rarely provide information about potential impacts on water and agriculture sectors that are tailored to different livelihood systems.²¹ Furthermore, not all ASEAN Member States have functional early warning systems in place for all the relevant hazards, and countries vary in their strengths and weaknesses across different aspects of EWS.²²

In the event of compounding risks or multihazard events, effective anticipatory action can be particularly complex. While it may be relatively straightforward to forecast weather patterns with a few days' lead time, gaining a good and reliable understanding of the likelihood and likely effects of multiple hazards coinciding is much more difficult.

18 Philippine Red Cross. 2020. *Typhoon early action protocol*. Pocket Version for PRC Chapters (<https://www.forecast-based-financing.org/wp-content/uploads/2020/09/Typhoon-Pocket-EAP.pdf>)

19 Anticipation Hub. 2021. *How local governments allocated funding for anticipatory action in the Philippines* (<https://www.anticipation-hub.org/download/file-1991>)

20 AHA Centre. 2019. *ASEAN risk monitor and disaster management review*. 1st Edition. Bridging Science and Decision Making (<https://ahacentre.org/wp-content/uploads/2019/05/FINAL-ARMOR-2019-AHA-CENTRE.pdf>)

21 ESCAP. 2020. *The disaster riskscape across South-East Asia*. Key Takeaways for Stakeholders. Bangkok: Economic and Social Commission for Asia and the Pacific (<https://www.unescap.org/sites/default/files/IDD-APDR-Subreport-SEA.pdf>)

22 Bisri, M.B.F. (2019) State of Early Warning Systems in ASEAN. In: AHA Centre (2019) ASEAN risk monitor and disaster management review. 1st Edition. Bridging Science and Decision Making (<https://ahacentre.org/wp-content/uploads/2019/05/FINAL-ARMOR-2019-AHA-CENTRE.pdf>)

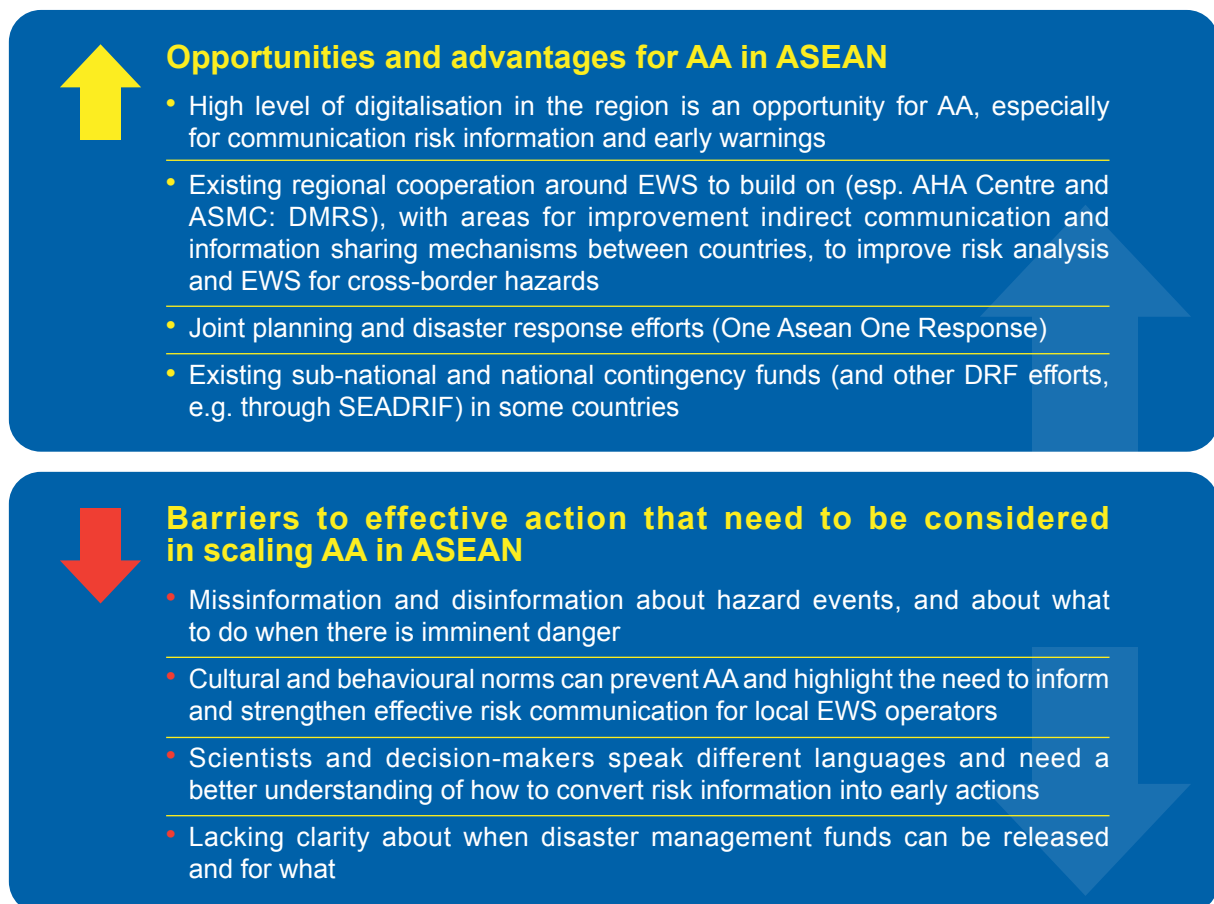
In a similar vein, natural hazards that cannot be forecast in the first place (e.g. earthquakes), or that are currently only forecastable with extremely short lead times (e.g. tsunamis), provide limited opportunity – or none at all – for anticipatory action, although preparedness and risk reduction measures should still be taken.

