



World Food Programme

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Anticipatory Action and Social Protection Guidance

November 2022

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Foreword

WFP faces the challenge of a world that is not moving towards but away from zero hunger. Considering the current unprecedented food crisis, the largest in modern history, we need to act fast. Climate shocks are a major driver of the rising trends of food insecurity and millions are at risk of worsening hunger unless action is taken now to respond together and at scale. Moreover, considering needs may soon outstrip our ability to respond, WFP has to find ever more efficient ways to deliver at scale using existing systems like social protection and ensuring a forward-looking approach like anticipatory action.

This guidance on Anticipatory Action and Social Protection is an example of the integrated programming and collaborative work that is needed to generate impact and reach people at the scale needed, working across the humanitarian–development–peace nexus. WFP has supported social protection for the last decades and has been a key partner of governments to respond to different shocks and crises, while protecting the food security and nutrition of vulnerable people. WFP also has the capacity and expertise to not only reach people in need today but also to reduce or prevent further escalation of food insecurity by acting ahead of predictable climate shocks.

The collective expertise at headquarters, regional bureaux and country offices will be critical to save lives and protect livelihoods of vulnerable populations ahead of predictable climate shocks at the scale that nationally owned social protection and anticipatory action systems can provide. As this global food crisis evolves, it is crucial that all actors involved make the best decisions possible as they adapt to the challenging and resource-constrained contexts in which they are operating.

It is critical that we draw quickly upon evidence and lessons learned from the variety of approaches of integrating Anticipatory Action and Social Protection. This is an excellent resource for doing just that. This guidance provides insightful perspectives on how this agenda can be used aligned to WFP's Strategic Plan and Country Offices Strategic Plans, offering operational guidance for preparing, adapting and scaling up their efforts to address programmes in a complementary way.

This is the first of more resources to be developed in this emerging agenda. As we continue to be at the forefront of the response to this crisis, it is more important than ever to come up with innovative and forward-looking approaches to support vulnerable people ahead of climate shocks and preventing hazards becoming disasters. I hope this paper is widely read, discussed and adapted to each context to continue saving lives and changing lives around the world.

David Kaatrud

PRO Programme, Humanitarian
and Development Director
World Food Programme

I. Purpose and scope of this Guidance

The compound effects of the climate crisis, conflict, economic downturns and COVID-19 come with high human and economic costs that far exceed existing response capacities and resources. Indeed, global humanitarian needs are at an all-time high and likely to increase further. More forward-looking and risk-informed approaches are needed to address and prevent predictable humanitarian crises.

Anticipatory action is part of the climate and risk management agenda and has gained significant momentum in recent years as a rights-based, impactful, scalable and sustainable way of addressing the impacts of climate hazards and reducing humanitarian needs. Meanwhile, social protection can address some of the root causes of vulnerability and essential needs in the long term, such as increasing incomes and maintaining consumption levels, that enable at-risk populations to better withstand and/or recover from shocks. Moreover, during the COVID-19 Pandemic social protection played a critical role in responding to covariate shocks and helping to lessen the likelihood that a shock turns into a crisis for people.

Anticipatory action, when integrated with social protection, can help address the climate risks affecting the most vulnerable populations in a timely, sustainable and cost-effective manner. Although there are clear benefits and opportunities for integrating anticipatory actions and social protection, there has been limited operationalisation of this work at the field level.

This document explains the overall framework and strategic thinking on the integration of anticipatory action and social protection and provides guidance to WFP Regional Bureaux and Country Offices on how WFP can support this agenda at national and local levels. It does not constitute a detailed operational manual and should be tailored and adjusted to each context. Integrating anticipatory action and social protection should be results-driven and have a clear added value for all parties - both those interested in responding to imminent climate hazards in an anticipatory manner, and those developing social protection programmes. This agenda may not be applicable or feasible to all contexts WFP operates in.

Section II below describes WFP's work on anticipatory action and on social protection. Section III then describes two ways of integrating anticipatory action with social protection with the purpose of illustrating this interaction. Section IV presents WFP's offer to governments and partners in this workstream and Section V the key steps for the integration. Section VI finalises with a summary table that presents a set of key features for integrating of anticipatory action and social protection and then the set of services and activities that WFP can support with.

II. WFP's work on Anticipatory Action and Social Protection

II.1. – ANTICIPATORY ACTION

Anticipatory actions are pre-defined interventions in the form of assistance to households or communities, taken ahead of a forecasted extreme weather event to reduce its impact on vulnerable populations, save lives and protect livelihoods. For an action to be considered 'anticipatory', the assistance should reach recipients before the impact of the hazard. This is a critical distinction from the concept of 'early response', which refers to an earlier intervention than a traditional humanitarian response - that can also be triggered by thresholds from early warning systems - but takes place immediately after the impact instead of before. The essential components of an anticipatory action system are: i) Forecast triggers and thresholds; ii) pre-agreed Anticipatory Action Plans (AAPs); and iii) Pre-arranged financing. WFP also supports a robust evidence-based policy set up for the design, delivery and implementation of the programme.

The delivery of anticipatory actions follows a two-stage trigger process that enables governments, WFP and other implementing partners to make the final preparations and deliver the actions ahead of the forecasted hazards and impacts:

