



Food and Agriculture
Organization of the
United Nations

Concept note: The Philippines

Pilot Programmatic Partnership

Increasing capacities and scale for anticipatory action including
through social protection systems







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Abbreviations and acronyms

4Ps	Pamilyang Pilipino Program
AA	Anticipatory action
AAP	Anticipatory action protocols
ACTED	Agency for Technical Cooperation and Development
BARM	Bangsamoro Autonomous Region in Muslim Mindanao
CERF	Central Emergency Response Fund
DA	Department of Agriculture
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DILG	Department of Interior and Local Government
DOST	Department of Sciences and Technology
DREF	Disaster Relief Emergency Fund
DRF	Disaster risk financing
DRRM	Disaster risk reduction and management
DSWD	Department of Social Welfare and Development
EAP	Early action protocols
ECMWF	European Centre for Medium Range Weather Forecast
EW	Early warning
FbA	Forecast-based action
FAO	Food and Agriculture Organization of the United Nations
GCF	Green Climate Fund
GloFAS	Global Flood Awareness System
GRC	German Red Cross
IFRC	International Federation of Red Cross and Red Crescent
IOM	International Organization for Migration
LGU	Local government unit
NDRRMC	National disaster risk reduction and management council
NDRRMP	National disaster risk reduction and management plan
NEDA	National Economic and Development Authority
NRC	Netherlands Red Cross
OCD	Office of Civil Defense
OCHA	Office for the Coordination of Humanitarian Affairs
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PDRMO	Provincial Disaster Risk Reduction and Management Office
PPP	Pilot Programme Partnership
PRC	Philippines Red Cross
QRF	Quick Response Fund
RCCC	Red Cross Climate Center
SFERA	Special Fund for Emergency and Rehabilitation Activities
SP	Social protection
SRSP	Shock-responsive social protection
SUPPA	Strengthening urban preparedness through pre-emptive action
TSG	Thematic sub-working group
TWG	Technical working group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WFP	World Food Programme

About the Pilot Programmatic Partnership

Extreme weather events are increasing in frequency and intensity due to climate change, while conflicts are driving consistent and unsustainable increases in humanitarian needs. Combined, they are pushing acute hunger to new heights reaching a five-year high in 2020.

A strategic shift from responding to predictable shocks to anticipating their impacts has the potential to break the cycle of growing dependence on humanitarian aid. This approach, commonly known as anticipatory action, establishes risk-monitoring systems linked to flexible finance and standard operating procedures by delivering support to protect people's lives and livelihoods ahead of forecast shocks.

Anticipatory action can be delivered through a variety of modalities, including through national social protection systems. Social protection systems consist of policies and programmes designed to address economic,

environmental and social vulnerabilities to food insecurity and poverty. Linking anticipatory action to social protection means making better use of existing infrastructure to reach and proactively support vulnerable populations ahead of forecast shocks.

Recognizing the clear effectiveness of this approach, the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) established a three-year **Pilot Programmatic Partnership (PPP)** with the Food and Agriculture Organization of the United Nations (FAO) to explore and strengthen the critical link between these two approaches.

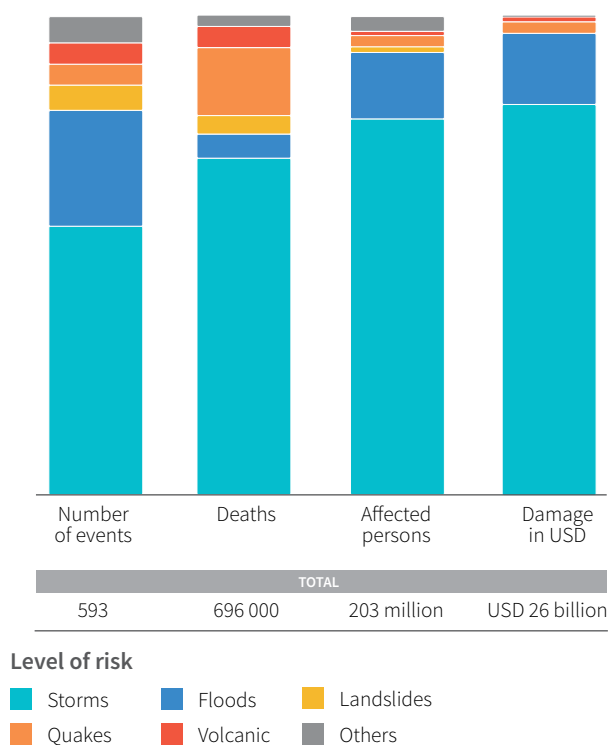
The partnership aims at scaling up anticipatory approaches to crises, with an initial focus on the Asia region including Bangladesh, the Lao People's Democratic Republic, Pakistan, the Philippines and Viet Nam.