Longer lead times after early warnings may appear to allow ample opportunity for anticipatory action, but even for slow-onset hazards, anticipatory actions are time bound. The time needed to implement anticipatory actions must be considered in anticipatory action planning. In the case of drought, some interventions to mitigate impacts (e.g. investments into new water and irrigation infrastructure) may be too costly and laborious to be undertaken during the window of opportunity for anticipatory action. This speaks to the need for greater investments in longer-term DRM, preparedness, adaptation and resilience, recognizing that anticipatory actions are necessarily limited by the feasibility of what can be implemented between a warning and when the impacts of a hazard are felt.

A final barrier to anticipatory action in the region is the missing link between forecasting and EWS with anticipatory action funding. Without clear protocols for how contingency funds can be used before a hazard, the window for anticipatory action, which provides critical opportunities to protect people, assets, and livelihoods in the face of an imminent threat, is missed.²³

During the consultations that informed the formulation of the ASEAN Framework on Anticipatory Action in Disaster Management, participants highlighted several contextual factors that represent opportunities and potential barriers to anticipatory action in disaster management in the ASEAN context (Figure 3).

Figure 3: Contextual factors affecting anticipatory action



23 Clarke, D. and Dercon, S. 2016. Dull disasters? How planning ahead will make a difference. Washington, D.C.: World Bank Group (<http://documents.worldbank.org/curated/en/962821468836117709/Dull-disasters-How-planning-ahead-will-make-a-difference>)

3.2. Alignment of ASEAN disaster risk management policies and processes towards anticipatory action

ASEAN and its Member States have a strong policy environment for disaster risk management, with promising entry points for anticipatory action. Boxes 3 and 4 provide an overview of relevant regional policies, plans, frameworks and guidelines for disaster management, and how they are already geared towards anticipatory action, with existing provisions for anticipatory action and potential further entry points for strengthening and scaling anticipatory action across the region.

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) serves as a common platform and regional policy backbone for disaster management in the ASEAN region, with the vision to “build a region of disaster-resilient nations, mutually assisting and complementing one another, sharing a common bond in minimising adverse effects of disasters in pursuit of safer communities and sustainable development.”²⁴











The AADMER, which was signed by ASEAN Member States’ foreign ministers in 2005, is legally binding. It entered into force in 2009. The AADMER Work Programme (AWP) outlines a detailed structure of activities under the region’s disaster management priorities over five-year periods. The AWP 2021–2025, as well as the ASEAN–UN Joint Strategic Plan of Action on Disaster Management IV (JSPADM) 2021–2025 that accompanies it, highlight anticipatory action among their priorities, principles and areas of collaboration.

The AWP 2021–2025 states that the activation of ASEAN response through the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) must consider potential decision points before a humanitarian crisis flash point is triggered and allow for forecast-based response, including anticipatory action and financing.

In addition to the policy foundations detailed in Table 1, ASEAN regional institutions and Member States already have substantive practical experience implementing interventions in the anticipatory action window even though different terminology may have been used to describe these interventions. For instance, the ASEAN Emergency Response and Assessment Team (ASEAN-ERAT) has been deployed ahead of a typhoon landing, as in the case of Typhoon Haiyan, in the Philippines. Given these experiences, the disaster risk environment and the existing policy landscape, the Southeast Asian region is uniquely placed for scaling anticipatory action nationally and regionally in disaster management.

²⁴ ASEAN. 2021. AADMER Work Programme 2021–2025 (<https://asean.org/book/asean-agreement-on-disaster-management-and-emergency-response-aadmer-work-programme-2021-2025/#:~:text=The%20AADMER%20Work%20Programme%202021,formulated%20toachieve%20the%20intended%20output>)

Table 1: Anticipatory action alignment with ASEAN policies and plans in disaster management

