BUILDING CLIMATE RESILIENCE through Social Protection

10-12 November 2025 | Manila, Philippines

DAY 2:
Zooming In on Key Concepts

WELCOME

ADB

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WELCOME & DAY 2 OPENING REFLECTIONS

SESSION FACILITATORS

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ADB

SESSION 1A:

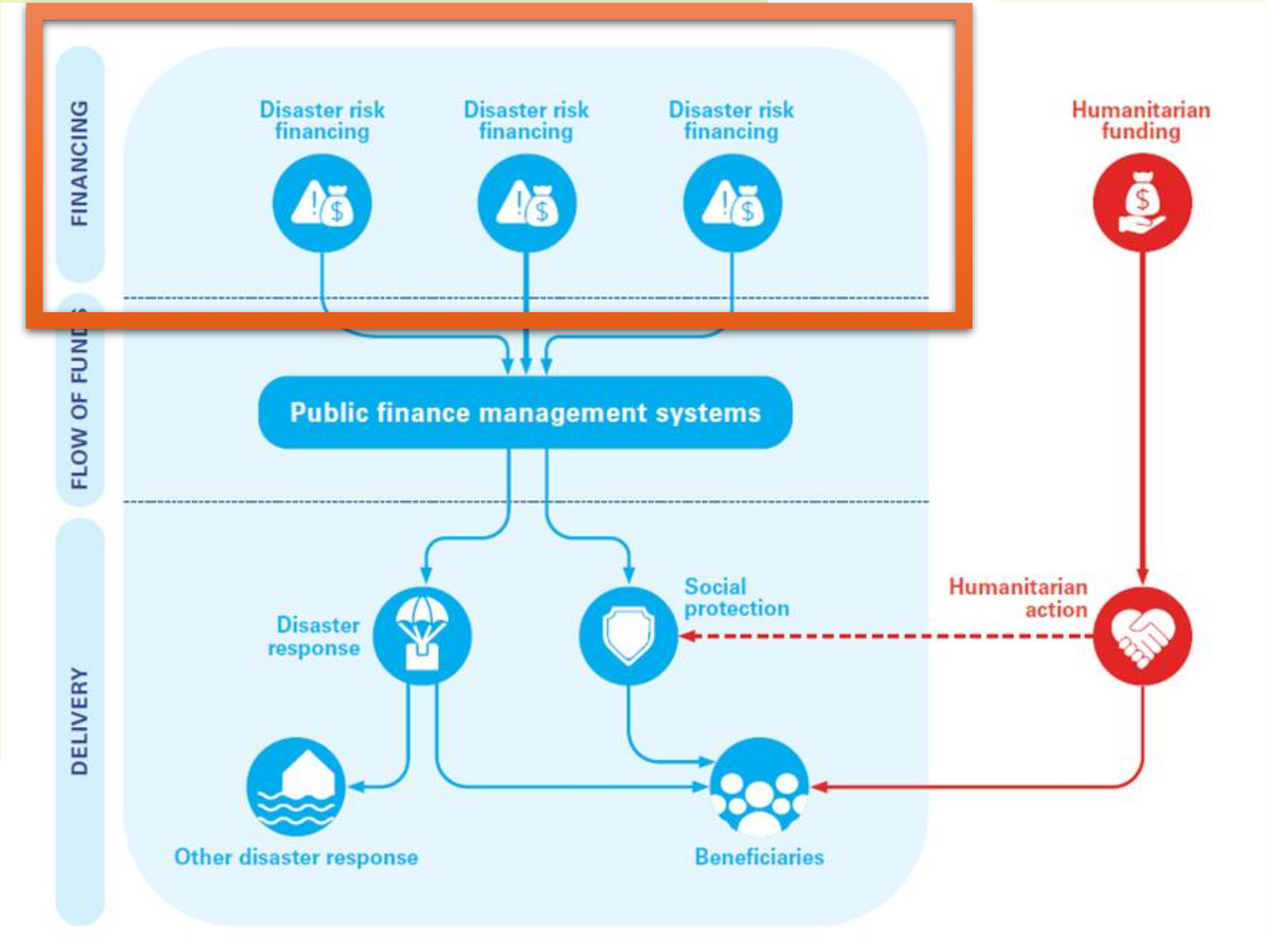
Leveraging Disaster Risk Financing for shock responsive social protection

Presenter:

Nard Huijbregts, ADB Consultant / Economic Policy Research Institute (EPRI)

Public Financial Management

for Shock Responsive Social Protection



Why disaster risk financing?

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How does it differ from other budgeting and financing processes?