Country risk profile at a glance

The Philippines ranks eighth as the most exposed and disaster-prone country in the world by the *World Risk Report 2021*¹, and fourth as most affected country by climatic hazards in 2000-2019, according to the latest *Global Climate Risk Index*.² The country is exposed to a wide range of hazards, with typhoons and floods being the most frequent and impactful as highlighted in Figure 1.

While hazards can strike at any time throughout the country, Figure 2 highlights key high-risk areas to take into consideration when planning Anticipatory Action (AA) and Shock-Responsive Social Protection (SRSP) programming.

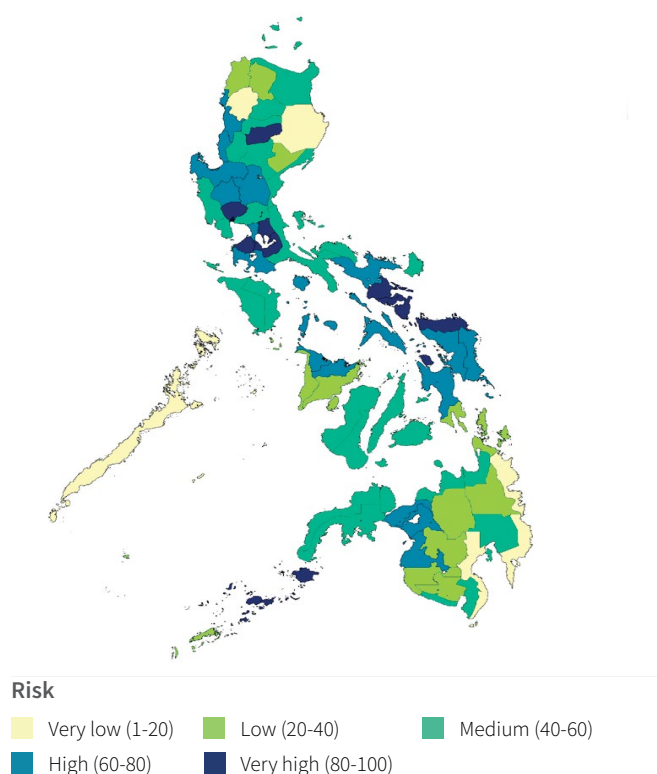
Figure 1: Measuring the impact of disasters in the Philippines (1901–2015)



Source: Thinking Machines Data Science Inc. 2016. *114 Years of Philippine Disasters, Visualized*. In: Thinking Machines Data Science Inc. Taguig, Philippines. <https://stories.thinkingmachin.es/philippine-disasters/>

The impact of climate-related hazards has an inextricable link to poverty and vulnerability in the country. The majority of poor households exposed to severe disasters live as informal settlers in danger zones located along riverbanks and coastal areas prone to floods and tsunamis. Furthermore, the sudden loss of income sources and productive assets due to frequent disasters deepens the poverty cycle and increases their inability to prepare, cope and adapt. Combining climate-risk data with socio-economic vulnerabilities allows humanitarian actors to respond before a crisis and target the poorest and most vulnerable populations as articulated in the *Philippines' roadmap to establishing an adaptive and shock-responsive social protection system (SRSP)*.