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with a nticipatory action	Potential further alignment with anticipatory action
<p>ASEAN Declaration on Strengthening Social Protection</p>	<p> Principle 10: “Social protection programmes shall be adaptive to different risks such as [...] the impacts of climate change, disasters, and economic crises”.</p>	<p> Explicitly include social protection programmes as a delivery mechanism for supporting likely affected populations prior to a disaster, based on evidence that this enables households to prepare more effectively and minimizes disaster losses.</p>
<p>ASEAN Declaration on Strengthening Social Protection</p>	<p> Key principle of the declaration is that social protection should be adaptive to disaster risks. Social protection could be a promising instrument for delivering finance for anticipatory action in some cases.</p>	<p> Conduct feasibility assessment(s) of the potential of national social protection systems in the region to act in anticipation of hazards, in order to reach vulnerable groups more effectively and channel support in a timely manner.</p>
<p>ASEAN Declaration on Adaptation to Drought and ASEAN Regional Plan of Action for Adaptation to Drought 2021-2025</p>	<p> Action 2: Enhance and develop regional and national drought monitoring, forecasting, and EWS</p> <p> Action 3: Develop regional drought adaptation policies and mitigation strategies</p> <p> Action 4: Develop a regional drought risk-based crop insurance programme for ASEAN Member States</p>	<p> Include clear triggers for action as part of EWS.</p> <p> Ensure mitigation strategies are enacted before declarations of emergency, prior to onset of livelihood distress.</p> <p> Design parametric triggers within crop insurance programme that correspond to windows of anticipation.</p>

Each icon refers to a building block of anticipatory action:











Risk information, forecasting and EWS;


















Planning, operations, and delivery;







Pre-arranged finance

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with a nticipatory action	Potential further alignment with anticipatory action
<p>ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management 2021–2025 (ARF-PGI)</p>	<p> The framework emphasizes the importance of inclusive planning, making provisions for vulnerable groups (particularly women, elderly, children, persons with disabilities) across disaster management planning.</p>	<p> Collect and analyse disaggregated data on gender, age, and disability to inform triggers, planning, targeting and delivery of anticipatory action.</p> <p> Ensure anticipatory action plans include protocols for preventing and responding to GBV and the needs of persons with disability, particularly in cases of evacuation.</p>
<p>ASEAN Agreement on Disaster Management and Emergency Response</p> <p>AADMER Work Programme 2021–2025</p> <p>Financial rules for the ASEAN disaster management and emergency relief fund (AADMER Fund). (Adopted by AADMER COP-3 on 16 October 2014 and 2021 revised version)</p> <p>ASEAN–UN Joint Strategic Plan of Action on Disaster Management IV, 2021–2025</p>	<p> Priority programme 1 on risk assessment and monitoring with a focus on risk assessment, early warning, and risk communication: Development of trigger mechanism and pre-disaster anticipatory action grounded in pre-forecast-based impact analysis</p> <p> Priority programme 3 on preparedness and response, with focus on advance planning, strengthening coordination, and capacity building for effectiveness of regional response. AWP 2021-2025 proposes to revise SASOP to consider decision points before peak humanitarian crisis is reached.</p> <p> Priority programme 2.3.2: Expanding the reach of the ASEAN Disaster Risk Financing and Insurance programme.</p> <p> Plans to explore options for strengthening AADMER fund and other funding mechanisms for coordinated response</p>	<p> Design financial instruments that can ensure timely availability of funding for anticipatory action, pre-disaster.</p>

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with a anticipatory action	Potential further alignment with anticipatory action
ASEAN Joint Disaster Response Plan	 <p>AJDRP guidance on activities and responsibilities in the standby phase, outlining what should happen once there is imminent danger, thus already facilitating preparedness for a timely response; and providing basis to enable mitigating anticipatory action through joint planning</p>	 <p>Revise guidance to consider decision points for action pre-disaster.</p>
Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations	 <p>Provides guidance on regional standby arrangements for disaster relief and emergency response</p>	 <p>Revise SASOP to consider decision points and triggers before peak humanitarian crisis is reached (as proposed in AWP 2021-2025).</p>
ASEAN-Emergency Response and Assessment Team Guidelines	 <p>Includes guidelines for deployment of ASEAN-ERAT for rapid response, including in preparedness missions and in anticipation of a disaster</p>	 <p>Revise guidance to formalize anticipatory action protocols and standardize processes for action pre-disaster.</p>
Southeast Asia Disaster Risk Insurance Facility (SEADRIF)	 <p>SEADRIF Flood Risk Monitoring Tool is an important input for planning for anticipatory action to flood events, as it can provide the probabilities of a flood event based on satellite data and hydrological history.</p>	 <p>Consider whether SEADRIF could be leveraged for anticipatory action in the event of medium and severe flood events. SEADRIF provides catastrophe risk insurance based on a parametric trigger. Though the trigger is not anticipatory, Member States that hold a SEADRIF policy could consider using other financial instruments, such as contingency funds, for anticipatory action. After a SEADRIF pay out, the anticipatory action contingency fund could be replenished.</p>

