



Anticipatory Action in Southern Africa

A new model for managing climate risk

September 2022



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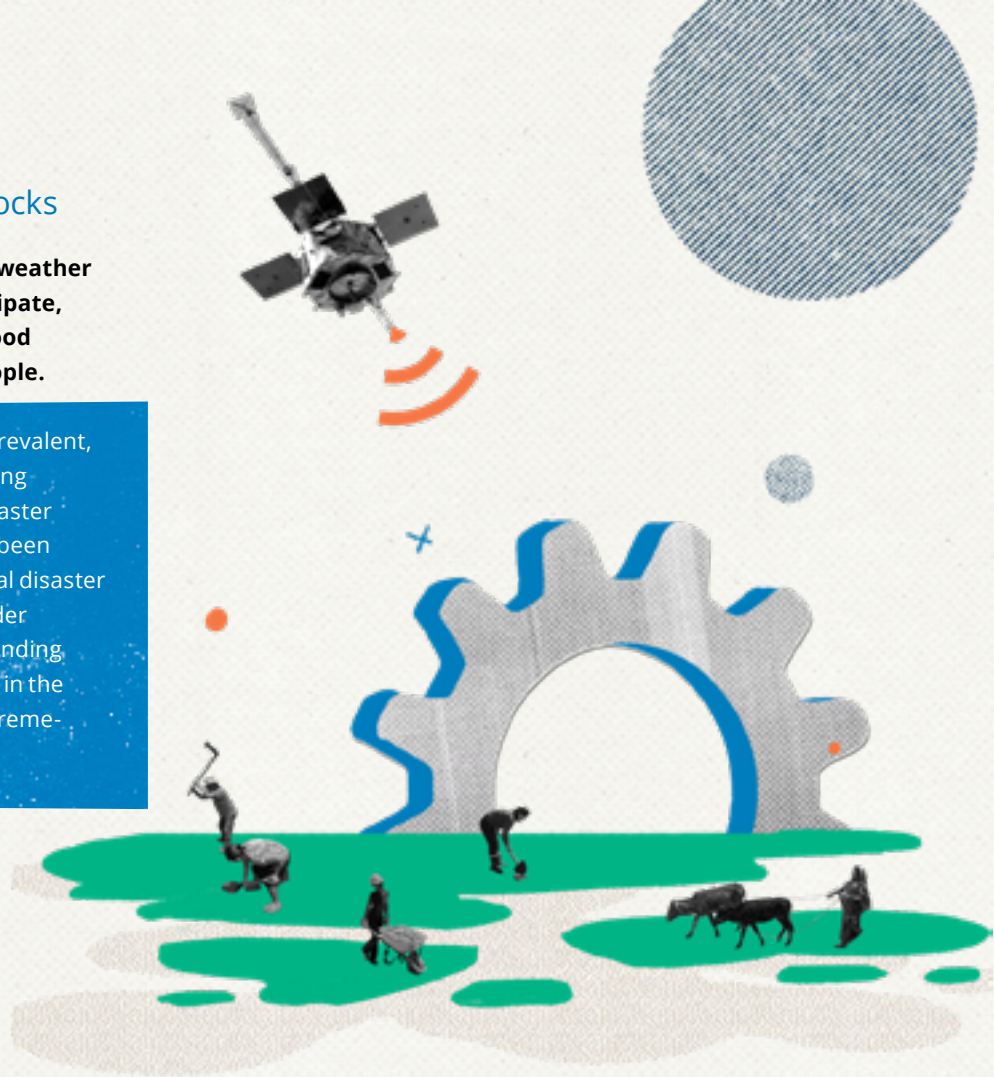
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1. INTRODUCTION

Anticipatory Action for climate shocks

As the intensity and frequency of extreme weather events rise, more needs to be done to anticipate, mitigate and prevent their impact on the food security of the world's most vulnerable people.

As climate shocks have become increasingly prevalent, weather and seasonal forecasting, early warning systems (EWS), vulnerability assessments, disaster preparedness and climate risk financing have been honed over the last decades. However, national disaster management authorities (NDMAs) and the wider humanitarian sector are still focused on responding to humanitarian disasters – rather than acting in the critical window between a forecast and an extreme-weather event.