Figure 2: Combined risk due to climate-related disasters



Source: Bollettino, V., Alcayna, T., Enriquez, K. & Vinck, P. 2018. *Perceptions on disaster resilience and preparedness in the Philippines*. https://hhi.harvard.edu/files/humanitarianinitiative/files/prc-philippine-report-final_0.pdf?m=1607102956

Review of national disaster preparedness, anticipatory action and shock-responsive social protection systems

Disaster preparedness systems

Several recent policies and plans are reinforcing the efforts of the government in preparedness for response to extreme hazards:

- The Republic Act (RA) 10121, or the 2010 Philippine disaster risk reduction and management act, helped the country to shift from a response-oriented approach to a more holistic disaster risk reduction and management (DRRM) approach.
- The National Disaster Risk Reduction and Management Plan (NDRRMP) 2020-2030 is consolidating the progresses made in preparedness.
- The Revised 2019 Operation L!sto Protocols inform on the local government units' (LGU) minimum requirements in terms of typhoon preparedness.
- The Memorandum 60 is updating the criteria for LGUs to declare a state of calamity and access the Quick Response Fund (QRF).³
- The National Disaster Response Plan particularly focuses on hydrometeorological hazards.
- The 2019 National Drought Plan, which took stock of the lessons learned in 2016.
- The Philippine social protection (SP) operational framework and plan (2020–2022), which includes, as a key strategy for resilience building, the adoption and institutionalization of an adaptive and SRSP system.
- The Adaptive and Shock-Responsive Social Protection (ASRSP) Roadmap was adopted by the National Disaster and Risk Reduction Management Council (NDRRMC) Council, Resolution 07, Series 2021. Under this resolution, the roadmap serves as a reference for SP mechanisms and AA.⁴
- The review of the Bangsamoro Autonomous Region in the Muslim Mindanao (BARMM) Regional Development Plan in 2021 is an opportune time to include AA and SRSP as a cornerstone to build resilience of poor and most vulnerable households affected by severe flood and droughts.

In terms of institutional structure:

- As per RA 10121, the Office of Civil Defense (OCD) is coordinating the DRRM work in the country. The Department of Interior and Local Government (DILG) is in charge of preparedness, the Department of Social Welfare and Development (DSWD) is in charge of the response, the Department of Sciences and Technology (DOST) is in charge of prevention and mitigation, and the National Economic and Development Authority (NEDA) is in charge of the recovery work.
- At the provincial level, the provincial DRRM office is in charge of coordinating the efforts.
- At the BARMM level, the Ministry of Interior and Local Government (MILG) coordinates the region's preparedness agenda and plan. Together with the Ministry of Social Services and Development (MSSD), the MILG also responds to the region's humanitarian crisis using their own internal block grant.

Anticipatory action and shock-responsive social protection systems

Significant progress has been made around AA and SRSP in the Philippines since the increased focus on the topic in 2015. For instance, processes for **institutionalization** of the two concepts have recently emerged:

- The NDRRMP 2020-2030 clearly refers to the need to have a policy framework for forecast or impact-based financing mechanism established by 2022.
- The Memorandum 60 is paving the way for the use of QRF of LGUs for AA if they can predict that at least 15 percent of their population is going to be affected by an impending natural hazard.
- The Food and Agriculture Organization of the United Nations (FAO), through a cooperation agreement with DSWD, developed a joint two-year work plan to implement the ASRSP roadmap, which includes support to advancing linkages between AA and SRSP.

There are now several **coordination mechanisms for AA:**

- A national AA technical working group (TWG) was formalized by the World Food Programme (WFP) and the Philippines Red Cross (PRC) in September 2017, and is meeting on a quarterly basis; it is presently co-chaired by DSWD and FAO, with members from both government and humanitarian and development organizations. The AA TWG was eventually transferred under the response pillar of NDRRMC in October 2021 and is in a strategic position to influence and guide the policymaking and programme implementation of key government agencies around AA and ASRSP.
- Under the AA TWG, four thematic sub-working groups (TSGs) were set up: On triggers (co-led by FAO and DOST), AA (co-led by DILG and PRC), financing (co-led by the Department of Budget and Management [DBM] and WFP) and monitoring and evaluation (co-led by OCD and Start Network). Both triggers and AA TSGs are to be made part of the Pre-Disaster Risk Assessment (PDRA) of the government, which will support the operational aspects of triggering and implementing AAs.
- Core groups on AA were established at province level by PRC and have been actively involved in the planning and testing of AA, in particular in regions V and VIII.
- At the BARMM Regional level, the FAO has supported the creation of an inter-ministry AA TWG that will develop a strategy for AA and ASRSP tailored to its unique context.