Regular financing

- Funds predictable, recurring government activities through annual budgets
- Addresses certain and scheduled expenditures (e.g., salaries, infrastructure, services)
- Follows standard, rule-bound procedures with lengthy approval and audit steps

Disaster risk financing

- Addresses unpredictable, high-impact shocks whose timing and cost are uncertain. How do you budget for this?
- Requires quick, flexible procedures, as speed is of the essence.

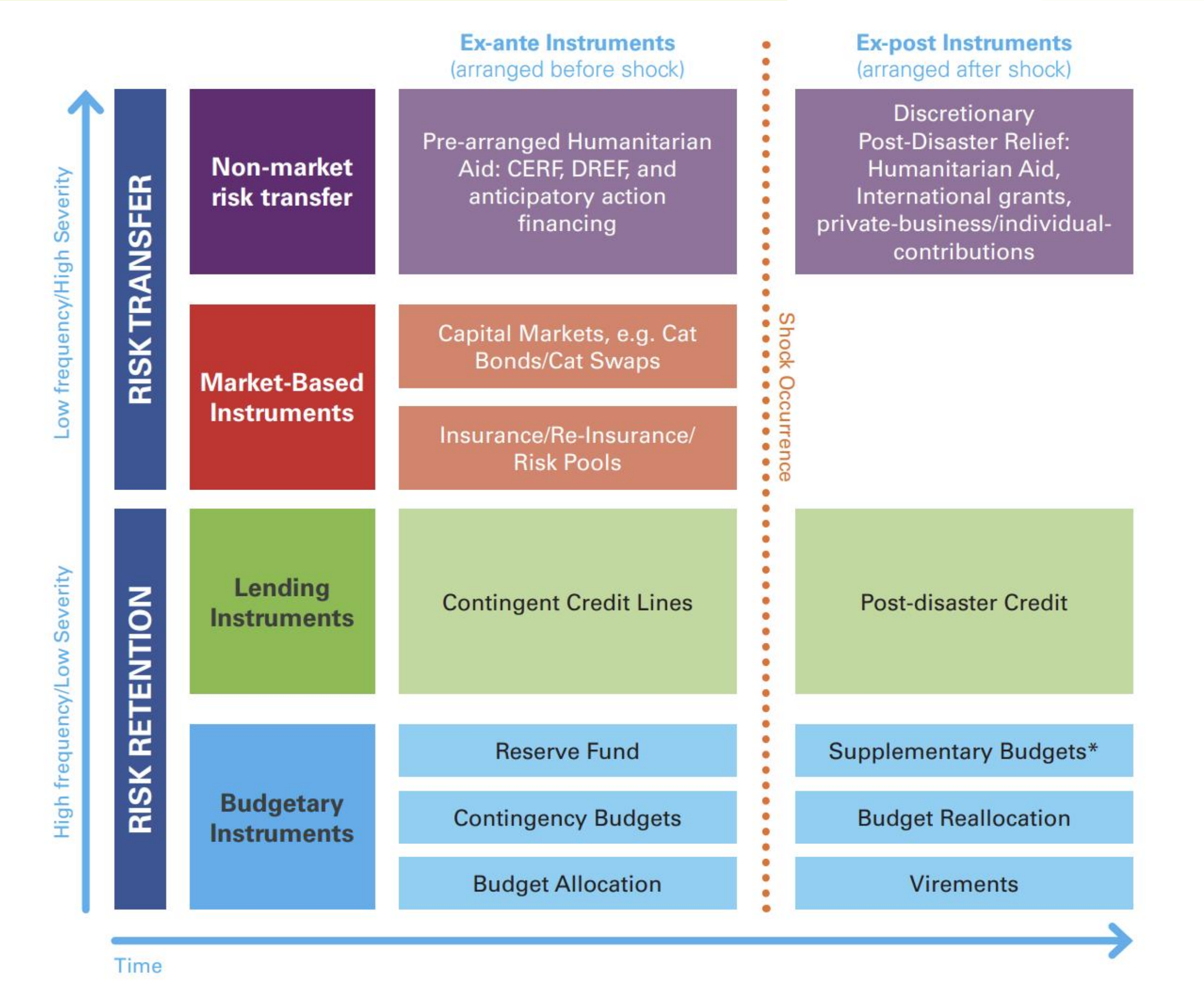
Disaster risk financing mechanisms

Types of financing mechanisms

- Budgetary instruments
- Lending instruments
- Market-based instruments
- Non-market-based instuments

Disaster risk financing mechanisms

Types of financing mechanisms



Case study: Viet Nam

High reliance of budgetary instruments

Regular budget allocations and contingency budgets

- Contingency budgets at both central and subnational levels typically range from **2% to 4% of total budgets**.
- Subnational governments are the first responders with their own budgets. Central government provides top-ups when local budgets exhausted.

