



Introduction

The inaugural **Pacific Week of Anticipatory Action** was held in Nadi, Fiji from 28 - 30 March 2023. It brought together over 80 participants (49 male/ 33 female) across the region, representing 15 Pacific Island Countries and regional partners to discuss how to better prepare for and take action before disaster strikes. The week consisted of three separate but connected workshops: *The Pacific Anticipatory Action Sensitization Workshop (28 - 29 March 2023)*; *Law and Institutional Frameworks for Anticipatory Action in the Pacific, (30 March)* and the *Pacific CREWS Steering Committee (31 March 2023)*. This report covers the first two events with the reporting under the Pacific CREWS Steering Committee issued separately.

The Pacific Week of Anticipatory Action was held under the banner of the Pacific Resilience Partnership with the support of the United Nations including the Food And Agriculture Organization (FAO), Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Capital Development Fund (UNCDF), the United Nations Office for Disaster Risk Reduction (UNDRR), the World Food Programme (WFP) and World Meteorological Organisation (WMO) in partnership with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Climate Risk and Early Warning System Initiative (CREWS). The Council of Regional Organisations of the Pacific, namely the Pacific Island Forum Secretariat (PIFS), Pacific Community (SPC) and Secretariat of the Pacific Regional Environment Programme (SPREP) also provided technical input and support. Country delegations consisting predominantly of National Disaster Management Offices, National Meteorological and hydrological Services and National Red Cross Societies from the Pacific

participated from the following countries: Cook Islands, Fiji, Kiribati, Republic of Marshall Islands (RMI), Federated States of Micronesia (FSM), Nauru, Niue, Palau, Papua New Guinea, Solomon Islands, Samoa, Tonga, Tuvalu, Tokelau, and Vanuatu.

Additionally, partners from the Pacific Disability Forum (PDF), Government of Australia - Department of Foreign Affairs and Trade (DFAT), Government of New Zealand - Ministry of Foreign Affairs and Trade (MFAT) and Green Climate Fund (GCF) also attended. Please refer to Annex I for the full participant list and Annex II for the d agendas.

Over the course of the three days, participants discussed the key building blocks of anticipatory action, including risk information and early warning systems, planning inclusive and people centered anticipatory actions and pre-arranged financing in their country contexts, resulting in an articulation of country level vision and next steps to advance the anticipatory agenda at regional and national levels.



Key Takeaways & Next Steps:

- ❖ While aspects of anticipatory action exist in the Pacific (Early Warning Systems, preparedness/quick response actions, and funding pools), they are often not streamlined together in a system. In all, the approach is not new in the region, but needs refining and pulling together the different elements to make up a system.
- ❖ Anticipatory action has been more commonly known as Early Warning Early Action (EWEA) or Forecast based Financing (FbF) in the region. While the regional and global fora have moved towards anticipatory action as a core term to describe the approach, in the Pacific the term may need to go back to its original roots or through national level dialogues review how easy or difficult it would be to switch to anticipatory action. In short the terminology is flexible, the most important aspect is that the three key building blocks exist and are linked as a system.
- ❖ The inclusion of traditional knowledge is paramount in the Pacific and needs to be acknowledged throughout the anticipatory action process. Furthermore, it can build on the work on traditional Early Warning Systems currently being advanced in the region.
- ❖ How anticipatory action will be scaled-up and financed needs to be explored in-depth. There is both the need to set up systems and practices and to also fund activations themselves. This is critical for our

community to build up evidence on the approach and collectively learn how to better tailor it for the Pacific. It is important to keep the reality in mind and start building systems that can be tested. We can further learn what the challenges are and explore Pacific-based solutions to meet them.

- ❖ Ensuring anticipatory action is part of the climate change conversation is critical and to complement ongoing efforts. Anticipatory action naturally fits well within both climate change, DRR and humanitarian conversations. Highlighting how they contribute to overall goals and objectives for all areas at the national level will be key moving forward.
- ❖ Anticipatory action must take a collective and coordinated approach. With pilots and system set-up, partners should collectively work together to avoid the duplication of efforts and overcrowding the space, whilst streamlining support to respective governments.
- ❖ Conversations need to happen at the national level which bring together all key stakeholders around the table. Participants noted the importance of the Ministry of Finance and Ministries of Agriculture and Fisheries also being present in these conversations, in addition to relevant civil society actors.
- ❖ Governments could draw on existing coordination mechanisms to explore how the approach can be woven into ongoing efforts with disaster risk management with a range of different ministries and actors.
- ❖ Recognising the crucial role of law and policy in anticipatory action, whether it is to mandate roles and responsibilities, or to ensure coordination or to release funding, if anticipatory action is not captured in law and policy, it will be very difficult to implement.
- ❖ Anticipatory action at a law and policy level is cut across a number of traditionally siloed areas such as financing, meteorological services, climate and disaster risk management and there needs to be harmonization and complementarity where these areas intersect.
- ❖ To support national level awareness and capacity on anticipatory action, partners will collectively support the development and roll out of national level training /awareness packages tailored for the Pacific context and drawing from past efforts and practices in the region.