Finally, increased actors are developing and testing AA, for a range of predictable hazards. **Typhoons**, logically (see Figure 1), have been prioritized by the AA community of practice:

- FAO in the Philippines developed its Anticipatory Action Protocol (AAP) for Typhoons (2020), which can tap its Special Fund for Rehabilitation Activities (SFERA) AA window or be adapted for any other fund. FAO's trigger is linked to the trigger mechanism of the PRC below. A rice damage prediction model is also currently being developed by the 510 initiative of the Netherlands Red Cross (NRC) together with the Department of Agriculture (DA), to provide an additional agriculture-specific indicator and thresholds.
- The PRC with the technical support of the German Red Cross (GRC) finalized its early action protocol (EAP) for typhoons in Nov 2019, currently covering

19 provinces on the eastern seaboard of the country, with fund from the International Federation of Red Cross and Red Crescent (IFRC) forecast-based action (FbA) by the Disaster Relief Emergency Fund (DREF) (250 000 CHF for both readiness and activation). The EAP has been tested twice at small scale (for typhoons Kammuri in 2019 and Vamco in 2020). The EAP trigger uses ensemble forecasts provided by the European Centre for Medium Range Weather Forecast (ECMWF), which are processed by the 510 initiative, and allows activation of typhoon AA with a 72-hour lead-time at best. The considered typhoon AA are house strengthening, livestock evacuation, and pre-harvesting of matured crops.

- In March 2021, the Office For the Coordination of Humanitarian Affairs (OCHA) selected the Philippines as one of its pilot countries for AA funded by the Central Emergency Response Fund (CERF), with an envelope of USD 7.5 million. A typhoon AA framework has been prepared with five UN agencies (FAO, International Organization of Migration [IOM], United Nations Children's Fund [UNICEF], United Nations Population Fund [UNFPA] and WFP), which submitted a plan of intervention focusing on regions V and VIII for the typhoon season 2021-2022 (endorsed in September). After careful analysis of existing forecasting models⁵, the OCHA confirmed that its AA framework is to be triggered based on the probabilities of impact provided by the 510 initiative. Prioritizing cash-based AA, the CERF AA framework intends to reach at least 54 100 vulnerable households.⁶
- The Oxfam (within the framework of its pilot B-READY project) tested anticipatory digital cash transfer in one municipality of eastern Samar for typhoon Ursula in December 2019. The trigger information was provided by Global Parametrics with a 72-hour lead-time.
- The START Network is developing a new Disaster Risk Financing (DRF) tool which will focus on typhoons. Some members of Humanity and Inclusion, CARE, Plan International, Agency for Technical Cooperation and Development (ACTED) worked already on typhoon AA in region V, through community-based interventions, focusing on possible secondary impacts of typhoons (for example for lahars around Mayon volcano).
- Some LGUs (such as the provinces of West Samar and South Leyte) allocated preparedness funding for AA in 2021 and intend to implement them with the respective PRC chapters.

The second most frequent and impactful hazard being addressed by AA stakeholders is **river flooding**, which is highly complementary of the typhoon AAP, as in Philippines, 80 percent of floods in average are being induced by tropical cyclones, and only 20 percent by other meteorological events (monsoon, tail-end of a cold front, low pressure area). The following stakeholders developed flood AAP for some of the 18 major river basins in the country:

- FAO has started to coordinate with the Mindanao River Basin Management Council for the development of a Flood AAP for the Mindanao River Basin, the second largest river basin in the country.
- The PRC-GRC cover four major river basins with its flood EAP, approved by IFRC in March 2021: Agusan, Bicol, Cagayan, Panay. Flood AA triggers are based on the flood forecasts of the Global Flood Awareness System (GloFAS) of the EU, if there is a 70 percent probability of a one-in-five years flood being predicted in any of the targeted rivers, with a 72-hour lead-time.
- The Oxfam *Strengthening Urban Preparedness through Pre-emptive Action (SUPPA) Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)* project in Mindanao River Basin focusing on Cotabato

and Kidapawan tested flood AA twice, with a trigger provided by Global Parametrics.

