

EARLY ACTION

THE STATE OF PLAY

2022



Risk-informed
Early Action
Partnership

About REAP

Launched at the UN Climate Action Summit (UNCAS) in September 2019, the Risk-informed Early Action Partnership (REAP) brings together an unprecedented range of stakeholders across the climate, humanitarian, and development communities with the aim of making 1 billion more people safer from disasters by 2025.

The Partnership is built around four ambitious targets that aim to drive a systemic shift towards acting earlier to reduce the impacts of disasters. It creates a space in which Partners and aligned organisations from across its various constituencies use the ambitious targets to mobilise commitments and inspire action.

Acknowledgements

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A note on definitions

Relevant terms within this report use the definitions set out within the [Glossary of Early Action Terms: 2022 Edition](#). In particular, although ‘anticipatory action’ and ‘early action’ are defined separately, as noted in the Glossary, they are often used interchangeably and this practice is reflected in this report.

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FOREWORD

2023 will be a pivotal year for early action. We will reach the midpoint in the implementation of the 2030 Agenda for Sustainable Development; the Midterm Review of the Sendai Framework for Disaster Risk Reduction 2015-2030 will take place; and the first Global Stocktake under the Paris Agreement will conclude. Nevertheless, it is already clear that we need to act with even greater urgency over the years to come.

In the last year alone, floods devastated Pakistan; recurrent droughts have led the Horn of Africa to the brink of famine; and heatwaves were responsible for increasing numbers of excess deaths across the world, even in temperate regions like Europe. As climate impacts become increasingly widespread, frequent and harmful, we are at risk of reeling from one crisis to the next, unless we can bring about a systemic shift towards acting early.

Confronted by this stark reality, we need to identify the pathways that can connect international commitments and pledges to action taking place at the national and local levels. It is only through such collective efforts that we will enable early action at scale. The State of Play reports – now in their second year – are one small attempt to do this. Published by the Risk-informed Early

Action Partnership (REAP), the reports highlight examples of good practices for early action, from the global to the local level, as well as opportunities that – if used well – will enable us to reach more people, more effectively. Our aim is that the reports help to build collective understanding of how to get ahead of the curve and put in place integrated actions that reach and assist vulnerable people before disasters occur, rather than leaving them to pick up the pieces afterwards.

As co-Chairs of REAP, we are deeply committed to the vision of the Partnership; to help make 1 billion more people safer from disasters through effective early action at scale. The increasing frequency and severity of climate impacts now, and in the future, means that the only way to realise our vision is by coming together, combining our efforts, systems and institutions, to be far greater than the sum of their parts, and focused resolutely on impact. That is the recurrent theme appearing in much of the Partnership's work and highlighted again in this report. We strongly endorse and recommend close attention to the messages and recommendations for action in the State of Play 2022, and ask that each of us identify what we can do to collectively help make 1 billion more people safer from disasters.



Kimberly K. Louis

Co-Chair of the REAP Governing Board and Deputy Permanent Representative, Permanent Mission of Saint Lucia to the United Nations

A black ink signature of Kimberly K. Louis, featuring a stylized, cursive 'K' and 'L'.



Gerard Howe

Co-Chair of the REAP Governing Board and Head of the Adaptation, Nature & Resilience Department, Energy, Climate and Environment Directorate of the Foreign, Commonwealth and Development Office, UK

A black ink signature of Gerard Howe, featuring a stylized, cursive 'G' and 'H'.

ABBREVIATIONS

4As	The Academic Alliance for Anticipatory Action
AAC	Adaptation Action Coalition
ADB	Asian Development Bank
AHA Centre	The ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
ASEAN	Association of Southeast Asian Nations
AU	African Union
CCA	Climate Change Adaptation
CCCCC	Caribbean Community Climate Change Centre
CDEMA	Caribbean Disaster Emergency Management Agency
CDP	Centre for Disaster Protection
CDRFI	Climate and Disaster Risk Finance and Insurance
CERF	Central Emergency Response Fund
CIEWS	Climate Information and Early Warning Systems
COP	Conference of the Parties
CREWS	Climate risk and early warning systems initiative
CSO	Civil Society Organisation
DREF	Disaster Response Emergency Fund
DRF	Disaster Risk Finance
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EAP	Early Action Protocol
EU	European Union
EWEA	Early Warning Early Action
EWS	Early Warning System(s)
FbA	Forecast-based Action
FAO	Food and Agriculture Organization of the United Nations
FCDO	Foreign, Commonwealth & Development Office (UK)
G7	Group of Seven Nations
GCF	Green Climate Fund
GIS	Geographic Information System
GNDR	Global Network of Civil Society Organisations for Disaster Reduction
GPDRR	Global Platform for Disaster Risk Reduction
ICPAC	IGAD Climate Prediction & Applications Centre
ICRC	International Committee of the Red Cross
ICVA	International Council of Voluntary Agencies

IDF	Insurance Development Forum
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
INGD	National Institute for Disaster Management (Mozambique)
LAC	Latin America and the Caribbean
LDC	Least Developed Country
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual +
MEL	Monitoring, Evaluation and Learning
MHEWS	Multi-Hazard Early Warning System(s)
NDMA	National Disaster Management Authority
NMHS	National Meteorological and Hydrological Service(s)
NGO	Non-governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
PDC	Pacific Disaster Center
RCCC	Red Cross Red Crescent Climate Centre
RAED	Arab Network for Environment and Development
REAP	Risk-informed Early Action Partnership
SADC	Southern African Development Community
SFERA	Special Fund for Emergency and Rehabilitation Activities
SIDS	Small Island Developing State(s)
SOFF	Systematic Observations Financing Facility
UCLWRC	University College London Warning Research Centre
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
V20	Vulnerable Twenty Group of Ministers of Finance of the Climate Vulnerable Forum
WFP	World Food Programme
WINDRR	Women's International Network on Disaster Risk Reduction
WMO	World Meteorological Organization

CALL TO ACTION

The year leading up to the publication of this second *State of Play* report has shown that the impacts of climate change are not slowing. Approximately 3.3 to 3.6 billion people live in contexts that are highly vulnerable to climate change, and we must ask ourselves the question: are we doing enough to ensure that they are safe from disasters?

This report outlines six recommendations for action that seek to build on the recommendations contained within the *State of Play 2021*. They encourage all stakeholders working on early action to consciously shift from:

- “Increasing collaboration, coherence and understanding” in 2021 to **operationalising, incentivising and institutionalising collaboration** [Recommendations 2, 3 and 5]
- “Developing clear policy recommendations” in 2021 to **monitoring and tracking implementation** to highlight where gaps persist [Recommendations 1, 2, 5]
- “Increasing the amount of funding” in 2021 to **actual spending and reporting** finance data [Recommendations 4 and 5]
- “Developing a robust evidence base for the full value chain” in 2021 to proactively **linking MEL efforts to existing frameworks** to make MEL more comprehensible and manageable [Recommendation 6]
- “Supporting climate-vulnerable countries by strengthening coordination of the international community and reducing complexity” in 2021 to shifting power to / **strengthening the role of regional bodies** as intermediaries, both horizontally and vertically [Recommendation 1]
- “Strengthening the linkages between the early-warning-early-action community and Locally Led Adaptation and people-centred approaches” in 2021 to fully **committing to a whole-of-society approach** along the full value chain [all Recommendations]
- “Increasing the exchange of knowledge and good practices between countries” in 2021 to **deepening the understanding of and expanding accessibility** across the full value chain [Recommendations 3 and 5]

The recommendations of the *State of Play* are, once again, relevant to any actor working in or close to the field, and the final section of this report details how REAP Partners plan to drive progress in each area.

1 Strengthen regional approaches for scaling up early action

Early action stakeholders experienced at working across regions and at different levels should make their expertise available to regional bodies to better inform regionalised approaches to early action.

2 Operationalise, incentivise and institutionalise collaboration

To truly mainstream and embed coordination and collaboration, actors must be incentivised and enabled (for those without existing access) through provision of funding, exchanges of technical expertise, and access to decision-making.

3 Deepen the understanding of and expand accessibility across the full value chain of early warning early action activities

Truly mainstreaming whole-of-society collaboration requires levelling the playing field, both in terms of knowledge (what makes up the EWEA value chain and who is active within it) and access (where to go for financing, technical assistance and other support).

4 Diversify funding sources and mechanisms while ensuring they complement one another

The goals should be: increased levels of finance; existing finance that is made more anticipatory (and therefore more efficient); and finance that is delivered directly to the national and local levels instead of via international agencies as intermediaries.

5 Starting with effective two-way risk communication, ensure better connection along the entire EWEA value chain

Designing and developing effective risk communication systems offer a practical way to explore how to incorporate multiple stakeholders and their needs, priorities and capabilities.

6 Strengthen the coherence of monitoring activities and improve information sharing on evidence-based progress

Attention needs to be dedicated to alignment across a broad range of monitoring, evaluation and learning approaches (horizontally) as well as ensuring that MEL activities are capturing data at multiple levels (vertically).

SUMMARY

WHERE DO WE STAND?

Early Action Developments

Regional bodies emerged more clearly as key early action stakeholders in 2022. These include supranational organisations, specialised regional organisations, multilateral and regional development banks, and even regional consortiums and working groups. These regional bodies have most concretely formalised their engagement through commitments and plans focused on anticipatory action, and are likely to play a key role in the coming years, for example through acting as a bridge between the global and national/sub-national levels.

At the global level, donor governments and other financial actors made new public **announcements of financial commitments and technical support**, or reconfirmed or specified (parts of) earlier commitments. However, it remains to be seen what share will be disbursed in a risk-informed way and it is not always evident how far the commitments will directly contribute towards reaching REAP's 4 Targets. Progress has also been made on discussions around **responding to the losses and damages** that arise from climate change impacts, including in terms of identifying funding arrangements and establishing a relevant UNFCCC fund. Early warning and, albeit to a lesser extent, early action, are recognised as activities that form part of a holistic response to losses and damages, and so it will remain an important area to monitor.

Global actors also launched key initiatives in 2022 that have the potential to galvanise collaboration beyond a single field/sector when it comes to risk-informed action. The two most prominent examples are the **Early Warnings for All initiative**, based on the UN Secretary General's announcement in March 2022 that the global community will ensure everyone on the planet is covered by early warning systems by 2027; and the **Global Shield against Climate Risks**, which Germany launched during its G7 Presidency in cooperation with the Vulnerable 20 Group of Finance Ministers and with support from the other G7 states. The objective is to provide more and better financial support for a systematic approach to dealing with climate risks.

The evidence base of lessons learned also grew considerably over 2022, and will continue on this trend. We can expect to see more practice-oriented academic research thanks to initiatives including the **Academic Alliance for Anticipatory Action (4As)**; donor funds for research on the early warning early action value chain such as **EU Horizon Grants**, and the **Canadian-UK Climate Adaptation and Resilience (CLARE) initiative** (which has a theme specifically focused on risk-informed early action); and institutions such as the **University College London Warning Research Centre (UCL WRC)**.

REAP's 4 Targets

Target 1 aims, by 2025, for 50 countries to review and integrate their crisis/disaster risk management and climate adaptation laws, policies and/or plans to ensure that they reduce climate change impacts and exposure on people and the environment. Partners interviewed for the *State of Play* note that, in general, there has been significant progress in reviewing policies and strategies, and **based on current activity, success against Target 1 is possible by 2025**. However, reviews do not immediately result in institutionalising early action at all levels, across different ministries and among governmental and non-governmental actors. REAP's Target 1 Working Group is scaling up efforts by undertaking an ongoing **comprehensive risk management mapping** exercise – which so far indicates that Partners are working in 66 countries on Target 1 activities – and using the results to drive synergies in existing efforts, as well as to identify where key gaps lie.

Target 2 aims, by 2025, that 1 billion more people are covered by financing and delivery mechanisms connected to effective early action plans, ensuring they can act ahead of predicted disasters and crises. In terms of finance delivered, the [Finance for Early Action](#) report concluded that the five largest humanitarian funds spent a maximum of USD 41.5 million in 2020 within their anticipatory action windows, and more recent updates from 2021 show a slight increase in amounts that those funds clearly indicate as “anticipatory” to just in excess of USD 45 million. Figures from operational agencies show that the numbers of people actually receiving assistance are similarly low. More broadly, the general scale of financial pledges towards anticipatory action made in 2021 was not met by equally convincing and far-reaching commitments in 2022, and many of those 2021 pledges have not translated into programmed funds in any case. It is clear that **a scale up of effort will be needed to reach Target 2 by 2025**.

The goal of **Target 3** is that by 2025, we achieve at least USD 500 million invested in early warning system infrastructure and institutions to target early action in ‘last/first mile’ communities. The momentum behind the call of the UN Secretary General that every person, community and nation should have access to effective early warning systems within the next five years, and the Early Warnings for All initiative arising from that call, mean that the **prospects are good for Target 3 to be reached**. However, key challenges remain to be addressed, including the lack of current coverage by early warning systems (up to 60 per cent in Africa), the need to attain coherence between different investments and financial instruments to effectively deliver early warnings, and the challenge of mainstreaming people-centred approaches in every element of early warning system planning, design, implementation and evaluation.

Success under **Target 4** means that by 2025, 1 billion more people are covered by new or improved early warning systems, including heatwave early warning, connected to longer-term risk management systems, and supported by effective risk communication and public stakeholder dialogue. **Efforts towards Target 4 are also likely to benefit from implementation of the Early Warnings for All initiative**, but to ensure that we deliver on the core principle of Target 4 – that those at risk have access to impact-based climate risk information and are equipped with the capacity and resources to act early – a systemic transformation based on a whole-of-society approach is still required. So far, the bulk of activity has either taken place at the planning level, often involving a similar group of large actors, or is focused on systems and infrastructure development. However, a concerted effort to address these challenges – such as that being undertaken by REAP's Risk Communication Working Group – may be able to deliver lessons and good practice that can be applied across the full value chain of early warning early action.

INTRODUCTION

EARLY ACTION: THE STATE OF PLAY 2022

Purpose

The annual *State of Play* reports contribute to the growing evidence base of lessons learned on what it takes to bring early action to scale. They provide snapshots of international, regional and national investments, commitments and activities linked to early warning and early action.

This year's *State of Play* is an update from the 2021 [flagship report](#). It aims to showcase examples of the work of REAP Partners from the past year, provide an overview of broader progress towards making risk-informed early action the norm, and gives an update on REAP's activities following the last report (see Annex 1). It also highlights progress, challenges and opportunities on the regional level (see [Overview of 2022](#)); new academic and scientific research results; and commitments and activities that contribute towards REAP's [4 Targets](#). The analytical framework and results are contextualised within REAP's three [Drivers of Change](#). To support a systemic shift towards early action, the *State of Play 2022* report also formulates recommendations for a broad range of stakeholders and outlines concrete next steps that the Partnership will take to achieve them.