Day One Overview

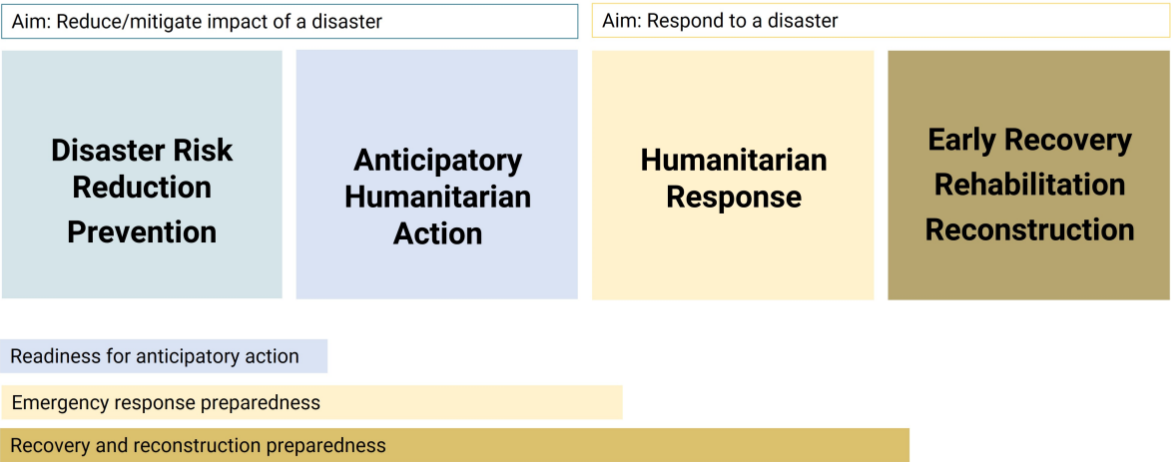
Welcome and overview

The workshop commenced with opening remarks delivered by Mr Alpha Bah, **UN Resident Coordinator** a.i for Fiji, Tonga, Tuvalu, Solomon Islands and Vanuatu, who emphasized the critical role that “Governments and national stakeholders play in anticipatory action, including setting policies, allocating resources, and creating legal frameworks that enable effective preparedness and action.” Dr Filimon Manoni, the **Acting Secretary General of the Pacific Island Forum Secretariat (PIFS)** highlighted the importance of partnerships, stressing that the “best way to prepare for disasters is to work and deliver strategically and smartly, working with our resilient communities to strengthen solutions and deliver innovation - events like this provide the opportunities for a cohesive Pacific response to disaster risk management, and the Forum is pleased to be part of these forward-facing, life-saving initiatives,” Ms Katie Greenwood, **Head of Delegation in the Pacific for the International Federation of Red Cross and Red Crescent Societies (IFRC)** echoed the importance of partnership and the need to “increase collective understanding of the entire system of actors and activities that make up anticipatory action. By connecting with the experiences of communities

and ensuring these are hard-wired into our policies and processes, we can enhance risk-informed action, and ensure communities build longer-term, more sustainable, stable and secure resilience.”

During the opening remarks and introductory session, speakers also highlighted that the **language of Anticipatory Action (AA) may not be so familiar to use in the Pacific - preparing and acting before a disaster is nothing new for the region.** Many of the key components of Anticipatory Action already exist in the Pacific. These can be seen in initiatives like Forecast-based Financing, Early Warning Early Action), Community-based Early Warning System and Impact-based Forecasting and Warning Services and the disbursement of emergency response funds, like the Disaster Response Emergency Fund prior to the impact of a disaster. The **DRM Overview in the Pacific** Session provided a snapshot of the enabling policy frameworks for AA that already exists at regional level in the Pacific, including the Blue Pacific 2050 Strategy, the Framework for Resilient Development in the Pacific (FRDP) and the Boe Declaration and Action Plan and the Nadi Declaration from the Inaugural Pacific DRM Ministers Meeting in November 2022 which include specific references and commitments of Pacific leaders to AA, early warning early action (EWEA) and Forecast based Financing (FbF).

Timelines and windows of action



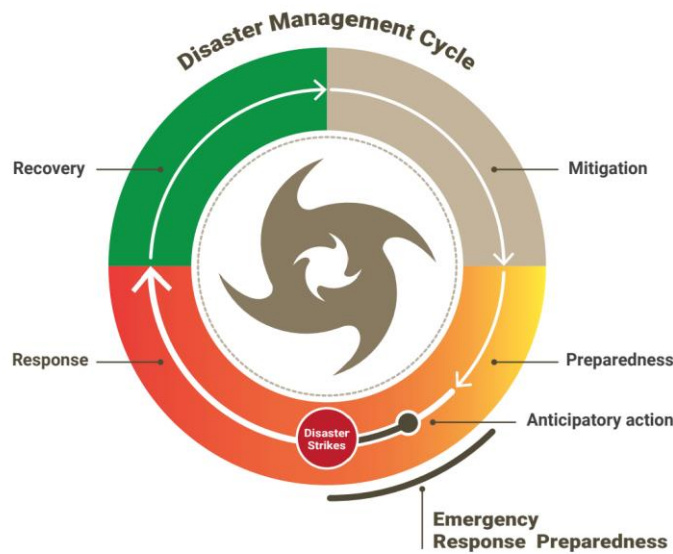
Source: based on Clare Harris and Laura Swift (2019) *Disaster Risk & Forecast-based Financing Design*

Anticipatory Action Building Blocks in the Pacific

Over the remainder of the first day, participants explored Anticipatory Action concepts and its three key building blocks. Co-led by IFRC and FAO, a general definition of Anticipatory Action was provided as *“an approach which systematically links early warnings & forecasts to specific actions designed to protect lives and livelihoods ahead of a hazard impact. These actions are linked to pre-arranged financing.”* The terms early warning, early action and forecast based financing are often used interchangeably and roughly refer to the same concept. The important thing for AA is that **all three building blocks need to exist and to be linked.** It is also **important to recognise the place of AA within the DRM cycle** as highlighted in the figure below

and stressed by the technical leads. Participants further highlighted the critical need to **link these conversations to the ongoing climate change battle** many countries in the region are facing and showcasing how this area can also support this overall cause.

Case studies from other parts of the world were also provided highlighting how AA is a **more dignified** way of providing humanitarian assistance to people at risk. It also ensures that communities can take action before disaster strikes and can also be cost effective where studies have shown for every **USD 1 invested in anticipatory action can have a return of up to USD 7 in avoided losses and added benefits.**



Source: Asia-Pacific Technical Working Group on Anticipatory Action and Asia-Pacific Regional Cash Working Group. 2022. Anticipatory action and cash transfers for rapid-onset hazards: Practitioners’ note for field testing, Bangkok.

Building Block One: Triggers for Anticipatory Action: Forecasting and Risk Information

Technical presenters for this session included the Red Cross Climate Centre, WMO, SPC and Fiji Meteorological Service. Presenters spoke on the importance of developing a forecast trigger used to determine if the forecast of a hazard meets the threshold for implementing anticipatory action. A pre-defined trigger statement was found to help speed-up the decision-making process when a disaster is imminent, as well as ensuring that the use of forecasts is robust. Some key questions when developing a trigger were identified as

- Does the magnitude of the event lead to an **impact**?
- Is the forecast **accurate**?
- **How often** do you want to trigger (what is the risk appetite)?

It is important to note that there are usually two key ways to establish triggering models. The gold standard is Impact-based Forecasting .WMO provided an overview of how they have been supporting NHMS in the region to move towards impact based forecasting – moving from a description of what the weather will be,

to what the **weather will do**, which will be very important for implementing AA in the region. SPC also showcased some case studies on impact based forecasting and hydrological EWS in the region from recent drought events in Kiribati, RMI and Tuvalu. The case studies showcased how communities in these countries were supported to act on warnings of low water reserves rather than focusing on the warning itself. The Fiji Meteorological Service also provided examples on how they were moving toward more impact based forecasting, but highlighted some ongoing challenges in regard risk information, data sharing and coordination amongst agencies.