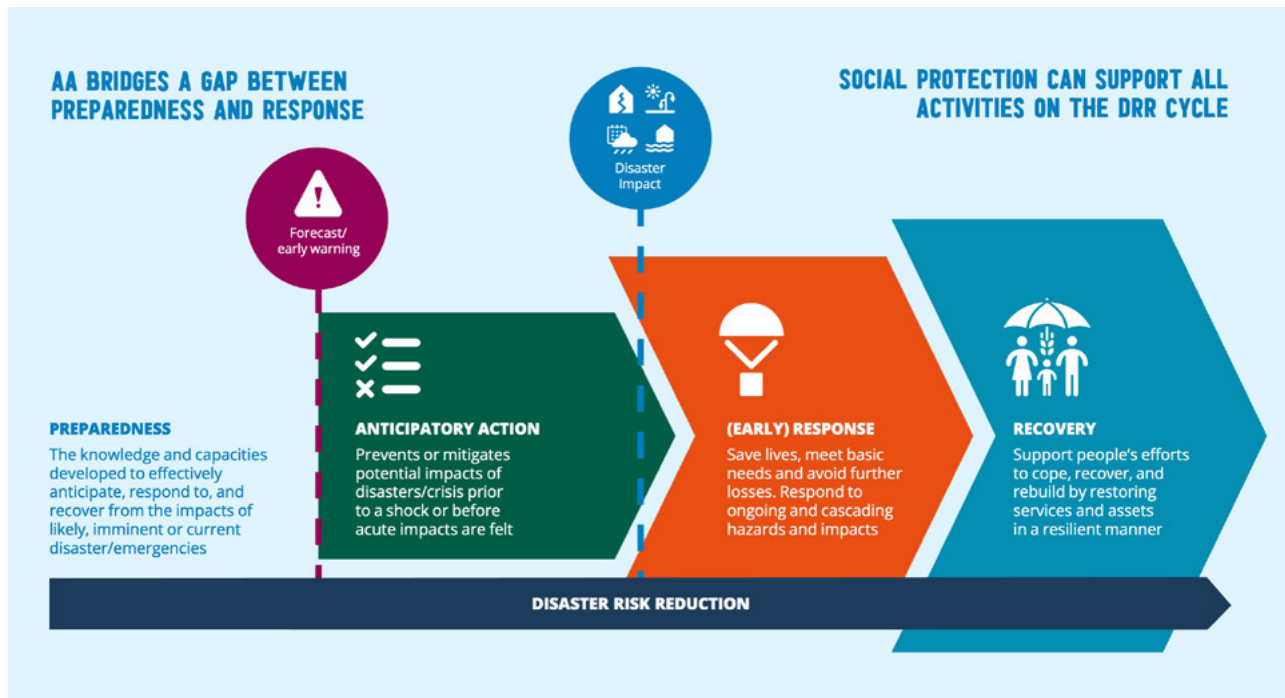
1. A readiness trigger is reached further away from the event — days, weeks, or months in advance, if the forecast model permits — and indicates undertaking the final preparations needed for assistance to timely reach people. This will vary depending on the hazard, the operational context and complexity and WFP's and partner's experience with each anticipatory action (e.g., signing or activating Field Level Agreements {FLAs} and contracts with cooperating partners and financial service providers, community visits, increasing surge capacity and logistical preparations to be ready to act).
2. An activation trigger is reached closer in time to the event and is the cue for implementation of household level assistance (e.g., cash payments, early warning information dissemination, distribution of drought resistant seeds etc.).

WFP pioneered anticipatory action programmes together with the German Red Cross in 2015 and has been developing it and scaling it up. Notably, this resulted in a sector-wide transition in terminology and conceptual thinking from "forecast-based financing" (FbF) to "anticipatory action" (AA) to better reflect the focus on actions or assistance that should be provided to at-risk vulnerable populations ahead of hazards and their impacts rather than on the financing mechanism.

WFP is both directly implementing anticipatory actions ahead of forecast weather hazards like hurricanes, floods and droughts and also building the required systems and the capacity among governments. This includes integrating anticipatory action into national disaster management policies and plans, climate and disaster risk financing mechanisms and social protection as well as generating evidence on the benefits and cost-effectiveness of the approach to advocate for further scale-up and government ownership. WFP's commitment under the 2022-2025 Strategic Plan is to actively engage in developing anticipatory action systems in 40 countries, covering approximately 5 million people with direct anticipatory assistance in Asia, Africa, the Middle East, Latin America and the Caribbean.

WFP seeks to complement rather than replace other risk management activities, including disaster risk reduction, preparedness and early response¹. There will also be situations where traditional emergency preparedness, response and recovery actions are still needed and therefore this approach works in complementarity.

FIGURE 1. ANTICIPATORY ACTION BRIDGING A GAP WITHIN THE DISASTER RISK MANAGEMENT CYCLE



SOURCE: WFP, FAO, IFRC. Southern Africa Regional Anticipatory Action Working Group (RAAWG), 2022.

¹ For an action to be considered 'anticipatory', the assistance should reach recipients before the impact of the hazard. This is a critical distinction from the concept of 'early response', which refers to an earlier intervention than a traditional humanitarian response - that can also be triggered by thresholds from early warning systems - but takes place immediately after the impact instead of before.

EXAMPLES OF ANTICIPATORY ACTIONS²:

- Cash transfers (humanitarian CBT or/and national social protection programmes).
- Food assistance (humanitarian or/and national social protection programmes).
- Early warning messaging.
- Easily transportable cookstoves and/or fuels.
- Distribution of drought-tolerant inputs.

More than one action can be provided in advance of a forecasted climate shock (see example below).

ETHIOPIA – CASH PLUS TO SUPPORT PASTORALISTS RECIPIENTS OF SOCIAL PROTECTION

In April 2021, WFP in coordination with the Government of Ethiopia implemented anticipatory cash transfers to 2,925 households to prevent the negative impacts of a forecasted poor March—April—May season. These were recipients of the Satellite Index Insurance for pastoralists in Ethiopia programme (SIIPE) and also recipients of the Productive Safety Net Programme (PSNP). The number of people reached with early warning messages was 14,625. The objective of the assistance was to protect productive assets, including livestock, and ensure food and nutrition security of the targeted population.

Findings show:

- The combination of “cash and early warning” was more impactful than “cash only”.
- Early Warning information was used to make decisions on how to cope with the impending drought.
- Cash was used within the first 30 days of receiving each transfer, mostly to cover food needs and repay loans.
- The Coping Strategy Index (CSI) was 20.25% lower for beneficiaries who received cash transfers and early warning information compared to the control group.
- Significantly higher Dietary Diversity Score than the control group (for a more detailed explanation, see the paper ‘Results from Anticipatory Action Ahead of Drought in Ethiopia’, to be published soon).

² See more details about identifying appropriate anticipatory actions: [here](#)

II.2. SOCIAL PROTECTION

Social protection refers to the 'policies and programmes aimed at preventing, and protecting people against, poverty, vulnerability and social exclusion throughout their life [...with] a particular emphasis on vulnerable groups'³. WFP's interpretation of that definition, as explained in the 'WFP Strategy for support to social protection' (2021), is that: the poverty that social protection can tackle may be multidimensional, encompassing also deprivations in meeting food and other essential needs; the vulnerabilities can be related to e.g., climate or economic shocks as well as individual life-cycle events; and that combating social exclusion implies combating inequalities⁴.