Today, reaching at-risk communities before an extreme weather event occurs has become an integral part of the humanitarian system. To support this innovative approach, WFP is working with national and sub-national governments across southern Africa to strengthen and link national EWS with Anticipatory Action Plans (AAPs) and prearranged finance with the principal aim of saving lives, livelihoods, and costs from recurrent climate shocks.

WFP and partner governments are providing solutions that prevent hazards from becoming disasters through the provision of anticipatory assistance to exposed and vulnerable populations – which bridges the gap between disaster preparedness, life-saving emergency response and adaptation and resilience efforts. This brochure takes a closer look at how Anticipatory Action in the Southern African Development Community (SADC) is enabling risk-informed solutions to address food insecurity that results from the extreme weather events.

“IN THE PAST COUPLE OF YEARS, WE HAVE BEEN PREPARING FOR THE TYPE OF ANTICIPATORY ACTION THAT IS NEEDED TO ADDRESS THE CHALLENGES WE’RE FACING IN THE FUTURE. BUT IT’S TIME TO INVEST TO SCALE UP THESE PROGRAMMES.”

David Beasley, WFP Executive Director



2. CLIMATE EXTREMES – A MAJOR DRIVER OF FOOD INSECURITY IN SOUTHERN AFRICA

Worsening food insecurity in the region

Fifty years of development gains and the success of future Sustainable Development Goals (SDG) in southern Africa are under threat. **Food insecurity has been following a steep upward trend with numbers of southern Africa's food insecure population close to doubling over a five-year time frame, increasing from an estimated 27 million in 2017/2018 to over 53 million in 2021/2022***. The major drivers of this include climate change and associated weather extremes, leading to reduced crop performance, loss of livelihoods and the adoption of negative coping strategies.



The Southern African region has been impacted especially hard. 90% of the region's agricultural output is generated by smallholder farmers who have less capacity to adapt because of their high levels of dependency on rain-fed agriculture**. 30% of smallholder production is at risk from the impact of climate hazards such as heat stress and drought events, resulting in lower crop productivity and poor livestock conditions**.



*WFP, 2022, SADC, 2022
**WFP, 2021



The situation is set to worsen given the prediction of climate change in the region, which is projected to lead to an increase in the frequency of extreme weather and El Niño events, and the interplay of other factors such as poverty, unemployment and conflict.



Drought is a common risk across the region.

While climate shocks range from localized snowstorms, urban heatwaves and floods and cyclones, drought risk is a common denominator across the region.

- In the last 60-years, 116 severe drought events were recorded
- The region has seen over 100,000 drought-related fatalities
- Droughts are estimated to have affected around 495 million people
- The economic loss due to droughts is estimated at \$8.8 billion***.

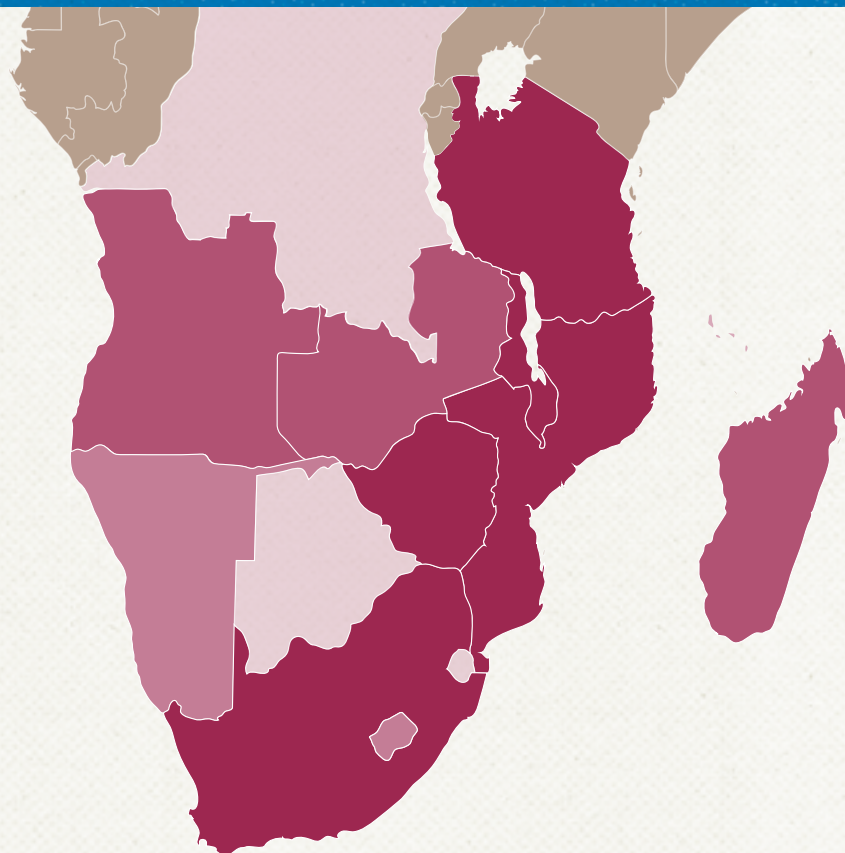
***1964-2021 emergency events database, EM-DAT