The second is using existing forecast and observation data and establishing trigger points based on general historical impacts and intensity. Not all countries will have access to IbF systems yet or are in the process of being developed, therefore using a trusted system that could point towards a cyclone making landfall or drought coming to fruition can still be utilized. SPREP also highlighted the importance of traditional knowledge in climate related warnings, to increase community understanding and action of warnings.

Through group work it was evident there were key risks where anticipatory action could be explored: **cyclones, drought, and flood**. There was also curiosity of how the anticipatory action approach could be applied to **human-induced contexts** or our recent experiences of the COVID-19 pandemic. Across the countries it was clear early warning systems were already in-place for key risks that affect individual countries. However, the need to move to IbF systems was called for and to explore how they can be further harnessed for establishing triggering systems for anticipatory action. Communication to get the messages to communities, and understood (with confidence) by all, was also called for. Particularly in nations, such as FSM and RMI, where in remote communities people are at high-risk. Most **common mediums for spreading messages of warning included both modern and rudimentary communication systems** including: radio, social media, government messaging to community councils, SMS (dependant on coverage), weather bulletins, media, email alerts, information via national clusters and the coconut wireless. Outreach programmes to schools were also viewed as a potential avenue to explore for early warning communications.

Moving forward, some key considerations from countries included (but not exclusive to):

- Support to vulnerability assessments and mapping to build up future IbF systems (and also support targeting in Building Block 2)
- Explore options for data and information sharing to improve early warning systems at the national level
- Explore data gaps (i.e. social aspects that might be missing) and ownership/privacy
- Further support other key ministries to understand early warning information and resources to create training and awareness packages were welcomed
- Work with communities on the awareness of systems and the credibility of data. Further updating how they receive information could further be explored
- Explore how traditional knowledge can be better built into early warning bulletins and messages and it is still one of the most trusted methods

Building Block Two: Design, Selection, and Implementation of Anticipatory Actions

Technical Presenters for this session included WFP and SPREP. Presenters explained that Anticipatory Actions are designed to be implemented **ahead** of an anticipated disaster, in order to **minimize its impacts**. This means that considerable advance planning must take place, to ensure that appropriate activities can be triggered and delivered in time, including **ex-ante financing** of those actions. In order to qualify as an anticipatory action, some key criteria were identified including the following:

- Actions need to reduce the impact of the hazard and have a protective and mitigative intent
- Actions are timely and implemented between the forecast and the hazard occurring
- Actions can be implemented within the short window i.e. thinking about accessibility, procurement, targeting etc.
- Actions target the most vulnerable and at-risk to the hazard in question
- Actions must be planned well in advance with communities and simulated when possible
- Actions should do no harm
- Actions should be based on a no-regrets approach¹

Examples were provided from AA interventions that have been undertaken by agencies in Bangladesh, Mongolia and the Philippines. A learning from some of these interventions and AA programming in other countries were summarised as follow:

1. The time needed to implement the action **must** be less than the lead time and not pour into the timeframe where live-saving needs must be prioritised.
 - *If an action takes 7 days but the lead time is 3 days, then the action will be implemented only after the hazard occurred and is therefore not anticipatory action*
2. Beneficiaries need to be **identified either before or within the lead time (this is only recommended for slow-onset hazards)**. Targeting takes time and needs to be planned ahead to also ensure gender and social inclusion elements.
3. Are the **processes** for funds release, internal sign offs, decision making, procurement, transportation adapted to the lead time?
4. **A few actions can be powerful**. Lessons learned have shown that the selection of 1 or 2 actions to be implemented before a hazard strikes can reduce the impact. Therefore, when first piloting the approach it is recommended to keep it simple to ensure you can start generating early results.
5. There needs to be **clear messaging around who is being targeted** and who is not to avoid any conflict within or between communities selected for support.
6. If the event does not material, if we provide inputs or cash **will it still support the community regardless?**

In the **group work and discussions**, the challenges of implementation, including cash-based solutions, were voiced. The most recent cash distribution in Vanuatu from one of the agencies was highlighted to take 8-months after a cyclone in 2022. Quicker, innovative and more timely solutions to this will need to be sought after for the anticipatory action approach. Nevertheless, cash was both seen as an opportunity in some countries while others would need to further do a market analysis for its applicability. Some countries are already prepositioning key supplies in-country and partners also have access to warehouses with

¹ An example of a 'no-regrets approach was shared as actions/interventions which when taken, target the most vulnerable as a priority. Thereby communities regardless benefit from the intervention.

resources within the region. This was identified as a good basis to start from. **Examples from Samoa, Tuvalu, Solomon Islands and Kiribati showcases the current approach based on an early warnings which highlight how AA already happening and could further be easily tweaked to include a more elements:**

Samoa

- Risk: Tropical Cyclone
- Long-outlook warning issued: Main actions based on a warning identify evacuation centers, dredging of riverwats, inspect rainwater harvesting tanks, stocktake/stockpiling, rapid assessment, tree cutting/pruning.
- 5-day warning: Reinforce homes, store water/food, notify fisherfolk and farmers, prepare schools/ports/maritime/tourists, focus on livelihood support such as livestock evacuation evacuation shelter, media awareness, and management, weather information and data linked to all sectors to translate the warning.

Tuvalu

- Risk: Tropical Cyclone
- Long-outlook warning issued: Meteorological Service provides a weather bulletin, a task force is formed, identify evacuation centers, Red Cross visit vulnerable people, and monitoring and evaluation of the situation.
- 5-day warning: Inform households to stock-up on food supplies, prepare local foods (preserving crops), checking water supplies and medicine, fishermen move boats inland, and move livestock to high-ground.
- Coordination: task force under the disaster committee will monitor, evaluate and disseminate information to the public.
- People identified as high-risk: People with disabilities and elderly; those with housing near the foreshore.

Solomon Islands

- Risk: Tropical Cyclone
- Long-outlook warning issued: Establishment of flag warning for small boats, tropical cyclone awareness programme with mainstream media, 4W/5WS mapping for preparation on existing capacities and capabilities with stakeholders.
- 5-day warning: Solomon Island Meteorological Service briefing with NECE/N-DOC, issues of 'What to do' information for public, government resource provinces to undertake stockpile of fuel supplies, NERT M1 Activation.

Kiribati

- Risk: Drought
- Drought warnings: Have three levels established which are based on a combination of salinity and rainfall (observation and forecast indices).
- Actions based on warnings: Close monitoring of the different alert levels and awareness of water conservation methods from different stakeholders is distributed. Support the storage units for relief items e.g. food and non-food items.

In all, further analysis is needed via national workshops and community consultations to identify the most appropriate actions to take ahead of a hazard which meets the key criteria identified

above. This will be particularly important to assess how AA can be applied to support remote communities who are the most at-risk but, often the hardest to reach.

