

**Outcome Document**  
**Commitments**  
**Grand Bargain Caucus on Scaling Up Anticipatory Action**

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**I. Introduction**

Anticipatory action has proven to be an effective and efficient instrument to prevent and reduce human suffering from predictable shocks before they unfold. This is increasingly important against the backdrop of decreasing humanitarian funding and persistent needs driven by escalating and protracted conflicts and the expanding impact of the climate crisis. Moreover, anticipatory action has proven to have the potential to promote accountability to affected populations and to strengthen localised and locally-led approaches. With the endorsement of the Grand Bargain 3.0 framework in June 2023, signatories affirmed the potential of the Grand Bargain to catalyse sector-wide transformation towards shrinking humanitarian needs.

Grand Bargain signatories agreed to prioritise the scaling up of anticipatory action and to identify barriers that could be addressed within the Grand Bargain 3.0, as a concrete contribution to shrinking the humanitarian needs. As the only platform that brings together donors, UN organisations, the Red Cross/Red Crescent Movement, and both international and local/national NGOs, the Grand Bargain is uniquely positioned to drive the necessary political changes required to address the challenges of insufficient coordination and funding.

In February 2024, the Grand Bargain caucus to scale up anticipatory action was launched by Ambassador Koehler, and is jointly led by Germany, OCHA, Save the Children, and WFP. It includes DRC, EU/DG ECHO, FAO, IFRC, IOM, NEAR, Oxfam, Sweden, UK/FCDO, UNFPA, USAID, DRC, World Vision and ZOA. The caucus receives technical support and expertise from the Anticipation Hub and is supported by the Grand Bargain secretariat.

The caucus aimed at ensuring political agreement and corresponding ownership to facilitate a significant scale up of anticipatory action. Members elaborated a problem statement focussing on commitments on three key themes: 1) Increasing funding for coordinated anticipatory action, 2) Developing key parameters and a joint methodology to track funding, and 3) Improving coordination of anticipatory action stakeholders. To start with, the caucus agreed on a definition of anticipatory action.

While looking at how to increase financing, the caucus took note of existing commitments and that many members have or are developing internal policy and guidance to support the scale-up of anticipatory action. To overcome persisting challenges to significantly increase financing for anticipatory action, caucus members agreed on the need for a longer-term vision and concrete commitments. The proposed commitments will ensure accountability towards those actors building anticipatory action systems and secure that those investments deliver sustained value over the long term. They are also aligned with and contribute to international and national efforts to enable and support the

establishment of inclusive, locally-led anticipatory action systems, including the Early Warnings for All initiative, the G7 declaration on strengthening anticipatory action, the Getting Ahead of Disaster Charter and the regional roadmaps for anticipatory action championed by intergovernmental bodies<sup>1</sup>.

## II. Outcome

On 19 December 2024, the caucus members presented the following recommendations.<sup>2</sup>

They **propose the following definition** of anticipatory action:

*Anticipatory action is defined as acting ahead of a predicted hazardous event to prevent or reduce impacts on lives and livelihoods and humanitarian needs before they fully unfold. This works best when activities as well as triggers or decision-making rules are pre-agreed, and decisions are made to guarantee the fast release of pre-arranged funding.*

And proposed to **commit to**

### 1) **Substantially increase funding for anticipatory action, especially fuel funding** (see Annex for definitions and examples):

- a. Making use of, inter alia, pooled funding mechanisms and pertinent financing instruments, both at the agency or inter-agency level, to fund coordinated anticipatory action, and promote efficient risk pooling, and resource allocation, with particular attention to ensuring access for a greater diversity of actors — especially local actors — in alignment with the agreements within the Grand Bargain Caucus on Funding for Localisation.
- b. Strengthening the capacity of local actors, including affected communities, national hydro-meteorological services, disaster risk management agencies, implementing partners, coordinating and other relevant entities to enable anticipatory action.
- c. Collaborating [in helping] to secure additional build and fuel funding, including from climate and development finance (examples are provided in Annex).

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<sup>1</sup> See, for example, the Intergovernmental Authority on Development's Regional Roadmap for Anticipatory Action, the Southern African Development Community's Regional Resilience Framework and the Framework for Resilient Development in the Pacific

<sup>2</sup> See Annex for definition and parameters.

## 2) Track fuel and build funding, both committed and released

- a. Using a common methodology for tracking, based on agreed-upon definitions and reporting guidance outlined in the Annex.
- b. Reporting annually to the the Anticipation Hub (as author of the Global Overview Report on Anticipatory Action), which will consolidate and publish data.

## 3) Improve coordination

- a. Ensuring a coordinated effort around harmonised triggers, ideally based on early warning systems led by governments, complementary activities, and co-financing.
- b. Deepening collaboration with governments, regional organisations, local actors, as well as development and climate actors, where appropriate, to increase alignment and leverage investments.
- c. Securing partnership with and, where appropriate, active leadership by governments.