3. DROUGHT IMPACT AT A GLANCE

HISTORICAL DROUGHT IMPACT DATA

PEOPLE AFFECTED

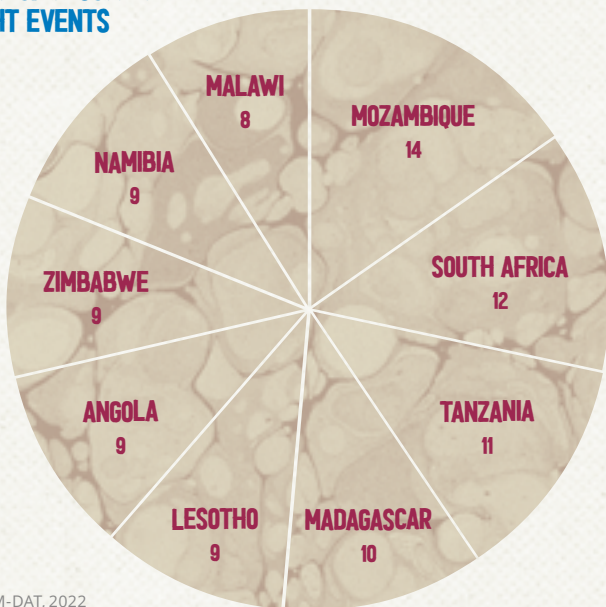
- 1. EXTREME (32.9M–13.2M)
- 2. HIGH (7.6M–6.8M)
- 3. MEDIUM (2.7M)
- 4. LOW (1.4M–0.8M)
- 5. NO DATA