Social protection instruments are⁵: i) Social assistance programmes, also known as 'social transfers' or 'safety nets' (including cash and/or in-transfers, public works and school feeding programmes); ii) Social insurance, such as social pension (and other insurance when not risk-rated, i.e., financed by or on behalf of the beneficiary, and where premiums do not vary according to personal level of risk); iii) Social care services such as exemptions from user fees for health or education for poor households; and iv) some labour market interventions (unemployment benefits and wage subsidies). The types of programmes most likely to be relevant to anticipatory action are social assistance programmes⁶.

WFP currently works with more than 80 countries to strengthen their national social protection systems. The work presented on this note is fully aligned with Priority 2 'Social Protection that helps people manage risks and shocks' presented

on WFP's Strategy to support and contribute to its implementation. It also draws from the understanding that good social protection systems are themselves a source of resilience, since their purpose is to address vulnerabilities and inequalities, no matter how these were created. Therefore, overall social protection system strengthening is critical for this agenda (see box in the next page).

For years, WFP has been supporting governments to prepare, introduce, scale up or adapt social protection systems to respond to different shocks, including climate-hazards. WFP has also explored the linkages between social protection and climate change adaptation, particularly when following some key design considerations and when complementing systems and programmes with specific Disaster Risk Management (DRM) and climate activities⁷. This note presents the role that social protection can also have in providing support in advance of a forecasted climate hazard.

As with emergency response, the social protection architecture can be leveraged by the government and/or by other actors, to allow the timely and adequate implementation of a broader range of anticipatory actions and funding to reach more people in need. Social protection programmes can also be implemented in an anticipatory manner. Whilst the institutional and operational set-up for this approach follows some of the steps as the use of social protection in contexts of emergency response, providing support in an anticipatory manner requires several specific technical considerations that are not equivalent to emergency response and that haven't been explored in detail. This will be explained throughout the guidance.

3 This is an interagency definition. See SPIAC-B, 2019, '[Collaborating for policy coherence and development impact](#)'.

4 WFP's Strategy for Support to Social Protection: [here](#).

5 See Annex B of WFP's Strategy for Support to Social Protection for details: [here](#).

6 A vast amount of informal social protection also exists, being the initiatives and support that individuals, households and communities undertake privately to assist others.

7 WFP Occasional Paper 26, Social Protection and Climate Change [here](#).

SOCIAL PROTECTION OR SHOCK-RESPONSIVE SOCIAL PROTECTION?

The conceptual framework “Shock-Responsive Social Protection” has been used extensively to guide WFP’s work with governments to prepare and respond to different covariate shocks and crises through social protection systems. Country offices have also engaged with the Adaptive Social Protection (ASP) framework led by the World Bank. Whilst these frameworks provide different conceptual understanding of the potential linkages with DRM, Climate and Humanitarian sectors, they all have in common an attempt to understand the opportunities to build more risk-informed systems and programmes (in some countries / regions the agenda is framed as ASP, in others as SRSP, while some countries will frame this only as links with DRM or Climate sectors).

However, there has also been a common misunderstanding among donors, partners and different stakeholders that building shock-responsive social protection systems is something external and separate from overall social protection system strengthening, when the actual overarching purpose of “regular” social protection is already somehow “shock and risk responsive” (in particular, the protective and preventive components of social protection). The problem with this narrative is that it could lead to a “SRSP trap”, where donors and partners increasingly aim to focus only on

developing and funding SRSP programmes that are temporary in nature and small in coverage, translating into a residual and very limited approach which leaves aside the strengthening of the social protection system’s core, including its adequacy, coverage, comprehensiveness and quality (i.e. In a given context with high climate risk exposure and vulnerability, increasing the coverage of regular social protection provision might be more cost-efficient and sustainable solution than a temporary “SRSP” programme). In some countries, investments on temporary emergency programmes have increased at the expense of routine social protection investments. Maximizing the risk management potential of social protection should not be zero-sum game and should be based on a technical and evidence-based approach of the different opportunities and entry points across the social protection system.

For this reason, throughout the guide we refer to social protection and not shock-responsive social protection. Each country and region should frame this conversation according to their context and with the work developed with the government and other partners but it is crucial that the actual technical work is grounded on a “social protection system” perspective.

For more on this see **WFP’s shock-responsive social protection Mythbuster** [here](#) and the **WFP Occasional Paper 26, Social Protection and Climate Change** [here](#).

III. Ways of integrating Anticipatory Action with Social Protection

As mentioned in section I, a shift from reactive response to a more forward-looking and risk-informed approach is required from governments and the broader humanitarian system to prevent predictable hazards from becoming disasters. WFP’s Strategic Plan 2022-2025 recognizes that reacting after predictable crises is neither morally nor financially justifiable. It calls for greater investments and efforts in building and transforming the systems that enable people to withstand a growing number of shocks, with particular emphasis on anticipatory action and social protection under Strategic Outcome 1 “People are better able to meet their urgent food and nutrition needs”, Strategic Outcome 3 “People have improved and sustainable livelihoods” and Strategic Outcome 4 “National programmes and systems are strengthened”.

In the right circumstances, integrating anticipatory action with social protection can be a cost-effective and low-regrets strategy for assisting vulnerable people ahead of a forecasted extreme weather event.

Aligned to WFP’s Strategic Outcomes 1, 3 and 4, two main ways of integrating anticipatory action and social protection can be identified:

1. The implementation of anticipatory actions by government or humanitarian actors leverages elements of the social protection architecture. This means that the implementation of anticipatory actions could rely on existing elements of a large-scale, long-term and nationally owned social protection system (e.g., coordination platforms, targeting and identity management systems, payment and delivery mechanisms, etc.) to rapidly and

adequately reach large segments of vulnerable people at risk of imminent climate-related hazards. An example of this approach could be WFP delivering anticipatory assistance in the form of additional temporary cash transfers, early warning information or agricultural inputs to the social protection recipients, based on a forecast trigger activation to help them mitigate the impact of the impending hazard (see Somalia example below).

2. Social protection systems integrate the core components of anticipatory action. Here, the anticipatory action core components—namely pre-defined forecast triggers, agreed action plans and pre-arranged financing—are incorporated to the social protection system to enable rapid scale-up of social protection programmes, before the onset of forecasted climate-related hazards⁸. An example of this approach could be the government’s social protection ministry using the anticipatory action forecast trigger to provide temporary cash transfers to people at risk of imminent climate hazards whether or not they are regular recipients of social protection. The ultimate objective in the long-term is to have the anticipatory action components incorporated in the social protection system, for sustainability and institutionalization.