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with anticipatory action	Potential further alignment with anticipatory action
<p>AHA Centre Workplan 2025</p>	<ul style="list-style-type: none"> <li data-bbox="470 369 901 728">  <p>The AHA Centre workplan has a strong focus on improving forecasting and risk modelling, and explicitly plans for a study on trigger mechanisms and anticipatory actions grounded on forecast-based impact analysis, all of which could greatly improve ability to anticipate hazards.</p> <li data-bbox="470 739 901 929">  <p>Output 1.1.3.1 - Forecasting and monitoring capacity for climate-related hazards, especially slow-onset disasters such as drought, strengthened;</p> <li data-bbox="470 940 901 1108">  <p>Output 1.1.3.2. Risk modelling capacity for sudden onset climate hazards such as floods and landslides developed and improved;</p> <li data-bbox="470 1120 901 1243">  <p>Output 1.2.1.1.1 - Enhanced ASEAN Disaster Monitoring and Response System (DMRS);</p> <li data-bbox="470 1254 901 1489">  <p>Output 3.1.1.2.1. A study on trigger mechanisms and possible pre-disaster anticipatory action grounded on forecast-based impact analysis conducted and gaps addressed.</p> 	<ul style="list-style-type: none"> <li data-bbox="925 369 1348 571">  <p>Ensure anticipatory actions are suited to the needs of women and marginalized groups when DRSP Guidelines are planned and implemented</p> <li data-bbox="925 582 1348 772">  <p>Document best practice for AA approaches that empower women, elderly, children, people with disabilities, and other marginalized groups.</p>

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with a anticipatory action	Potential further alignment with anticipatory action
<p>ASEAN Disaster Risk Financing and Insurance Phase 2 (ADRFI-2)</p>	<p> Risk Assessment: An ASEAN Data and Analytics Platform is being developed to provide economic and insured exposure data on key ASEAN cities' vulnerability and exposure to key hazards (earthquakes, floods, and typhoons). The high resolution and objective natural catastrophe database use remote sensing technologies such as satellite imagery, and advanced extraction techniques, to produce top-down economic exposure data. This data could help inform anticipatory action programming, particularly on exposure of key infrastructure.</p> <p>Risk Advisory: Individual AMS Country Risk Profiles and toolkits are being developed, highlighting risk financing options and considerations, catered to each AMS' level of exposure, vulnerability, types of perils faced, economic and policy parameters.</p> <p>Capacity Building: Workshops have been conducted to enhance the knowledge of regulators and policymakers on disaster risk financing solutions, strategies, and requisite pre-conditions for such strategies to be effective.</p> <p> These three pillars collectively support the development of Disaster Risk Financing and Insurance</p>	<p> Develop anticipatory action indicators within the ASEAN data and analytics platform, so that disaster risk finance can be deployed in advance of a hazard.</p> <p> Integrate anticipatory action protocols into new and existing disaster risk financing and insurance instruments, so that finance can support anticipatory action efforts.</p>

ASEAN policies and plans in disaster management and humanitarian assistance (selected)	Existing alignment with anticipatory action	Potential further alignment with anticipatory action
<p>ASEAN–UN Women Joint Work Programme 2021–2025</p>	<ul style="list-style-type: none"> <li data-bbox="472 376 898 757">  Output 2.5.1.1. Action plan and relevant capacity-building programmes are developed to implement the building blocks of the ASEAN Guidelines on Disaster Responsive Social Protection (DRSP) to Increase Resilience, highlighting the use of innovative approaches such as forecast-based financing. <li data-bbox="472 775 898 1025">  Output 2.5.2.2. Good practices on community-based disaster risk management, especially those that highlight the roles and leadership of women and other vulnerable groups are documented/compiled. 	<ul style="list-style-type: none"> <li data-bbox="930 376 1347 562">  Develop anticipatory action indicators within the ASEAN data and analytics platform, so that disaster risk finance can be deployed in advance of a hazard. <li data-bbox="930 580 1347 801">  Integrate anticipatory action protocols into new and existing disaster risk financing and insurance instruments, so that finance can support anticipatory action efforts.