*** 1964-2021 emergency events database, EM-DAT 2022.

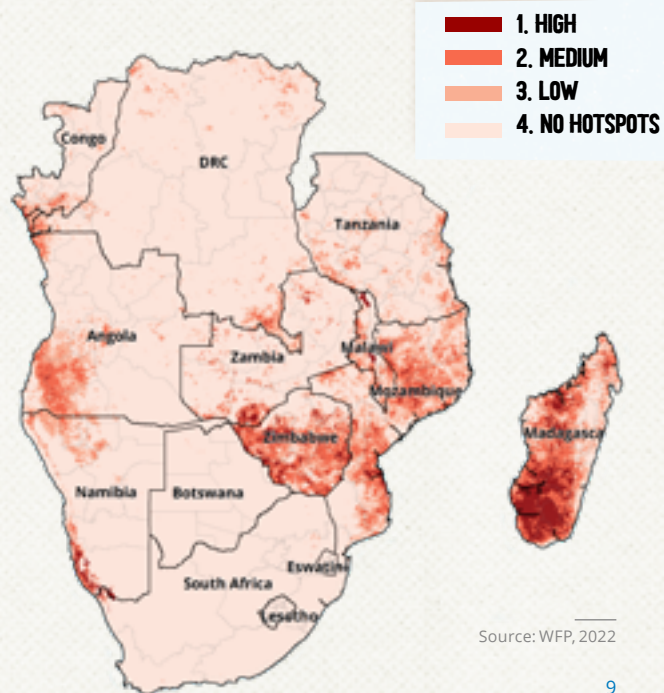
COUNTRIES HISTORICALLY MOST AFFECTED

NUMBER OF RECORDED DROUGHT EVENTS



Source: EM-DAT, 2022

2021/22 DROUGHT HOTSPOTS

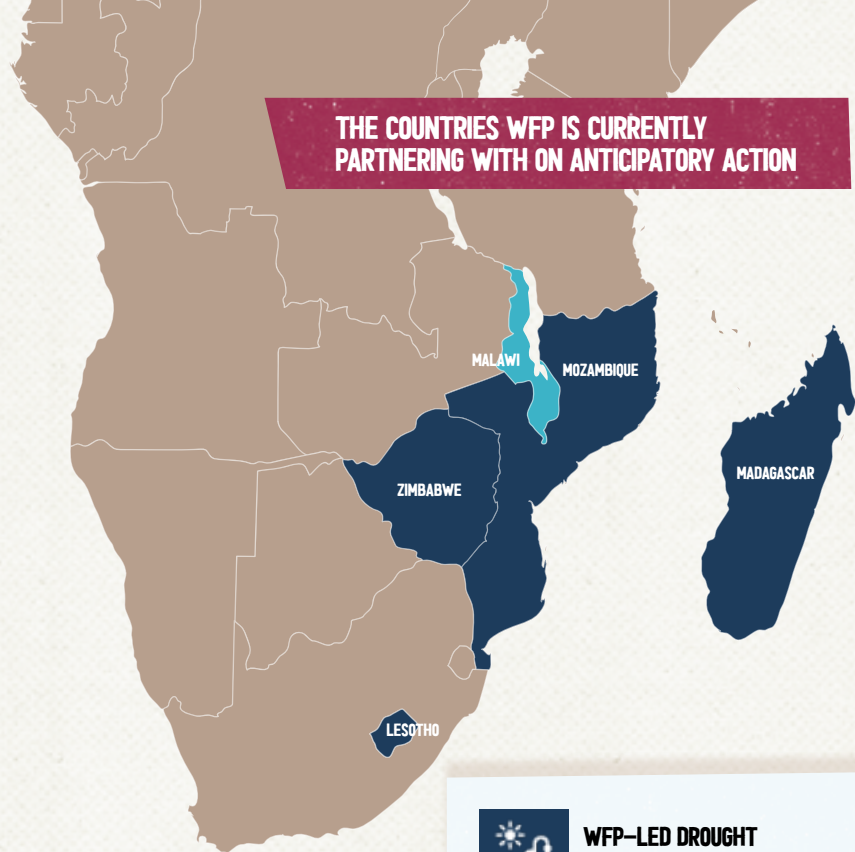


Source: WFP, 2022

4. ANTICIPATORY ACTION IN SOUTHERN AFRICA

What is Anticipatory Action?

Anticipatory Action is defined as acting before predicted hazards impact lives and livelihoods to prevent or reduce humanitarian impacts. It requires pre-agreed plans, reliable early warning information, and the rapid release of prearranged financing when a forecast trigger has been reached.