A key theme emerging from this year's *State of Play* report is the need for greater integration of activities within the full value chain of early warning early action (EWEA), and for greater connection between its various stakeholders. Each part of the value chain – including but not limited to: systematic observations; climate and weather monitoring; impact-based forecasting; early warning system design and implementation; risk communication; early action planning and delivery; development of appropriate financing instruments and delivery of finance across the various components of the value chain; the elements that establish an enabling environment, such as national legislation, policy and planning; and development and mainstreaming of risk knowledge and capacity – is critical to making people safer from disaster, but will only function effectively if it is integrated into a holistic value chain that operates with two-way communication and puts people at the centre. One aim of this report, then, is to highlight ways in which the value chain can be more closely integrated so it can deliver for the most vulnerable people.

Analytical Framework and Methodology

This report was commissioned by REAP to outline recent changes and updates on early action. The *State of Play 2022* does not intend to provide a comprehensive picture of all evidence, but rather offers an overview of new and strengthened policies, programmes and approaches from 2022. To achieve this, it builds on, firstly, several products with a more specific focus published by REAP – on [early action and finance](#) (2022), [social protection](#) (2023 – upcoming) and case studies on the [enabling environment](#) (2022, 2023), as well as internal mappings of actors engaged in embedding early action at the national level. The *State of Play 2022* also adds to the Partnership’s ongoing efforts to operationalise its [Monitoring, Evaluation and Learning \(MEL\) Framework](#), which aims to systematically capture data to help guide REAP’s strategic direction. Secondly, the report collates various sources of evidence from REAP Partners (including through publicly available reports and research papers, key informant interviews, and information shared internally with the Partnership) and the wider early action field (in the form of open-source information) on financial, programmatic and policy commitments as well as their implementation.

During the desk-based literature review, the author sought and analysed different types of publications,

such as: reports; evaluations; analyses; (reports from) events, webinars and workshops; websites and databases; journal articles and other academic research; briefings; news or press releases; statements from governments or multilateral organisations; protocols; ministerial declarations; and regional and national plans, strategies or roadmaps. This research also included an outcome analysis of events in 2022, including the 7th Global Platform for Disaster Risk Reduction (GPDRR), the G7 Summit, the 10th Global Dialogue Platform for Anticipatory Humanitarian Action and its associated regional platforms, and the 27th Conference of the Parties to the United Nations Framework Convention on Climate Change (COP27).

In addition, 32 REAP Partners and other experts offered their valuable time and insights in semi-structured interviews at different stages of the research process. These included key informants from governments, the Red Cross Red Crescent Movement, the United Nations, research institutes, the private sector, and multilateral and international organisations (see Annex 2). Additionally, insights were gathered through several consultation workshops with the REAP Secretariat, its advisors and research consultants, as well as in engagements with the Partnership’s Working Groups.

Research Challenges for the State of Play 2022

Some practical challenges arose during the research phase and, in part, those outlined in the *State of Play 2021* report still apply. REAP Partners struggled to share quantitative data on progress against the 4 Targets, because data is either unavailable, not systematically measured or not collected in a way that directly fits the Targets. Furthermore, many REAP Partners have committed to work towards the Targets more generally, but it can be arduous to translate broader commitments into action that is measurable. Interestingly, Partners interviewed have a thorough understanding of (and share a general consensus on) the main challenges. However, there is also a general view that finding tangible solutions and agreeing on concrete next steps

requires more collective sense-making and effort due to the complexity of the issues at hand. These challenges will be addressed and ongoing processes strengthened as the Partnership embeds its MEL approach across the full range of its activities.

Efforts to measure progress on early action interventions more generally are still hampered by the lack of internationally agreed-upon baseline data and comprehensive empirical datasets. Interviews with key stakeholders depended on their availability, transparency standards and ability to share data. Moreover, interviews could only be conducted and evidence only be reviewed in English, French and German, which limits the range of possible sources.



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OVERVIEW

EARLY ACTION

IN 2022

Regionalisation and Regional Roadmaps

In 2022, regional bodies emerged more clearly as key actors in the EWEA value chain. These include supra-national organisations (such as the European Union, African Union or ASEAN), specialised regional organisations (such as ICPAC or the AHA Centre), multilateral and regional development banks (such as the Inter-American Development Bank or Asia Development Bank), and even regional consortiums and working groups (such as the Caribbean Regional Early Warning System Consortium, the Asia Pacific Working Group of the Anticipatory Action Task Force, and the Regional Anticipatory Action Working Group in Southern Africa). These regional bodies have most concretely formalised their engagement through commitments and plans focused on anticipatory action. The map on the next page provides highlights of progress at the regional level and lays out emerging opportunities for stronger cooperation.

REAP's second Driver of Change identifies country- and local-level leadership as critical to scaling up EWEA by embedding it as a priority in national- and local-level planning and budgeting, and by building capacity for implementation. It has become clear that there is great potential in the role of regional bodies to support this shift. Approaching disaster impacts from a regional perspective acknowledges that the effects of climate change and hazardous events do not limit themselves to state borders, and it enables synergies that are not readily available at the national level. It also offers a way to address the knowledge discrepancy and differing levels of access (to finance, decision-making, etc.) between the international and national (as well as sub-national) levels. The role of regional bodies within the EWEA value chain can be multifaceted. They can act as intermediaries (e.g. to disseminate expertise and knowledge between

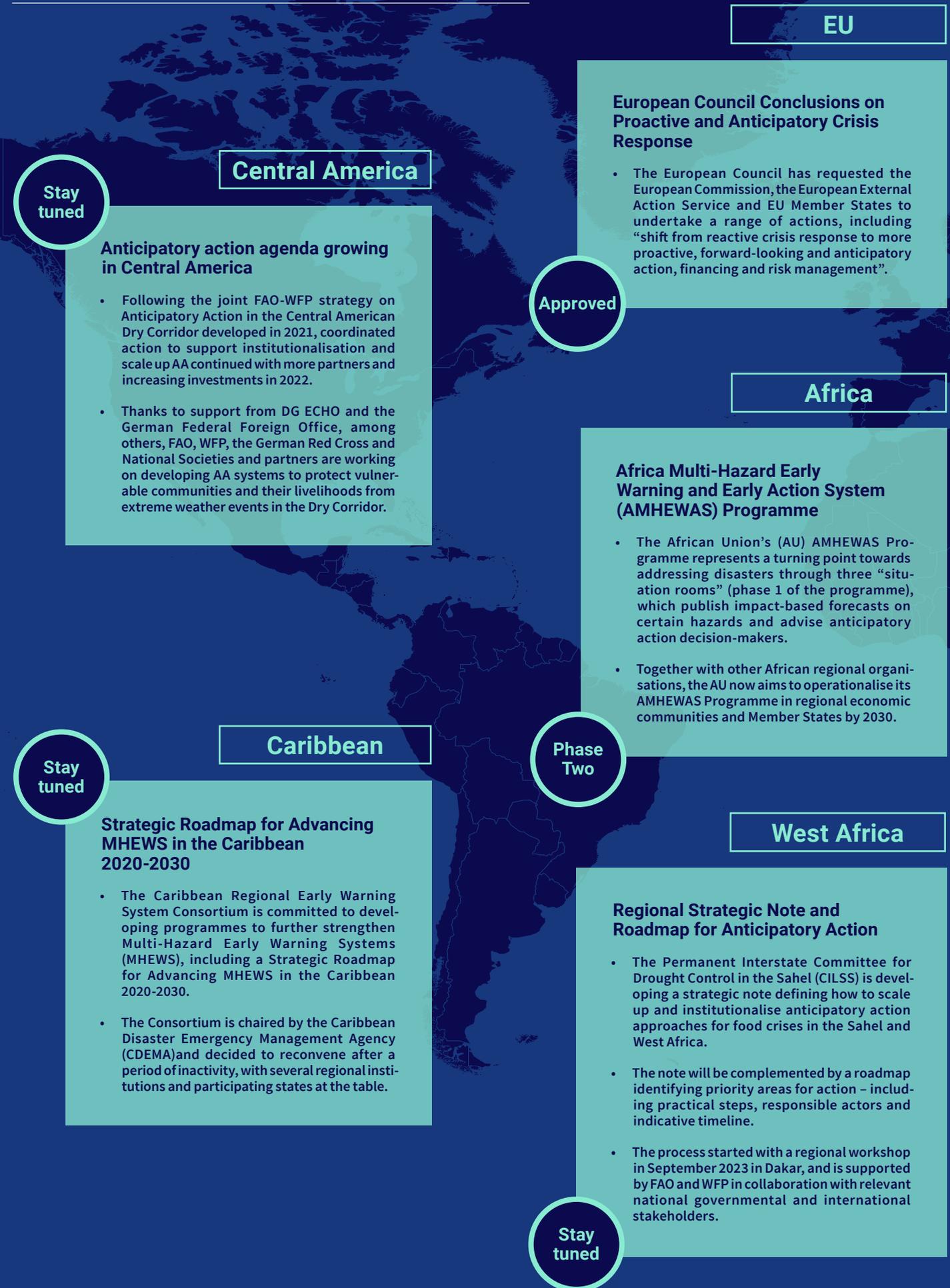
the national and international levels), as conveners (for national governments), as advocates and negotiators (e.g. for resources from the international level) and as capacity-builders.

The regional level can play an important role in addressing all parts of the EWEA value chain, through improved “vertical” and “horizontal” linkages. Working vertically across levels, regional bodies can bridge the international and (sub)national by adopting a strategic viewpoint beyond a specific country, national politics or operations, but one which remains contextualised in regional realities. When capacities and capabilities of regional bodies and national actors are merged and coordinated, they can gather collective expertise and adopt aligned positions to support multiple countries within their remit.

Other actors are leveraging the potential of regional approaches to support scale-up. The **Anticipation Hub**, for example, is already working with regional focal points to support governmental counterparts on developing roadmaps and frameworks for anticipatory action.

Regional bodies can act as a key node within a system which links local communities and governments with the international level based on whole-of-society principles. In practice, situating more decision-making power, knowledge and access to information within regional bodies will allow them to frame early action discussions within more specific and actionable contexts, and to become amplifiers for the national and subnational levels. Regional bodies can channel information in both directions and raise voices from the (sub)national level to the international arena to influence policy and decision-making. Concretely, regional organisations can help to disseminate lessons learned on how to integrate

Figure 1. Progress on early action at the regional level



MENA

Memorandum of Understanding for Anticipatory Action in MENA

- In August 2022, IFRC and WFP agreed to jointly support advocacy, capacity development and resource mobilisation for anticipatory action in the Middle East and North Africa region (for national-level implementation).
- WFP and ODI launched a report on the current status and possibilities for scaling up anticipatory action in the region.

Signed

Southeast Asia

Published

ASEAN Framework on Anticipatory Action in Disaster Management

- This framework is the first intergovernmental consensus on parameters and standards for anticipatory action. It marks a shift in regional disaster management and aims to inspire others.
- ASEAN also launched its “Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025” in 2020.

East Africa

Regional Roadmap for Forecast-Based Anticipatory Action and Financing

- IGAD is currently developing a regional roadmap to spearhead the shift from disaster response to proactive anticipatory action.
- IGAD also hosts one of the AMHEWAS situation rooms.
- ICPAC provides climate services to 11 countries in the Greater Horn of Africa.

Stay tuned

Pacific

Endorsed

Nadi Declaration on the Commitment to Action

- The Pacific Disaster Risk Reduction Declaration includes a Commitment to Action towards a safer and more resilient region facing disaster risk and climate change.
- It was adopted by 17 Pacific countries and territories in September 2022.

Southern Africa

Maputo Declaration on the Commitment by SADC to Enhance Early Warning and Early Action

- The Maputo Declaration was adopted at the ministerial level in September 2022 and aims to develop a regional blueprint for implementing the Early Warnings for All initiative in Southern Africa.
- Governments from the Southern African Development Community (SADC) have committed to, amongst others, establish SOPs and enact disaster risk management (DRM) policies and legislation.

Adopted

national plans and strategies from one country to neighbouring countries, contributing to a scale-up of Target 1 efforts as well as offering co-benefits for Targets 2, 3 and 4.

As climate change impacts increase and diversify, regional bodies can also act as channels for “horizontally” sharing expertise about strategic lessons learned across regions, for example, on responding to specific hazards, including marginalised groups, or on efforts to increase the diversity of communities’ representation.

Financial Pledges

In 2022, there was no high-level pledging event on anticipatory action that was equally prominent as the [High-level Humanitarian Event on Anticipatory Action](#) held in September 2021. However, over the course of the year, donor governments and other financial actors made new public announcements of financial commitments and technical support, or reconfirmed or specified (parts of) earlier commitments. It remains to be seen what share will be disbursed in a risk-informed way and it is not always evident how far the commitments will directly contribute towards reaching the 4 Targets. Like last year, several pledges were brought forward during the annual COP of the United Nations Framework Convention on Climate Change (UNFCCC). Examples to monitor include:

- **Germany**, committing USD 42.5 million (EUR 40 million) to the African Development Bank’s Climate Action Window initiative for fragile African states to enable 20 million farmers, including pastoralists, to access weather-indexed insurance;
- The **UK** committing USD 16.1 million (GBP 13 million) for Adaptation, Loss and Damage, including USD 5 million (GBP 4 million) to REAP;
- The **US**, within the framework of its earlier USD 150 million announcement for the US President’s [PREPARE](#) initiative, committing: USD 15 million to increase early warning systems (EWS) in Pacific small island developing states (SIDS); USD 15 million to EWS in Africa; and, to support regional risk insurance pools, USD 12 million to the Africa Disaster Risk Financing Program and USD 12 million to African Risk Capacity (ARC) Ltd. Moreover, the United States Agency for International Development (USAID) announced USD 33 million “to provide [communities at risk](#) of climate-prone disasters with access to effective early warning systems”.

Progress has been made on discussions around responding to the losses and damages that arise from climate change impacts. In particular, agreements were made at COP27 to [identify funding arrangements and establish a new UNFCCC fund](#), as well as to fully operationalise the Santiago Network for loss and damage. Early warning and, albeit to a lesser extent, early action, are recognised as activities that form part of a holistic response to losses and damages, though more work is needed in this area to clarify the role of risk-informed early action.¹ However, it is clear that loss and damage financing is attracting broad support among donors and should be monitored closely over the coming years. Several countries [pledged](#) “loss-and-damage funds”, including:

- **Austria:** USD 52.6 million (EUR 50 million) over 4 years with support for the Santiago Network;
- **Belgium:** USD 2.6 million (EUR 2.5 million) of a total of USD 26.3 million (EUR 25 million) for climate-related support in Mozambique (2023–2028);
- **Canada:** USD 5.2 million (CAD 7 million) via the Global Shield against Climate Risks and USD 1.1 million (CAD 1.5 million) to the Santiago Network;
- **Denmark:** USD 14.1 million (DKK 100 million); focusing on fragile areas, including the Sahel region;
- **Germany:** USD 178.9 million (EUR 170 million) to the Global Shield against Climate Risks;
- **Ireland:** USD 10.5 million (GBP 10 million) to the Global Shield against Climate Risks;
- **Luxembourg:** USD 10.5 million (EUR 10 million);
- **New Zealand:** USD 12.7 million (NZD 20 million);
- **Scotland** (the first country to offer loss and damage funding last year): an extra USD 6.1 million (GBP 5 million).