These approaches are not mutually exclusive, and they can be combined or layered in different ways to meet the needs of a country office based on the specifics of each context. These approaches can significantly reduce the impacts from climate hazards, but do not substitute the need for and will need to be combined with traditional emergency preparedness and response actions.

⁸ Social Protection and Anticipatory Action - [Anticipation_Hub \(anticipation-hub.org\)](https://www.anticipation-hub.org)



IMPLEMENTATION OF ANTICIPATORY CASH THROUGH SOCIAL PROTECTION IN SOMALIA

The Baxnaano programme is the largest social protection initiative in Somalia, reaching 1.2 million chronically poor rural people across 21 districts. WFP implements the programme on behalf of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and with funding from the World Bank. The programme has a shock responsive component that uses early warning information to trigger emergency cash transfers through the Baxnaano delivery system in response to shocks, such as the desert locust infestation in 2020. **With the forecast of the fourth failed rainy season in early 2022, WFP delivered the anticipatory cash transfers to regular beneficiaries of the Baxnaano programme** that were identified as the most likely to be severely affected by the predicted drought, using the programme's delivery system. It is one of the few examples globally where a social protection programme was scaled-up to provide

support in anticipation of a forecasted climate hazard rather than flexing post-shock.

A temporary top up of USD 40 per month for three months was provided to the Baxnaano beneficiaries, in addition to the regular payment of USD 20. This offered climate-vulnerable families the needed financial support to mitigate the impacts of a predicted fifth failed rainfall season and protect their food security and livelihoods. This AA intervention enabled testing of the shock-responsiveness of the programme, while also contributing to WFP's commitment to strengthen the overall shock-responsive in Somalia. In addition, the country experiences cycles of shocks: COVID-19, drought, locust, impact of rising food and water prices. The AA foresees that these and other shocks will continue to worsen without the necessary investments, so the safety net helps to stem the severe consequences of multiple shocks. Please find a video on linkages between anticipatory action and social protection in Somalia, [here](#).

IV. Offer in Anticipatory Action and Social Protection

Regardless of the integration approach taken, and in line with its dual mandate across “Saving Lives” and “Changing Lives”, the Corporate Social Protection Strategy, and the Anticipatory Action Strategy, WFP can:

A. Support national systems and programmes.

This includes providing advice and guidance to national governments across the social protection building blocks, including supporting multi-sectoral coordination and the governance structure or creating a new design or adjusting current social protection programmes to deliver support in anticipation of a forecasted climate hazards. It also includes helping to put in place and strengthen the social protection building blocks as needed (see more detailed WFP offer by social protection building block on the table in section VI).

B. Direct delivery of anticipatory actions complementing governments’ efforts

with the purpose of contributing to more effective outcomes for people and strengthened systems. This will be done by replicating aspects of the government programme to fill temporary gaps where requested, including by expanding coverage to protect climate vulnerable people (horizontal expansion) or topping up transfer values to current social protection recipients (vertical expansion) in the face of a forecasted climate hazard using the national system (see Box on anticipatory cash assistance through social protection). It can also be done using the elements of an existing social protection programme or system to deliver other anticipatory actions (e.g., provide early warning information through mobile money service providers used to deliver social protection). WFP can also pilot anticipatory actions through its own systems and projects as a proof of concept where WFP absorbs the initial risks and generates the evidence for a progressive handover to the government.



WFP DELIVERING ANTICIPATORY CASH THROUGH SOCIAL PROTECTION

WFP can provide anticipatory cash transfers using elements of the social protection system, based on the country context, the government's needs and the CO's CSP. Some common strategies are presented below:

A.- Expansions. The most common strategy of direct implementation is leveraging social protection programmes and their systems. This can be done in different ways:

A.1. Increase coverage (horizontal expansion).

WFP implements anticipatory cash for a horizontal expansion of an existing programme aligning with government's own efforts to scale up, and include vulnerable populations who are more at risk of food insecurity driven by the forecasted climate shock and whose climate vulnerability might be overlooked under the social registries which tend to mostly focused on socio-economic variables. This can be managed and framed as a new and temporary emergency programme by the government but operationally speaking it is an expansion.

A.2. Increase transfer value (vertical expansion). WFP implements anticipatory cash for a vertical expansion of an existing programme to cover the essential needs and food insecurity impacts of vulnerable households in advance of the forecasted shock. This is managed as a temporary support which could be framed as a new emergency programme.

A.3. Both. WFP implements anticipatory cash for a horizontal and vertical expansion following the criteria explained above.

B.- Implementing through the Government systems (Piggybacking). WFP leverages existing sub-systems and instruments from the social protection architecture across the delivery chain to provide anticipatory cash through WFP operations. There are a few ways of piggybacking (not exhaustive):

B.1. Targeting. WFP implements anticipatory cash transfers through its own delivery mechanism using social protection data, including on the social registry or programme databases. Depending on the availability and agreement with the government, WFP could use aggregated data (for example, geographical targeting) or disaggregated household data (for household targeting). The criteria to assess if WFP will use the social protection data includes the availability, quality, timeliness and how recent the data is for targeting at-risk populations.

B.2. Payments. WFP implements anticipatory cash transfers through the government payment system (existing Financial System Provider), to avoid creating a parallel transfer mechanism and independent contracting. This requires a trusted system and partnership with the government. The payment system must be relevant and able to deliver on the needs of the anticipatory action programme, and assurance standards to be met.

B.3. Coordination with government systems, where WFP will remain in coordination implementing anticipatory cash transfers using its own data and delivery mechanisms and social protection implements its anticipatory cash through its own mechanism, in a complementary and coordinated way to broaden the coverage.

V. Key steps for integrating Anticipatory Action and Social Protection

The process for integrating anticipatory action and social protection should be tailored to each context by choosing from the explicit features summarized in the table below (section VI). These features can be organized in concrete key steps for the Country Office as follows:

V.1. ASSESSING FEASIBILITY

Developing anticipatory action approaches in social protection is an investment that requires long-term commitment and resources. In certain contexts, this integration may not be feasible, lead to low return on investment or reputational risk linked to underachievement. It is therefore important to have a clear understanding of the added value of linking anticipatory action with social protection before pursuing this process. Depending on the context, it might be more relevant to work with other sectors. A comprehensive feasibility assessment to assess context-specific opportunities and risks of delivering anticipatory action through social protection systems is key to understand the different investments required and the benefits and costs of working with social protection systems⁹. This assessment will also inform the overall integration arrangements and parameters. WFP can support such analyses by integrating considerations on the maturity and readiness of social protection systems to deliver

assistance ahead of predictable crises in standard anticipatory action feasibility assessments or alternatively include anticipatory action questions in scoping assessments of the readiness of social protection systems to respond to shocks (for example, [the WFP responsive national social protection capacity assessment toolkit](#) and the shock readiness index developed by WFP Caribbean).