**WFP-LED DROUGHT
ANTICIPATORY ACTION**



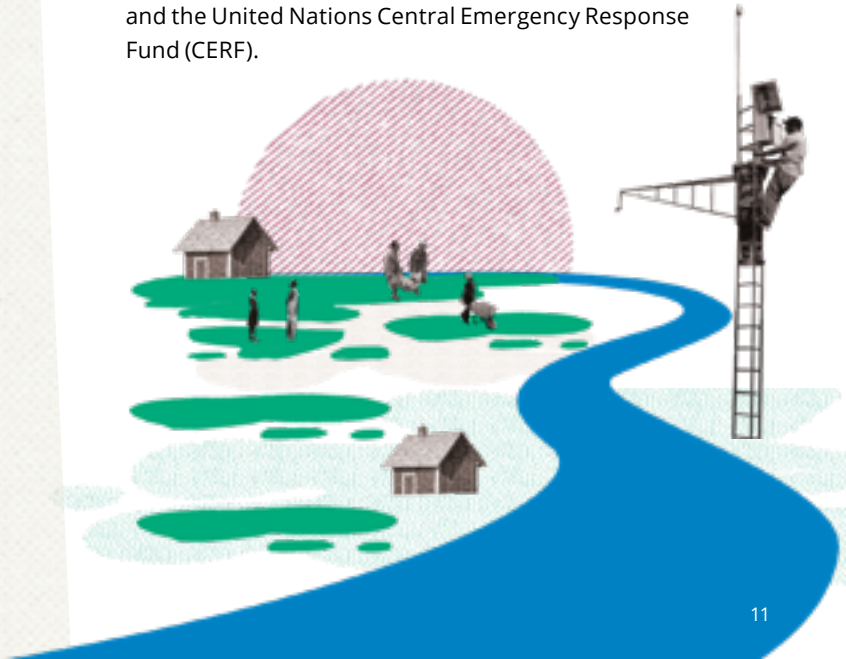
**MULTI-AGENCY CERF
PILOT FOR DRY SPELL
ANTICIPATORY ACTION**

WFP's Anticipatory Action programme

WFP's programme has gained significant momentum in recent years because it offers a more efficient, effective and sustainable way of managing climate shocks while upholding the dignity of affected populations. The programme has focused on:

- 1** Strengthening national forecasting and people-centred EWS, defining Anticipatory Actions and creating links with prearranged financing to support their implementation based on early warning alerts.
- 2** Scaling up the programme through partnerships, and supporting the integration into government and humanitarian risk management and financing systems to increase the reach of Anticipatory Actions.
- 3** Generating a robust knowledge and evidence base across the region to ensure sustainability and growth of the programme.

WFP has been scaling up Anticipatory Action in the Southern Africa region with financial support from the Adaptation Fund, Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), European Union (EU), Green Climate Fund (GCF), International Fund for Agricultural Development (IFAD), Norwegian Agency for Development Cooperation (NORAD), United Kingdom Foreign, Commonwealth and Development Office (FCDO), and the United Nations Central Emergency Response Fund (CERF).



Southern Africa's First Anticipatory Action Plan (AAP) Activation - Anticipating Drought in Mudzi District, Zimbabwe

In August and September 2021, seasonal forecasts provided by the European Centre for Medium-Range Weather Forecasts (ECMWF) predicted a mild to moderate drought during the months of January/February 2022 in the Mudzi district in eastern Zimbabwe.

Due to this forecast WFP's first AAP in southern Africa was activated, this included installing boreholes for sustained access to safe and adequate water for communities and livestock, and timely SMS messages sent to farmers and local authorities detailing relevant information on the predicted drought.



**“I STARTED RECEIVING MESSAGES
ON MY TELEPHONE IN DECEMBER.
THEY TELL ME IF IT IS GOING TO
RAIN, SO I KNOW WHEN TO PUT
FERTILIZER IN MY FIELDS.”**

50-year-old Shupikai Chaparapata from Tanki village



The Mudzi AAP reached 32,500 people before the impact of drought conditions started to manifest. Results of the monitoring survey show that:

- 97% of the farmers receiving climate information through mobile services said that the information was beneficial to their livelihood and agricultural practices.
- 80% of them used this information to protect/adapt their livelihoods, through planting different crops, changing their varieties, modifying the date of planting/sowing, and/or choosing to store fodder.
- People reached through this AAP had higher resilience scores when compared to a control group, meaning they were better prepared to anticipate, absorb and adapt to climate shocks.

4.1. Main Anticipatory Action activities



1. CAPACITY NEEDS ASSESSMENTS AND DISASTER RISK ANALYSIS FOR ANTICIPATORY ACTION

This activity enables the integration of the Anticipatory Action approach into national frameworks for disaster risk management through the mapping of complimentary programmes, local stakeholders, and existing EWS.