¹ Article 8 of the Paris Agreement enshrines the importance of averting, minimising and addressing loss and damage and the role of sustainable development in reducing the risk of loss and damage. It identifies areas of cooperation and facilitation to enhance understanding, action and support with regard to loss and damage including, inter alia, early warning systems and emergency preparedness.

Multilateral Initiatives

Key initiatives that launched in 2022 exemplify the necessity of broader thinking and collaboration beyond one field when it comes to risk-informed early action. A potential catalyst for progress is the initiative, based on the UN Secretary General's announcement in March 2022, which will ensure that by 2027 everyone on the planet is covered by EWS. The **Early Warnings for All initiative** is spearheaded by the World Meteorological Organization (WMO), with chairing responsibilities for the Leadership Board assigned to WMO and the United Nations Office for Disaster Risk Reduction (UNDRR). At COP27, the **Executive Action Plan** was launched, which identified a need for at least USD 3.1 billion to advance the International Network for Multi-Hazard Early Warning Systems (IN-MHEWS) globally. More specifically, this includes: USD 374 million for Disaster Risk Knowledge (Pillar 1); USD 1.18 billion for Observations & Forecasting (Pillar 2); USD 550 million for Dissemination & Communication (Pillar 3); and USD 1 billion for Preparedness & Response (Pillar 4). Each pillar requires priority actions and cross-cutting enablers, and specifies the actors that should cooperate (for example, REAP Partners IFRC, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) collaborate on Pillar 4, while REAP more broadly supports at the policy and technical levels and on financing and cross-sectoral coordination at all levels). The plan was supported by a joint statement, which was signed by 50 countries. This major initiative opens up further opportunities:

- **Increasing exchange** across the hydro-meteorological community as well as the humanitarian and development sectors **can help build a shared vision** around EWEA.
- **Establishing open channels can enhance communication across levels**, linking, amongst others, national meteorological and hydrological services (NMHSs), national disaster management authorities (NDMAs), research institutions across the climate modelling, sociology and psychology fields, media and social media partners, international organisations, non-governmental organisations (NGOs), and the private sector.

- **Adopting a whole-of-society approach**, focusing explicitly on the “last/first mile”, in the design of EWS and feedback loops can ensure that **all groups, even the most marginalised, are reached by new or improved systems**.
- **Overcoming the silos in financing** of EWEA, so donors build incentives for a whole-of-society approach into the design of proposals (rather than relying solely on sectoral funding streams), can **limit the risk that failure in one component will lead to the collapse of the whole system**.

Another possible game-changer is the **Global Shield against Climate Risks**, which Germany launched during its G7 Presidency in cooperation with the Vulnerable 20 Group of Finance Ministers (V20) and with support from the other G7 states. The objective is to provide more and better financial support for a systematic approach to dealing with climate risks. By combining different activities linked to climate risk insurance and prevention, the Global Shield is not only about financial protection but also aims to overcome institutional fragmentation, tackling climate-related losses and damages and enabling an inclusive and participatory dialogue among all relevant actors. Anticipatory action and financing are a crucial part of these endeavours, including through making climate risk financing instruments more anticipatory. Through the **V20-G7 partnership** there is potential to identify and close protection gaps based on the perspectives of those countries most affected by climate risks.

Moreover, the **G7** published two crucial statements with commitments linked to REAP's Targets. In their **Statement on Strengthening Anticipatory Action in Humanitarian Assistance**, the G7 Foreign Ministers affirmed a common understanding of the necessity of scaling up and systematically mainstreaming anticipatory action in the humanitarian system, while “leveraging efforts on, *inter alia*, climate change adaptation, disaster risk reduction, early warning, preparedness, social protection, and disaster risk and climate financing”, committing to “strengthening the enabling environment for anticipatory action and improving collaboration and working across silos”. Amongst other action points, the G7 pledged to develop a methodology for reporting funding for anticipatory action.² Separately, the **G7 Development Ministers' meeting communiqué** includes, amongst others, pledges to scale up climate

² The methodology note is expected to be finalised by the end of 2022 and published in 2023.

and disaster risk finance and insurance (CDRFI), including by working specifically with REAP counterparts such as the InsuResilience Global Partnership.

In a cross-regional effort, the AU and EU announced the launch of the **Team Europe Initiative on Climate Change Adaptation and Resilience in Africa** within the framework of the **EU-Africa Global Gateway Investment Package. Funding from the EU, France, Germany, the Netherlands, and Denmark** – a total of EUR 1 billion (with EUR 60 million for loss and damage) – is linked to other already mentioned initiatives. It will support initiatives led by the AU, focusing on, amongst others, EWS through the Early Warnings for All initiative and the foundations of CDRFI, including through the Global Shield against Climate Risks.

Effectively Operationalising the Initiatives

Given the broad scope of, and political momentum behind, these initiatives, it will be critical to ensure that their operationalisation mainstreams risk-informed early action. Their success will depend on integrating the full EWEA value chain as well as relevant actors into their activities, including CSOs, academia and the private sector. This will require clarifying the landscape of the full value chain to ensure representation of all elements as these initiatives are implemented. This must be supported by sharing knowledge of how to navigate the complexities of the value chain, enabling broad-based engagement, rather than leaving this information with a limited group of institutional actors at the international level. It also means ensuring that funding can be delivered across the full value chain by a diverse range of institutions and donors and is accessible outside a small number of agencies (see report recommendations 3 and 4). New ways must be identified to match needs and offers of technical and financial support, and early action interventions and the funding that enables them must be adapted to ensure that they deliver at the local level.

Mainstreaming collaboration and alignment should be the driving force behind the ongoing shift from piloting

to scaling up EWEA. We can systematise this through encouraging exchange, connected networks and approaches among relevant actors. [The Glossary of Early Action Terms: 2022 Edition](#), for example, attempts to provide a foundation for diverse stakeholders to come together around the same language, but collaboration must be actively pursued and prioritised. This recommendation is fundamental to success against all of REAP's Targets and the scale-up of early action more broadly.

To enable the engagement of affected communities, in particular, the international community must provide resources and establish or nurture existing channels that allow for influencing and shaping progress at the international level (see recommendations 1 and 2). Importantly, collaboration can only be operationalised meaningfully and sustainably if it is needs-driven (and adapted to the needs of individual partners). To ensure that disaster-affected countries benefit from engaging in international partnerships and initiatives, there have to be clear incentives, including through technical assistance, funding commitments, and two-way communication and exchange (see recommendations 1, 2, 4 and 5). We must do more to coordinate with and build on existing national approaches, research and networks, and to include or mainstream early action within them. REAP, for example, already engages with networks of local actors, including [GNDR](#), [ICVA](#), [IFRC](#), [NEXUS](#), [RAED](#) and [Start Network](#).

The partnership approach is an example of how to achieve collaboration, but decision-making power must continue to sit with partners, and collective efforts must be dedicated to mainstreaming the voices of organisations representing communities that are traditionally left out of the global discussions, into all aspects of the work. This helps to strengthen participation of (non-)governmental members and underrepresented or marginalised groups from countries most affected by climate change impacts.

Evidence and Research

The evidence base of lessons learned and continuous challenges has grown considerably over 2022. More academic research will come in the upcoming months and years, also thanks to new research initiatives and grants. The **Academic Alliance for Anticipatory Action (4As)**, for instance, is part of USAID's efforts to enrich our understanding of anticipatory action. The global consortium of universities was launched in December 2021 to address knowledge gaps and provide more insights on the effectiveness of anticipatory action in seven work-streams which are highly relevant for the Partnership's 4 Targets. Those include: [social protection programmes in hazard-prone countries](#); [behaviour change and effects for disaster risk finance](#); or [how to link different models to policymaking](#).

At the European level, two **EU Horizon Grants** are promoting further research on the EWEA value chain:

- The "**Human-Tech Nexus: Building a safe haven for coping with climate extremes**" (HuT) research consortium aims to promote a "best set" of trans-disciplinary risk management tools and approaches that could be adopted and used extensively across Europe. Its operational warning task force focuses on decision-making processes by key stakeholders (integrating behavioural sciences to aid warning effectiveness); multi-scale warnings, with a focus on bottom-up approaches from community-based warnings and integration with top-down warning systems; and multi-directional warning communication to better involve the public and other key stakeholders.

- The "[DIRECTED: Integrated Disaster Risk Reduction for extreme climate events: from early warning systems to long term adaptation and resilience building](#)" research project aims to foster disaster-resilient European societies by expanding their capabilities to communicate, utilise and exchange state-of-the-art data, information and knowledge.

In a call for concept notes, the Canadian-UK **Climate Adaptation and Resilience (CLARE) initiative**, which was launched at COP26 and committed to a total funding of CAD 170 million (USD 135 million), aimed to identify transdisciplinary teams motivated to conduct action-oriented research. Grants were provided for smaller and larger projects for a total amount of up to CAD 56 million, with one of the three themes specifically focused on risk-informed early action.

Focusing on all aspects related to warnings for all forms of risks and disasters, the **University College London Warning Research Centre (UCL WRC)** brings a truly interdisciplinary approach to addressing research on effective warnings and alert systems. Founded in 2020, it joined REAP as a Partner in 2022 and published several [reports](#) on improving warnings and systems along the full value chain.

While many important reports and academic articles were published this year, with a number referenced in relevant sections of this report, the below table offers a short selection of additional examples in specific areas that are relevant to improving risk-informed early action. Most of the publications address technical questions rather than a more policy-oriented angle.

Highlights from the Literature

Specific Hazard Types

- Slow-Onset Disasters**
- FAO (2022): Striking before disasters do: Promoting phased Anticipatory Action for slow-onset hazards. <https://reliefweb.int/report/world/striking-disasters-do-promoting-phased-anticipatory-action-slow-onset-hazards>
 - Krishnamurthy R, P.K., Fisher, J.B., Choularton, R.J., and Kareiva, P.M. (2022): Anticipating drought-related food security changes. *Nature Sustainability* 5, 956–964. <https://doi.org/10.1038/s41893-022-00962-0>

- Rapid-Onset Disasters**
- Dixon, N., Smith, A., and Pietz, M. (2022): A community-operated landslide early warning approach: Myanmar case study. *Geoenvironmental Disasters* 9, 18. <https://geoenvironmental-disasters.springeropen.com/articles/10.1186/s40677-022-00220-7>

- Violent Conflict-Related Disasters**
- ICRC, ICVA, MercyCorps, ODI, RCCC, UNHCR, WFP. (2022). Embracing Discomfort: A Call to Enable Finance for Climate-Change Adaptation in Conflict Settings. <https://shop.icrc.org/download/ebook?sku=4672/002-ebook>
 - Ide, T., Kristensen, A., and Bartusevičius, H. (2021): First comes the river, then comes the conflict? A qualitative comparative analysis of flood-related political unrest. *Journal of Peace Research*, 58(1), 83–97. <https://doi.org/10.1177/0022343320966783>
 - Petrova, K. (2022): Floods, communal conflict and the role of local state institutions in Sub-Saharan Africa. *Political Geography*, 92. <https://doi.org/10.1016/j.polgeo.2021.102511>
 - WFP and ODI (2022): Anticipatory Action in the MENA Region. State of Play and Accelerating Action. https://docs.wfp.org/api/documents/WFP-0000141598/download/?_ga=2.170087072.181321654.1671633729-1852270826.1661864334
 - Compound risk analyses from the RC Climate Centre for Honduras and Mozambique (published in 2022).

- Heatwaves**
- IFRC and OCHA (2022): Extreme heat: Preparing for the heatwaves of the future. <https://www.ifrc.org/document/extreme-heat-preparing-heat-waves-future>

Specific Components of Early-Warning-Early-Action Programming

- Early Warning Systems**
- Chinguwo, D. D. and Deus, D. (2022): Assessment of community-based flood early warning system in Malawi. *Journal of Disaster Risk Studies*, 14(1). <https://jamba.org.za/index.php/jamba/article/view/1166/2267> <https://doi.org/10.4102/jamba.v14i1.1166>
 - Coughlan de Perez, E., Harrison, L., Berse, K. et al. (2022): Adapting to climate change through anticipatory action: The potential use of weather-based early warnings. *Weather and Climate Extremes*, 38. <https://doi.org/10.1016/j.wace.2022.100508>
 - Golding, B. (ed.) (2022): Towards the “Perfect” Weather Warning. Bridging Disciplinary Gaps through Partnership and Communication. Springer. <https://link.springer.com/book/10.1007/978-3-030-98989-7>

Trigger Development • CDP (2022): Malawi Anticipatory Action: Process Learning on Trigger Development. <https://www.disasterprotection.org/publications-centre/malawi-anticipatory-action-process-learning-on-trigger-development>

Impact (Assessments, Measurement) • Gros, C., Easton-Calabria, E., Bailey, M. et al. (2022): The effectiveness of forecast-based humanitarian assistance in anticipation of extreme winters: a case study of vulnerable herders in Mongolia. *Disasters*, 46(1). <https://doi.org/10.1111/disa.12467>

• RC Climate Centre (2022): Community-based Early Warning Early Action (EWEA) in the Pacific: Findings from Tuvalu. <https://reliefweb.int/attachments/28f52211-1451-4e3a-91ac-2bdf0338552b/RCCC-Pacific-Tuvalu-report-final.pdf>

Finance • Scott, Z. (2022): Finance for Early Action: Tracking commitments, trends, challenges & opportunities. Risk-informed Early Action Partnership, Geneva. https://www.early-action-reap.org/sites/default/files/2022-06/20220613_Finance%20for%20Early%20Action_FINAL.pdf

• Wei, G., Fan, E. X., and Huang, A. (2022): From Pandemic to Greater Resilience: Enhancing Disaster Risk Financing in the People's Republic of China. ADB East Asia Working Paper Series, No. 47. <https://www.adb.org/publications/disaster-risk-financing-peoples-republic-china>

Policy Approach • Koy, J., Rachbauer, D., Wagner, M. et al. (2022): Review of the German Federal Foreign Office's approach to anticipatory humanitarian action. <https://www.anticipation-hub.org/download/file-2675>

Cross-Cutting Issues

Risk Communication • Coughlan de Perez, E., Berse, K., Depante, L.A.C. et al. (2022): Learning from the past in moving to the future: Invest in communication and response to weather early warnings to reduce death and damage. *Climate Risk Management*, 38. <https://doi.org/10.1016/j.crm.2022.100461>

Social Protection • Bharadwaj, R., Abhilashi, R., Kaur, D. et al. (2022): The power of 'tech plus people' in collective climate action. IIED, London. https://www.iied.org/sites/default/files/pdfs/2022-11/21166iied_2.pdf

• Bharadwaj, R. and Mitchell, T. (2022): Strengthening anticipatory risk response and financing mechanisms for social protection: a practical approach to tackling loss and damage. IIED, London. https://www.iied.org/sites/default/files/pdfs/2022-12/21286IIED_0.pdf

• FAO (2022): Adopting anticipatory action and shock responsive social protection to strengthen disaster preparedness and resilience: Learning from the ASEAN region. Bangkok. <https://www.fao.org/documents/card/en/c/cc0549en/>

• Longhurst, D. and Slater, R. (2022): Shock-responsive social protection: what is known about what works in fragile and conflict-affected situations? BASIC Research Working Paper 5, Brighton: Institute of Development Studies. <https://doi.org/10.19088/BASIC.2022.005>

Community-Based Engagement • UNDRR (2022): Why community-based disaster risk reduction fails to learn from local knowledge? Experiences from Malawi. United Nations Office for Disaster Risk Reduction (UNDRR). <https://www.undrr.org/media/80279/download>

Topics of Emerging Importance and Outlook for 2023

In 2023, several global processes will deliver substantial progress reviews and provide opportunities to align information and data from which the next *State of Play* may benefit. These include the Midterm Review of the Sendai Framework for Disaster Risk Reduction (see also Target 1 progress chapter), the UNFCCC's Global Stocktake of the Paris Agreement, and other midterm reviews for the Sustainable Development Goals.