Financial Reserve Funds:

- Funds are held at central and subnational levels and function as a **secondary backup mechanism** for higher-impact disasters, though their primary use is often to advance budget expenditures when revenues are delayed.

Budget reallocation and virements:

- Government can reprioritise and reallocate resources (**virements).**
- Primary method used to fund the government's COVID-19 response.

Key challenges

- Local budgets are insufficient (meeting only 25–35% of annual response expenditure.
- As a result, resources tend to primarily fund infrastructure repair rather than direct assistance or cash-based social protection responses to affected households.
- Government has few other financing mechanisms at their disposal.

Case study: Indonesia

Reliance on budgetary instruments..

- To finance disaster responses, government relies in part also on budget provisions.
- Government sets aside resources through an annual contingent budget named "reserve fund for natural disasters", an annual non-accumulating budget line (approx. US$ 219 million over last years)
- Three mechanisms are available to use the reserve fund, including:
  - Contingency fund for pre-disaster funding; On-Call fund (DSP) for emergency responses; Rehabilitation and reconstruction grants for post-disaster recovery
- LMs/SNAs use regular budget provisions, which, among other programs, finance routine social assistance responses implemented by MoSA

Case study: Indonesia

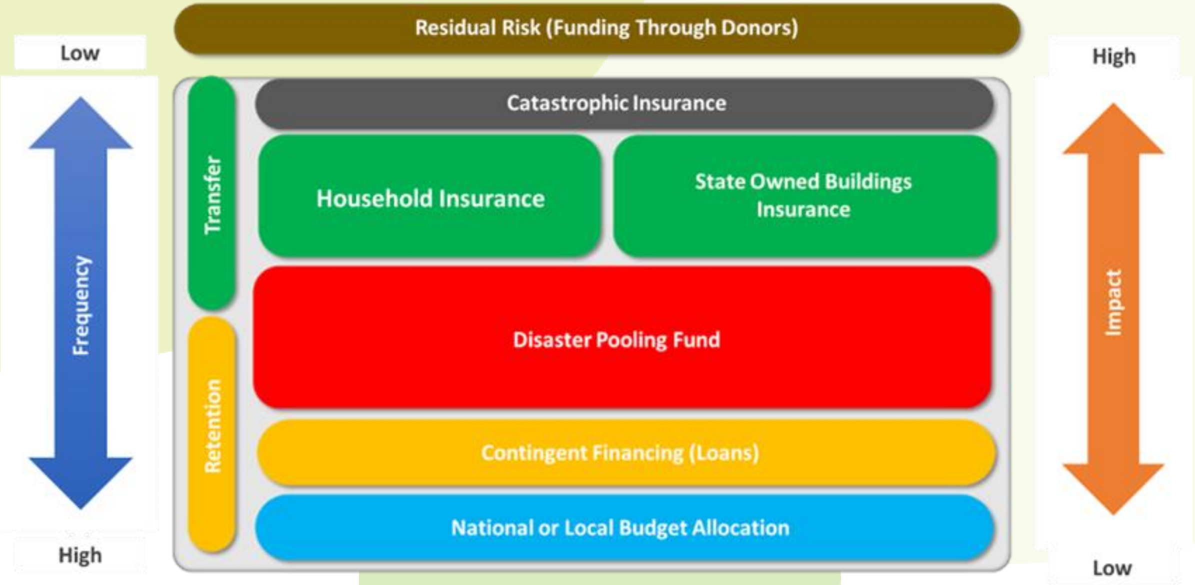
.. lending instruments

- Access to ADB contingent financing facility of US$ 500 million
- Government currently does not have access to large-scale parametric insurance, CAT bonds or other form of alternative risk transfer instrument; only to traditional indemnity-based insurances.
    - Under the Farmer Protection and Empowerment Act from 2013, Jasindo, the state-owned insurer, has the exclusive right to implement subsidized agricultural and aquacultural insurances
    - Jasindo runs several small-scale indemnity insurance programs, including crop (rice), aquaculture and livestock insurances
    - Cover small share of the total population/areas of interest, 7 per cent and 2.4 per cent for the crop and aquaculture insurance respectively
    - Government seeks to expand coverage and develop new programs, with programs to be ‘aligned with social protection programs’.