**To this end, a bargain** between donors and implementing partners was made whereas:

- Donors commit to substantially increase funding for anticipatory action, especially fuel funding, measured against the previous year, and report as per the agreement above to a common system of tracking. Each donor is encouraged to set and communicate a target (relative and/or absolute terms) for scaling up funding for anticipatory action with figures of 2024 as baseline. Donors are encouraged to strive for a target of at least 5% of humanitarian funding for anticipatory action, ideally by 2026 or earlier. Where humanitarian funding alone cannot achieve the target, the investment can be supplemented by additional sources of financing, such as climate or development finance.
- Donors commit to exchange on the most important internal barriers or reasons that hinder increasing funding for anticipatory action and ways to overcome them in periodic meetings and commit to overcoming them, including through high-level engagement.
- Donors commit to invest in coordinated anticipatory action by, inter alia, i) increasing and diversifying funding to pooled funding mechanisms and ii) holding partners accountable to engage in coordination structures, including through application processes and partner dialogues.

- Implementing partners commit to coordinate for collective anticipatory action through existing coordination structures, such as working groups, collective frameworks or the Humanitarian Programme Cycle. Where possible and within the boundaries of humanitarian principles, this shall be done in support of government-led initiatives and, where appropriate, under the Resident/Humanitarian Coordinator. Participation in such coordination structures should be accessible to a diverse range of actors. The efforts around coordination will be featured and shared annually in the “Global Overview Report on Anticipatory Action” as well as the Secretary-General’s report on Strengthening of the coordination of emergency humanitarian assistance.
- Implementing partners commit to enhance transparency by sharing information, knowledge, and learning. They resolve to share and make publicly available, at the local as well as at global level, information related to anticipatory action frameworks active or in development, including models, early warning systems, prediction accuracy, triggers, activities, financing, as well as monitoring, evaluation, and learning. While all information should be made publicly available on entities’ respective platforms, all information and knowledge shall also be actively shared with central repositories, including the Anticipation Hub and ReliefWeb. Learning should be coordinated for monitoring and evaluation designs.
- Implementing partners commit to increasing operational readiness for anticipatory action by working towards streamlining and mainstreaming anticipatory action in internal processes and within IASC structures at the national, regional and global level.
- Implementing partners commit to proactive risk management and transparent communication to ensure accountability and visibility for donors.
- Implementing partners commit to collaborate in enhancing the quality of anticipatory action frameworks through localized approaches and the meaningful participation of those at greater risk of being disproportionately impacted by disasters, including women and children.

### **III. Follow-up**

The following indicators on Anticipatory Action will be incorporated into the Grand Bargain self-reporting process for 2025 and 2026 and will apply to all Signatories who endorsed the outcome document:

Indicator	Data
Amount of fuel funding made available per year - Donors	
Amount of build funding made available per year - Donors	
Amount of fuel funding pre-arranged - Implementers	
Amount of fuel funding released - Implementers	
Number of people covered with anticipatory action frameworks by country - Implementers	
Number of people protected with anticipatory action by country (reported as protected through an AA activation) – Implementers	

Following the closure of this Caucus, Caucus members are strongly encouraged to continue championing the Caucus outcomes and to engage in follow-up discussions, *inter alia* on the increase of funding, tracking, reporting, and coordination.

## Annex I. Guidance reference for tracking different types of funding/financing

	<b>Proposed Text</b>
<p><b>Definition and parameters</b></p>	<p>Anticipatory action is defined as “acting ahead of a predicted hazardous event to prevent or reduce impacts on lives and livelihoods and humanitarian needs before they fully unfold. This works best when activities, as well as triggers or decision-making rules, are pre-agreed, and decisions are made to guarantee the fast release of pre-arranged funding.”</p> <p>While Anticipatory Action takes different forms, caucus members agree that there are common parameters:</p> <ul style="list-style-type: none"> <li>➤ The objective is to reduce the potential human suffering and impacts on lives and livelihoods of forecastable hazard(s) while protecting development gains.</li> <li>➤ Actions are designed based on forecasts or predictive analyses of when and where a hazardous event will occur.</li> <li>➤ Actions are implemented before a hazardous event occurs or before the most acute impacts are felt.</li> </ul>
<p><b>Existing commitments</b></p>	<p>GER G7 commitment: At least 5% of humanitarian funding</p> <p>OCHA has committed to facilitate the scale up, financing and mainstreaming of collective anticipatory action, including through OCHA-managed pooled funds and including with a guiding figure of 10% of the CERF’s annual spending on anticipatory action.</p>

1. Fuel funding pre-arranged (committed financing)

Reference definition:

Funding available to be released at the moment a specific trigger is reached to support the actions to be implemented before a hazardous event occurs, or before the most acute impacts are felt.

Further guidance:

- Pre-arranged fuel funding is the amount of funding recorded in the year in which it is committed, such as when an agreement is signed. This figure represents the effective ODA amount being committed by a donor; it reflects donor intention and commitment.
- Funds must be intended for measures (= the actions) that aim to prevent or reduce a forecasted acute humanitarian impact *before* it fully unfolds, not to respond or compensate for already manifested losses. This also includes the value of in-kind supplies, which have been kept ready to be used.
- Eligible funds are all funds that were kept ready to be released when the trigger condition has been met. Triggers can be hard triggers (based on data or models related to impact, forecasts, or projections of need), or soft triggers (for example the declaration of an immediate emergency by a relevant responder or authority).