More broadly, documenting developments and regular data sharing are central to ensuring that early action can be taken in a more agile and needs-based way. Robust evidence is needed not only to uphold the current political momentum but also to catalyse the push on donors and other stakeholders to translate high-level political commitments into evidence-based programmed investments. Consistent and meaningful reporting can be facilitated by aligning early action MEL activities with existing reporting endeavours, but more work also needs to be done to align diverse MEL approaches across the field. This is necessary in order to develop a coherent picture of the impacts of early action investment, to signal good practices, and to identify where the biggest gaps persist, all while making the information accessible and targeted towards enabling more effective interventions (rather than generating an overwhelming profusion of evidence).³

Within individual organisations it remains crucial to vertically integrate MEL activities. This means creating clear channels to information collected at the local level, and proactively gathering disaggregated information (e.g., on sex, age, able-bodiedness, and other characteristics relevant to national contexts) to ensure that they are working for maximum impact. Efforts to align and improve information sharing will contribute to all of REAP's Targets.

The Partnership will also be tracking the development of topics of continued or emerging importance. This includes specific challenges related to the nexus of climate and conflict or fragility. REAP intends to engage with the agenda as it develops, supporting existing approaches and initiatives, such as the [Anticipation Hub](#) [Anticipatory Action in Conflict Practitioners Group](#) and the work of the [UNDRR/WMO Centre of Excellence for Climate and Disaster Resilience](#).

Moreover, COP27 has shown the importance of more systematically linking ongoing discussions to the matter of addressing losses and damages in climate-vulnerable countries. It is particularly important to highlight, for example, where [humanitarian funding is counted as a contribution to responding to losses and damages](#), which serves neither the humanitarian community nor those experiencing losses and damages directly. More immediately, REAP Partners, as well as other stakeholders involved in EWEA, are encouraged to engage with the [Santiago Network](#) as it is fully operationalised.

In addition to ensuring alignment with broader global developments, stakeholders working on EWEA need to look inward and take steps that will enable a collective scaling of relevant investments and activities. It is crucial that the policy and practice environment continues to be developed and refined so that research insights can be translated into action and pledged funds can be programmed, rather than remaining as mere announcements. The capacity of the EWEA value chain needs to be expanded by existing actors so that as more stakeholders come on board, and as more funds are dedicated to EWEA, there is the capacity to absorb the additional resources.

³ The OECD DAC Network on Development Evaluation (EvalNet) has defined six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability – that can be used to determine the merit or worth of an intervention.

ON THE STATE OF PLAY OF EARLY ACTION

Target 1

By 2025, 50 countries have reviewed and integrated their crisis/disaster risk management, climate adaptation laws, policies and/or plans to ensure that they reduce climate change impacts and exposure on people and the environment.

Where Do We Stand?

The growing impact of the climate emergency continues to encourage synergies across multilateral agendas – like the [2030 Agenda](#), the [Paris Agreement](#) and the [Sendai Framework for Disaster Risk Reduction](#) – both globally and with regard to their planning instruments nationally. As underscored in Target 1, a comprehensive risk management approach to integrated planning enables predictable decision-making and more efficient use of available resources. However, the narrower the definition of what it means to “integrate” different plans, the more challenging it becomes to find the specific data to verify where we stand. Partners interviewed for the *State of Play* note that, in general, there has been significant progress in reviewing policies and national disaster risk management (DRM) or climate change adaptation strategies. **Based on current activity, success against Target 1 is possible by 2025.** However, reviews and commitments do not immediately result in institutionalising early action at all levels, across different ministries and among governmental and non-governmental actors.

As of July 2022, Partners had submitted 34 specific commitments towards Target 1, which they reported via REAP’s commitment tracker. During key informant interviews, WFP also confirmed their commitment to actively engage in supporting governments in developing anticipatory action systems in 40 countries and to approve 35 anticipatory action plans, covering approximately 5 million people by 2025. This [included](#), for example, implementing anticipatory action across government institutions linked to disaster risk management in the

Dominican Republic. Several Partners – including UNDRR, RCCC, CDP, and IGAD (the Intergovernmental Authority on Development) – are also engaged in trainings and workshops to assist governments in enhancing national DRM, and with their general understanding of AA.

Several other initiatives are ongoing, providing an update from the last *State of Play* and contributing to reporting data linked to the Target’s ambitions.

REAP’s Target 1 Working Group is undertaking an ongoing **comprehensive risk management mapping** exercise. The results so far indicate that Partners are working in 66 countries to support governments with activities around integrating climate change adaptation (CCA) and disaster risk reduction (DRR) strategies and laws, adaptation communications, EWS, and disaster risk finance (DRF) strategies. This Target has also received financial support: in 2021-22, [FCDO delivered funding](#) for the IFRC, the British Red Cross and the RCCC to provide technical support for [Target 1-related activities in seven countries](#) (Cape Verde, Fiji, Malawi, Panama, the Philippines, Saint Lucia and Uganda). A baseline mapping on the integration of climate and disaster laws in these countries showed that despite the general lack of good practice examples, the Pacific clearly stood out as a region with effective approaches that other countries can learn from. The work is closely linked to IFRC’s ongoing efforts and expertise in disaster law.

The [IFRC Disaster Law database](#) remains an important source of information on national disaster laws and policies and regional disaster risk management

mechanisms of inter-governmental organisations. The project's [annual report 2021](#) outlines that, following recommendations of National Societies and IFRC Disaster Law, three countries adopted new laws (Argentina, the Lao People's Democratic Republic and Uganda), and five National Societies have better defined auxiliary roles for drafting of new national laws and policies (in Eswatini, Kazakhstan, the Philippines, Timor Leste, and Uganda). Moreover, the project was involved in 19 legal drafting and adoption procedures, which are expected to come to fruition over the next year. It also supported disaster law processes with eight regional organisations, such as IGAD, the Association of Southeast Asian Nations (ASEAN), and the Caribbean Disaster Emergency Management Agency (CDEMA).

A selection of reports published in 2022 offers relevant data from across geographical regions. For example, in the **annual progress reports of regional UNDRR offices**, the organisation highlighted that in the [Americas and the Caribbean](#), 14 countries conducted DRR and climate change policy coherence analyses, while 10 countries developed and approved national DRR strategies or plans. Twenty more are awaiting formal ratification or are being developed. The [Africa UNDRR Office published a bulletin](#) stating that between 2015 and 2020, three countries reported local plans to react to early warnings, while two countries reported that their entire population was covered by early warning information through mass media. In the Arab region, UNDRR's extensive [Regional Assessment Report on DRR](#) found that "[s]eldom are the specific priorities of migrants, including women migrants, addressed in national adaptation plans on climate change or national disaster laws and strategies." The report also advocates for an integrated coherent approach and regional coherence between DRR, climate change mitigation and adaptation, and sustainable development efforts.

The **Women's Resilience to Disasters (WRD) policy tracker** of UN Women analyses inclusive DRR policies and provides global and regional overviews of the progress of inclusion and gender-responsive frameworks (though not specifically for risk-informed early action).⁴ Since February 2022, it is embedded in the new global [WRD Knowledge Hub](#), launched by UN Women and the Australian Government. As of December 2022, the tracker maps a total of 53 countries that have developed gender-responsive DRR/DRM frameworks (a number

which has more than doubled since the last *State of Play*). Almost half of them are categorised as "plans" – rather than laws or policies – with only 3 per cent linked to concrete legislation.

Gaps and Opportunities

The overarching gaps outlined in the last *State of Play* still apply. Many of the new and reviewed plans remain fragmented (rather than integrated), do not sufficiently centre inclusivity, and there is no sign of a meaningful boost of financial and technical support for planning endeavours.

Some concrete emerging opportunities for the upcoming months and years, mainly on the national level, are worth highlighting.

Nepal held the country's first [Dialogue on Anticipatory Action](#). In cooperation between different REAP Partners, including the Government of Nepal, key decision-makers discussed four thematic areas: 1) framing a forecast-based action mechanism; 2) identifying early actions for floods, droughts and cold waves; 3) financing anticipatory actions; and 4) shock-responsive social protection. The stakeholders developed policy recommendations and agreed to, amongst others, committing to complementing and building upon each other's work, and to develop an action plan.

Somalia is currently revising its National Disaster Risk Reduction Strategy and launched a [National Platform for DRR](#) in December 2021 in cooperation with UNDRR's regional office and the Somali Disaster Management Agency (SODMA). It aims to improve its disaster governance through an inter-ministerial approach to developing a DRR strategy "that is coherent with climate change and sustainable development policies in Somalia." While it is not specifically linked to risk-informed early action, the multi-sectoral and multi-disciplinary approach should be closely observed for lessons to be learned: the Platform divides responsibilities within a ministerial committee led by the Ministry of Humanitarian Affairs and Disaster Management and the Ministry of Agriculture as co-chair, and encompasses a technical working group committee which coordinates implementation across ministries and stakeholders.

As one of the highlights from the IFRC Disaster Law project, **South Sudan's** Ministry of Humanitarian Affairs and Disaster Management is developing a [Disaster Risk](#)

⁴ It also provides guidance on how to include marginalised groups into policy commitments, see e.g., Seglah, H.A. and Blanchard, K. (2021): *LGBTQIA+ People and Disasters. DRR Dynamics*. URL, accessed on 13 December 2022: <https://wrdr.unwomen.org/sites/default/files/2021-11/2.%20LGBTQIA%2B%20report-3.pdf>

Management Bill with support from the South Sudan Red Cross. Throughout 2022, consultations were held with different ministries to ensure that the Bill is integrated across all sectors and follows a whole-of-society approach to DRR. **Trinidad and Tobago** is also developing a new Comprehensive Disaster Management (CDM) law and policy, with technical support from IFRC.

Another activity to watch is the Approach to Risk-informed Development of REAP Partner the **United Nations Development Programme (UNDP)**, which comes with a strategy tool to integrate DRR and CCA into development cooperation. The tool was launched in March 2022 and outlines examples of using either knowledge, policy, finance, organisations, or stakeholders as entry points for integrated DRR/CCA mainstreaming. In September 2022, UNDP also published six country case studies.

Technical work at the regional level can also play an increasingly decisive role in improving national systems. In August 2022, the **Regional Anticipatory Action Working Group (RAAWG)**, which includes WFP, FAO and IFRC, launched the Southern Africa Regional Anticipatory Action Roadmap. The group engages to align the regional and national level to reach scale and aims to support the implementation of a regional roadmap to coordinate advocacy and policy efforts with key stakeholders.

Furthermore, the **Adaptation Action Coalition (AAC)** established a new Disaster Risk Reduction workstream in cooperation with UNDRR and REAP. The workstream will concentrate on supporting AAC member governments (of over 40 countries) in improving or launching integrated national policies, legislation and plans related to Target 1.



Story of Change

Bridging Silos to Co-Create a Comprehensive and Integrated DRR/CCA Plan

The Maldives is among the countries most at risk to climate change impacts. Integrating disaster risk reduction and climate change adaptation planning is thus paramount for the small island developing state. This approach is reflected in the Maldives' National Strategic Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2010-2030. With the support of UNDRR and partner organisations, the Maldives is scaling up its efforts by developing a national comprehensive DRR and CCA strategy for an integrated and inclusive climate and disaster risk management system.

To launch the process for developing the strategy, the Government of Maldives and UNDRR co-organised a strategy workshop in July 2022. The participants addressed multiple issues, such as: the current risk governance and policy landscape; risk drivers; risk-information sharing and systemic risk understanding; and linkages of climate risk management, disaster risk reduction, and climate change adaptation.

What made it a worthwhile endeavour? The workshop brought together various actors including several government ministries and authorities, such as the National Disaster Management Authority, the Ministry of Defence, and the Ministry of Environment, Climate Change and Technology as well as UN agencies, NGOs, CSOs and the private sector. They collectively addressed the challenges of coordination across sectors and partners and agreed to develop a comprehensive strategy.

Commencing the process in a joint endeavour strengthened the chances of future cooperation, leveraged REAP's Drivers of Change to foster collaboration and link supply with demand, and paved the way for a multi-sector integrated strategy and its implementation. Moving forward, the Government of Maldives, UNDRR and partners are committed to continuing their collaboration, for example on technical aspects, to develop the comprehensive strategy, thus strengthening the use of risk data and risk knowledge in the country.



Target 2

By 2025, 1 billion more people are covered by financing and delivery mechanisms connected to effective early action plans, ensuring they can act ahead of predicted disasters and crises.

Where Do We Stand?

In light of current progress, a scale up of effort will be needed to reach Target 2 by 2025. This relates to both increasing and diversifying sources of finance as well as following up on commitments and better information sharing on progress. As of July 2022, Partners have submitted 37 commitments specifically linked to this Target. However, the general scale of financial pledges made in 2021 (especially at the [high-level event for anticipatory action](#)) was not met by equally convincing and far-reaching commitments in 2022. Complicating the matter, many of those 2021 pledges have not translated into programmed funds. Early action stakeholders working in line with Target 2 will need to closely monitor whether

this remains an issue for recently announced funds, for example those announced at COP27.

A fundamental element of success against Target 2 is the ability to deliver finance for early action. In 2022, REAP commissioned independent consultant Zoë Scott to publish the first overview of [Finance for Early Action](#), establishing an initial baseline. The report concluded that the five largest humanitarian funds spent a maximum of USD 41.5 million in 2020 within their anticipatory action windows. More recent updates from 2021 show a slight increase in amounts that those funds clearly indicate as “anticipatory” to approx. USD 45.8 million.

Figure 2: Anticipatory action disbursements in 2021 from the five largest humanitarian funds

	AA Disbursements in USD	Original Currency ⁵
CERF	27,000,000	
DREF	1,926,000	CHF 1,800,000
SFERA / FAO	5,588,000	
Start Fund	2,706,000	GBP 2,200,000
WFP Trust Fund	8,600,000	
Total	45,820,000	

Reports on how many people were *reached* cannot be directly equated with the number of people *covered*, as not every early action protocol (EAP) will be triggered. Nevertheless, reported numbers can serve as proxies and underline the urgent requirement to scale up early action finance to reach more people. While this is not an exhaustive list, the numbers below indicate that the

number of people reached is currently far from the target of 1 billion.

Numbers of people reached should be read as guidelines. Calculation methodologies may vary across organisations, making comparison of beneficiary numbers challenging.

⁵ All conversion rates used are from December 2022.