Building Block Three: Pre-Arranged Financing

Technical presenters for this session included OCHA, UNCDF and PIFS. Pre-arranged financing or ex-ante financing is the final building block of successful AA. Pre-arranged disaster risk financing is crucial to enable the implementation of actions within the lead in times. Some examples of AA financing tools which are already integrated into international emergency response funds already exist, such as the Central Emergency Response Fund (CERF); FAO's Anticipatory Action Fund; IFRC's DREF for AA; START Fund by the START Network. There were also some examples of country dedicated AA instruments (i.e. Mongolian Government with FAO reducing animal feed stock prices ahead a coldwave). Some key criteria for successful pre-arranged financing were identified as

- **Pre-agreed and pre-arranged:** understand where and when the funds will come and how actions are funded
- Released **before** the crisis
- As **automated as possible**, linked to the trigger or clear decision making based on risk
- Funds needs to be available at the **local level**

Some key learnings on anticipatory finance were gleaned from other country contexts, they included

- Adapting established funding instruments might be easier than creating new funding structures.
- Creative solutions are required to fund things pre-arranged financing can't fund (i.e. preparedness or pre-positioning).
- Managing risks associated with forecast uncertainty is possible.
- Physical movement of money is slow.
- Flexibility of funding and good actuary practices are key.
- Some financing to document evidence and learning is important.
- Clear communication and expectation management is key

Presentations from UNCDF and PIFS showcased some good examples of different Disaster Risk Financing instruments and opportunities in the Pacific that can be modified for AA. This included the ongoing work of the **Pacific Resilience Partnership's Technical Working Group on Disaster Risk Financing**, which is currently supporting governments in the Pacific to develop their own National Disaster Risk Financing Strategies and a regional DRF RoadMap which will provide opportunities for AA inclusion and direction. In terms of risk transfer mechanisms, Parametric insurance products developed by UNCDF are also being rolled out in the Pacific, and in partnership with UNDRR, an AA component to these will also be piloted.

Through **group work** it was clear there are different levels of financing available within the region however, some countries voiced these are **difficult to access**:

- National Emergency/Contingency Funds
- Climate Change Trust Funds

- Insurance - PCRIC and parametric
- Traditional climate change and disaster risk management funds such as the Green Climate Fund and Adaptation Fund.
- Regional support from donors, UN agencies (CERF AA Fund) and NGOs
- Local support from the private sector

Day 1 - Closing

At the close of day one a Welcome Reception was held which included the attendance and welcome remarks from the **Minister of Rural, Maritime and Disaster Management of the Government of Fiji, Minister Sakiasi Ditoka**.

Day 2 Overview

Day two began with a side event hosted by OCHA on potentials for anticipatory CERF mechanism for use in the Pacific. Following these discussions, Fiji was identified as a potential pilot for 2023. Following this some inspiration on the AA journey for other small island states was provided with examples from the Caribbean. As the regional initiative is still in initial phases in the Caribbean there were no community level learnings to share yet, but participants expressed interest for continued peer learning opportunities with the Caribbean.

Taking forward AA in the Pacific – Definitions!

Reflecting on the theory and discussions the first day, participants provided some feedback on definitions and how to best take forward in the Pacific. Some of the key discussion points included:

- Relooking at the AA terminology and contextualizing it better into the Pacific regional or national context. Many participants voiced that they were more familiar with the terminology of FbF and EWEA which has been previously introduced and are more widely used and well understood in the Pacific. There were suggestions to use more familiar terms for definition such as early warning, early action + financing.
- Suggest inclusion of natural hazards and traditional knowledge in the definition. Discussions around the use of “imminent” or “highly probable” disaster were also raised.
- While the financing part is key, some governments highlighted that action should not always be contingent on this and some interventions only need local resources.
- Participants also raised the need to consider how AA should be reflected in the existing DRM national frameworks, strategies, and plans, and into the multi-hazard EWS
- Clarity that the aim of AA is not to replace existing components of work under DRM frameworks, rather to amplify and enhance the effectiveness of several components (preparedness and response) by taking action during the specific window of time (pre-disaster impact)
- Questions were also raised about technical and human errors in terms of forecasting – what happens if the forecast is inaccurate and who is going to be accountable for this?
- How can AA be integrated into the multi-hazard early warning systems?
- It was suggested to add livelihoods and government organizations/countries, as words, should be included into a working definition.

- While there is an emphasis on natural hazards there should also be human-made hazard considerations into the definition (i.e. socio economic crisis, food crisis).
- Pre-agreed financing was mentioned at the end of the definition provided, but EWS, AA and financing should go in a sequence to reflect the pattern of the three building blocks.
- A shorter definition that does not repeat words was further encouraged.
- Overall, all participants agreed that national level awareness and discussions were needed to advance the AA agenda in their country context

The general discussions on AA definitions for the Pacific then led to more country level discussions on the AA concept, some of the key points raised by country delegations in terms of the AA concepts and definitions relevant for the context were as below:

Solomon Islands: Anticipatory action (AA) is a foreign term for government. The term early action has been used for a long time and people/communities in Solomon Islands will understand the word early action but not the anticipatory action. The anticipatory action term can be used for specific hazards such as slow onset but not all. The country needs to enhance its forecasting capacity to be able to implement AA.

Tuvalu: The forecast might be good to declare a state of emergency for drought, but additional information on hazards and vulnerabilities needs to be in place for triggers to be identified. Important to consider the operational costs of the early action. Even though there is enough data, the government still needs data from other sectors to make informed decisions.

Tonga: It will be challenging to bring this concept to the community level, especially the explanation of AA to ordinary people. People understand the word early warning early action which is used in the country.

It is important to consider the specific country's capacity, as there are countries in the region who do not have an adequate EWS and capacity to forecast. Therefore, for AA to be operationalized, there needs to be capacities and infrastructure in place for it, as all three key three building blocks are needed to implement AA. In Tonga early warning is already embedded in the existing DRM frameworks and linked to emergency funds which can be quickly released. However, funding mechanisms also need to be formalised in the law.

FSM: More work is required in FSM in order to implement AA, especially on the use of pre-arranged financing for anticipatory action. The questions around accountability and potential errors should be considered. FSM were keen to explore the idea further specifically for drought and typhoons. But there needs to be specific country level discussions and review

Samoa: The infrastructure, policies and laws are in place to introduce AA. The representatives present at the workshop are in a good position to inform the government about what AA is and promote it. Samoa was keen to explore how AA concepts can be included in the revision of the policies.

Tokelau: AA is a new concept, and they are still in the learning path with the concept. Funding for AA might be a challenge. Translation of the concept to the local challenge is going to be a challenge.