Pre-arranged fuel financing is ideally provided in grant financing through pooled funds, which are currently the most efficient in managing fuel funding and promote collaboration, efficient risk pooling, and resource allocation but may also include other funding mechanism such as crisis modifiers. Some examples of pooled funds are the CERF, DREF, Start Ready/Funds and locally led funds. Other funding mechanisms may be used as well.

- If a pooled fund is used for both anticipatory action and response (which are the majority of funds), only the funding provided ('earmarked') for anticipatory action counts. If support to AA-relevant pooled funds are non-earmarked contributions, the overall proportion of anticipatory compared to reactive allocations count (e.g. if the Pooled funds 'XYZ' spent 10% of the overall budget on anticipatory action and a donor has contributed USD 10m of non-earmarked funding to that fund, its contribution to anticipatory action amounts to 1m of fuel funding).

	<ul style="list-style-type: none"> <li>Committed fuel financing is ideally allocated towards coordinated anticipatory action systems.</li> </ul>
<p>2. Fuel released / anticipatory financing</p>	<p>Reference:</p> <p>Finance released before the onset of a specific shock event to fund pre-defined activities that aim to reduce human suffering and impacts on lives and livelihoods before they fully unfold.</p> <p>Further guidance:</p> <ul style="list-style-type: none"> <li>Released anticipatory action fuel funding is the amount of fuel financing released in the year in which the trigger is met and the funding is released to be spent ahead of forecast impacts.</li> <li>Pending approval, funding may be released in a different year to which it is committed, and it may be triggered all at once or in several tranches.</li> <li>The figure represents how much was released for the crisis and thus is more closely aligned to the impact of the fuel funding (both in terms of the quantity of funding and the year in which it was utilized).</li> <li>Fuel released may include funding released for anticipatory action based on established plans, even when ultimately the crisis did not unfold as expected (no regrets).</li> <li>Insurance payouts as anticipatory finance (i.e. insurance that pays out ahead of a predicted hazardous event to prevent or reduce impacts) may be considered in the value of the actual disbursements at the moment those disbursements take place.</li> </ul>
<p>3. Build funding</p>	<p>Reference:</p> <p>Build funding directly supports the enabling and establishment of inclusive anticipatory action frameworks/systems.</p> <p>Further guidance:</p>



- Build funding is all funding, which *directly* builds and strengthens core aspects of the anticipatory action ecosystem.
- ≠ It is important to conclude in good faith that the main aim of the project, program or activity in this case is enabling anticipatory action and is not just an indirect effect.
- Build funding may include (but is not necessarily limited to):
  - Strengthening capacity of actors in anticipatory action systems: Strengthening the capacity of and preparing affected communities, local actors, frontline actors, national hydro-meteorological services, NDMAs, disaster risk reduction agencies, coordinating entities, and other relevant entities for anticipatory action - includes support for collective learning, coordination, and partnerships to further build, and disseminate at all levels a strong evidence base for anticipatory action.
  - Strengthening data/forecasts and decision-making for anticipatory action: making authorized verified forecasts available for anticipatory action; strengthening the ability to analyse and interpret data and validate models; supporting decision-making based on risk information; early warning activities including impact-based forecasting and predictive analytics for anticipatory action; including the design and development of innovative risk analytics, thresholds triggers, and modelling for anticipatory decision making.
  - Planning and coordinating anticipatory actions. This includes the inclusive development and design of anticipatory action frameworks, “Early Action Protocols” (EAP), or other tools that combine forecast, activities and financing for anticipatory action, including through national coordination systems. Further activities that enable the leadership of local and national actors in all stages of anticipatory action planning, decision-making and implementation are explicitly included.
  - Support the mainstreaming and integration of anticipatory action in areas of high disaster risk into the humanitarian program cycle, development planning or national adaptation plans.

- Support for collective learning, coordination, and partnerships to further build, and disseminate at all levels a strong evidence base for anticipatory action.
- Setting up stable delivery channels to enable fuel for anticipatory action: i.e. strengthening and building access for humanitarian actors, adapting and preparing social protection systems with the primary objective to enable anticipatory action. Insurance premiums for policies that support anticipatory action through finance ahead of a predicted hazardous event may be counted in the value of the actual fee.
- Enable exit strategies by complementing building of anticipatory action systems with activities that can strengthen their sustainability, handover of collective anticipatory action to local government and / or communities.
- Contributions to global, regional and national efforts such as the Early Warnings for All (EW4A), the Global Shield Against Climate Risk, the Systematic Observations Financing Facility (SOFF), the Climate Risk and Early Warning System (CREWS) initiative, the Adaptation Fund, the Green Climate Fund, regional and national anticipatory action roadmaps among others may be counted as long as they *directly* contribute to build and strengthen core aspects of anticipatory action (good faith reporting policy applies)
- Build funding is ideally allocated towards coordinated anticipatory action systems.