3. PREARRANGED ANTICIPATORY FINANCE

Through the design of robust early warning and targeting systems, and operational reach, WFP helps governments in the region to access anticipatory finance provided by multilateral and bilateral donors and, to adapt their existing financing mechanisms to be more proactive.

2. DEVELOP SKILFUL WEATHER FORECASTS, EARLY WARNINGS AND ANTICIPATORY ACTIONS

Tailored forecasts, triggers, thresholds and anticipatory actions are co-developed in partnership with National Hydrological and Meteorological Services (NHMS), NDMAs, and implementing partners to ensure the rapid operationalization of the AAP when a forecast trigger has been met.

4. IMPLEMENTING AN EVIDENCE-BASED APPROACH

This activity supports the building of a strong evidence base on the impacts of anticipatory actions across the region to promote sustainable investments and change in risk management systems.



Examples of how the Anticipatory Action programme is being integrated in WFP Country Office strategies and activities

WFP's Anticipatory Action programme and its associated activities are being integrated into existing WFP country office strategies and operations across the region contributing to people-centred food systems, and enhancing the programmatic use of early warning information for more climate resilient outcomes.

While WFP follows a harmonized approach to building national systems for Anticipatory Action, the unique contexts and varying national disaster management landscapes across southern Africa create many nuances between countries. Since its inception in 2016, WFP's Southern Africa Anticipatory Action programme has grown to elevate innovation, integrated climate risk management approaches and context-specific operational learnings.



COUNTRY EXAMPLES

IN MOZAMBIQUE

WFP has supported the government to integrate anticipatory cash transfers through its **social protection programmes** once drought triggers are reached.

IN ZIMBABWE

With a people-centred approach, WFP is developing tailored forecasts and triggers with the government and establishing an indigenous knowledge system (IKS) to deliver climate information to people in exposed communities.

IN MALAWI AND MADAGASCAR

WFP is supporting the development of a **multi-stakeholder national Anticipatory Action framework** aimed at government ownership and sustainability of Anticipatory Action systems.



IN LESOTHO

The Anticipatory Action programme is a component of a climate risk management project to enhance the adaptive capacity and build the resilience of vulnerable and food insecure households and communities to the impacts of climate change on food security.

IN MALAWI

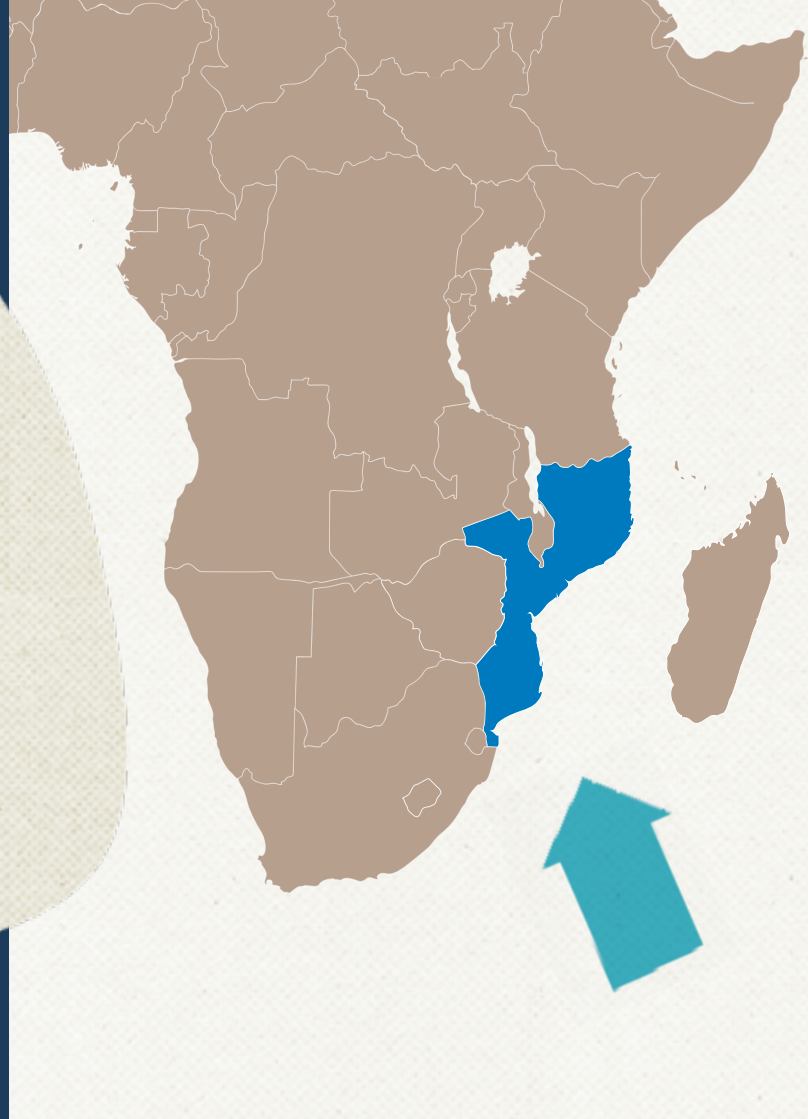
WFP is part of the multi-agency Anticipatory Action CERF Framework for dry spells. WFP has jointly designed a multi-sector Anticipatory Action framework comprised of predictive and observational components.