- In 2021, the **Central Emergency Response Fund (CERF)** released **USD 27 million** through already existing frameworks and endorsed three new frameworks. In addition, the fund supported “making allocation earlier on a ‘no-regrets’ basis – even when information was still incomplete and uncertain.” The anticipatory action allocations reached more than **1.5 million people** (900,000 in Ethiopia and more than 660,000 in Somalia). However, it is possible that the numbers of people reached (i.e. who received assistance) overlap with the reporting of WFP and other UN agencies that received CERF funding. In total, since 2019, CERF has released USD 60 million for anticipatory action, namely for flooding in Bangladesh and droughts in Somalia and Ethiopia. CERF funding for anticipatory action is restricted to OCHA-led pilots and (as per CERF’s mandate) can only be disbursed to UN agencies. OCHA has facilitated setting up nine anticipatory action frameworks that are backed by up to USD 140 million from the CERF.
- The **Disaster Response Emergency Fund (DREF)** allocated approximately USD 45.5 million (CHF 42 million) to Red Cross Red Crescent National Societies in 2021 to help them implement early actions, anticipate specific risks and respond to a wide range of emergencies. The fund’s anticipatory action pillar, Forecast-based Action (FbA) by the DREF, committed almost **USD 2 million (CHF 1.8 million)** specifically for early action activation. Through FbA by the DREF, **380,000 people** were reached in 2021. Moreover, 10 new EAPs for different hazards were approved.
- FAO disbursed almost **USD 5.6 million** through the anticipatory action window of the **Special Fund for Emergency and Rehabilitation Activities (SFERA)**. Approximately USD 4.6 million was allocated across 13 countries for anticipatory assistance against different types of hazards, reaching more than **330,000 people**. The remaining USD 1 million (approximate) was invested in surveillance and control operations to anticipate and avert a Malagasy Migratory Locust upsurge in Madagascar; it is estimated that this intervention helped safeguard the agricultural livelihoods and food security of about **1 million people**.
- The **Start Fund** released approximately USD 18 million (GBP 14.5 million) for emergency humanitarian assistance, including **USD 2.7 million** (GBP 2.2 million) for crisis anticipation. While the Global Start Fund, Start Fund Bangladesh and Start Fund Nepal collectively reached more than 2.1 million people, only approximately **240,000 people** were covered by anticipatory action. Launched at COP26, the Start Network’s new funding mechanism Start Ready also became operational in 2022 (including through support from the Insurance Development Forum). It works as a pool of risks and funds for regular and predictable hazardous events, and in its first months, disbursed approximately USD 728,000 (GBP 600,000), with an anticipated reach of almost 300,000 people.⁶
- **WFP’s Trust Fund** allocated **USD 8.6 million** to anticipatory action, including USD 360,000 in Zimbabwe for the activation of the first anticipatory action plan in Southern Africa following the forecast of drought in early 2022. WFP scaled up its anticipatory action operations from covering almost 446,000 people in 15 countries in 2020 to covering more than **1.5 million people** in 19 countries in 2021. The organisation particularly highlights the usefulness of flexible funding from multi-year partnerships. Further, WFP anticipates having 2 million people covered by anticipatory action in 2022.

Looking forward, the Early Warnings for All initiative, the joint V20 and G7 ambition to work towards a Global Shield against Climate Risks, and progress on finance for losses and damages (see Overview of 2022) may result in more funding available for early action. However, it is not yet clear if this will be the case, nor to what extent. If the G7 agreement on how to measure and report on their anticipatory financing is reached (and especially if they advocate for adopting these guidelines on a wider level as a next step), there are good prospects for more aligned data for next year’s *State of Play*.

⁶ The Start Ready Portal updates all activations regularly. For more information, please see <https://startnetwork.org/funds/start-ready/start-ready-portal> (accessed 14 December 2022).

At least USD 246 million in the framework of the **US President's PREPARE initiative** will directly feed into early action. In 2021, [USAID reported spending USD 210 million on disaster prevention and preparedness](#), among which the agency counts activities that improve “the capacity of the [US government], host countries and the international community to reduce vulnerabilities to disasters and respond better to humanitarian emergencies.”

During COP27, **IFRC** launched the [Global Climate Resilience Platform](#), which aims to raise CHF 1 billion for the Red Cross Red Crescent Movement by 2027 to increase the resilience of 500 million people. The platform focuses on early warning and anticipatory action; safety nets and shock-responsive social protection; and nature-based solutions. Moreover, in its newly launched [Operational Framework for Anticipatory Action 2021–2025](#), IFRC sets the objective to engage or support 4.3 million people annually in or through anticipatory action. The framework underlines IFRC's ambitions to scale up to reach more people in more hazardous situations. It includes the objectives of reaching 80 National Societies, increasing the DREF to CHF 100 million by 2025 and allocating 25 per cent of it towards anticipatory action. IFRC plans to measure progress by setting clear indicators that National Societies can report on (such as the amount of money spent and people or households reached).

REAP has itself been working to bring together more informal coalitions of actors around the topic of scaling up finance for early action. To ensure that concrete steps are taken to implement the recommendations of the Finance for Early Action report, the Partnership (with support from the UK and German governments and the Centre for Disaster Protection) organised two high-level events in collaboration with Wilton Park in [June](#) and [October 2022](#). The events were designed to build consensus among early action donors for priority areas to focus on in the coming years, to ensure that sufficient finance is available for early action. The dialogues will be followed by a roadmap that lays out how this will be achieved.

Linking Anticipatory Action and Social Protection

Mobilising finance is fundamental to scaling up early action, but it is also important to ensure that the finance can be programmed and delivered in people-centred ways. Offering one potential route to this, over the past year further progress has been made on linking social protection mechanisms to anticipatory action. For example, in a multisector initiative in Mozambique, the **National Institute for Disaster Management (INGD)** included social protection actors when [designing and implementing an anticipatory action protocol for drought](#). **WFP** published an overview of the organisation's [approach to linking anticipatory action and social protection](#), and its anticipatory action programme for drought in Somalia integrated a new anticipatory instrument into the existing national social protection system (Baxnaano) of the Somali government. The programme reached more than 117,000 people through cash transfers and 1.2 million people through early warning messaging and actions to reduce the impacts of poor rainfall in the region. Meanwhile, aiming to strategically explore the benefits of linking anticipatory action with social protection, the **Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)** of the European Commission launched (August 2021) a 3-year Pilot Programmatic Partnership with **FAO**, focusing on delivering progress in 5 countries in Asia (Bangladesh, Lao People's Democratic Republic, Pakistan, the Philippines and Viet Nam) in the areas of establishing anticipatory action systems and protocols; identifying links between anticipatory action and social protection systems; implementing anticipatory actions; and strengthening the evidence base.

The **Centre for Disaster Protection** also announced support for the World Bank's Sahel Adaptive Social Protection Program. The collaboration will enable the combination of disaster risk finance and predictive and financing tools with social safety nets for adaptive social protection in the Sahel. This will also contribute to strengthening the evidence base – not only for linking social protection and anticipatory action, but also more specifically in fragile settings which are often affected by both political and climate risks.⁷ Promoting social protection programmes or social safety nets as flexible mechanisms for anticipatory action seems to be a promising avenue and a REAP report analysing the potential in more detail will be published in early 2023.⁸

⁷ See REAP's Somalia Case Study (forthcoming) for more information, or Somalia as one of the Success Stories on WFP's website: <https://www.wfp.org/anticipatory-actions> (accessed 15 December 2022).

⁸ Highlights from the Literature Research in the Overview section of this report contains additional resources on linking social protection mechanisms to anticipatory action.

Persistent Barriers

There is still a considerable funding gap to reach 1 billion more people by financing and delivery mechanisms connected to effective early action plans. With only five humanitarian funds clearly financing and reporting on risk-informed early action, which themselves receive their funding from a small pool of donors, it appears that the options for delivering early action funds are neither numerous nor diverse. The outlook for 2023 for the humanitarian system and global humanitarian needs reveals a picture that is even more dire, as the [Global Humanitarian Overview 2023](#) states in clear terms: estimated costs will increase by 25 per cent to USD 51.5 billion, with 157 million people in need of humanitarian assistance.

Despite increasing commitments from donor countries, institutions and other initiatives, a coordinated global approach to finance for early action will require a concerted effort to become a reality. Fragmentation can be observed between sectors, government departments and other actors regarding implementation and donor budgets, as they sometimes lack an understanding of each other's approaches, which further complicates a meaningful scale-up of finance. Other more fundamental barriers include a general reluctance to commit funding, exemplified by the hesitation within organisations to work towards risk-informed early action, and political incentive structures that favour traditional reactive response decision-making for finance. This is an issue both for decisions to commit and disburse funding as well as to include early action in national budget planning, which is compounded by a dependence on donor contributions from the international system. Furthermore, where contributions are made, they are sometimes earmarked for specific countries or programmes, which hampers implementing organisations' efforts to allocate funding flexibly.

At the same time, several interviewees underlined that many funding mechanisms, especially when it comes to global instruments, are quite complex or obscure, which hinders climate-affected countries from accessing funding. When it comes to "innovative" financing mechanisms that, for example, humanitarian actors or governments are less familiar with, climate-affected countries often lack clarity as to whom they can approach. Moreover, closer coordination and cooperation between humanitarian actors and the private sector – a source of both funding and technical capacity – are often challenging in practice. For example, there is a perceived dilemma of

differing risk aversion levels and acceptable uncertainty between humanitarians and private sector actors or insurance companies, which makes working on pre-arranged financing for no-regrets approaches challenging.

Some measurement issues also need to be addressed. Challenges remain when it comes to identifying, first, where finance is prearranged (and how much of it can be counted as anticipatory), and second, which publicly announced financial commitments are actually implemented. Scott's *Finance for Early Action* report clearly lays out the challenges of calculating all expenses due to duplicative reporting, inconsistent terminology and unclear or no indications of duration, amongst others.

Opportunities

Even though political momentum on early action has been generated internationally, available funding can still be summarised as "too little, too late". The call for scale-up must be met by financial expansion, which is particularly challenging when humanitarian needs are increasing but budgets are shrinking. Donors should follow through with their commitments and leverage their access to international forums to foster collective accountability. Currently, even commitments such as **Germany's** goal to [provide at least 5 per cent of its overall humanitarian funding through anticipatory approaches](#) (which has not yet been achieved) will not be sufficient to meaningfully scale up early action. What is more, commitments remain largely vague overall. Thus, leading donors should make clear and long-term commitments that are followed by action. This shift can be supported by transparent communication regarding the funding amounts they consider to be "anticipatory" or "early".

While risk-informed early action can help to meet humanitarian needs, this does not mean that early action should only be financed by humanitarian funds, as outlined by Scott in *Finance for Early Action*. Different funding streams such as development and climate finance should aim for complementarity and also look into options of co-financing, thus supporting the integration of risk-informed activities that strengthen existing climate change responses. Even for global initiatives such as the Global Shield and the Early Warnings for All initiative, for example, co-financing could help to ensure that investment in risk-informed early action is acknowledged as a value-add activity rather than being understood as general climate change adaptation.

The common goal for all stakeholders involved must be to increase the quantity and quality of funding for the full value chain of EWEA, based on a whole-of-society approach. This means reaching beyond traditional funding streams and instruments to enable and engage a wider range of donors, including multilateral and regional development banks and the private sector, which are experienced in different parts of EWEA activity (e.g., in risk communication, rapid disbursement, or setting up alternative financing mechanisms such as insurance) in specific locations. The aim is threefold, namely: 1) to deliver more finance; 2) to adapt existing finance to become more anticipatory; and 3) to ensure that finance reaches the local level. It also means incorporating early action into government priorities so that investment in early action forms part of national budgetary planning processes. This range of connected activities will need a convincing case for investment, backed up by strong economic evidence.

Innovative approaches to finance can also support early action delivery. To make anticipatory action more accessible and thus allow for more National Societies to engage in anticipatory action, the **IFRC** has initiated Simplified Early Action Protocols. This “lighter approach” requires a less extensive plan and can trigger pre-agreed funds more easily, and is valid for two years. Three Simplified EAPs have already been approved. Moreover, to meet its ambitions for the DREF, the IFRC is also exploring options of new financing mechanisms. Aiming to “leverage financial markets to keep up with the world’s unprecedented humanitarian needs,” the fund will explore an innovative insurance mechanism using commercial insurance markets, to be launched in 2023. For this, IFRC is collaborating with **AON** and the **Centre for Disaster Protection** to diversify funding sources and increase capacity and liquidity.



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Story of Change

Scaling Up Early Action and Supporting Climate Resilience through Social Protection

The social protection programme Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) aims to support India's rural population in preparing for, coping with, and recovering from climate-related disasters through integration of climate risk information. In a joint effort, the Indian Ministry of Rural Development, International Institute for Environment and Development (IIED), and the Madhya Pradesh Council of Science and Technology (MPSCT), supported by the UK's Foreign, Commonwealth and Development Office (FCDO), developed the Climate Resilience Information System and Planning Tools for MGNREGS (CRISP-M). Launched in late 2021, CRISP-M is a model example of how to integrate risk information into an existing national social protection system through a simple and easily accessible digital tool, thus strengthening community-based agency and resilience.

In a nutshell, CRISP-M provides the critical bridge that enables an existing social protection system to support early action approaches – a mechanism identified as key to achieving Target 2. CRISP-M aims to improve climate risk-informed planning, decision-making and monitoring for MGNREGS and thus allows communities to better anticipate and face climate risks. The tool consists of three components: 1) a drought EWS that supports decision-makers in drought declaration processes and adapting safety net measures when appropriate; 2) geographic information system (GIS)-assisted asset planning, which is easily accessible for communities via a web- and mobile-phone based app, and facilitates planning based on community knowledge; and 3) community-based planning and monitoring, which increases two-way accountability as communities have the possibility to monitor and access data and to boost local confidence and participation to act ahead of a crisis.

CRISP-M combines scientific climate risk information and technology with the traditional knowledge, practices and skills of communities. Its sustainability also relies on the “Climate Saathis” (friends) or local climate champions, who upgrade the platform to be a lever for more democratic village-level decision-making. CRISP-M has been rolled out in Madhya Pradesh and Jharkhand States, and the Ministry of Rural Development aims for country-wide scale up. Adapting CRISP-M to the life of rural communities not only offers good practice lessons for similar activities under Target 2, but also points to ways forward under Targets 3 and 4 that are truly people-centred and leverage REAP's Drivers of Change to enable local- and country-level ownership and leadership.



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Target 3

By 2025, USD 500 million invested in early warning system infrastructure and institutions to target early action in 'last/first mile' communities, building on existing initiatives.

Where Do We Stand?

In light of the UN Secretary General's call "that every person, community and nation has access to effective early warning systems within the next five years," and commitments linked to the Early Warnings for All initiative, **the prospects are good for Target 3 to be reached**. Given that early warning systems are often referred to as "low-hanging fruits" when it comes to reaching more people and protecting more lives, there should be no doubt that a global effort to reach the initiative's objectives carries great potential. However, the UN Secretary General highlighted the scale of the challenge ahead when he launched the Early Warnings for All initiative in March 2022, stating "one third of the world's people, mainly in least-developed countries and small island developing states, are still not covered by early warning systems. In Africa, it is even worse: 60 per cent of people lack coverage".