Case study: Indonesia

A diversified, risk-layered approach

- Financing landscape recently underwent a transformation with Disaster Risk Finance and Insurance strategy (2018).
- Finance-linked risk layering approach, distinguishing disasters by their frequency and impact levels, thereby establishing low, medium, and high-risk classifications and financing strategies



Case study: Indonesia

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Indonesia's Disaster Pooling Fund

- Within the strategy, an important newly created addition to the financing mix is the Disaster Pooling Fund (PFB).
  - Fund has a revenue target of 0.02 percent of GDP, with 20 percent of a projected eight percent annual return available to fund responses.
  - This includes financing to "support faster social assistance payments for disaster victims through adaptive social protection
  - Held almost half a billion USD in 2021
- First clear linkage between the assessed level of disaster risk in Indonesia and the country's financing capacity
  - Projections are that by 2040-2050 the fund will have an annual capacity of US$278-518 million, which is in the range of the country's annual disaster expenditure of US$ 250-750 million

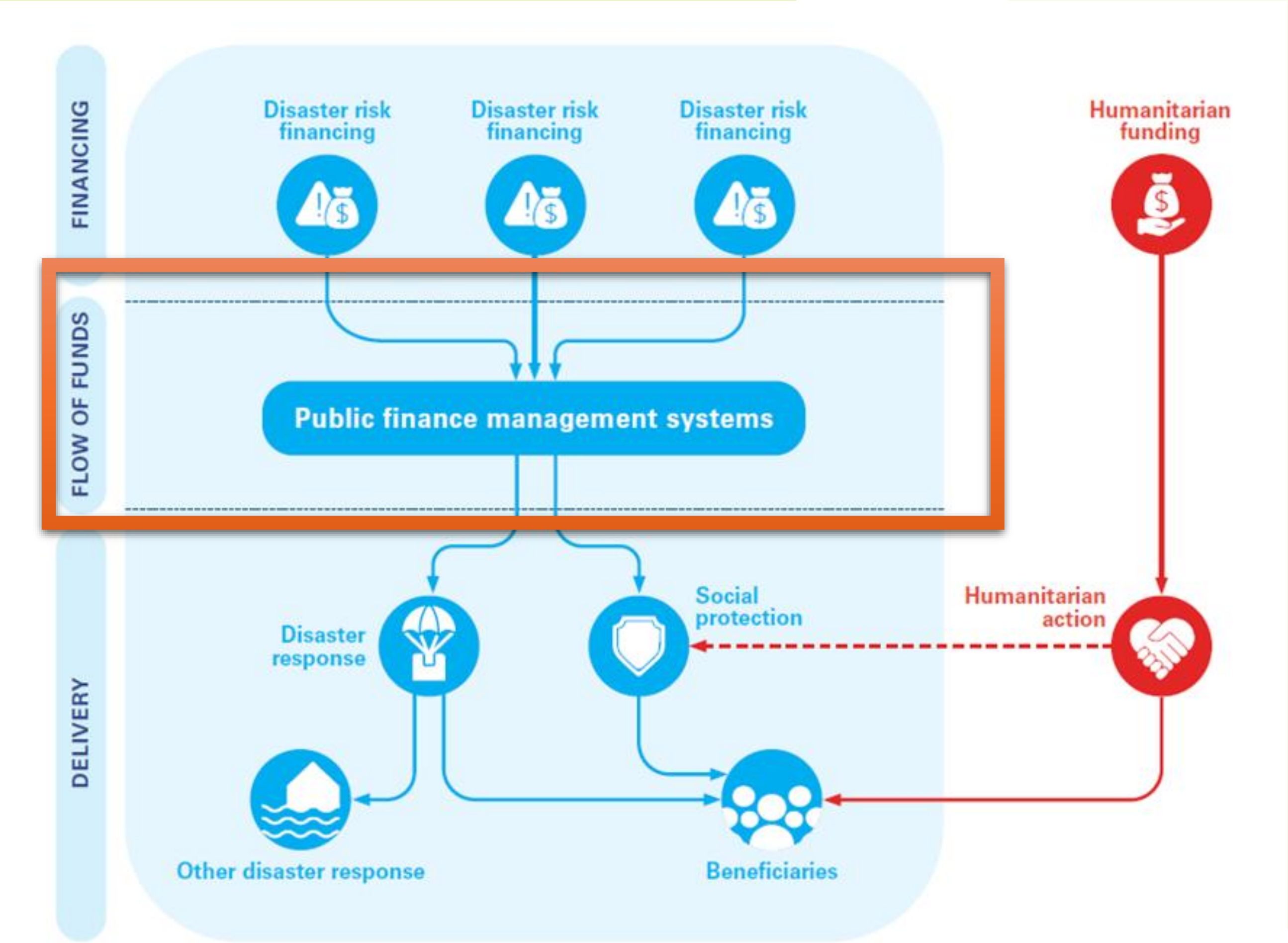
Case study: Indonesia

Indonesia’s Disaster Pooling Fund

- Critical addition to the financing mix
  - Accumulate unspent budget allocations
  - By linking up with additional financing instruments, such as development partner contingent financing or market-based risk transfer mechanisms, the fund represents a shift towards a coordinated integration of domestic/international and public/private funding streams
  - Clear disbursement channels and rules, potentially improving speed and transparency of response, while providing agencies with predictability regarding available funds