Country example Mozambique:

Bringing Anticipatory Action to scale through shock-responsive social protection.

With support from WFP, the country's National Institute for Disaster Management (INGD) started a multi-sector initiative to establish the first EWS for drought linked to anticipatory actions. Establishing this system required a review of the Disaster Risk Management (DRM) legal framework, specifically the regulatory instruments for severe drought risk management, identifying the alert level, and defining the decision-making lines for the declaration of a state of emergency.



WFP has supported Mozambique's national Anticipatory Action system in four key areas:

1 Enhancing tailored climate information ahead of drought.

WFP has helped develop Mozambique's first drought EWS providing technical support to the National Meteorology Institute (INAM) in integrating satellite data with local weather station data for real-time monitoring and early warning. WFP has also helped the Ministry of Agriculture (MADER) to use high-resolution satellite data and agronomic ground data to monitor crop conditions and land.

2 Developing the drought trigger model.

WFP and INAM developed a 'ready, set, go' approach based on the forecast Standardized Precipitation Index (SPI). This has enabled a phased implementation of anticipatory actions activated by predicted or observational triggers, activating low- to high-cost anticipatory actions.

3 Leading the national government in Anticipatory Action.

WFP supports INGD in leading coordination for Anticipatory Action through a national Technical Working Group which covers i) Forecast, triggers, monitoring and data flow; ii) Contingency planning for Anticipatory Action (including social protection programmes), and iii) Implementation, monitoring and financing mechanisms.

4 Making social protection part of the design and implementation of Anticipatory Action.

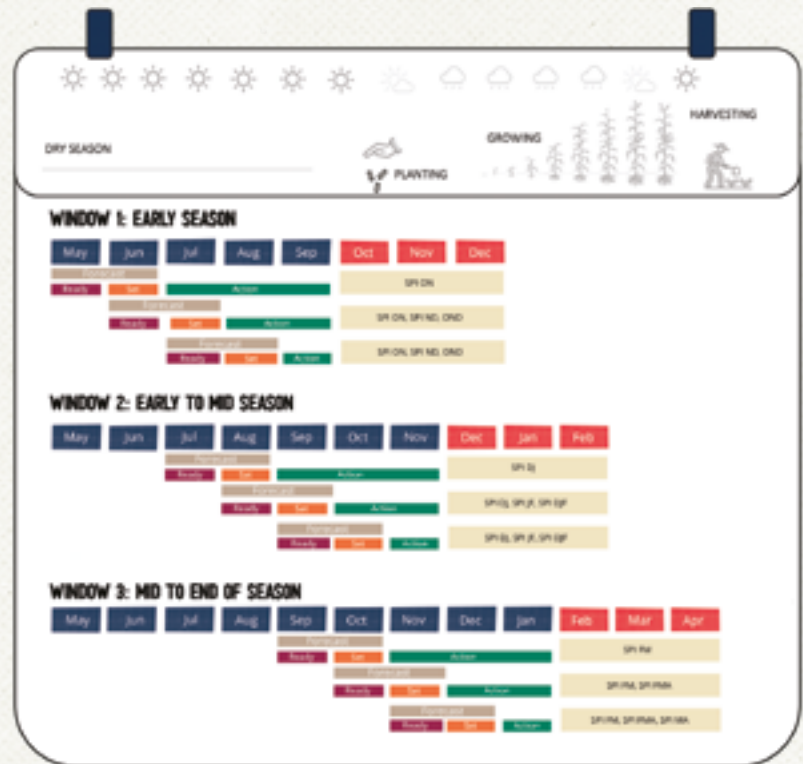
Includes collaboration with the National Institute of Social Action and the Ministry of Gender, Children and Social Action. Integration ranges from informing social protection cash transfers with pre-defined drought triggers, to robust targeting of the most at-risk population groups ahead of the impact of a drought.