Many funding commitments to improve or establish early warning systems were announced during the 77th Session of the UN General Assembly (UNGA 77) in September 2022, as well as during COP27 (although it is not always evident which of these are new or additional commitments as opposed to just confirming earlier pledges). For example, **USAID** announced a USD 33 million investment in early warning systems, providing access for communities at risk of climate-related disasters.

Growing weight is being attributed to designing and adapting Multi-Hazard Early Warning Systems (MHEWS) so that they are better capable of addressing multiple hazards and multi-hazard situations. **WMO** and **UNDRR's** report on the Global Status of Multi-Hazard Early Warning Systems concluded that while 95 countries (of 120 reporting) indicate the presence of a MHEWS, this coverage still represents less than half of all countries in the world. The report also points out the particularly low coverage in SIDS (32 per cent) and LDCs (46 per cent). Meanwhile, in the Latin America and the Caribbean (LAC) region, more than 60 per cent of nationally determined contributions to the Paris Agreement mentioned early warnings in 2022, indicating that there is political support for their use in responding to climate impacts. A critical

element of the challenge, then, will be to bridge the gap between political commitments and implementation.

REAP Partners have submitted 30 specific commitments towards Target 3. Monitoring the *existence* of an early warning system is one of the easier endeavours given that ongoing efforts through voluntary contributions of the Sendai Framework's signatories constitute useful sources of information on progress against Target 3. However, it remains particularly challenging to also measure *if* and *how* the "last/first mile" is effectively reached through funding for EWS. This is compounded by the difficulty of tracing where commitments result in action, and of holding stakeholders accountable.

The Executive Action Plan of the Early Warnings for All initiative indicates "locally led action" as a cross-cutting enabler for reaching communities – typically the first responders when a disaster occurs – which are most often mentioned linked to collaboration with local governments. The plan highlights what a people-centred approach means for early warning dissemination and communication (Pillar 3), namely, "reaching all people at risk, especially the most vulnerable," which will also contribute to REAP's Target 4. Instances like this, which highlight the interlinked nature of the Partnership's Targets, can serve as guidance for ensuring that investments are ultimately serving the broader EWEA ecosystem.

Examples of Promising Developments

The **Systematic Observations Financing Facility (SOFF)** was established at COP26 by WMO, UNDP and UNEP as a UN multi-partner trust fund and became active in June 2022. Within the Early Warnings for All Executive Action Plan, under Pillar 2 (Observations and Forecasting), it aims to fund weather and climate observations to strengthen early warnings in 100 countries (65 SIDS and LDCs as well as 35 ODA-eligible countries). It will require USD 400 million to achieve its targets. Moving forward, it will be critical to ensure that investments in SOFF are aligned within investments in other elements of early warning and early action activities to ensure that its outputs are coherent with broader needs and, most crucially, that they are actionable.

In 2021, REAP Partner the **Climate Risk and Early Warning Systems Initiative (CREWS)** leveraged USD 400 million of additional resources to deliver EWS to LDCs and SIDS. CREWS also developed a Central Asian flood early warning system, which aimed to better protect 115 million people living in six countries. At the end of 2021, CREWS had 12 more national and regional projects prepared and ready to implement but was awaiting funding. In early 2022, CREWS disbursed USD 1 million to the project *Strengthening Hydro-Meteorological and Early Warning Services in the Caribbean* (implemented by UNDRR). CREWS also plays a central role in implementing the Early Warnings for All initiative.

In its eleventh report to the UNFCCC, the **Green Climate Fund (GCF)** listed projects in six countries on Early Warning Systems for a total grant amount of almost USD 170 million. While the Fund, as an “operating entity of the Financial Mechanism under the UNFCCC”, focuses on climate change mitigation and adaptation more broadly, one project in the Philippines specifically aims to improve Multi-Hazard Impact-Based Forecasting and EWS (for USD 20.2 million).

Gaps and Opportunities

The Early Warnings for All initiative is undoubtedly a major opportunity for reaching Target 3. Early action stakeholders should engage in supporting the development and implementation of the initiative wherever possible, and many of REAP’s Partners are already involved in delivering on the *Executive Action Plan*’s four pillars. A key challenge underlined in the Action Plan will be attaining coherence between different investments and financial instruments, including for SOFF and CREWS.

At the regional level, there are several promising ambitions to strengthen linkages across the whole EWEA value chain, in particular for linking weather or climate data forecasts and warnings, and for linking early warnings and early action. For example, a new regional centre in Southeast Asia will support the Early Warnings for All initiative through improving flash flood forecasting and issuing appropriate warnings with a new Southeast Asia Flash Flood Guidance System (*SeAFFGS*). CREWS initiated a project in the Greater Horn of Africa to strengthen “early warning and early action systems

for meteorological, hydrological, and climate extremes” and allow national and regional actors to better produce and use climate, weather and hydrological services as well as early warning systems. What is more, following the **Maputo Declaration on enhancing EWEA in the Southern African Development Community** (SADC), which aims to develop a regional blueprint for implementing the Early Warnings for All initiative in Southern Africa, governments from the SADC committed to, amongst others, establishing standard operating procedures to enhance early warning and early action in the region.

Delivering funding for Target 3 in a flexible manner will be necessary to ensure that it is responsive to a range of early warning-related needs. Along these lines, **CREWS** and **GCF** are developing a new *scaling-up framework* through the GCF Simplified Approval Process (SAP) that supports smaller-scale projects with potentially high impacts.

Another critical element of Target 3 is reaching the “last/first mile”. While this remains challenging to assess, and the question of how to effectively define “people-centred” approaches continues to puzzle many interview partners, the importance of these approaches is not only widely recognised, but it is also increasingly found in more concrete tools for operationalisation. For many years now, **CREWS** has adopted principles and practices of *gender-sensitive programming* and in 2022 agreed on further operational procedures guidance specifically focused on people-centred risk-informed early warning systems (upcoming, 2023). The guidance outlines the rationale and the steps required to transition to a more people-centred risk-informed approach by encouraging collaboration between local-level actors.

Effectively delivering climate and other finance to local governments also remains a challenge. To address this issue and support locally led climate change adaptation, the **UN Capital Development Fund** created the Local Climate Adaptive Living (LoCAL) Facility. In 2022, a Ministerial Declaration signed by ministers of some of the world’s most vulnerable nations includes the commitment to grow the LoCAL Facility to a US\$ 500 million mechanism by 2027.

Story of Change

A Comprehensive Guide Outlining How Climate Finance and Information Can Link to MHEWS

The Green Climate Fund (GCF) is mandated to support countries most affected by climate change to achieve climate resilience. Established by the UNFCCC in 2010, it is the largest fund worldwide aiming to boost climate finance as well as mitigation and adaptation in response to climate change. Climate information and early warning systems (CIEWS) are an important aspect of the climate rationale required for all GCF projects.

In 2022, GCF published its CIEWS Sectoral Guide. This guide spells out, amongst other things, linkages between monitoring of hydro-meteorological hazardous events, climate information systems and multi-hazard early warning systems, climate finance, and early action – and all of these aspects along the full value chain of EWEA. The Sectoral Guide is comprehensive, clearly structured and easy to navigate. It suggests three “paradigm-shifting pathways” that are applicable to the four pillars of the GCF Strategic Plan: 1) strengthening climate information services (CIS); 2) promoting impact-based MHEWS and early action; and 3) improving CIEWS for investment and financial decisions, infrastructure design and resilience financing. It also explains how the GCF can finance these pathways, on which criteria the fund’s investments are built, and how it can strengthen incentives for private sector contributions. In addition to providing a synoptic overview on all these aspects, it includes case studies that demonstrate national experiences with using public sector financing for climate-based solutions in CIEWS. With publishing the Sectoral Guide, the GCF is signalling its intention to align its investments to the scale-up of EWS infrastructure and institutions.

The Sectoral Guide was developed in a collaborative endeavour and includes suggestions and recommendations from a broad range of stakeholders. It provides useful and relatable details for the development of comprehensive CIEWS investment, which consider cross-sectoral activities to reach the “last/first mile.” From policies, to knowledge sharing, to participation with innovative financing approaches, it explains how to establish sustainable CIEWS for anticipatory action at the local, national and regional levels.





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Target 4

By 2025, 1 billion more people are covered by new or improved early warning systems, including heatwave early warning, connected to longer-term risk management systems, and supported by effective risk communication and public stakeholder dialogue to prompt informed action.

Where Do We Stand?

Similar to Target 3, the international aim to reach everyone worldwide through EWS will coalesce a significant amount of effort towards covering 1 billion more people by 2025 under Target 4. Combining efforts under both Targets is an example of the collaboration that is needed for early action at scale. However, as of July 2022, REAP Partners have submitted 20 specific commitments to contribute to reaching Target 4, which remains the lowest number. Furthermore, to ensure that all people are not only covered by early warning systems but also have access to impact-based climate risk information and are equipped with the capacity and resources to act early, a systemic transformation based on a whole-of-society approach is still required. So far, the bulk of activity has either taken place at the planning level, often involving a similar group of large actors, or is focused on systems and infrastructure development.

Interview partners confirmed that there has been an increase in the development of early warning systems worldwide, including more references to early warning in key policies. Often at the forefront of this are climate-affected regions with an active regional body specialised in climate resilience and adaptation, such as in the Caribbean (with REAP Partner the **Caribbean Community Climate Change Centre – CCCCC**) or the Horn of Africa (with REAP Partner **ICPAC**). REAP Partner **the Pacific Disaster Centre (PDC)**, through a partnership with NASA that commenced in 2019, worked to enhance PDC's DisasterAWARE platform (a multi-hazard early warning, hazard monitoring and risk intelligence platform that uses PDC's AI for Humanity natural language processing) and initiate the world's first global flood prediction and early warning technology. PDC has also worked with countries such as the Bahamas to complete National Disaster Preparedness Baseline Assessments, integrating the data into DisasterAWARE to support better planning and decision making around disasters.

Regular monitoring of ongoing efforts through voluntary contributions of Sendai signatories is a useful source of information on progress against Target 4 (as well as Target 3). Work towards the 2023 **Midterm Review of the Sendai Framework** is ongoing, and while more detailed information can be expected in the upcoming months, for example through the consolidated report, additional publications include information on early warning systems, such as the Global Status of Multi-Hazard Early Warning System report or a literature review. In 2022, there was a particular focus on Target G, which aims to “[s]ubstantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030.” However, at the global level, it is “the least covered”. From those countries that submitted data on preparedness for early action and response, only 46 per cent have reported the availability of a plan to act upon early warnings (see also chapter on Target 2).⁹ To enable a whole-of-society approach, the Midterm Review exercise also engages with various stakeholders, evidenced in a Report for Consultations showcasing their perspectives.

The **CREWS Annual Report 2021** indicated support for projects in 60 countries to enhance early warning services, one of which will cover 25 million more people in Cambodia and Lao People's Democratic Republic through improved weather, climate, early warning and response services. However, on the whole, available data on the number of people covered is still limited.

Risk Communication

In general, the function of risk communication within EWS has been gaining more attention and acknowledgement in recent years. For example, in its Global Assessment Report 2022, **UNDRR** has dedicated a chapter to advancing risk communication, including on the status quo of practices, practical advice and a “checklist on managing false and misleading information.”

However, interview partners still see a need to improve and sensitise risk communication throughout the EWEA

⁹ More specific information on the progress against this target can be found here: <https://sendaimonitor.undrr.org/>

value chain, as effective delivery of information is not only about communicating risk based on scientific knowledge, but also about building in an awareness of the response capacities of affected communities. This includes the necessity for international, regional and even national actors to develop area-based understandings of a society's habits when it comes to accessing information as well as existing risk perceptions, media/communication infrastructure, gender specificities, and areas of (mis)trust. For example, the largest percentage of people in lower-income countries (31 per cent) primarily refer to and trust local news media for disaster information, according to the [2021 Lloyd's Register Foundation World Risk Poll](#).

To enable more sensitive risk communication, stronger connections need to be made across all the various stakeholders working along the value chain. In particular, but not exclusively, the audience that risk communication is supposed to reach should be meaningfully integrated into decision-making about designing the means of communication, such as channels, formats or languages, as well as investment decisions that influence the production and delivery of early warnings and the availability and effectiveness of early action plans. The context-specific understanding of people's experiences and perceptions of risks and disasters should guide every step of risk-informed early action. Better integration of actors and activities along the value chain will support this outcome and contribute to reaching both Targets 3 and 4.

To work on these issues, REAP established a Working Group on Risk Communication, co-chaired by **BBC Media Action** and **Resurgence**, which brings together stakeholders from telecommunications, media, governments, academia, earth observation and hydro-meteorological services. Meanwhile, founded on a decade-long **WMO** project on world weather research (the High Impact Weather project, **HIWeather**), Golding et al. published [Towards the 'Perfect' Weather Warning](#). The book links the different aspects of the early-warning-early-action value chain and characterises "the warning process as a pathway linking observations, weather forecasts, hazard forecasts, socio-economic impact forecasts, warning messages, and the protective decision via a set of five bridges that cross the divides between the relevant organisations and areas of expertise."

Heatwaves

In 2022, considerable progress was made towards both improving heatwave early warning and acting upon it. For example, the **IFRC** approved and [activated](#) a

second [Early Action Protocol](#) for heatwaves in Central Asia (which was also the first EAP in that region for any hazard), possibly reaching 13,850 people. The DREF released almost US\$ 225,000 (CHF 207,707) for, amongst others, air conditioners for children and elderly people, as well as food and hygiene packs for people to stay at home.

Moreover, in October, **IFRC** and **OCHA** launched a joint [report](#) on heatwaves, including both scientific data on the current and possible future impacts of extreme heat and how to better prepare in the future. On the regional level, **UNDRR** published a [report](#) on how to address heatwaves in the Asia-Pacific region. On the local level, as heatwaves pose a particular risk for urban areas, many publications focus on extreme heat in cities, providing toolkits and guidelines on communicating early warnings and dealing with the impacts (oftentimes in countries from the Global North, for example, the [United States](#)).

Gaps and Opportunities

Communication systems are complex and tend to allow information to flow in only one direction – and early warning systems are no exception. The recipients of early warnings rarely have access to or an understanding of the data that feeds the systems; nor, and more crucially, do they have a say on the form in which that information reaches them. Two-way communication ensures that feedback from the receiver to the sender is taken into account, and acknowledges that any stakeholder can be a sender or receiver of information (rather than the typical assumption that information is only sent to/received at the local level).

Activities that take place both before and during the risk communication stage of the EWEA value chain have direct relevance for the ability of vulnerable communities to take action. Given this, the people that early warning and early action aim to reach must be co-agents for developing EWEA along the value chain. It is only through adopting this principle that a genuine whole-of-society approach to EWEA will be realised – and improving two-way risk communication is a practical example of how to achieve this. Applying lessons learned through these processes can help to strengthen activities across the full value chain to ensure that the whole-of-society approach becomes a fundamental principle instead of simply remaining a buzzword.