Kiribati: The sessions provided information on what is missing and what needs to improve to implement AA. There is a need to discuss it further with broader partners and agencies in the country. Kiribati needs to have relevant strategies such as disaster financing strategy and MHEWS strategy in place in order to implement AA. Kiribati identified that it needs to move from a response culture to preparedness. All key building blocks of AA need to be in place before the disaster strikes. We need to ensure that existing building blocks are interconnected as well as connected to the existing policies. Currently the funding is available only for disaster response. The team offered the following simplification of the AA definition:

“AA is a set of interventions that are linked to pre-agreed financing and carried out based on a forecast and early warning of a pre-disaster risk analysis to mitigate the impact on people, assets and infrastructure that are likely to be affected”

Vanuatu Red Cross: Red Cross is fully supportive of AA initiatives and is going to brief the NDMO director and other relevant stakeholders on this meeting

Nauru: The representatives are confident enough to take AA initiative forward. The only challenge will be funding.

RMI: The delegation offered the following definition for AA:

“AA is a set of interventions that are in response to natural and man-made hazards that pose an imminent danger, immediate or long-term that are based on early warning systems and linked to pre-arranged financing”

Country vision and next steps

In the final session of the day, country delegations formulated their vision and next steps for taking forward anticipatory action, and identified support required.

Country	Actions and Next Steps
Cook Islands	<ul style="list-style-type: none"> ● Sensitization workshop on AA led by the Government and Red Cross. ● Integrate AA into existing plans and revision of plans, strategies ● Need technical and financial support
Fiji	<ul style="list-style-type: none"> ● Sensitization and better understanding of the AA concept ● Need to discuss it further with relevant stakeholders such as Ministry of Finance ● Pilot CERF for anticipatory action

Federated States of Micronesia	<ul style="list-style-type: none"> • Sensitization workshop on AA at national level • Need technical and financial support at national level
Kiribati	<ul style="list-style-type: none"> • Current policies and strategies do not consider AA. How it will be operationalized at the national and local levels. • Sensitization workshop on AA • Need technical and financial support
Marshall Islands	<ul style="list-style-type: none"> • Sensitize senior level government on AA concept. • Need support to develop a generic template for sensitization • Need support to integrate AA into existing national DRM/CCA plans
Nauru	<ul style="list-style-type: none"> • Sensitize and inform the national government • Integrate AA into the existing plan • Need technical and financial support
Niue	<ul style="list-style-type: none"> • Use the outcomes of the workshop to inform government • Further discussion on triggers for AA funding • Further discussion on funding for AA
Palau	<ul style="list-style-type: none"> • Sensitization workshop on AA at the national level • Define the AA for the country and maybe use the terminology EWEA
Tonga	<ul style="list-style-type: none"> • Sensitization workshop on AA at the national level • Integrate AA into the current review of the DRM policy and how it can be connected to the DRM system. • Need technical and financial support
Tuvalu	<ul style="list-style-type: none"> • Sensitization workshop on AA at the national level

	<ul style="list-style-type: none"> ● Integrate AA into existing plans and revision of plans and review monitoring/forecasting to define the triggers
Tokelau	<ul style="list-style-type: none"> ● Sensitization workshop and training on AA at the national level ● Need to translate concept/ methodology into local language
Samoa	<ul style="list-style-type: none"> ● Report to Cabinet on the outcomes of this workshop ● Integrate AA into review of the national frameworks ● Coordinate at all levels. Manage expectations
Solomon Islands	<ul style="list-style-type: none"> ● Sensitization workshop on AA for stakeholders ● Further explore the benefits of AA and how it will help individuals and community
Vanuatu	<ul style="list-style-type: none"> ● Inform relevant stakeholders on the outcome of AA workshop.

Day 3: Legal and Institutional Frameworks for AA in the Pacific

Day three of the workshop supported participants to take a deep dive into their relevant law and policy frameworks to explore how the AA concept could be **formalised, and to identify both gaps and opportunities in current national-level institutional, legislative and policy arrangements**. Ms Katie Greenwood, **Head of Delegation in the Pacific for the International Federation of Red Cross and Red Crescent Societies (IFRC)** emphasized that laws, policies and institutional arrangements have a crucial role to play in supporting all aspects of disaster risk management, including early warnings, anticipatory action, and disaster risk financing and that today's session would dive deeper into the legal and policy frameworks on early warnings and anticipatory action and explore what an enabling environment for anticipatory action (including early warning, risk information, financing and planned actions) entails from a law and policy perspective.

IFRC, WMO and UNDRR provided a technical overview to participants on the enabling framework required at national/ subnational level to facilitate AA approach and also highlighted common regulatory and policy barriers to achieving it. Importantly, it was emphasized that many of the international and regional Frameworks, Declarations and Agreements referenced in previous days are what is commonly known as "soft law", which are important, but in terms of implementation they can only influence decision and policy makers at the national level but are not legally enforceable. It is only when these recommendations are translated into laws and policies at the national level do they then become enforceable or mandatory, which

is when the role of law and policies becomes crucial to the implementation of Anticipatory Action and to its place within the DRM spectrum. An example was shared on the role of Red Cross National Societies and their inclusion in many government Disaster Management Councils and Committees due to national laws which mandate Red Cross National Societies to work alongside their governments in the provision of humanitarian services, also known as the Auxiliary Role of the Red Cross.

Over the course of the day countries worked in their delegations to identify their relevant laws and policies in light of a disaster scenario given to them, and in response to questions which they were asked to consider. Questions were largely designed from the IFRC's **Checklist for Disaster Preparedness and Response**, with elements from the **ASEAN Framework on Anticipatory Action in Disaster Management** and the **Asia Pacific Regional Technical Working Group Technical Standards**. In addition, at the end of the round of questions, delegations were tasked with undertaking a light colour-coded self-assessment on gaps / strengths of their relevant frameworks.

At the end of each question, country delegations were invited to share their experiences from their national contexts and by the end of the day it was clear that while there were many good and encouraging experiences, there is also still much work needed to be done to review, update and streamline existing laws and policies in this area.

The day ended with the IFRC's Pacific launch of the World Disaster Report 2022 by Ms Katie Greenwood, **Head of Delegation in the Pacific for the International Federation of Red Cross and Red Crescent Societies (IFRC)**. Compiled against the backdrop of the coronavirus pandemic, the Report focuses on preparedness: both the ways preparedness ahead of COVID-19 was inadequate, and how the world can prepare more effectively for future public health emergencies. The report offers the global community six essential actions if we are to be prepared for a future global health emergency all of which contribute to building preparedness: 1. Strengthening prevention and preparedness at the local level. 2. Leveraging the roles and capacities of communities and local actors through integrated community health systems. 3. Building global solidarity mechanisms to ensure that pandemic response products reach all communities. 4. Protecting communities against the socio-economic impacts of public health emergencies. 5. Collecting local data and harnessing it to take action. 6. Strengthening legal preparedness for public health emergencies. Representatives from **Palau Red Cross, Samoa Red Cross** and **Tonga Red Cross** also shared their experiences in a panel discussion. The launch was attended by the workshop participants.