Implemented across districts

The Anticipatory Action programme is being implemented in six districts: Chibuto and Guijá in Gaza province, Marara and Changara in Tete province and Caia and Chemba in Sofala province. In June 2022, WFP also expanded the scope to develop components for sudden-onset hazards such as cyclones and floods in conflict-affected Northern provinces of Cabo Delgado and Nampula, where WFP will build on existing government partnerships to design conflict-sensitive anticipatory actions.



READY, SET, GO TIERED TRIGGER MODEL USED IN MOZAMBIQUE BETWEEN OCTOBER TO APRIL



Source: WFP RAM, 2022

4.2. Aligning regional and national level to reach scale

WFP is a secretariat member of the **Regional Action Working Group (RAAWG)** together with the International Federation of the Red Cross and Red Crescent (IFRC) and the Food and Agriculture Organization (FAO), and is actively supporting the implementation of the roadmap in the region, taking the operational lead in:

- **Establishing national and multi-actor coordination frameworks**
- **Guiding on harmonizing Anticipatory Action financing instruments**
- **Generating operational evidence and guidance**
- **Conjoining actors from the forecasting community, local academia and technical experts from international scientific reference centres.**



5. WHAT NEEDS TO HAPPEN NEXT

Taking Anticipatory Action from pilot to scale

To make Anticipatory Action a core component of the humanitarian disaster risk management cycle a number of things need to happen:

1. INSTITUTIONALIZING ANTICIPATORY ACTION INTO NATIONAL DISASTER MANAGEMENT SYSTEMS

WFP is committed to providing continued support to national and regional government institutions to embed the sustainable Anticipatory Action approach into disaster management systems. Through this work, WFP aims to encourage full government ownership of triggers, actions and contingency funding for AAPs.



2. PREARRANGED FINANCING TO SUPPORT ANTICIPATORY ACTION

WFP will continue to support governments in securing these funds and advise on effective sequencing of different disaster risk financing instruments (including micro and macro insurance). WFP also supports RAAWG to mobilize funds and to establish a regional Anticipatory Action contingency fund in the future.

3. STRENGTHENING THE EVIDENCE-BASE FOR AAPs

WFP will continue to support governments in developing robust M&E frameworks to collect high-quality data and provide solid impact analyses after an AAP has been implemented.



4. EXPANDING INTO MULTI-HAZARD ANTICIPATORY ACTION

Building from WFP's experience in Anticipatory Action for sudden-onset events (such as floods and cyclones) in other regions, WFP will expand the scope of work in southern Africa to sudden-onset climate shocks, which involves providing continued support to governments and NMHSs to develop high-quality, impact-based forecasts, triggers, and impactful anticipatory actions.

5. FURTHERING MULTI-ACTOR COLLABORATION TOWARDS SCALING-UP OF ANTICIPATORY ACTION IN SOUTHERN AFRICA

WFP will provide continued support to SADC as the central, convening actor of its member states. Reaching scale with Anticipatory Action will require enhanced partnerships between multiple sectors and communities of practice, ranging from the private sector to regional and national academic and forecasting communities.



ANTICIPATORY ACTION IN SOUTHERN AFRICA



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