The third hazard for which AA are considered is **drought**:

- FAO developed its Drought AAPs in 2018, which was activated in Mindanao during the El Niño-induced drought of 2018/2019. The main indices used for triggering were temperature, rainfall, soil moisture and vegetation health. The AA implemented combined cash and non-cash support to 1 500 smallholder farmers living in drought and conflict areas.⁷ In 2021, the model was updated and simplified based on the 2018/19 experience.
- The PRC tested cash distribution for drought in April 2019 in the Bicol region and is currently developing its drought EAP trigger, with support from the Institute of Environmental Sciences and Meteorology.

Lastly, in support of the Philippine Government's COVID-19 response, a recalibration of strategic humanitarian interventions was made to provide cash-based transfers for non-social amelioration program (SAP) households in BARMM. **Epidemic outbreaks** have started to be studied (by Start Network with a study on dengue prediction, and PRC with 510 on vector borne epidemic) but no AAP has been developed yet.

Key gaps and opportunities

Coordination and institutionalization

As the 2020-2030 NDRRMP incorporates SP mechanisms and AA - across different outcomes under the thematic areas of prevention and mitigation, preparedness, and response - increasing stakeholders are expected to implement AA-SRSP in the country, on various hazards, as articulated in the Philippine roadmap. Building on the initial gains, there is a need to **reinforce the coordination mechanisms**, at the national to the subnational level (vertical coordination) but also between government stakeholders and humanitarian actors (horizontal coordination). Tapping into appropriate technical expertise within government partners is required, for example on the harmonization of trigger(s) considered by humanitarian partners, or on the type of AA to be implemented.

Several initiatives can contribute to further address these coordination issues:

- The planned creation of a new Department of Disaster Resilience⁸ may consolidate the relevant offices involved in AA and SRSP; however, this will require time to create a whole new bureaucracy. Moreover, a significant voice from the civil society sector has misgivings with the Bill which may limit stakeholder participation.
- The national AA TWG is the ideal venue allowing the Government of the Philippines to make sure that the existing AA plans are aligned to DRR national priorities, and that SP policies and plans can be used in anticipation (where applicable). FAO is currently co-chairing AA TWG together with DSWD and NDRRMC and can play a key coordination role in scaling up AA at national level. Key AA partners (PRC, Start Network, WFP) remain the core members of TWG together with their co-leads from the national government agencies.

LGUs' involvement is already effective in a number of provinces and municipalities, despite the **lack of clear operating rules and regulations** on AA. Learnings from the ongoing pilots shall feed the operationalization of Memo 60 or Memo 45⁹ (updating the use of the NDRRM Fund) and contribute eventually to the scaling up of AA and SRSP by the local government, ensuring that the concepts are integrated into existing disaster preparedness mandates, structures, and local programmes. Capacity development at LGU level will be continued and strengthened.

- At subnational level, FAO has supported the establishment of BARMM AA TWG¹⁰ under the *Joint Sustainable Development Goals* project. Relevant ministries are the co-chairs and members of TWG, as well as local authorities who serve as collaborating partners like the Mindanao Development Authority (MinDA) and the Mindanao PAGASA Regional Service Division (MPRSD).
- The AA core groups organized by PRC at the provincial level are now being activated for the CERF AA pilot and help validate the geographical target and the type of AA being planned.

Geographic and hazard scope

While most of the predictable hazards are now covered by a growing range of AA interventions, in nearly 25 provinces among the most at-risk, a multi-hazard approach is yet to be tested by the partners having more than one operational AAP. Besides, most AA have been tested at small scale and CERF for AA is a good opportunity to use AA at scale.

Triggers

Existing triggers for typhoon or flood AA are mostly relying on global models (ECMWF, GloFAS, global parametrics) and cannot be used by government partners as they must refer to PAGASA ones; despite the involvement of PAGASA in several TWG meetings and regular support provided by a number of stakeholders (Oxfam, WFP), little progress was made to use PAGASA's forecasts in real time for triggering AA. Besides, there is a need to clarify on which basis LGUs may access their QRF in anticipation, in relation to Memo 60. As FAO is leading TSG on triggers with DOST, there is a good opportunity to support PAGASA developing its capacities in impact-based forecasting and making this information available to all.