Day 3 scenario questions for consideration were as follows:

BB1: FORECASTING, EARLY WARNING AND RISK INFORMATION

Does the legal framework clearly set out the roles and responsibilities of all actors that are responsible for hazard mapping, risk assessments, monitoring and forecasting hazards, and generating and issuing warnings?

Does the legal framework establish coordination mechanisms for these EWS actors?

Does the legal framework clearly set out the linkages between EWS at all levels, national to local, as well as those applicable to transboundary hazards?

Does the legal framework establish standards and arrangements for the systematic collection, sharing and assessment of risk information and data relating to hazards, exposures, vulnerabilities and capacities?

Does the legal framework mandate: hazard mapping and risk assessments for all hazards in all geographical areas?

And monitoring and forecasting for all hazards in all geographic areas?

BB2: ANTICIPATORY ACTIONS – PLANNING, OPERATIONS, AND DELIVERY

Does the legal framework mandate agencies to act ahead of a disaster based on a warning or trigger?

If yes, is your mandate dependent on a declaration of emergency?

If no, would your current DRM legal frameworks enable AA to be integrated or considered?

How confident is your agency to act upon a trigger or a warning?

Does the legal framework provide for and facilitate the use of anticipatory finance, including forecast-based triggers for the early release of response funding ahead of the impact of disasters?

Are your existing prepositioned DRM stocks able to be used for AA also?

To the extent that the legal framework mandate or facilitate AA, is AA integrated into existing planning processes?

BB3: PRE-ARRANGED FINANCE

Does the legal framework mandate an allocation of funding for DRM?

If yes: is there an allocation for preparedness?

If yes: can it be accessed based on an AA trigger?

How can different agencies (both govt and non-govt) access that funding?

Does the legal framework allow for rapid release of funding in the event of a disaster, including in the absence of a State of Emergency or State of Disaster?

If yes, could this fund also be accessed for AA?

Does your legal framework provide funding for training and capacity building for AA action?

Does the legal framework establish or facilitate risk-informed public and private sector sources, such as disaster insurance or reinsurance schemes and risk mitigation incentive schemes (taxes, levies, exemptions, subsidies, grants)?

If yes – can any of these mechanisms be used as an AA tool?

Country	Laws and Policies	BB1	BB2	BB3
Samoa	<p>Disaster Emergency Management Act 2007/ National DM Plan</p> <p>Met Act 2022/ MHEWS Policy</p> <p>Water Resources Management Act 2008</p> <p>Public Finance Management Act 2001</p> <p>Disaster Risk Financing Policy</p>	<p>To update and review for AA esp risk information/ forecasting</p> <p>Overall need greater awareness at community level of EWS</p> <p>Implementation of Met Act needs support (funding for upgrade/ maintenance nad networks)</p>	<p>No provisions for imminent state of disaster (declaration of disaster needs revisiting)</p> <p>Not all agencies have response plans,</p> <p>Need to identify budget opportunities</p> <p>Int partners (ie World Bank) need awareness of AA</p>	<p>Overall mechanisms need to be reviewed for AA, however DRF policy provides mechanisms for AA financing in Samoa</p>
FSM	<p>Need to identify relevant laws and policies</p>	<p>Overall laws and policies in place but will need to be reviewed for AA. Some frameworks in place for EWS, but overall need strengthening</p> <p>No AA specific frameworks</p>	<p>Communication and coordination structures need attention</p> <p>Prepositioned stock only can be used post disaster after disaster needs assessment</p> <p>No defined triggers/ thresholds identified</p>	<p>Disaster relief fund exist, how could be used for AA needs to be explored</p> <p>Funding is available for EWS but how extends to EWEA/ AA awareness is unclear</p>
Kiribati	<p>Disaster Risk Management and Climate Change Act 2019</p>	<p>More detail on role/ responsibilities for EWEA/ risk information required</p>	<p>No specific reference/ mandate about actions to be taken in preparedness</p>	<p>Act specifies that all sectors must make budget allocations for</p>

		<p>Limited coordination mechanism for preparedness</p> <p>Limited mention of EWS in the Act</p> <p>No central data system for sharing info on hazards, or who should carry out risk assessment</p>	<p>(all about response)</p> <p>There is more confidence to forecast slow onset /rather than rapid onset disaster</p> <p>Alert level</p> <p>Prepositioned stock can only be used upon declaration of disaster</p> <p>Overall law and policy more focused on response than preparedness</p>	<p>climate, DRR and preparedness</p> <p>Law provides for development of DRF strategy</p> <p>Funds can be accessed for disaster relief, and could also be used for AA</p> <p>No specific mention of risk transfer mechanisms in laws, could be made more specific</p>
Cook Islands	<p>DRM Act and plans</p> <p>Met Act</p> <p>Cook islands RC Act</p>	<p>The DRM Act is currently under review so scope to incorporate AA</p> <p>There is a multi hazard EWS plan in place</p>	<p>Each agency is mandated to have preparedness plans and not linked to SoE, coordination between plans needs strengthening.</p> <p>Triggers also need greater clarity</p>	<p>Disaster trust fund ringfenced for response and has not yet been activated</p> <p>Require development of focused DRF Strategy</p> <p>Funding for training awareness/ capacity not mandated, nor any mention of innovate finance</p>