Public Financial Management

for Shock Responsive Social Protection



Public Financial Management

for Shock Responsive Social Protection

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***A public financial management system** that consists of a set of rules and institutions, policies, processes – and importantly, financing mechanisms – that are informed by risk assessments, and **that ensure that social protection can live up to its shock responsive potential**, helping households build resilience as well as prepare, cope and recover from disasters.*

Public Financial Management

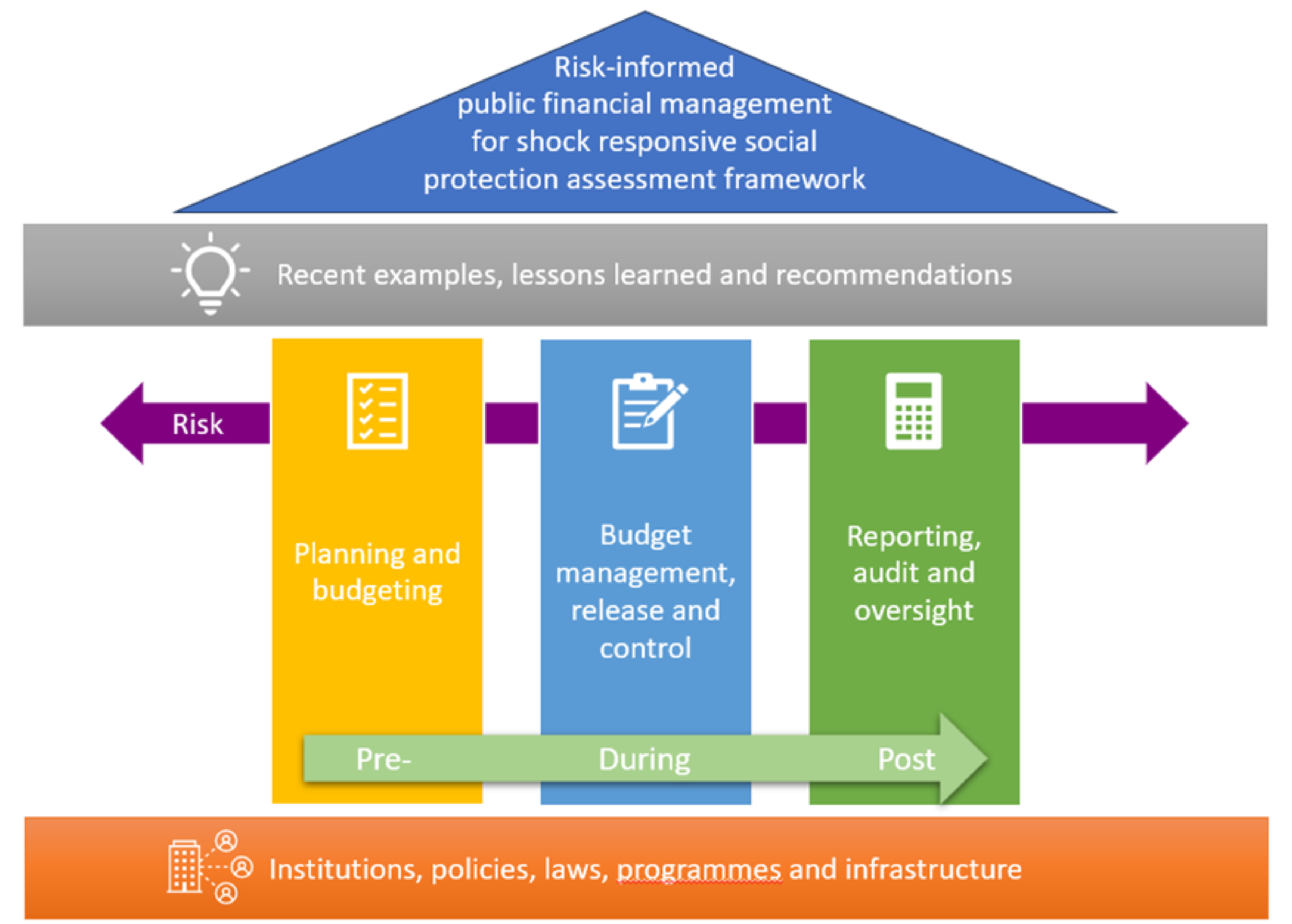
for Shock Responsive Social Protection

From a shock responsive social protection perspective, what should our public financial management system be able to do?