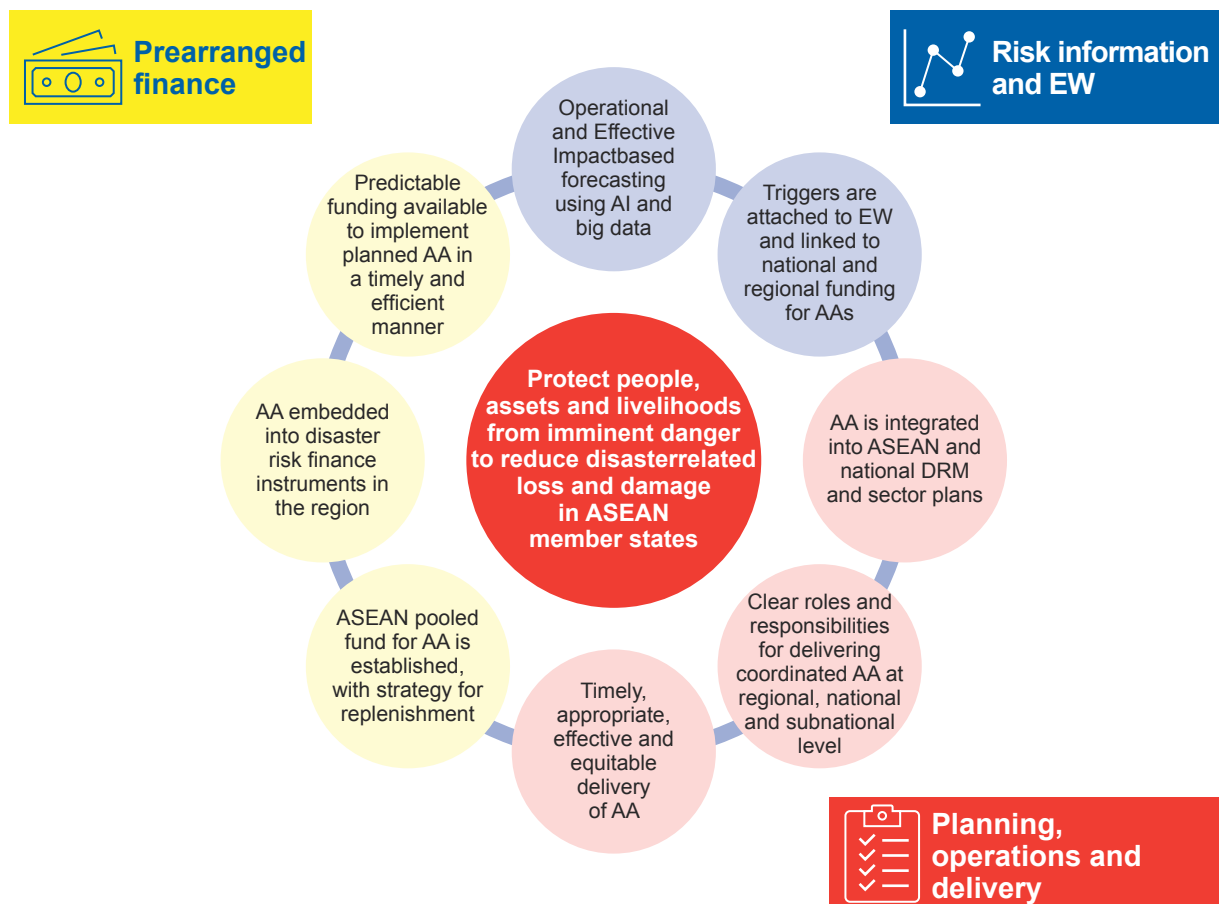


4 Plan of Action for 2021-2025

ASEAN vision for anticipatory action

ASEAN recognizes the potential of anticipatory action to mitigate disaster losses; protect at-risk populations, assets and critical infrastructure; and improve response operations. ASEAN Member States have articulated an ambitious vision for scaling anticipatory action in the region as part of disaster management. AMS envision a future in which anticipatory action is a DRM priority at national and regional levels, with dedicated funding instruments to realize anticipatory action protocols. Within this vision, anticipatory action is a key method of addressing loss from climate change and disasters, and is effectively mainstreamed in policy across sectors and levels of DRM practice, from regional to national and subnational governments. AMS hope to strengthen their impact-based forecasting capabilities and use data more effectively to anticipate the needs of at-risk populations and drive protective measures before disaster strikes.

Figure 4: ASEAN vision for anticipatory action





Plan of Action for 2021-2025

To meet the demands laid out in the vision for anticipatory action, this Framework sets out an action plan for 2021–2025 to roll out anticipatory action in ASEAN and outlines a potential vision beyond 2025. The vision and roadmap are derived from a series of virtual consultative workshops held between December 2021 and March 2022.

Most anticipatory action interventions are recommended to take place at the national level. Strong national systems for anticipatory action are vital for effective coordination with regional bodies, which may in turn implement regional anticipatory action or support AMS with anticipatory action at the national level. This action plan focuses on anticipatory action at the regional level and is not prescriptive about national policies or actions. Emphasizing the required regional-to-national coordination, the ASEAN Regional Action Plan includes suggested actions for national governments to enhance cooperation with regional bodies for anticipatory action, although these recommendations are non-binding. Where possible, AMS partners should support Member States’ requests for support to strengthen national-level anticipatory action systems.

Figure 5: ASEAN vision



1. Alignment of policy

Under the umbrella of the ASEAN disaster management policy and practice, current commitments relevant to anticipatory action were mapped across regional declarations, plans and frameworks. These are detailed in Table 1, which points out existing complementarities and opportunities for further alignment. In many cases, the ambitions of ASEAN disaster management policy reflect the core principles and building blocks of anticipatory action, although few policies explicitly use the term “anticipatory action” as defined earlier in this Framework.

The ASEAN Agreement on Disaster Management and Emergency Response lays the foundation for disaster management for ASEAN and its Member States. Therefore, any efforts to scale anticipatory action in disaster management in the region should follow and contribute to the AADMER’s principal objective, which is to:

“ provide effective mechanisms to achieve substantial reduction of disaster losses in lives and in the social, economic and environmental assets of the Parties, and to jointly respond to disaster emergencies through concerted national efforts and intensified regional and international co-operation. ”²⁵

The general definitions and approaches laid out in this ASEAN Framework on Anticipatory Action in Disaster Management align with the AADMER objective through their emphasis on the protective intent of anticipatory action and the focus on coordination and collaboration among national, regional and international stakeholders (outlined further below). The AADMER Work Programme 2021–2025 and related ASEAN–UN Joint Strategic Plan of Action on Disaster Management formulate specific subpriorities, principles and areas for cooperation related to anticipatory action, which are incorporated into and supported by the target actions and progress indicators proposed in this Framework and its action plan.