<p>Niue</p>	<p>National Disaster Plan 10/18</p> <p>Niue Met Services Act 2015, Policies and SOPS</p> <p>The Public Emergency Act 1979</p> <p>National Disaster Relief Fund 1980</p>	<p>Awareness of other agencies on the plans and their roles is needed</p> <p>Data sharing mandate needs to be stronger</p> <p>Education/awareness at all levels is required</p>	<p>Have ability to act without a disaster declaration</p> <p>Trigger system in place and works well</p> <p>Preparedness and response plans in place</p>	<p>Budget allocated for relief /preparedness</p> <p>Release of funds through cabinet approval</p>
<p>Solomon Islands</p>	<p>Met Act 1985</p> <p>NDC Act 1989</p> <p>National Development Strategy 2016 – 2035</p> <p>National DM Plan 2018</p> <p>Regional TC Operational Plan</p> <p>TC SOP</p> <p>Tsunami Plan (draft)</p> <p>Drought plan (draft)</p>	<p>Expansion of met services (tsunami, flood, ocean) but not yet reflected in Act</p> <p>Do not have specific legal framework for CC</p> <p>Coordination structures set out under NDMP</p> <p>Data sharing and risk assessment mandate is general</p>	<p>Can act in advance, without declaration</p> <p>SOPs have triggers identified</p> <p>Confident with actions in accessible communities but remote communities challenges</p>	<p>National Disaster fund yet to be established</p> <p>Govt can only disburse funds through govt agencies</p> <p>Complex finance system makes rapid disbursement challenging</p> <p>Limited budget for awareness /capacity</p>
<p>Tuvalu</p>	<p>National DM Act</p> <p>Met Act</p> <p>Water Act</p> <p>TRCS Act</p>	<p>Roles are clearly set out but not always implemented</p> <p>Greater coordination needed</p>	<p>Ability to act ahead of disaster without declaration but could be clearer</p>	<p>Need to review Survival fund to explore how can be used for AA</p>

	Tuvalu National Budget and Local Budget Tuvalu Survival Fund	Awareness and implementation required Risk assessment /hazard mapping not mandated	There are clear triggers Prepositioned stock could be used for AA	Limited budget for awareness/ capacity
Vanuatu (Red Cross)	DRM Act Met, Geological and Climate change Act Health Emergency Act	Roles are clear for different stages of preparedness and response Provincial roles and responsibilities need clarity	Agencies required to have preparedness/ response plans in place Triggers for actions are clear	Greater review of Vanuatu financing arrangements and how to utilise for AA required
Tokelau		No law but policy in place. Preparedness good but more awareness is required in local language	Actions are clear but language/ dissemination issues remain	No information
Fiji	National DM Plan 1995 National DM Act 1998 Drought response plan (Draft) National DRR policy	New DRM Act under revision, will have greater clarity on roles for DRR, preparedness ad response Sector specific data collection and sharing remains an issue EWS coordination local/ subnational will be clarified in new Act	Can act in advance independent of declaration Triggers and thresholds will be clarified in new Act AA can be incorporated into current frameworks	Confident in financial mechanisms which can be sued for AA

		Disaster risk info system is work in progress		
Palau	Palau National Disaster Risk Management Framework 2016 State DRM plans (draft)	Preparedness is covered but greater clarity on agency roles / preparedness phase would be good. Data collection and info sharing should be mandated	There are mechanisms but often vague/ general could benefit from greater detail to guide actions	Currently no allocation of DRM funding
Nauru	NDRM Act 2016 Nauru Met Act 1906 NDRM Plan 2008	Nauru MET Act needs updating NDRM plan needs review All need greater detail on roles EWS coordination needs review Risk information / sharing currently not mandated	Not clear whether can act independent of declaration Need to have EWS strategy in place with action and linked to Act No prepositioned stock in place	No DRM funding mechanism exists No funding set aside for awareness/ capacity
Tonga	Tonga Laws – meteorology act / national emergency act are in place DRM Act is awaiting Royal Assent DRM policy 2023	Further work needs to be done on risk information such as hazard mapping There is no dedicated committee to oversight MHEWS Coordination is done across different	Standards for MHEWS needs to be captured in the law Imminent state of disaster powers	DRF mechanism in place, how would work for AA to be explored

		levels. It is covered in DRM legislation		
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Annex One: Participant List

Country	Name	Designation
Cook Islands	Mr. John Strickland	EMCI Director- NDMO
	Mr. Arona Ngari	Director- Meteorological Office
	Ms. Fine Tuitupou-Arnold	Secretary General, Cook Islands Red Cross
Fiji	Ms. Vasiti Soko	Director- NDMO
	Ms. Prishika Nadan	Aid and Humanitarian Coordination officer
	Mr. Terry Atalifo	Director-Meteorological Office
	Mr Stephen Meke	Meteorological Office
	Mr. Romit Maharaj	Financial Controller & Operations Manager, Fiji Red Cross Society
Kiribati	Ms. Taala Tiaeki	Emergency Response Officer-NDMO

Country	Name	Designation
	Mr. Ueneta Toorua	Director-Meteorological Office
	Mr Depweh Kanono	Secretary General, Kiribati Red Cross
Marshall Island	Mr. Isidore Robert	NDMO Director
	Mr. Reginald White	Director/Meteorologist
	Mr. Nibaan Edwin	Disaster Management Officer, Marshall Islands Red Cross
Micronesia	Mr. Michael Yarofaitoar	NDMO Director
	Ms. Ann Andrew	Meteorological Office
	Mr. Isoa Frank	Secretary General, Micronesia Red Cross
Nauru	Mr. Diminski Reweru	NDMO
	Mr. Ricky Joram	Meteorological Office
Niue	Mr. Robin Hekau	NDMO
	Mr. Robert Togiamana	Meteorological Office
Palau		

Country	Name	Designation
	Stephanie Minor	DM Coordinator, Palau Red Cross
PNG	Mr. Valachie Quagliata	Secretary General, PNG Red Cross
Solomon Islands	Mr. Jonathan Tafiariki	Director- NDMO
	Mr. David Hiba Hirasia	Director-Meteorological Office
	Mr. Clement Manuri	Secretary General, Solomon Islands Red Cross
Samoa	Ms. Molly Faamanatu Nielsen	CEO- NDMO
	Afaese Luteru Tauvale	ACEO-Meteorology Office
	Ms. Tautala Mauala	Secretary General, Samoa Red Cross
	Mr. Asuao Malaki Iakopo	ACEO Water Resources Division

Country	Name	Designation
Tonga	Ms. Moana Kioa	NDMO Deputy Director
	Mr. Ofa Faanunu	Director Meteorological Office
	Mr. Sione Taumoefolau	Secretary General, Tonga Red Cross
Tuvalu	Mr. Malofou Sopoaga	Director of Public Works
	Mr. Taula Katea	Director-Meteorological Office
	Ms. Tagifoe Taomia	Secretary General, Tuvalu Red Cross
Tokelau	Ms Anianimalae Johnny Iakopo	Director NDMO
	Ms Akenesa Hoponoa Perez	Director Meteorological Office
Vanuatu		
	Dickinson Tevi	Secretary General, Vanuatu Red Cross