In March 2022, **the Women's International Network on Disaster Risk Reduction (WIN DRR)**, **UNDRR**, **Shifting the Power Coalition** and **ActionAid Australia** published the [Inclusive and Accessible MHEWS report](#).

It provides lessons from women-led EWS in four Pacific countries, including by outlining that “successes of these women-led initiatives demonstrate how women’s innovation and appropriate and accessible information and communication technology and systems, can be used to support the overall effectiveness, inclusiveness and accessibility of mainstream MHEWS.” It also shows how different countries can build on each other’s approaches: for example, Vanuatu and Papua New Guinea replicated and adapted a project from Fiji.

While this only captures a small part of what is needed for a whole-of-society approach for EWS, reports like this gather at least some gender-disaggregated data and often also include information linked to the “last/first mile.” More is needed, however; **UN Women** launched a [call](#) for a gender-responsive Midterm Review of the Sendai Framework, and developed an associated [guidance note](#). Moreover, in July 2022, **UNDRR** published a [Words-into-Action \(WiA\) Guide](#) on how to combine traditional and indigenous knowledge with scientific knowledge in DRR, which also addresses EWS, as well as a specific WiA Guide for Multi-Hazard Early Warning Systems (a consultative version can be downloaded [here](#)).

In cooperation with **IFRC, CREWS** published a [report](#) in March 2022 which highlights the ongoing work of National Red Cross Red Crescent Societies in people-centred EWS, anticipatory action and forecast-based financing approaches in several countries. It concludes, amongst others, that the crucial role of National Societies in preparing and activating EWS includes upholding the engagement with communities and depends on further institutional strengthening. Moreover, EWS have to be embedded in community-based disaster risk-management work in National Societies to be effective and sustainable. REAP Partner **CCCCC** aims to increase its engagement and raise risk understanding through climate literacy campaigns and videos posted on social media. In August 2022, the **RCCC** published a [study](#) with findings from community-based early warning and early action in the Pacific (Tuvalu). These include, for example, that different hazard risks entail gender-specific needs and vulnerabilities, which programmes and information must consider accordingly.

Under their anticipatory action programming, **WFP** and the **Government of Zimbabwe** are [developing](#) tailored forecasts and triggers with people-centred approaches. To integrate indigenous knowledge systems and climate services into anticipatory action decision-making and climate forecasting, a better understanding is needed, including of the types of indicators used: (1) plants; (2) animals, birds and insects; (3) astrological signs; (4) atmospheric concepts; and (5) spiritual premonitions).

Story of Change

An Improved EWS through Gender-Transformative and Socially Inclusive Approaches

In the Western Philippines, Baguio City has been working to improve its flood early warning system (EWS) in a gender-transformative way. The new system is based on the findings of a [gender and inclusion study](#) and part of the ASEAN Australia Smart Cities Trust Fund (AASCTF) programme, supported by the Asian Development Bank (ADB).

In theory, “[gender-transformative](#)” means an intervention that “addresses the causes of gender-based inequalities and works to transform harmful gender roles, norms and power relations.” How does this translate into practice? The underlying study used an intersectional research approach, including through “missing voices interviews” for evidence and experience from marginalised groups including women and gender minorities. Throughout the research, the project team from Ramboll and Practical Action Consulting worked together with project partners from the Baguio City Disaster Risk Reduction and Management Office (CDRRMO) and other EWS stakeholders. In practical terms for the flood EWS, this translated into developing an action list for all stakeholders while considering the impact of gender and social inclusion for the entire EWS cycle, including: risk knowledge; monitoring and warning; dissemination and communication; response capacity; governance; local community involvement; and multi-hazard considerations. As a result of the process, the CDRRMO plans to set up intermediary representative groups that include marginalised people, provide a platform to support input to and feedback on the flood EWS, and organise workshops, meetings and focus group discussions to develop evacuation plans with specific alert thresholds that are tailored to group preferences in order to support the most marginalised, particularly those with challenges related to mobility.

The whole process is designed to create a greater sense of ownership of the actions developed by the different stakeholders themselves. Through public stakeholder dialogue and effective risk communication along the full value chain, it aims to empower them to take strategic decisions, thus contributing to people-centred early warning and early action that reaches the “last/first mile.”



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CALL TO CONTINUED ACTION AND RECOMMENDATIONS

Our interviews and document analysis show that all early action stakeholders need to focus on **collectively** bringing about a systemic shift towards acting earlier. The recommendations of the *State of Play 2021* still hold, but they need to be acted upon more systematically and holistically. At the risk of repeating similar recommendations, this report continues to convey the urgency of taking risk-informed early action to scale, but it also builds on the 2021 call to action by bridging the two sets of recommendations and highlighting how they can be collectively operationalised. Each recommendation is

intentionally applicable to the broad range of actors that need to come together to take early action to scale. Once again, under each new recommendation, the Risk-informed Early Action Partnership lays out the activities that it will prioritise to ensure progress. The Partnership encourages other actors to follow suit and translate the recommendations into concrete action points for their organisations. Finally, recognising the value of and need for accountability, Annex 2 gives an overview of the progress made on the actions that REAP Partners laid out in the *State of Play 2021*.

Leitmotif

As a cross-cutting *leitmotif* for these recommendations, all stakeholders should **commit to a whole-of-society approach along the full value chain of early warning early action**. The recommendations below include suggestions for how to operationalise and move forward on this. In general, what this report means by “whole-of-society approach” implies, but goes beyond, “people-centred”, “community-centred” or “user-centred” approaches. It is not only about aiming to reach vulnerable communities and adapting existing mechanisms to a group or individual; rather, it strives to strengthen social justice and situate decision-making power within communities. But to do so, people must come before

technical innovation and efficiency in the entire early warning early action value chain. Ultimately, this can only be successful if accountability structures are clarified. For example, for national (governmental) accountability vis-à-vis the populations that need protecting, this includes committing to develop and implement policies and plans that serve all people, including the most marginalised. For the international community, this includes mainstreaming approaches that both include and address all people, especially when they belong to marginalised groups.

Building Momentum from the *State of Play 2021*

The recommendations of last year's *State of Play* (2021) form the foundation for this report's continued call for action. Each recommendation outlined in this report can be traced back to those from last year.

Driver of Change: Fostering collaboration and linking supply with demand (or facilitating a 'marketplace')

1. From "increase collaboration, coherence and understanding" in 2021 to **operationalise, incentivise and institutionalise collaboration** [see Recommendations 2, 3 and 5]

Driver of Change: Global commitment on policy and practice

2. From "develop clear policy recommendations" in 2021 to **monitor and track implementation** to highlight where gaps persist [see Recommendations 1, 2, 5 and *leitmotif*]
3. From "increase the amount of funding" in 2021 to shift from commitments to **actual spending and reporting** finance data [see Recommendations 4 and 5]
4. From "develop a robust evidence base for the full value chain" in 2021 to proactively **link MEL efforts to existing frameworks** to make MEL more comprehensible and manageable [see Recommendation 6]

Driver of Change: Enabling local- and country-level ownership and leadership

5. From "support climate-vulnerable countries by strengthening coordination of the international community and reducing complexity" in 2021 to shift power to / **strengthen the role of regional bodies** as intermediaries, both horizontally and vertically [see Recommendation 1]
6. From "strengthen the linkages between the early-warning-early-action community and Locally Led Adaptation and people-centred approaches" in 2021 to fully **commit to a whole-of-society approach** along the full value chain [see all Recommendations and *leitmotif*]
7. From "increase the exchange of knowledge and good practices between countries" in 2021 to **deepen the understanding of and expand accessibility** across the full value chain [see Recommendations 3 and 5]

RECOMMENDATION 1

Strengthen regional approaches for scaling up early action

Country- and local-level leadership are critical for scaling up early action. And yet, resources, knowledge and the networks that can support them often sit firmly in the international sphere. Regional bodies are increasingly able to act as the connector, facilitating a whole-of-society approach through a two-way exchange of knowledge, expertise and information, as well as flows of finance. Regional bodies can help to raise needs and experiences

at the local level in the international arena; they can enable intra-regional learning by sharing good practices across countries; and they can also act as effective fora for a cross-regional exchange on good practices. Early action stakeholders experienced at working across regions and at different levels should make their expertise available to regional bodies to better inform regionalised approaches to early action.

The Partnership will prioritise:

- 1 Deepening engagement with regional actors to identify the principal enablers and blockers to achieving success in scaling up early action, highlighting good practices and exchanging lessons learned to date, including around engagement of actors at the national and subnational levels.
- 2 Supporting the ongoing development and dissemination of good practice guidance (such as tools, checklists or templates) for regional actors across a range of activities that enable early action at scale.
- 3 Fostering in-depth dialogues with regional development banks that aim to identify their role within the scale-up of early action, both in terms of funding for systems-building and for delivering early action plans.
- 4 Assisting collective endeavours by promoting common definitions and standardised reporting approaches to facilitate consistency and allow for comparison and accountability.



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RECOMMENDATION 2

Operationalise, incentivise and institutionalise collaboration

Part of the *State of Play 2021* bears repeating: “the need to collaborate across different sectors and bridge silos is often raised as a key means of reaching greater scale and impact. However, to do this in practice is not so straightforward; it requires time, effort and – most critically – a requirement to look beyond our own interests, mandates and areas of influence.” The last year offered a number of opportunities around which a broad range

of stakeholders came together. However, to truly mainstream and embed collaboration and alignment, they must be incentivised and enabled (for those without existing access) through provision of funding, exchange of technical expertise, and access to decision-making. Whole-of-society collaboration must become the default approach at all levels.

The Partnership will prioritise:

- 1 Continuing to host and support meetings, Working Groups, events and platforms that strengthen relationships and understanding, and identifying concrete ways that building connections can be more broadly systematised.
- 2 Bringing together experts from across sectors and disciplines to support key opportunities for collaboration such as the Early Warnings for All initiative and the Global Shield against Climate Risks, and advocating for incentives for participation by a diverse group of stakeholders.
- 3 Identifying and empowering early action champions and ambassadors within Partner organisations that can provide a vision for how to scale up early action at the national, regional and global levels, focusing on different thematic and geographic priorities.



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RECOMMENDATION 3

Deepen the understanding of and expand accessibility across the full value chain of early warning early action activities

At present, the “full value chain of early warning early action” remains unmapped, which creates barriers to effectively connecting the various elements and ensuring that they are functioning coherently. It also means that a comprehensive understanding of the full value chain is held by only a few international actors, whereas truly mainstreaming whole-of-society collaboration requires levelling the playing field, both in terms of knowledge

(what makes up the EWEA value chain and who is active within it) and access (where to go for financing, technical assistance and other support). Overcoming this challenge will contribute to the Early Warning for All Initiative, in its attempt to broaden the inclusion of all EWS stakeholders and bridge the silos across the four pillars of the initiative and at different levels.

The Partnership will prioritise:

- 1 Supporting the development of a conceptual framework for the early warning early action value chain, which clarifies the various components included and roles and responsibilities in terms of supporting each element.
- 2 Undertaking a mapping of the value chain at the national level for a select number of initiator countries (to be defined), to clarify roles and responsibilities and also identify gaps at the national level.
- 3 Contributing to activities that aim to achieve clarity on relevant funding arrangements, i.e., by helping to build understanding of what resources already exist to support different components of the value chain and using the information to enable work on finance for early action.



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RECOMMENDATION 4

Diversify funding sources and mechanisms while ensuring they complement one another

Funding for early action is still not being delivered at the scale required, in part because it has not been mainstreamed as a priority beyond a limited group of actors. The early warning early action value chain has the potential to deliver on priorities for multiple sectors, but this requires thinking beyond traditional mandates and working together to identify shared objectives and plans of action. Bringing in a more diverse group of donors will enable the critical changes needed to reach a

whole-of-society approach, including: increased levels of finance; existing finance that is made more anticipatory (and therefore more efficient); and finance that is delivered directly to the national and local levels instead of via international agencies as intermediaries. The scope of the changes required will necessitate close collaboration among early action stakeholders to support donors in implementing them.

The Partnership will prioritise:

- 1 Developing and implementing a workplan concerning how to engage development finance, climate finance and private sector actors in order to improve the quantity and quality of the funding available to scale up early action (with relevant Partners leading different streams of the workplan).
- 2 Continuing to convene key governments and other relevant actors, such as multilateral and regional development banks, to exchange good practice regarding the financing of early action and to agree priorities, roles and responsibilities to ensure it is scaled up.
- 3 Supporting, through research and shared exchange on good practices, the adaptation of existing social protection mechanisms to ensure they can facilitate action by communities in advance of the worst impacts of disasters.



RECOMMENDATION 5

Starting with effective two-way risk communication, ensure better connection along the entire EWEA value chain

How to define “people-centred” approaches, let alone how to move beyond “people-centred” to adopt “whole-of society” approaches, remains puzzling for many stakeholders. Designing and developing effective risk communication systems – which require two-way exchanges of information and understanding – offer a practical way to explore how to incorporate multiple stakeholders and their needs, priorities and capabilities

into the EWEA value chain. Success will require support – political as well as resource-based – at all levels, from the national (and even international) to the local, as well as across sectors. The lessons learned from these collaborations should be scaled to other activities within the value chain to promote closer connections between stakeholders at every stage.

The Partnership will prioritise:

- 1 Harnessing the capacity of the Partnership’s Risk Communication Working Group to identify good practice and generate further guidance, tools and templates to strengthen this particular element of the EWEA value chain, as well as promoting lessons learned (e.g. through the Early Warnings for All initiative).
- 2 Developing a work plan relating to Target 4 which sets out clear roles and responsibilities for different relevant Partners and which identifies priority actions for achieving scale.
- 3 Working with Partners such as GNDR, ICVA, IFRC, NEXUS, RAED and Start Network to mainstream local perspectives into Partnership activities.



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RECOMMENDATION 6

Strengthen the coherence of monitoring activities and improve information sharing on evidence-based progress

Evidence on the rationale for early action exists, but it suffers from the same fragmentation that characterises other aspects of collective efforts to make people safer from disasters. This makes it difficult to access data and analyses in a meaningful way, and can lead to “evidence overwhelm,” resulting in low uptake of good practices and lessons learned. Without collective efforts towards

more coherent monitoring and evaluation, an evidence-based scale-up to make more people safer from disasters may flounder. Attention needs to be dedicated to identifying areas of potential alignment across a broad range of monitoring, evaluation and learning approaches (horizontally) as well as ensuring that MEL activities are capturing data at multiple levels (vertically).

The Partnership will prioritise:

- 1 Implementing systematic monitoring and evaluation systems for Partnership activities to ensure that Partners have access to data to inform their engagement with and commitments to the Partnership and the broader early action agenda.
- 2 Working with Partners, including the Adaptation Research Alliance and the 4As, to pinpoint specific research questions that require further analysis and understanding, and secure the support required.
- 3 Engaging in a review of its own activities to determine whether it is delivering the desired impact and what, if anything, needs to change.
- 4 Supporting efforts that generate coherent and accessible data, such as the Anticipation Hub’s Evidence Database, to avoid the production of knowledge that widens the knowledge gap.



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ANNEXES

Annex 1

Progress on State of Play 2021 Recommendations

1. Increase collaboration, coherence and understanding between key actors and communities involved in the early action agenda in order to bridge silos and achieve greater collective impact.