Anticipate, mobilize, and channel funds quickly and transparently when shocks occur — without undermining fiscal discipline.

PFM for SRSP

A conceptual framework



PFM for SRSP

Planning and budgeting

Purpose: Ensure that disaster and social protection risks are anticipated, costed, and integrated into the regular budget cycle.

Key elements:

- **Risk assessments:** Multi-hazard, exposure, and vulnerability assessments inform fiscal risk analysis and guide budget prioritization.
- **Expenditure planning:** Identifies potential costs of shocks and decides which risks are retained (budgeted) or transferred
- **Financing strategies:** Establishes a mix of instruments, including contingency funds, reserve funds, contingent credit lines, insurance, to finance social protection responses.
- **Integration into PFM cycles:** Disaster-related allocations are embedded in the MTFF, MTBF, and annual budgets, with flexibility for rapid adjustment.

PFM for SRSP

Budget management, release and control

Purpose: Enable the *rapid, accountable, and transparent* flow of funds once a shock occurs.

Key elements:

- **Activation protocols:** Pre-defined triggers (e.g. early-warning thresholds or disaster declarations) automatically unlock financing.
- **Budget flexibility:** Rules for virements, reallocations, and supplementary appropriations that allow swift reprioritization.
- **Expenditure control:** Simplified yet traceable authorization and procurement procedures suited for emergency spending.
- **Accounting and tracking:** FMIS and chart-of-accounts codes enable real-time tracking of SRSP expenditures by programme, disaster, and source.

PFM for SRSP

Reporting, audit and oversight

Purpose: Ensure transparency, accountability, and learning after the crisis to strengthen future fiscal resilience.

Key elements:

- **Internal and external audits:** Review preparedness, efficiency, and legality of SRSP expenditures and financing instruments.
- **Transparency:** Publish timely reports on expenditures, procurement, and audit findings to maintain public trust.
- **Legislative oversight:** Parliamentary scrutiny of supplementary budgets and reallocations related to disaster and SRSP spending.

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Q&A

INTERACTIVE GAME

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SESSION 1B:
Leveraging Disaster Risk Financing for shock responsive social protection

INTERACTIVE GAME

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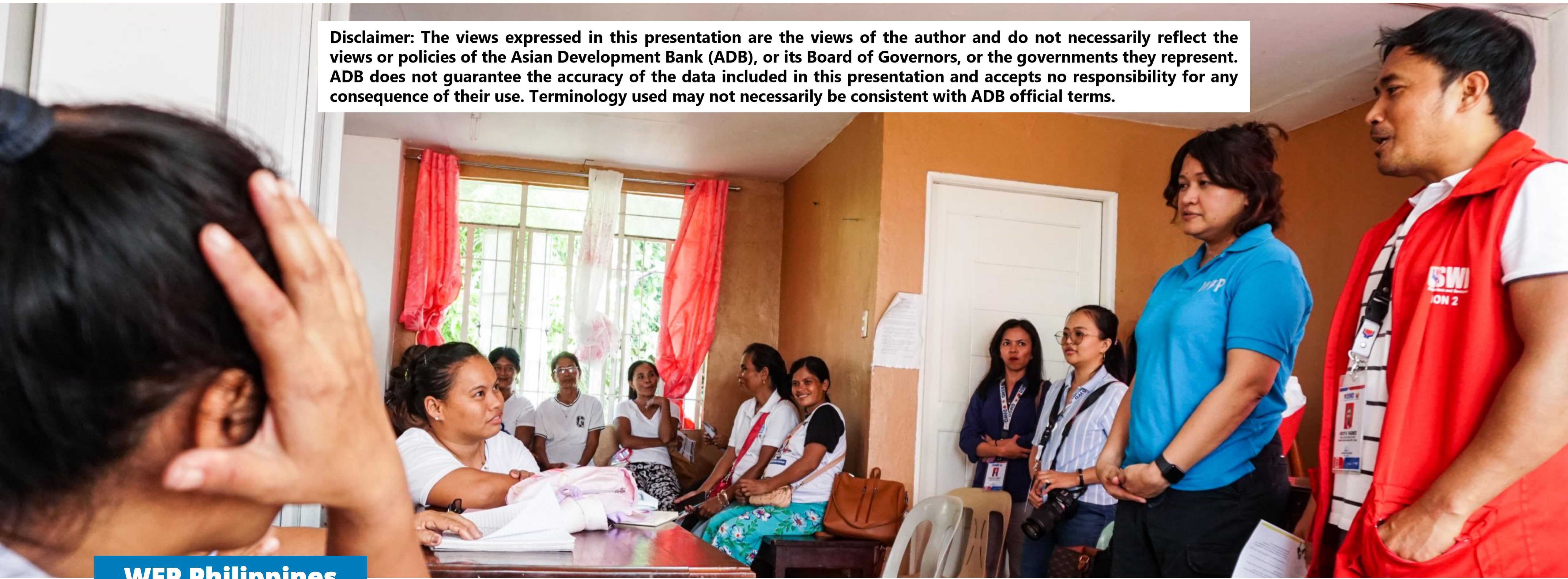
SESSION 2:
THE INVESTMENT CASE FOR ANTICIPATORY ACTION