2. Implementation of priority target actions to strengthen the foundations and enabling environment for anticipatory action

Building on the relevant existing regional disaster management declarations, plans and frameworks – most critically the AWP 2021–2025 – this ASEAN Framework on Anticipatory Action in Disaster Management outlines a number of priority measures that will advance anticipatory action in the region (Table 2). These priority actions include existing commitments made, for instance, in the AWP and expand on them to formulate target actions, responsibilities and progress indicators across the three building blocks.

Beyond target actions focused on technical and operational advancements under each of the building blocks, the action plan also outlines cross-cutting target actions aimed at monitoring, evaluation and learning. Key components here are monitoring and evaluation frameworks to document the impacts of and experiences with anticipatory action, as well as the facilitation of knowledge exchange and joint learning within and beyond the region.

²⁵ ASEAN. 2006. ASEAN Agreement on Disaster Management and Emergency Response. Jakarta: ASEAN Secretariat (<https://asean.org/asean-agreement-on-disaster-management-and-emergency-response-vientiane/>)

3. Setting up regional collaboration mechanisms

To deliver the anticipatory action framework, collaboration across ASEAN institutions and with external partners will be crucial, particularly for AMS who have less experience implementing anticipatory action. Existing partnerships are already well suited to delivering anticipatory action, and new partnerships can be established to facilitate learning and strengthen the risk information, plans, and evidence-base for anticipatory action in the region.

Existing ASEAN coordination and cooperation frameworks for DRM

There is scope to coordinate on design and delivery of anticipatory action within current institutional frameworks. The AADMER Partnership is a key platform for collaboration, especially as it explicitly mentions under Priority Programme 3 to “increase support and use of anticipatory action among partners, facilitated by improved evidence base, advocacy and tools”. This involves UN engagement with ASEAN to design and support M&E frameworks that capture impacts of anticipatory action and support mainstreaming of anticipatory action. As anticipatory action efforts are trialled throughout the region, this evidence on best practice should be collected on both state-led and partner-led anticipatory action pilots and implementation. The AHA Centre as a regional knowledge hub already serves a vital role in facilitating knowledge exchange and learning on disaster management, which would include anticipatory action within the region and beyond.

The ASEAN Joint Disaster Response Plan (AJDRP) details different DM activities and responsible agencies for delivering them, which are organized by levels of imminent danger. There are already protocols in place for monitoring, issuing alerts, and standby/preparedness for response once there is an imminent danger. Revising the AJDRP guidance to include options for delivering anticipatory action prior to when a hazard occurs is one clear way for AMS and the ACDM to ensure a common framework for collaboration on anticipatory action.

The ASEAN Specialised Meteorological Centre (ASMC) already produces seasonal forecasts and monitors El Niño Southern Oscillation (ENSO) conditions, which can help feed into anticipatory action systems by providing an early indication of when unusual or extreme weather might be expected. The ASMC’s forecasts, as well as the ASEAN Disaster Monitoring and Response System operated by the AHA Centre are key inputs for regional collaboration on anticipatory action. They alert AMS well in advance that anticipatory action systems may be activated for more variable or extreme conditions in the coming months, weeks or days. Further support for AMS is needed to help interpret forecasts and embed them into national anticipatory action and DRM protocols.

New partnerships

Given the huge number of partners working on anticipatory action, there are several networks and forums designed to bring stakeholders together and share learning on anticipatory action implementation. Engaging with these platforms is an opportunity to enrich ASEAN’s knowledge of anticipatory action by providing opportunities for exchange. It also showcases ASEAN’s leadership in scaling anticipatory action and setting anticipatory action as a regional priority for DM. Important new partnerships on anticipatory action for ASEAN and AMS include:

- **Regional Technical Working Group (RTWG) on anticipatory action:** As the concept of anticipatory action gained momentum in Asia and the Pacific, the need for coordination and collaboration was clear. In early 2021, the RTWG on anticipatory action was established in the region, co-led by FAO and the International Federation of Red Cross and Red Crescent Societies (IFRC), to help bring partners together. The group is formed on four key pillars: increased regional/national coordination, fostering partnerships, knowledge-sharing, and capacity activities. ASEAN is an active member of the group, and the formulation of this Framework was guided through group members for feedback and consultation. The group offers a space for ASEAN, as an intergovernmental cooperation, to actively voice the needs,


lessons learned, and knowledge on anticipatory action. Synchronization between agencies can be fostered through the group to help channel anticipatory action efforts and technical backstopping in ASEAN. And vice versa, ASEAN can share expertise on how partners can better serve the region. In 2022 a five-year roadmap will be developed by the group focusing on key recommendations to further upscale anticipatory action in the future, with this Framework being a core piece for reflection.