V.2. SETTING UP THE GOVERNANCE STRUCTURE AND RELEVANT AGREEMENTS

Having a strong governance structure is one of the key foundational steps. Once it has been agreed that integration is feasible and desirable, the first key step is establishing an inter-institutional technical working group (TWG) that brings together focal points from national disaster management agencies, social protection sector as well as from national hydro-meteorological services, and other relevant stakeholders (e.g., ministries of finance, agriculture, UN, Red Cross and NGO partners, etc.).

Such a formal coordination platform is necessary to design and implement all the key steps in a joint and participatory manner as explained below (see also Table 1: Building Block 1 – Systems Architecture).

⁹ Some points to consider are: i) overall **systems capacity** in order to avoid overburdening the system; ii) **limited in-country leadership and political commitment** to advance institutionalization and overcome short-term political incentives associated to electoral and political cycles that might erode the longer-term process to consolidate the joint agenda; and iii) **Political stability** can help the process to materialize impactful results, that otherwise might be halted by peaks of instability and lead into missing important triggers and action. It also reduces the risk of using anticipatory action as a political tool.

Establishing a Memorandum of Understanding (MoU) between WFP and the government is crucial to enable the specific support a Country Office will provide to its government counterpart(s). This MoU is the official endorsement and framework of the collaboration and is particularly crucial when planning to implement anticipatory actions with some level of integration with government's structures. In these cases, this MoU is the legal vehicle for WFP to channel or receive funds from the government and it should include the endorsement of the Anticipatory Action Plan. It is suggested to include a bidirectional money flow whereby WFP can inject money to the government and the government can inject money to WFP to implement on their behalf. This MoU could either be a new one built only for anticipatory action purposes, or it can be an annex of an already existing MoU for emergency response, disaster risk management or social protection. Depending on the context-specific arrangements, this MoU should include the following as key annexes:

- The legal clauses related to identity management and data protection.
- The general Standard Operation Procedures (SOP) with the pre-agreed decision-making processes and respective roles of WFP and the government.
- A final operational plan based on the Anticipatory Action Plan. This will be finalized once the agreed readiness trigger is reached with the details on areas of intervention, number of recipients, transfer value, duration of the operation and overall budget.

V.3. DESIGNING AND PLANNING

One of the key steps of anticipatory action is to have a pre-approved Anticipatory Action Plan (AAP) containing key information on forecast triggers, actions, targeting criteria, financing scenarios and M&E frameworks- ready to be implemented ahead of an extreme weather event. Links to social protection can be decided for each of the areas of work defined in section VI. The establishment of an AAP strengthens the coordination among stakeholders as they need to agree on key elements to be able to operate timely and efficiently, rather than implementing parallel or separate operating procedures.

The inter-institutional working group should design and agree on:

- a. Forecast triggers and thresholds for each hazard, considering existing pre-defined hazard thresholds where available. For example, some social protection programmes are designed to scale-up in case of drought occurrence (usually after harvest season) based on vegetation cover indices (e.g., the Normalized Difference Vegetation Index (NDVI), NCVI). WFP and the TWG could assess the the probability of the exceedance/non exceedance of the NDVI/NCVI thresholds to trigger action in advance of the rainfall and harvest season.
- b. Types of anticipatory actions to be implemented that have high potential to mitigate the impacts of the predicted hazard(s). This includes assessing the relevance of any existing social protection programmes and define the programme parameters for a timely and adequate response that could be scaled-up or tweaked (see Table below).

c. Eligibility criteria and targeting, determine in advance the targeting criteria for the anticipatory actions and consider any required adaptations to routine social protection programme eligibility criteria to leverage the delivery system or plan for new processes to include new caseloads (including registration) as required. Decide in advance how existing data and information systems will be leveraged and plan for any additional data collection to minimise exclusion of climate vulnerable people.

d. Budgets and financing arrangements to account for the different trigger scenarios, based on the type of anticipatory actions and caseloads for different hazard thresholds (e.g., mild, moderate, and severe drought). WFP can provide funding to support its own anticipatory action activations while more sustainable sources of anticipatory action funding through social protection are established.

e. It is also important to explore access to disaster risk financing instruments for the approach. AA needs a mixture of types of funding. This can be referred to as 'build' and 'fuel' funding, where the 'build' money is needed to fund on-going activities such as developing protocols, building risk models and training; and disaster risk financing instruments can provide the 'fuel' money, or the triggered finance that flows once pre-agreed thresholds have been met and a forecast crisis is imminent. There is much discussion over using insurance for anticipatory action, with actors like WFP, UN-OCHA and ARC trialling approaches to push insurance payouts as early as possible¹⁰.

V.4. ACTIVATING

Having all the planning done and funding allocated in advance of a potential climate hazard should avoid unnecessary delays in anticipatory action and social protection implementation once a trigger is reached. The AAPs and SOPs should be followed by each of the stakeholders involved and ensure all essential readiness actions, advanced readiness actions and final implementation actions are completed timely: before any trigger, following a readiness trigger and following an activation trigger, respectively.

V.5. EVALUATING THE IMPACT AND INCORPORATING LESSONS LEARNED

A comprehensive M&E plan would monitor and evaluate the timeliness and reach of the intervention, the outcomes achieved - including the added-value of integrating AA and Social Protection in terms of beneficiary impacts, efficiency and/or cost-effectiveness- and the attribution of outcomes. WFP can engage in all the preparatory work regarding M&E prior to an activation so that the impacts can be measured. Different methodologies can be used for these purposes and further details are explain in the WFP Anticipatory Action M&E guidance¹¹.