Presentation:
Leveraging Social Protection Systems for Shock Responsive Anticipatory Action

Presenters:
Hannes Goegele, Emergency Coordinator, WFP Philippines

Ana Ocampo, Head of Social Protection and School Feeding, WFP Philippines



WFP Philippines

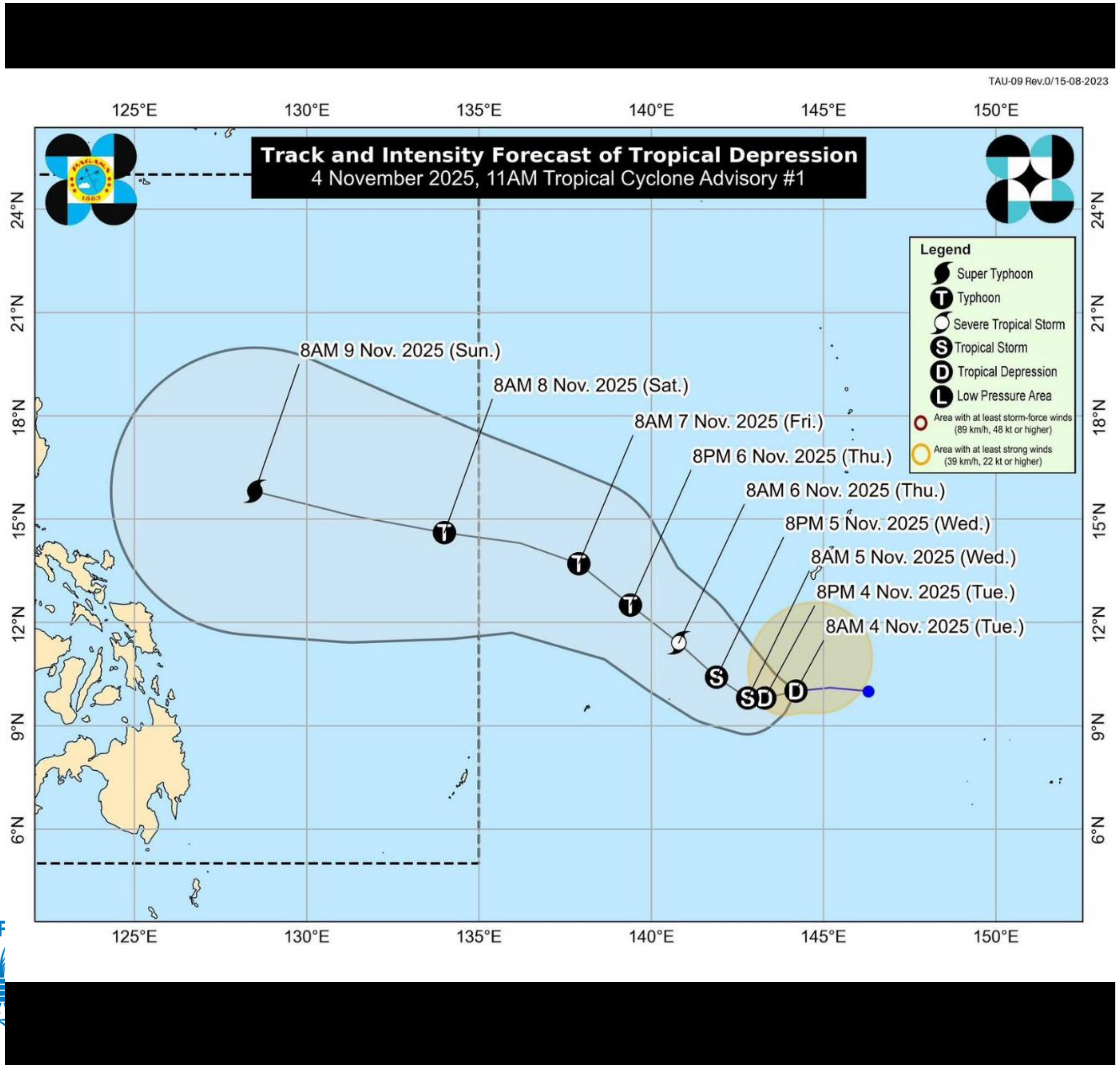
Leveraging Social Protection Systems for Shock Responsive Anticipatory Action