- **Anticipation Hub:** The Anticipation Hub provides opportunities to connect the region with the global anticipatory action community of practice through an online platform, a repository of guidance and evidence, and annual regional and global anticipatory action forums. This partnership can support knowledge exchange and learning beyond the region, and help ASEAN and AMS share advancements on anticipatory action in Southeast Asia, thus supporting ASEAN in its ambition to implement the Priority Programme 6 of the AWP – demonstrating ASEAN global leadership in disaster management, particularly in anticipatory action. The AHA Centre is already a member in the Anticipation Hub’s advisory group.
- **Global Anticipatory Action Task Force (AATF):** The AATF includes actors implementing anticipatory humanitarian action in over 60 countries, including those in Southeast Asia. These are the IFRC, Start Network, World Food Programme (WFP), FAO, and United Nations Office for the Coordination of Humanitarian Affairs (OCHA). The AATF sees its role in providing technical expertise, sharing knowledge and learning, and promoting partnerships “to ensure country-level needs and best practises are shaping the anticipatory-action agenda at the global level.”²⁵ The AATF’s objective to mainstream and scale anticipatory approaches within government DRM frameworks – complementary to the objectives set out in the ASEAN Framework on Anticipatory Action in Disaster Management – makes this an important partner to engage with for ASEAN.
- **Risk-Informed Early Action Partnership (REAP):** REAP convenes partners from across the climate, humanitarian and development communities to reduce disaster losses and better protect people from disasters by enabling coherence, alignment and complementarity of anticipatory action initiatives. In the past, REAP has engaged with AHA Centre, but none of the ASEAN regional institutions or AMS have officially signed on to the partnership yet.
- **Asia-Pacific Regional Cash Working Group (RCWG):** The RCWG is a platform to bring together experts at the regional and national levels to share information, exchange learning, develop joint guidance and plans, aid advocacy, and assist the country-level Cash Working Groups via learning events and direct technical support. The RCWG is co-led by WFP, OCHA and IFRC, and supported by Norwegian Capacity (NORCAP)/CashCap with interagency coordination and information management. The RCWG can provide technical support related to cash-based anticipatory action and facilitate links with all national Cash Working Groups in AMS and beyond.

For humanitarian and development partners aiming to support ASEAN’s anticipatory action efforts, several methods of supporting ASEAN regionally and its Member States, nationally, were raised during the consultations. Partners can provide finance and capacity building for governments that are mainstreaming and delivering anticipatory action, so that plans can be enacted effectively as part of comprehensive disaster management. AMS also desired technical and financial support to incorporate trigger mechanisms into DRM plans, which is an area where humanitarian and development partners have a wealth of experience and methodologies to share. Last, humanitarian and development partners can support AMS in strengthening forecasting skills and ability to implement impact-based forecasting (IBF) methods. This technical support should be accompanied with training for interpreting forecasts and translating them into anticipatory action communications and implementation.


²⁶ IFRC, FAO, WFP, OCHA, Start Network. 2021. *Anticipatory Action Task Force (AATF) terms of reference* (https://www.anticipation-hub.org/Documents/Other/Anticipatory_Action_Task_Force_ToR_JAN_2021.pdf)

Table 2: Target Actions and Progress Indicators for 2021-2025

Building blocks for anticipatory action	Target actions at regional level	Responsible institutions	Indicators of progress	Suggestions for national-level action and coordination with regional anticipatory action
 <p>Risk information, forecasting and EWS</p>	<ol style="list-style-type: none"> 1. Integrate anticipatory action triggers into regional and trans-boundary disaster risk assessment. 2. Support the enhancement and development of national drought monitoring, forecasting, and early warning systems. 3. Develop triggers for anticipatory action that are grounded in impact-based forecasting and embedded into critical regional contingency plans (SASOP and AJDRP)* 4. Strengthen agreements and mechanisms for data sharing regionally, and with partners. 5. Support capacity building on IBF and inclusive EWS in ASEAN Member States. 	<p>Lead institutions: AHA Centre, ASMC</p> <p>Supporting institutions: Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES), agencies holding data for risk analysis and IBF e.g., statistics agencies, planning, environment,) ASEAN Secretariat, development and humanitarian partners, civil society networks</p>	<ul style="list-style-type: none"> • Stocktaking of forecast and EWS skills at regional level conducted • Capacity to implement IBF and operate effective and inclusive EWS improved • Anticipatory action triggers developed at regional level 	<ul style="list-style-type: none"> • Enhance and develop national drought monitoring, forecasting and early warning systems. • Develop triggers for anticipatory action that are grounded in IBF and embedded into national contingency plans* • Work with organizations representing the rights of women, persons with disabilities and minorities to facilitate meaningful participation of marginalized groups in EWS design and dissemination.