Priority actions		Progress	Explanation and examples
1.1	Developing a glossary of key terms relating to early action through a consultative and participatory process involving key Partners.	Completed	<ul style="list-style-type: none"> The Glossary of Early Action Terms: 2022 Edition was published in October 2022 after a process of co-creation by and consultation with REAP Partners.
1.2	Hosting and promoting opportunities that strengthen relationships and understanding between relevant stakeholders.	Good progress, permanently ongoing	<ul style="list-style-type: none"> Continuous exchange takes place among REAP Partners in monthly Partnership Meetings and Working Groups (7 at present), plus an Advisory Group supporting the Early Warnings for All initiative. Continuous strategic exchange occurs in the Technical Advisory Group and REAP Governing Board. Wilton Park events (June and October 2022) helped to build relationships and consensus among early action donors. REAP supported Partner WMO to convene the Early Warnings for All Advisory Group in support of the Executive Action Plan development. REAP Partners WFP and IFRC convened a Regional Anticipatory Action Community of Practice in MENA, open for UN agencies, Red Cross Red Crescent, governments and other stakeholders.
1.3	Initiating regional- and country-level discussions around the REAP Targets, building on existing Partner efforts and ongoing early action opportunities.	Good progress, permanently ongoing	<ul style="list-style-type: none"> REAP supported consultations with regional Partners, e.g., discussions between UNDRR and CDEMA in the Caribbean; with IFRC, OCHA and the Indonesian Government; and with the Humanitarian Country Team and other UN Partners in Malawi, among others. REAP assisted CREWS with the development of an anticipatory action framework.
1.4	Developing knowledge products (case studies and infographics) that support early action communication.	Good progress, permanently ongoing	<ul style="list-style-type: none"> IFRC & OCHA: “Extreme Heat: Preparing for the Heatwaves of the Future”. Enabling Environment Case Studies: 10 country case studies published in 2021-2022; 2nd batch (8 countries) will be published in 2023. UNDRR: “Inclusive and Accessible MHEWS: Learning from Women-Led EWS in the Pacific”. IFRC and CREWS: “People-Centered Early Warning Systems: Learning from National Red Cross and Red Crescent Societies”. IIED: “The power of ‘tech plus people’ in collective climate action”. FAO: “Striking before disasters do – Promoting phased Anticipatory Action for slow-onset hazards”.

2. Develop clear policy recommendations regarding the various funding sources and financial instruments that are available or able to support risk-informed early action.

Priority actions		Progress	Explanation and examples
2.1	Convening major donors to exchange lessons learned to date in terms of supporting early and anticipatory approaches, to identify good practice and common challenges, and make clear recommendations for collective action going forward.	<u>Good progress, will continue in 2023</u>	<ul style="list-style-type: none"> Wilton Park events (June and October 2022) helped to build relationships and consensus among early action donors.
2.2	Developing clear criteria to guide future donor investments that aim to support risk-informed early action.	<u>Good progress, will continue in 2023</u>	<ul style="list-style-type: none"> GCF Sectoral Guide on Climate Information and Early Warning Systems. REAP's Finance for Early Action Good Practice Checklist (to be updated and published in 2023).
2.3	Developing policy recommendations to inform Multilateral Development Banks and the role that they can play in supporting risk-informed early action through integrating these approaches into longer term development planning and processes, including how to incentivise ex-ante financing.	<u>Ongoing – will continue in 2023</u>	<ul style="list-style-type: none"> Will form a concrete deliverable for 2023 following the recommendations of the Finance for Early Action report and the subsequent consensus-building during the Wilton Park dialogues. Supported by the revised Good Practice Checklist (with elaborative explanation of each of the priorities for funding of early action).

3. Increase the amount of funding specifically allocated to early warning and early action mechanisms, including earmarking percentages of existing funds to EWEA and systematically incorporating EWEA into budgetary planning processes.

Priority actions		Progress	Explanation and examples
3.1	Supporting donors to identify good practice vis-à-vis investing in risk-informed early action and scaling-up investments accordingly.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> REAP’s Finance for Early Action report and Good Practice Checklist. CDP: continuing to drive progress on disaster risk finance and its broader relevance; increasing discussion on links to climate financing including loss and damage, through “Contributions and Challenges of Disaster Risk Financing as A Response to Climate Change Induced Losses and Damages”. <p>Scaled-up investment in EWEA:</p> <ul style="list-style-type: none"> IFRC: 25% of future funding for the DREF will be channeled through the Anticipatory Action Pillar CREWS received more financial injections from donor countries, such as Canada (CAD 10 million over 4 years) and France (double its annual contribution from 2023 to EUR 8 million per year).
3.2	Providing a platform (for example at COP27) to highlight new commitments and investments that will support the scale-up of risk-informed early action.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> Regularly involved in events and panels as speakers, moderators or hosts. Hosted a side event at COP27 with the UAE (now COP28 President) where they announced joining the Partnership and the COP28 commitment to furthering anticipatory action. Hosted a reception at COP27 to showcase progress in 2022 and the work of Partners. Participated in Regional and Global Dialogue Platforms on Anticipatory Action. Provide space at monthly Partnership Meetings for Partners to share updates on their work.

4. Develop a robust evidence base for the full value chain of risk-informed early action (which can be curated and maintained) in order to identify critical gaps that can guide future support and investment.

Priority actions		Progress	Explanation and examples
4.1	Defining a process to strengthen the evidence base for the full 'early action value chain' set out and supported to create a 'living library' for early action.	Ongoing – will continue in 2023	<p>While other priorities (such as the Early Warnings for All initiative) took over this year, the Partnership engaged in several activities contributing to this goal:</p> <ul style="list-style-type: none"> • Continuous compilation of important events, emerging initiatives, new publications, ideas and reflections on the global development of anticipatory action at all levels, in particular from the Anticipation Hub through their website. • Pursuit of operationalising REAP's MEL Framework, gathering data and developing shared reporting processes to support identification of gaps. • Progress of early warning system development and actions taken upon warnings shared through WMO website. • UNDRR publications, e.g. "Global status of multi-hazard early warning system: Target G" (with WMO), and others. • WFP country briefs and anticipatory action publications. • FAO anticipatory action activation outcome briefs (e.g., Afghanistan, Madagascar, Myanmar, Syria). • Knowledge dissemination by IFRC about applied or activated Early Action Protocols in different countries.
4.2	Establishing progress monitoring processes to track progress towards the REAP Targets and increase understanding of what works (or doesn't).	Good progress, permanently ongoing	<ul style="list-style-type: none"> • Pursuit of operationalising the MEL Framework, development of tools and processes, refinement of State of Play process.
4.3	Documenting progress against the MEL Framework Indicators.	Ongoing – will continue in 2023	<ul style="list-style-type: none"> • End of Year Review shared with Partners. • Planned Partnership Stocktake in 2023.

5. Support climate vulnerable countries by strengthening coordination of the international community and reducing complexity, thereby making it simpler for governments to access financial and technical assistance where required.

Priority actions		Progress	Explanation and examples
5.1	Aligning efforts, through the REAP Target 1 Working Group, aimed at supporting governments to integrate their climate and disaster risk management policies, plans and legal frameworks, and promoting Comprehensive Risk Management approaches that reduce silos and foster coherence across relevant departments.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> Maldives workshop (see Story of Change for Target 1). Ongoing global Comprehensive Risk Management mapping exercise. Regularly convening partners to increase alignment of work.
5.2	Working with Partners to develop helpful guides and tools for governments to navigate the complex array of funds, mechanisms, processes and initiatives that may be available to support them.	<u>Ongoing – will continue in 2023</u>	<ul style="list-style-type: none"> Will form a deliverable for 2023 in line with <i>State of Play 2022 Recommendations</i> 2 (Operationalise, incentivise and institutionalise collaboration), 3 (Deepen the understanding of and expand accessibility across the full value chain of early warning early action activities) and 4 (Diversify funding sources and mechanisms while ensuring they complement one another) in particular.
5.3	Working closely with the Adaptation Action Coalition to support State actors to adapt to the effects of climate change when it comes to scaling-up early warning and early action; and working closely with the Race to Resilience when it comes to supporting non-state actors.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> Reception co-hosted with the AAC at COP27. AAC launched the <u>Disaster Risk Reduction Workstream</u> at COP27 in partnership with UNDRR and REAP. Support for Resilience Hub at COP27 and other Race to Resilience activities.

6. Strengthen the linkages between the early warning early action community and Locally Led Adaptation and people-centred approaches that build on local and national capacity of relevant actors.

Priority actions		Progress	Explanation and examples
6.1	Undertaking further research (potentially jointly with the Adaptation Research Alliance) on locally-led early action to guide relevant policies and financial investments.	Ongoing – will continue in 2023	<ul style="list-style-type: none"> REAP participation in Global Commission on Adaptation on people-centered approaches. CREWS has established people-centered operational procedures (to be published 2023). Links with the Adaptation Research Alliance will be pursued further in 2023.
6.2	Linking to the Locally Led Adaptation Community of Practice to identify and pursue areas of mutual interest.	Ongoing – will continue in 2023	<ul style="list-style-type: none"> Ongoing engagement with the LLA Community of Practice. Ongoing coordination with REAP Partners such as GNDR, ICVA, IFRC, NEXUS, RAED and Start Network.
6.3	Establishing a dialogue among REAP Partners on communicating risk effectively with ‘last mile’ communities, to enable exchange of good practice and learning to inform ‘upstream’ interventions.	Good progress, permanently ongoing	<ul style="list-style-type: none"> Established and regularly convened the REAP Risk Communication Working Group. Keeping the discussion on Early Warning for All initiative people-centered.

7. Increase the exchange of knowledge and good practices between countries to draw on collective learning from different contexts and regions.

Priority actions		Progress	Explanation and examples
7.1	Commissioning further case studies to help identify the common components required to scale up risk-informed early action at national level in different contexts.	<u>Completed</u>	<ul style="list-style-type: none"> The Enabling Environment Case Studies of another 8 countries (Burkina Faso, Haiti, Indonesia, Kenya, Senegal, Somalia, Viet Nam, Zimbabwe) will be published in early 2023.
7.2	Facilitating peer-to-peer learning between governments through various events and initiatives, thereby strengthening collaboration and mutual understanding of what does and doesn't work regarding early action at national level.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> REAP's monthly Partnership Meetings. Regional and country-level consultations.
7.3	Reviewing existing social protection mechanisms and safety nets (at national level) to determine whether they can be adapted to become more anticipatory or shock responsive.	<u>Ongoing – will continue in 2023</u>	<ul style="list-style-type: none"> Forthcoming REAP research into the evidence linking social protection with effective early action.
7.4	Engaging with regional bodies (such as CDEMA and the CCCCC in the Caribbean, or ICPAC in East Africa) to acquire, contextualise and apply learning at a regional level.	<u>Good progress, permanently ongoing</u>	<ul style="list-style-type: none"> ICPAC and CCCCC are active members of the Risk Communication Working group. Supporting the <u>Regional Early Warning Systems (EWS) Consortium Meeting co-organised by CDEMA and UNDRR.</u>

Annex 2

List of Interview Partners

Organization	Name	Role / Position
Academic Alliance for Anticipatory Action (4As) Consortium (Tufts University); Red Cross Red Crescent Climate Centre	Dr. Erin Coughlan de Perez	Research Director and Dignitas Professor; Senior Advisor
African Union Commission (AUC)	Lusajo Ambukege	Senior Early Warning Systems and Disaster Operations Expert
African Union Commission (AUC)	Sandra Delali Kemeh	Disaster Operations Expert
Anticipation Hub	Kara Siahaan	Head of Anticipation Hub
BBC Media Action	Lisa Robinson	Head of Advisory & Policy
Caribbean Community Climate Change Centre (CCCCC)	Albert Jones	Instrumentation Officer
Caribbean Community Climate Change Centre (CCCCC)	Tecla Fontenard	Communications Specialist
Centre for Disaster Protection (CDP)	Eleanor Hevey	Associate Director - Engagement
Climate Risk & Early Warning Systems (CREWS) and World Meteorological Organization (WMO)	Maria Lourdes Kathleen Macasil	Programme Officer - Climate Risk and Early Warning System (CREWS) Secretariat
Food and Agriculture Organization of the United Nations (FAO)	Niccolò Lombardi	Emergency and Rehabilitation Officer - Team Leader, Anticipatory Action
Foreign, Commonwealth and Development Office (FCDO) – British Embassy in Nepal	Sumit Dugar	Disaster Resilience Adviser
Foreign, Commonwealth and Development Office (FCDO), United Kingdom (UK)	Adeline Siffert	Senior Climate Change Policy Advisor
German Federal Foreign Office	Konstantin Klammert	Desk Officer for Anticipatory Action
Howden Group	Caroline Birch	Disaster Relief Executive
Insurance Development Forum (IDF)	Kipkorir Koskei	Director of Strategic Partnerships & Policy
InsuResilience Global Partnership	Daniel Stadtmüller	Team Lead of InsuResilience Secretariat
Intergovernmental Authority on Development (IGAD) / IGAD Climate Prediction and Applications Centre (ICPAC)	Dr Ahmed Amdihun	Regional Programme Coordinator
International Federation of Red Cross and Red Crescent Societies (IFRC)	Gantsetseg Gantulga	Anticipatory Action Coordinator

Organization	Name	Role / Position
Kreditanstalt für Wiederaufbau (KfW)	Katrin Enting-Pauw	Senior Sector Economist
Ministry of Foreign Affairs and International Cooperation, United Arab Emirates (UAE)	Dane McQueen	Senior Adviser to UAE Special Envoy for Climate Change
Ministry of Forestry and Natural Resources of Malawi (Department of Climate Change and Meteorological Services)	Lucy Mtilatila	Director of Climate Change and Meteorology
NEXUS Somalia	Issack Maalim	Executive Director
Resurgence	Mark Harvey	Founder and CEO
Resurgence	Sunayana Sen	Programme Manager
Start Network	Anna Farina	Head of Crisis Anticipation and Risk Financing (interim)
Start Network	Edward Parkinson	Risk Analysis Advisor, Crisis Anticipation and Risk Financing
Swedish International Development Coordination Agency (SIDA)	Jörgen Eriksson	Senior Programme Specialist
United Nations Office for Disaster Risk Reduction (UNDRR)	Animesh Kumar	Head of UNDRR Office in Bonn
United Nations Resident Coordinator's Office (UNRCO) in Bangladesh	Kazi Shahidur Rahman	Humanitarian Affairs Specialist
United States Agency for International Development (USAID)	William Martin	Economic Recovery and Market Systems Advisor
Welthungerhilfe	Matthias Amling	Coordinator Humanitarian Networking
World Food Programme (WFP)	Jesse Mason	Global Coordinator Forecast-based Financing
No specific affiliation	Arthur Brochen	Independent Consultant
No specific affiliation	Amandine Gnanguenon	Independent Consultant
No specific affiliation	Heidi Gilert	Independent Consultant
No specific affiliation	Jayshree Thakrar	Independent Consultant
No specific affiliation	Zoë Scott	Independent Consultant



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