Harmonization and localization of triggers is particularly important as the existing thresholds are not always relying on the same forecasts, or on the same impacts (for instance, 510, DA, and FAO are collaborating around agriculture specific triggers for farmers), making it difficult to understand when and where the various AA are going to be activated.

The Green Climate Fund (GCF) *Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines* project¹¹ may also provide a good opportunity for enhancing the country's impact-based forecasting capacities further for four hazards (severe winds in Legazpi city, landslides in New Bataan, storm surge in Palo and flood in Tuguegarao city).

Anticipatory action and shock-responsive social protection delivery

Due to the logistic challenges faced in the specific geographic context of the country, the AA or SRSP for rapid onset events require a wide range of readiness activities, such as: pre-identification of beneficiaries (including those who are not covered by the government SP system), pre-agreement with financial service providers or with the SP cash delivery mechanism, or sometimes prepositioning of material. While some synergies are considered between AA stakeholders – sharing of the DSWD SP registries and DA priority beneficiaries' lists – some differences in approaches are emerging; for example, community engagement varies also from agency to agency and the need for common feedback mechanism was also identified: some of these concerns may be addressed with OCHA under the typhoon AA framework.

In June 2021, through ECHO funding support, a SRSP was tested by FAO and PRC in a joint simulation exercise for a flood scenario. This simulation highlighted that the **DSWD system was not ready for anticipatory cash top-up**, especially for short lead time. The existing poverty registry system called *Listahanan 2* was prepared in 2015 making the database outdated and prone to exclusion errors (not capturing for instance the new poor due to COVID-19). Additionally, the cash cards currently used by the beneficiaries of *Pantawid Pamilyang Pilipino Program* (4Ps), the flagship SP program of the government, are not compatible with humanitarian AA systems for top-up Cash transfers.

However, with *Listahanan 3* to be released in 2022, there is a window of opportunity to use the poverty registry for AA with a caveat that other data sources (e.g. the LGU) could be combined to address exclusion errors. For instance, if the intention is for AA to scale up and be sustained by the government systems using a SRSP vertical expansion “top-up” approach, humanitarian organizations will need to engage with DSWD's 4Ps programme or a programme

of DA much earlier in the design of AA pilot initiatives and work within existing structures. This will however require advanced preparation, clear data sharing agreements and pre-agreed protocols. If the intention is to expand coverage going beyond 4Ps households and pursuing a “horizontal” expansion, non-4Ps households that are part of *Listahanan 3* (including poor and near-poor) as well as additional households can be identified by combining information systems such as the Registry System for Basic Sectors in Agriculture (RSBSA) and vulnerability and risk maps.

More specifically, the ongoing joint programme between BARMM, FAO and UNICEF on ensuring inclusive and risk-informed SRSP resulting in more resilient communities, aims to (i) mainstream SRSP in the Bangsamoro Development Plan (BRDP); (ii) build capacity of BARMM institutions to analyze and monitor both natural and human-induced risks and improve synergy and coordination between SP programmes, climate change adaptation and disaster preparedness and management; and (iii) improve the poverty registry system. The PPP will provide an opportunity to pilot-test SRSP in one given geographic area, for either drought or flood risk, in close collaboration with local government.

Financing

Among the humanitarian actors, a pre-approved budget for AAP is not yet common and is only available with the IFRC FbA by DREF, the CERF for AA, or FAO SFERA AA window. The DRF mechanism of Start Network is still under development and not yet available for Start members. Besides, a key bottleneck that humanitarian actors face in implementing interventions, which uses external funding, is Memo 16.¹² that requires a lengthy process of approval at the Office of the President. Depending on a case-by-case basis, there is a possibility that a proposed AA support cannot be accepted by the government without securing first the Special Presidential Authority (SPA). There are instances that even for emergency projects, the turnaround time for clearance and SPA takes six months and will not fit the timeline for the AA approach.