¹⁰ See also WFP and GIZ brief on '[Linking disaster risk financing with social protection. An overview of concepts and considerations](#)'

¹¹ Monitoring and evaluation of anticipatory actions for fast and slow-onset hazards: [Guidance and tools for Forecast-based Financing | World Food Programme](#)

VI. Key features for Social Protection's integration with Anticipatory Action by building block


The table below presents a set of key features for integrating anticipatory action and social protection. It is organised by the three social protection building blocks and the relevant areas of work as per the WFP Social Protection Strategy. It also presents a set of activities and services that WFP could support with as per the WFP Anticipatory Action Strategy. The table is indicative of the work to be developed to advance this agenda and it is not prescriptive or exhaustive. We recommend consulting other


key corporate resources that complement the information presented below which were not included with the purpose of avoiding repetition and duplication, including the [Social Protection Strategy \(Part 5 on Building Blocks\)](#), the [Anticipatory Action for Climate Hazards Global Strategy](#), and the specific sections for Social Protection and for Anticipatory Action on the [Programme Guidance Manual](#). Other manuals and guidance material are included in the footnotes.




BUILDING BLOCK 1 – SYSTEMS ARCHITECTURE

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Policy and legislation</p>	<ul style="list-style-type: none"> • National vision for DRM, climate and social protection to drive the relevant alliances across these sectors to operationalize and institutionalize anticipatory action. • Flexible legal and policy frameworks of both the social protection and the DRM and climate sectors that support and accommodate any required adjustments to design, operationalize and finance the integration between anticipatory action and social protection with relatively low transaction costs. This could include: <ul style="list-style-type: none"> a) The legal framework under which the country will deliver social protection assistance before a forecasted hazard. Work on the flexibilization of the policy and legal frameworks that support the use of social protection “after emergencies” (usually under “shock-responsive social protection” decrees or bills) to include the use of social protection also in advance of forecasted shocks. a) The rationale and explanation of the anticipatory action system core elements (triggers, pre-arranged financing and pre-defined actions) as part of the social protection, national disaster risk management and/or climate change policy and guidelines. a) The integration of social protection into any national climate action plans (for example on National Adaptation Plans) and vice versa. 	<p>> Advice and recommendations on viability and support for the inclusion of anticipatory action and its linkages to social protection in the legal and policy frameworks of the social protection, the Disaster Risk Management and Climate sectors.</p>


Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Governance, capacity and coordination</p>	<ul style="list-style-type: none"> • Establishment of key alliances across key national and local entities including DRM, climate, social protection, donors and partners, civil society, academia, etc. to establish the foundation for good governance. • Cross-sectoral horizontal and vertical coordination at national and sub-national level with all relevant sectors with clear roles and responsibilities. Institutionalise these coordination arrangements through MoU, SOP, guidelines, manuals, etc. • An inter-institutional technical working group including forecasting institutions, the disaster management, cash working groups and social protection institutions for both decision making and technical engagement to enable the implementation of anticipatory action. Include gender and social inclusion actors in coordination efforts. • Adequate staffing, capacities and know-how of national stakeholders on forecasting, anticipatory action and on the integration with social protection to enhance institutional effectiveness. 	<ul style="list-style-type: none"> > Leveraging relevant existing national or local coordination spaces (e.g., social protection, disaster risk management/financing committees, national cash working groups, etc.) or help create new ones to build the governance foundation. > Lead the inter-institutional technical working group and support the definition of its terms of references (TORs), decision-making processes and ensure active and equal participation from all partners across all stages of the process. > Trainings, mentoring, facilitate south-south cooperation and learning events for strengthening the capacities of national stakeholders on anticipatory action and its integration with social protection. > Support to social protection systems to engage in anticipatory action by filling gaps and complementing actions.

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Platforms and infrastructure</p>	<ul style="list-style-type: none"> • A national early warning system (EWS) that is connected to the social protection system for its scale-up or flexing based on pre-defined forecast triggers. • Interoperability, harmonisation of systems and data-sharing protocols and processes between social protection, climate and disaster risk management institutions. • Social registries or beneficiary registries that are adaptive and flexible to capture new needs and multiple vulnerabilities. 	<ul style="list-style-type: none"> > Support and strengthen the national EWS, including through co-production of forecasting information across different sectors. > Enhance communication channels for an optimal information flow across forecasting, disaster management and social protection sectors. > Support digitalization of processes and interoperability between DRM and social protection institutions and the design of data sharing protocols. > Support the flexibility of social registries and the inclusion of climate vulnerability data, including data on climate risk exposure into social registry questionnaires, rapid assessments into climate vulnerability (for example, the FIBE tool in Chile).



Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Planning and Financing</p>	<ul style="list-style-type: none"> • Coherent national plans for the integration of anticipatory action, social protection and disaster risk financing instruments. The agenda also includes developing relevant programme parameters that are embedded into programmatic and budget planning instead of project-based programming and financing. • Allocate 'build' resources (to finance ongoing activities - such as developing protocols, building risk models and training), as well as flexible, multi-year and prearranged funds ('fuel' money) that could come from various sources (including disaster risk financing instruments) and that are released to implementing institutions once a forecast trigger is reached, including: <ul style="list-style-type: none"> a) National contingency funding mechanisms that activate and release funds not only under an official declaration of emergency but also connected to climate forecasts. b) Risk Transfer mechanisms such as sovereign regional risk pools and insurance, for instance, the Caribbean Catastrophe Risk Insurance Facility (CCRIF SPC), payouts could be linked to the social protection system c) Humanitarian and development partner and donor financing, redirecting regular multi-year funding or leveraging dedicated humanitarian pooled funds, including the Central Emergency Response Fund (CERF) and WFP corporate financing mechanisms. d) Flexible and strong government's public finance management capacities to ensure the timely implementation of the available anticipatory action funds when channelling funding into social protection systems. 	<ul style="list-style-type: none"> > Support planning process¹². > Identify and engage in resource mobilization to secure pre-arranged financing connected to climate forecasts. > Support countries in devising funding modalities, including funding proposals, establishing anticipatory contingency funding and connections with other sovereign climate and disaster risk financing instruments. > Support rapid and efficient allocation of anticipatory action funds from the different WFP corporate financing mechanisms (the Immediate Response Account (IRA) and the Anticipatory Action Trust Fund).