Building blocks for anticipatory action	Target actions at regional level	Responsible institutions	Indicators of progress	Suggestions for national-level action and coordination with regional anticipatory action
 <p>Planning, operations and delivery</p>	<ol style="list-style-type: none"> 1. Expand capacity of ASEAN-ERAT to mobilize in anticipation of a hazard, supporting the implementation of regional anticipatory action plans and facilitating assistance from AHA Centre and other ASEAN organizations and Member States 2. Build capacity of regional and national anticipatory action implementers on protection, gender and inclusion, following the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021–2025 (ARF-PGI) 3. Incorporate anticipatory action as part of DM into regional hazard-specific and sectoral contingency plans and standard operating procedures (including SASOP and AJDRP) *, defining regional anticipatory actions and outlining the support extended to AMS. 4. Integrate regional planning for preparedness, anticipatory action and response into a comprehensive approach 	<p>Lead institutions: ACDM, AHA Centre</p> <p>Supporting institutions: ASMC, Sectoral bodies (e.g., in social protection, agriculture, water, infrastructure), ASEAN Secretariat, development and humanitarian partners, civil society networks, private sector</p>	<ul style="list-style-type: none"> • Mobilization of ASEAN-ERAT ahead of a hazard • Anticipatory action explicitly referenced in regional contingency plans and SOPs 	<ul style="list-style-type: none"> • Build the capacity of first responders and relevant institutions to safely deliver anticipatory action within window prior to a hazard occurring. • Incorporate anticipatory action as part of DM into national and subnational hazard-specific and sectoral contingency plans, SOPs and preparedness plans. • Integrate national planning for preparedness, anticipatory action and response into a comprehensive approach.

Building blocks for anticipatory action	Target actions at regional level	Responsible institutions	Indicators of progress	Suggestions for national-level action and coordination with regional anticipatory action
 <p>Pre-arranged finance</p>	<ol style="list-style-type: none"> 1. Consider anticipatory action allocations in DRM funds, accessible to all AMS based on common anticipatory action methodology 2. Consider integrating parametric, anticipatory triggers into proposed regional drought-risk based crop insurance programme 3. Assessing barriers to anticipatory action in public financial management (PFM) systems at the regional level and supporting capacity of AMS to conduct PFM assessments for incorporation of anticipatory action at the national level 	<p>Lead institutions: ACDM, ASEAN Secretariat, AHA Centre, ASEAN DRFI, SEADRIF Insurance Co</p> <p>Supporting institutions: development and humanitarian partners, private sector</p>	<ul style="list-style-type: none"> • Assessments conducted of the feasibility to incorporate anticipatory action triggers in ADMER Fund and regional insurance programmes (such as ASEAN DRFI, SEADRIF and crop insurance programmes in anticipation of disasters) • Protocols developed that are linked to anticipatory action triggers and regional contingency plans and SOPs, to enable the release of resources for anticipatory action through the AADMER Fund 	<ul style="list-style-type: none"> • For AMS that have a SEADRIF insurance policy, leverage national contingency funds for anticipatory action in cases where SEADRIF payout is likely to occur, replenishing finance through the SEADRIF payout. • Create protocols for using regional and national contingency funds for anticipatory action, to clarify when or under what circumstances DRM finance can be applied to anticipatory action.



@FAO/Thailand

Enabling environment	Target actions at regional level	Responsible institutions	Indicators of progress	Suggestions for national-level action and coordination with regional anticipatory action
Monitoring, evaluation and learning	<ol style="list-style-type: none"> 1. Monitor indicators relating to anticipatory action in the current AWP 2021-2025 KPIs and evaluate their appropriateness to capture progress on anticipatory action for future WPs 2. Conduct stocktakes of existing anticipatory action, including what is implemented through AMS, regional institutions and partners 3. Coordinate and strengthen knowledge exchange and learning within and beyond the region 4. For cash-based anticipatory action interventions, articulate and test assumptions about how money is spent to contribute to impact analysis and improve guidance for when and how to use cash-based assistance 5. Strengthen collaboration with universities/academia in the region to perform external evaluations and inform further development of anticipatory action 	<p>Lead institutions: ACDM, ASEAN Secretariat, AHA Centre</p> <p>Supporting institutions: Development and humanitarian partners, civil society networks</p>	<ul style="list-style-type: none"> • Evaluations of AWP 2021-2025 include assessment of anticipatory action progress in the region • Hold one or more knowledge sharing platforms with AMS, to facilitate exchange on anticipatory action experiences 	<ul style="list-style-type: none"> • Document and share country experience with implementation of anticipatory action to facilitate learning across AMS. • Design and support country-specific monitoring and evaluation frameworks that capture impacts of anticipatory action, and support mainstreaming of anticipatory action* • Implement studies on drought parameters and thresholds for triggering anticipatory action, specific to each country or type of agro-ecological zone, to support anticipatory action trigger development. • Build the capacity of local organizations in understanding and implementing anticipatory action.

Note: * = target actions that are already committed in the AADMER WP 2021-2025 and/or ASEAN – UN JSPADM IV

ASEAN: A Community of Opportunities for All

 @ASEAN

 @ASEAN

 www.asean.org