Despite a robust public disaster risk finance mechanism in the Philippines, the space for financing AA by the government is limited. Based on the DRF study prepared by UNICEF, the Philippine Government, through its discussions with humanitarian organizations, as well as its own rethinking of national DRM plans, has been

working closely to find opportunities for financing AA. Crucial to AA is the timeliness and adequacy of financing provided through various DRF instruments based on the pre-established budgets and arrangements. The most commonly used source of financing disaster response, budget reallocations, can take up to two weeks for emergency allocations and months for longer term allocations.¹³

At LGU level, the preparedness fund can be used by LGUs to implement AA (for example for procuring shelter strengthening kits or for setting up livestock relocation sites) but QRF is still considered for post-disaster use only (despite the publication of Memo 60). One priority for sustainable financing of AA is to help clarify how government funding can be tapped for AA. Starting in 2022, the Mandanas Ruling will take effect which will give LGUs a bigger share of the national revenue, thereby increasing their budgets. This is an opportunity for LGUs to allocate appropriate funding for AA and SRSP.

Data

The passing of RA 11315¹⁴ mandating LGUs to establish their Community-Based Monitoring System (CBMS) is an opportunity to strengthen decentralization and improve social service delivery in the country. The CBMS will collect, process, and validate disaggregated data which will be monitored at the local level while empowering communities to participate in the process. Its implications with DSWD's Listahanan and whether or not it will transition after this round of poverty profiling (*Listahanan 3*) will need to be further assessed to determine a standard targeting system considering CBMS. Furthermore, the layering of vulnerability and risk data - national and local - to improve targeting, needs further demonstration.

Collection of evidence

The Resilient Institute of the University of Philippines was approached by the Red Cross Climate Center (RCCC) to seek their possible involvement in 'external' evaluations in case of any AA activation in the country. This would bring added value as it may serve the goal of objectively assessing the benefits of AA versus traditional response and support the advocacy for the writing of adapted policies. The learning group (under the typhoon AA framework of OCHA) may help address this issue in future.

Expected results: year 1

Against this background, DG ECHO and FAO launched the PPP on ‘increasing capacities and scale for anticipatory action including through social protection systems’. Below are the expected results of year 1 activities in the Philippines.

Result	Activities	Deliverables
1. Anticipatory action systems are established and the capacity of national governments, humanitarian partners and local stakeholders to link early warnings to AAs is strengthened.	1.1 Identify end-user needs regarding how EW information can inform site-specific AA.	
	1.2 Assess risk and humanitarian needs, prioritise hazards and vulnerable target populations. Identify or develop EWS and related anticipatory action triggers.	• One AAP for flood in the Mindanao River Basin • One updated AAP for drought
	1.3 Develop AAP, including clear risk monitoring, trigger mechanisms, improved beneficiary targeting process, protocols and responsibilities, as well as pre-allocated flexible financial resources.	• 114 partners trained • 26 500 people covered by the AAPs
	1.4 Strengthen national and local capacity to develop, monitor and implement AA systems.	
2. Social protection systems are strengthened in terms of anticipatory capacity to allow national governments, humanitarian partners and local stakeholders to link social assistance programmes with humanitarian cash and cash+ mechanisms.	2.1 Assess national social protection systems (policy, programmes and operational mechanisms) related to national policies to manage risk (this will include looking at disaster risk management and disaster risk reduction strategies) and link with humanitarian plan.	• Three studies on feasibility, cost-benefit and cost estimate • One Administrative Order • 255 partners trained
	2.2 Based on the feasibility assessments and using FAO’s established methodology, define suitable option to strengthen anticipatory capacity of national social protection and/or humanitarian cash programmes.	• Draft Scalability Framework for flood pilot-tested in a non-BARMM and BARMM geographic area along the Mindanao River Basin with improved beneficiary targeting and registration.
	2.3 Organize national capacity development events on shock-responsive social protection and cash programming to channel anticipatory action.	
3. FAO and DG ECHO partnership is enhanced so that multi-risk anticipatory actions are implemented, including via expanding or complementing national social protection systems, to protect lives and livelihoods ahead of a shock.	3.1 Write the country PPP concept note, jointly with DG ECHO.	• One concept note and corresponding work plan
	3.2 Regularly update the PPP steering committee on the progresses.	• Governance structure
	3.3 Carry out preparedness/readiness activities to ensure the timeliness and effectiveness of AA.	• Progress Reports • Readiness plans for drought and flood AAP
	3.4 If pre-defined EW triggers are reached, implement AA by expanding and / or complementing SRSP mechanisms.	• Coordinated simulation exercises • Activation report (if any trigger is reached)
4. Learning and advocacy products are produced to improve future programming and accelerate a system-wide shift towards an anticipatory approach to disasters.	4.1 Integrate a multi-risk approach into all programming.	
	4.2 Produce learning, advocacy and communication products, including based on the results of impact analyses and/or feasibility studies.	• One impact analysis
	4.3 Support global and regional advocacy and policy engagement to bolster evidence-based decision making and uptake of anticipatory action and shock-responsive social protection by national and intergovernmental entities.	• One learning and advocacy product