Country	Name	Designation
PIFS	Ms Teea Tira	Pacific Resilience Project Coordinator
	Mr Karlos Lee Moresi	Programme Adviser – Resilient Development Finance Adviser
	Mr Mosese Sikivou	Resilience / Pacific DRF Consultant
SPREP	Ms. Siosina Lui.	COSPPac Climate Traditional Knowledge Officer
	Mr. Salesa Nihmei	Meteorology & Climate Adviser
SPC	Herve Damlalian	team leader – ocean prediction and monitoring
	Pete Sinclair	Team leader - water resources monitoring and assessment- SPC
	Tom Stewart	hydrologist /flood modelling-SPC
Pacific Disability Forum (PDF)	Mr Katabwena Tawaka	DRR specialist
	Ms Tepola Rabuli -	Programme Officer
UNDRR	Mrs. Gabrielle Emery	Head of Pacific Subregional Office

Country	Name	Designation
	Ms. Nazgul Borkosheva	Programme Management Officer
WFP	Mr Philippe Brewster	Programme Manager
	Ms Rika Mitsuhashi	Social protection Specialist
	Mr Jorge JDiaz	Head of Partnerships
UNCDF	Mr. Krishnan Narasimhan	Lead Specialist (Climate Disaster Risk Financing & Insurance) and Programme Manager Pacific Insurance and Climate Adaptation Programme
	Ms. Akata Taito	Inclusive Insurance Solutions Hub Coordinator
	Mr Sheldon Chanel	Comms Manager
IFRC	Ms. Katie Greenwood	Head of Pacific Country Cluster
	Mr. Raymond Zingg	Regional Anticipatory Action Coordinator
	Ms. Finau Heuifanga Leveni	Regional Disaster Law Coordinator
	Maya Manocsoc	RCRC Climate Centre
	Michaela Korodimou	RCRC Climate Centre

Country	Name	Designation
	Mesake Mataitoga	Core Cost and Financial Sustainability Senior Officer
UNICEF	Mr James Robertson	Chief, WASH
	Mr Jun Fan	Chief of Social Policy
WMO	Mr. Henry Taiki	WMO Representative for Southwest Pacific
	Mr. Guilherme Varro	
	Ms. Tessa Tafua	
FAO	Ms. Catherine Jones	Anticipatory Action Lead for Asia-Pacific
OCHA	Mr. Peter Muller	Officer in Charge
	Mr. Daniel Pfister	Humanitarian Affairs Officer, Humanitarian Financing Strategy and Analysis Unit
	Ms Yoolbee An	Associate Humanitarian Affairs Officer
Australia Pacific Climate Partnership	Ms Stephanie Zoll	Consultant for the Economics of Acting Early Research
	Ms Anna Cowley	Consultant for the Economics of Acting Early Research

Country	Name	Designation
	Mr Jeong Park	DRR Advisor
Australia DFAT	Ms Jenna Young	Disaster Risk Financing and Anticipatory Action Adviser
New Zealand (MFAT)	Mr James Brennan	Climate Change and Environment Adviser
Green Climate Fund (GCF)	Dr Bapon Fakhruddin	Water Sector Lead Division of Mitigation and Adaptation
Pacific Catostrophic Risk Insurance Company (PCRIC)	Mr Aholtotu Palu Mr Pankaj Singh	CEO, PCRIC Finance and Planning Manager

Annex Two: Agenda

Pacific Week of Anticipatory Action

Ballroom 3 + 4, Sofitel Hotel, Nadi, Fiji.

Day 1 - 28 March 2023

8:30 - 9:00	Registration	
9:00 - 9:30	Opening Remarks Opening Prayer Opening remarks <ul style="list-style-type: none"> - UN Resident Coordinator a.i. - Deputy Secretary General PIFS - IFRC Head of Pacific Delegation 	MC Facilitation
9:30 - 10:00	Introductions	
10:00 - 10:15	<ul style="list-style-type: none"> - Overview of the workshop - Sessions in Day 1 - Overview of DRM in the Pacific 	MC/PIFS
10:15 - 10:30	Game: is it DRR - AA - Response?	MC/FAO + IFRC for the day
10:30 - 11:00	Coffee break + Photo Op	
11:00 - 11:15	Introduction: Anticipatory action 101 & where does it sit in the DRM continuum in the Pacific?	Technical Background: IFRC & FAO
11:15 - 13:00	Building Block 1: Triggers for anticipatory action: forecasting & risk information	Technical background: Red Cross Climate C Examples: WMO, SPC, Fiji Met Service Facilitation of group work: SPREP, UNDRR
13:00 - 14:00	Lunch	
14:00 - 14:10	Energiser & overview of the afternoon	MC Facilitation
14:10- 15:30	Building Block 2: Design, selection and implementation of anticipatory actions	Technical background: WFP Examples: SPREP Facilitation of group work: SPC & UNICEF
15:30 - 16:00	Coffee break	

16:00 - 17:15	Building Block 3: Pre-arranged financing	Technical background: OCHA Examples: PIFS & UNCDF Facilitation of group work: PIFS, OCHA, U
17:15 - 17:30	Wrap up	MC Facilitation

Day 2 - 29 March 2023

8:00 - 9:00	UNOCHA side event	
9:00 - 9:30	Inspiration from across the globe	Caribbean & ASEAN
9:30 - 10:00	Recap Day 1 & Overview Day 2 Anticipatory Action Card Game	Facilitators
10:00- 10:30	Enabling environment and recipe for next steps	UNDRR /PIFS/IFRC
10:30 - 11:00	<i>Coffee break</i>	
11:00 - 12:00	Pacific definitions & building blocks	MC Facilitation
12:00 - 13:00	Plan of Action development - next steps	IFRC & National Government Rep
13:00-14:00	<i>Lunch</i>	
14:00- 14:10	Energiser	

14:10 - 15:30	Plan of Action development - next steps (continue)	Facilitators
15:30 - 16:00	<i>Coffee Break</i>	
16:00 - 16:30	Wrap up	MC Facilitation
16:30 - 17:30	Speed Date	Participants

Day 3 - 30 March 2023 Legal Frameworks for Anticipatory Action

9:00 - 9:15	Welcome & Opening remarks	IFRC
9:15 - 10:30	Overview of Legal and Policy Framework for Anticipatory Action the Pacific	IFRC/WMO/UNDRR
10:30 - 11:00	<i>Coffee break</i>	
11:00 - 12:00	Building Block One - Legal Frameworks for Forecasting, Early Warning and Risk Information	Group Work
12:00 - 13:00	Building Block Two - Legal Frameworks of Anticipatory Action	Group Work
13:00-14:00	<i>Lunch</i>	
14:00- 15:00	Building Block Three - Legal Frameworks for pre-arranged Financing	Group work

15:00 - 15:30	Country group reporting exercise	Group work
15:30 - 16:00	<i>Coffee Break</i>	
16:00 - 17:00	Report to Prime Minister & wrap up	MC Facilitation
18:00 - 20:00	Reception	