12 See also WFP Quick Guidance for Planning an Intervention through Government Social Protection Systems for Emergency: [here](#)


BUILDING BLOCK 2 – PROGRAMME FEATURES

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Design of programme parameters</p>	<ul style="list-style-type: none"> • Programme parameters include a clear theory of change of anticipatory action programmes integrated with social protection, with concrete outcomes and objectives, the target population, type of support, logframe, Key Performance Indicators (KPI) and M&E strategy. • Forecast trigger validation based on risk assessments, forecasting capacity gaps and the operational capacity to reach food-insecure people through social protection systems ahead of the forecasted extreme weather event. • Appropriate coverage of either the anticipatory action programme or social protection system especially in the most at risk and vulnerable areas. • Targeting that includes a climate-risk or hazard-specific lens combined with socioeconomic vulnerability indicators, including gender and social inclusion considerations. • Anticipatory Action Plans (AAPs) that outline the actions, actors, costs, thresholds, triggers, and predetermined funds to be mobilized in anticipation of a forecasted shock. This AAP should be aligned with national disaster risk management plans and validated together with key actors through simulations. • Standard Operational Procedures (SOPs) detailing who does what when and the key steps for each actor to implement the actions detailed in the AAP 	<p>> Support the design of integrated programmes based on the assessments conducted, the strategic focus and operational capacities of WFP and the government. These depend on needs and programme objectives and can include eligibility (such as climate vulnerability criteria and Gender and Social Inclusion (GESI) considerations), targeting (including geographical and household targeting tools), type of support (transfer modality, size, duration and frequency, complementary activities and information), registration and exit strategy. Support can also be provided to allow the adaptation of existing social protection programmes, to include anticipatory action components.</p> <p>> Support the design of AAPs and SOPs</p> <p>> Assistance developing, validating and reviewing hazard-specific thresholds, vulnerability and exposure data to develop forecast triggers that are technically strong, tailored to the populations needs, as well as the operational requirements of the social protection system. In cases where the social protection system is already designed to scale-up or flex in response to shocks based on hazard forecast and thresholds, assess their feasibility and accuracy to deliver additional support ahead of an imminent shock.</p> <p>> Include elements in the design of programmes that promote gender equality and social inclusion, apply an intersecting inequalities lens and the digital financial inclusion of women, particularly when implementing cash transfer programmes¹³.</p>

¹³ CBT white paper series - Prioritizing Women | WFP.go

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Registration and enrolment</p>	<ul style="list-style-type: none"> • Registration procedures need to be done before a trigger is reached as part of the readiness actions and in compliance with data protection privacy agreements. • Comprehensive data registry that includes climate-vulnerable households and climate-related data, with gender and social inclusion considerations. 	<ul style="list-style-type: none"> > WFP can provide technical assistance throughout the registration and enrolment process, including on behalf of the government when there is a shortage of national capacity. > It can provide advice and technical assistance to social registries and beneficiaries data bases to include relevant aspects to AA. > WFP can support or lead the registration process and develop data-sharing agreements with one or both institutions (DRM and social protection).
 <p>Benefit delivery</p>	<ul style="list-style-type: none"> • The assistance reaches recipients before the onset and the impact of the predicted shock. • The delivery considers the local market activity and the channels for delivering anticipatory actions are reliable, convenient and safe for recipients and are flexible enough to avoid delays in disbursement if a shock occurs. 	<ul style="list-style-type: none"> > Technical assistance on the design, selection and roll-out of anticipatory actions¹⁴ with social protection systems based on WFP's extensive operational experience and field presence in cash transfer programmes (including mobile money solutions) and food assistance. > Conduct simulations or WFP-led implementation pilots as a proof of concept showcasing the know-how and lessons learned to government stakeholders. > The delivery mechanisms can be a combination of WFP's or the government's existing ones, depending on the programme's objectives and operational constraints. When implementing our own WFP programmes, this will be in a complementary manner with the purpose of strengthening the national social protection systems.


¹⁴ General overview - implementation for anticipatory cash for fast onset hazards.

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Accountability, Protection and Assurance</p>	<ul style="list-style-type: none"> • Ensure accessible feedback, grievance and redress mechanisms are in place timely for recipients to use them, particularly when implementing anticipatory actions. • Engage in community and local government sensitization on anticipatory action to understand the implications and rationale of responding ahead of a forecasted climate hazard and avoid potential misunderstandings or community grievances. 	<ul style="list-style-type: none"> > When directly implementing anticipatory actions, align WFP's corporate requirements on accountability, protection and assurance¹⁵. When doing technical advisory to the government, share WFP's lessons learned, best practices and corporate requirements on accountability, protection and assurance. > Ensure Do No Harm approach¹⁶.



¹⁵ [CBT Assurance Materials | WFP.go](#)


¹⁶ Interim Guidance and Assurance Standards for Cash-Based Transfers (CBT) through Governments and Social Protection Systems. [Here](#).

BUILDING BLOCK 3 – KNOWLEDGE AND LEARNING

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Analysis and Assessment</p>	<ul style="list-style-type: none"> • Integrate risk and climate vulnerability assessments to better understand the potential impact of extreme weather events on food-insecure people and to inform programme parameters, including the design and targeting of anticipatory action programmes and its connections with social protection. Without robust climate data it is more likely to either miss events, act upon events that don't materialize and have inclusion/ exclusion errors, which can lead to community problems and to political resentment towards the approach. • Ensure a focus on gender equality and social inclusion, including strengthening the gender responsiveness and disability inclusiveness of the approach and other intersecting inequalities considerations. • Identify the capacity of early warning systems to delivery accurate forecasts with enough lead time to allow the implementation of anticipatory actions ahead of the climate impact. • Assess the maturity of the social protection system to deliver timely and adequate support to climate-vulnerable people ahead of a forecasted climate hazard. 	<ul style="list-style-type: none"> > WFP can support in designing and implementing data collection tools and processes to increase the available data for improving the effectiveness of anticipatory action through social protection. > Support the integration of available and relevant climate risk and vulnerability data within social protection including through PRISM, the Consolidated Livelihood Exercise for Analysing Resilience (CLEAR) approach and other tools and methodologies. > Support gender and social inclusion assessments, applying an intersecting inequalities lens. > Generate improved forecasts that <ul style="list-style-type: none"> > can predict climate-related disasters with adequate lead time and an acceptable level of accuracy. > Conduct feasibility assessments: capacity gaps and needs analysis of existing early warning systems and governance structures for anticipatory action. > Conduct assessments of the social protection system¹⁷.