Way forward

With a growing community of practice, the Philippines is one of the first countries where AA and SRSP are being **implemented at scale** by humanitarian and development actors as well as by the government. With an increased coordination on the development of the triggering methodologies and the AA delivery, and through the use of adequate financing options, it is expected that more learning will be gathered on the benefits and possible limitations of anticipatory actions - including ASRSP - for key hazards such as drought, typhoon, or flood. Key policies and agencies mentioned in Section 2 above that are critical to the scaling up of AA and SRSP in the country will be adopted and institutionalized through the national and subnational AA TWGs.

Coordination efforts will be pursued and aligned AA implementation between UN and other humanitarian and development partners and the government across levels, in particular in BARMM, shall benefit the most at-risk communities and reinforce their resilience to extreme hazards.

Through the PPP, evidence on how to support the institutionalization of the two concepts will be gathered: relevant legislative and policy reforms are being pursued

to create an enabling environment for AA and SRSP that will unlock various financial resources and allow for a coherent approach of the government. By the end of the project, selected local government units shall be able to tap their local DRRM funds for AA and possibly SRSP, with harmonized triggers and thresholds for both SRSP AA protocols and scalability frameworks.

The PPP will be a catalyst to sustain initial gains in promoting AA and SRSP and continue the guiding of the initiatives to ensure that the principles and technical rigour of AA and SRSP are upheld. The planned activities in the Philippines will serve as the proof of concept that can be used in other countries where the approach is not as advanced, such as in Viet Nam or Lao People's Democratic Republic , and may contribute to the development of the ASEAN framework for AA.

Learnings gathered in the Philippines shall also help understanding how AA and ASRSP fit within the wider resilience and humanitarian programming, ensuring that the approach is not siloed but rather contribute to and improve existing systems.

Notes

- ¹ **Bündnis Entwicklung Hilft, Ruhr University Bochum – Institute for International Law of Peace and Armed Conflict (IFHV).** 2021. *WorldRiskReport 2021*. Berlin and Bochum, Germany. [-weltrisikobericht.de/wp-content/uploads/2021/09/WorldRiskReport_2021_Online.pdf](https://www.weltrisikobericht.de/wp-content/uploads/2021/09/WorldRiskReport_2021_Online.pdf)
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- ³ **National Disaster Risk Reduction and Management Council.** 2019. Quezon City, Philippines. <https://www.officialgazette.gov.ph/downloads/2019/06jun/20190617-NDRRMC-MO-60-RRD.pdf>
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- ⁵ **Office for the Coordination of Humanitarian Affairs (OCHA).** 2021. *Philippines' typhoon model comparison*
- ⁶ **Office for the Coordination of Humanitarian Affairs (OCHA).** 2021. *Philippines: Anticipatory Action Framework 2021–2022*. <https://reliefweb.int/report/philippines/anticipatory-action-framework-philippines-2021-2022>
- ⁷ **FAO.** 2020. *The Philippines: Impact of Early Warning Early Action*. Rome, Italy. <http://www.fao.org/3/ca9371en/ca9371en.pdf>.
- ⁸ **House Bill No. 5989 Disaster Resilience Act.** “An Act Creating the Department of Disaster Resilience, Defining its Mandate, Powers, and Functions, and Appropriating Funds Therefor” approved in Congress in 2020 and will undergo the same process in the Senate. Philippines
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FAO's Anticipatory Action approach uses risk analysis and forecasts to trigger interventions before a crisis escalates into a humanitarian emergency.

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