¹⁷ A rapid assessment matrix from WFP Caribbean can be found in Info Box 8 of [WFP Shock-Responsive Social Protection in the Caribbean Handbook](#)

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p>Advocacy</p>	<ul style="list-style-type: none"> • Integrate social protection into the climate change discourse and climate change into the social protection agenda. • Advocate for a system-wide shift towards investing in anticipatory action. • Broaden the common understanding of shock-responsive social protection and adaptive social protection to also include anticipatory action and not only the use of social protection for emergency response. • Audience-specific advocacy products and events that explain the added value of linking social protection with anticipatory action, both to government stakeholders as well as to humanitarian stakeholders and donors. 	<p>As a lead, pioneer organisation on this approach, WFP can support this agenda through a series of advocacy activities:</p> <ul style="list-style-type: none"> > Proactively position social protection as an instrument for large scale climate risk management and at the same time integrate climate action into the social protection agenda. > Systematization of country practices and their dissemination to relevant stakeholders. > Facilitating south-south cooperation initiatives. > Joint learning and knowledge sharing initiatives in regional/international fora. > Participation and co-leading relevant national, regional and international high-level events.
 <p>Engagement and Communication</p>	<ul style="list-style-type: none"> • Knowledge management, communication and visibility products, to support both improving the design of anticipatory action and social protection projects and activities. • Results and lessons learned are translated into best practice case studies, programme guidance and tools. • Develop a communication strategy on the links between anticipatory action and social protection programmes for communities and households ensuring information access barriers are covered. • Forge new and leverage existing partnerships. 	<ul style="list-style-type: none"> > Support the overall communication strategy. > Engagement in key networks (REAP, Anticipation Hub, AATF, Hydromet Alliance, social protection.org). > Forge new and leverage existing partnerships including with partners, donors and International Financing Institutions (IFIs).

Area of work	Explicit features for integrating with Anticipatory Action	What WFP can offer
 <p data-bbox="177 465 336 555">Monitoring and Evaluation</p>	<ul style="list-style-type: none"> • Tailored M&E frameworks for the household level and systems level impact to track climate objectives, indicators, and outcomes of social protection according to their ability to contribute to managing climate risks. • Generate the evidence on the integration of anticipatory action and social protection from different angles: <ul style="list-style-type: none"> a) Cost efficiency and value for money of anticipatory actions to implement it at scale with social protection b) The impacts of anticipatory actions through social protection at household level to reach the programmatic objectives on saving lives and protect-ing livelihoods results and lessons learned are incorporated in planning and policy process. 	<ul style="list-style-type: none"> > Support country offices in designing and implementing M&E plans to generate the relevant evidence, through various methodologies including anticipatory action impact evaluations with the WFP Office of Evaluation. > Conduct After-Action Review exercises following each anticipatory action activation through social protection to further improve Anticipatory Action Plans and related Standard Operating Procedures (SOPs). > Support the generation of robust evidence on the impact, effectiveness and added value of integrating anticipatory action with social protection: return on investment of doing anticipatory action through social protection systems and its cost-effectiveness. > Generate evidence on the impact on climate vulnerability of beneficiaries receiving anticipatory action through social protection programmes. > Provide the evidence and knowledge base for increasing linkages between disaster risk financing strategies for anticipatory action and social protection.

Glossary

Anticipatory Action: Anticipatory action is defined as acting ahead of predicted hazards to prevent or reduce acute humanitarian impacts before they fully unfold. This requires pre-agreed plans that identify partners and activities, reliable early warning information, and pre-agreed financing, released predictably and rapidly when an agreed trigger-point is reached. 18

Contingency Planning: a management process that analyses disaster risks and establishes arrangements in advance to enable timely, effective and appropriate responses.19

Disaster Risk Financing: a term covering financial mechanisms, arranged in advance of disasters, for use in Disaster Risk Management activities.19

Disaster Risk Management: is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.19

Disaster Risk Reduction: is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.19

Early Warning System: an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enables individuals, communities, governments, businesses and others to take timely action to reduce disaster risks in advance of hazardous events.19

Forecast Based Finance: An anticipatory action approach that releases pre-agreed finance for pre-agreed activities to prevent or mitigate the impact of an imminent hazardous event or shock when forecast triggers are reached.19

Pre-arranged Financing: is a specific form of disaster risk financing that has been approved in advance of a crisis and that is guaranteed to be released to a specific implementer when a specific pre-identified trigger condition is met.19

Resilience: the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences.20

Social protection: refers to the policies and programmes aimed at preventing, and protecting people against, poverty, vulnerability and social exclusion throughout their life cycle with a particular emphasis on vulnerable groups.21

Acronyms

AA	Anticipatory Action	IFRC	The International Federation of Red Cross and Red Crescent Societies
AAP	Anticipatory Action Plan	IRA	Immediate Response Account
AATF	Anticipatory Action task Force	KPI	Key Performance Indicators
ASP	Adaptative Social Protection	M&E	Monitoring and Evaluation
CBT	Cash Based Transfers	MoU	Memorandum of Understanding
CERF	Central Emergency Response Fund	NCVI	Normalized Composite Vegetation Index
CLEAR	Consolidated Livelihood Exercise for Analyzing Resilience	NDVI	Normalized Difference Vegetation Index
CO	Country Office	PSNP	Productive Safety Net Programme
CRIFF SPC	The Caribbean Catastrophic Risk Insurance Facility	PRISM	Platform for Realtime Impact and Situation Monitoring
CSP	Country Strategic Plan	RAAWG	Regional Anticipatory Action Working Group
DRM	Disaster Risk Management	REAP	Risk-informed Early Action Partnership
EWS	Early Warning System	SIPE	Satellite Index Insurance for Pastoralists in Ethiopia
FAO	Food and Agriculture Organization of the United Nations	SOP	Standard Operation Procedures
FbF	Forecast based Financing	SP	Social Protection
FLA	Field Level Agreement	SRSP	Shock-Responsive Social Protection
GESI	Gender and Social Inclusion	TORs	Terms of References
HSNP	Hunger safety Net Programme	TWG	Technical Working Group
IFI	International Financial Institution	WFP	World Food Programme

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World Food Programme

Via Cesare Giulio Viola 68/70,
00148 Rome, Italy - T +39 06 65131

wfp.org/anticipatory-actions
wfp.org/social-protection

Contact information WFP HQ

Anticipatory Action Team at HQ
urbe.secades@wfp.org
shirin.merola@wfp.org

Social Protection Team at HQ
ana.solorzano@wfp.org

CBT Emergency Team at HQ
bronwyn.healy-aarons@wfp.org