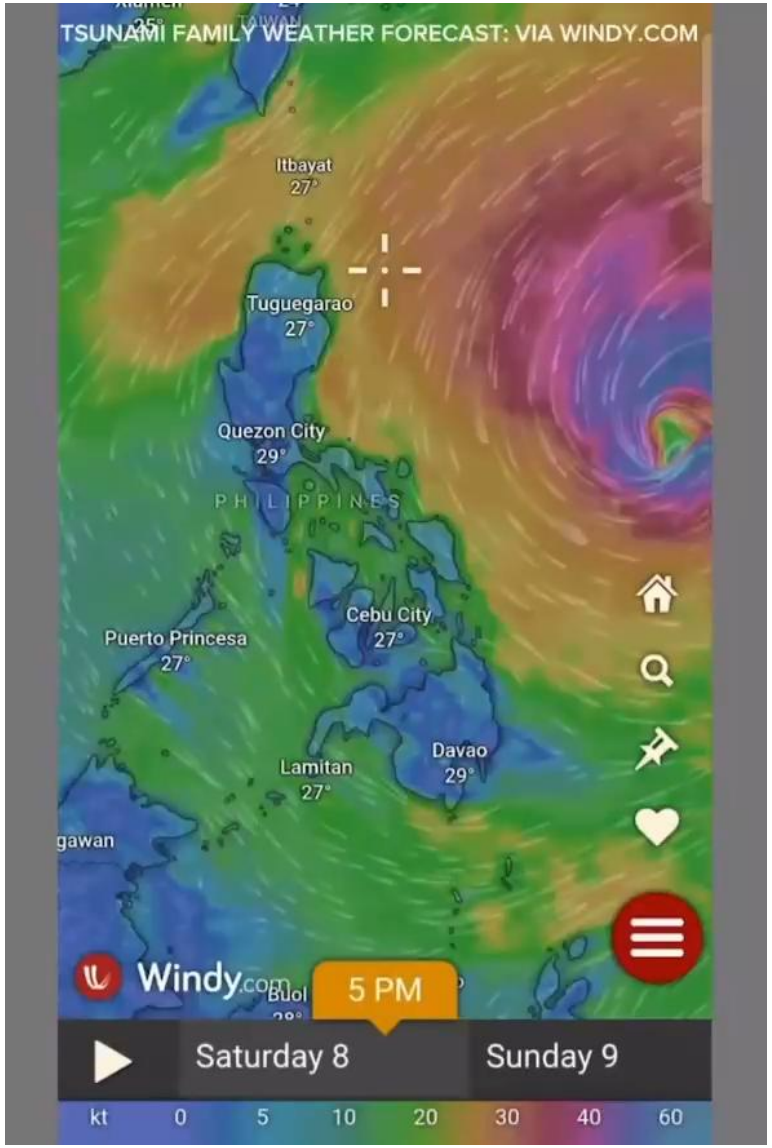
11 November 2025

DSWD
Department of Social Welfare and Development

WFP
World Food Programme

Super Typhoon "UWAN"





WFP World Food Programme

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World Food Programme

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Leveraging Social Protection Systems for Shock-Responsive Anticipatory Action and Response

2024-2025

START

OCT 2024

NOV 2024

24 Oct - 17 Nov 2024 | Six cyclones hit in 25 days

7 Nov 2024 | First cash transfers in Bicol

DEC 2024

JAN 2025

FEB 2025

MAR 2025

Joint after-action review with Government and WFP

APR 2025

MAY 2025

JUN 2025

Development of standard operating procedures (SOP)

Jun 2025 | AA thresholds and triggers alignment

Jun-Oct 2025 | DSWD and LGU orientation

JUL 2025

AUG 2025

1-5 Sep 2025 | Learning visit to Mozambique

SEP 2025

16 Sep 2025 | AA bill passed into law (Declaration of State of Imminent Disaster Act)

OCT 2025

National Data sharing agreement; AA law implementation guidelines workshop

28 Oct 2025 | UN CERF[1] framework approval; 4Ps data transfer[2]

NOV 2025

4-5 Nov 2025 | Typhoon Tino made eight landfalls

6-7 Nov 2025 | PAGASA alert for super typhoon (STY) Uwan met the trigger; WFP distributed anticipatory cash in Aurora, Batanes, Cagayan, Isabela, and Nueva Ecija provinces and conducted sensitization and monitoring

9 Nov 2025 | Cash transfers made for **210,000 people** (42,000 families) ahead of STY Uwan's expected landfall

9 Nov 2025 | STY Uwan's landfall in Aurora province

WFP

[1] The **United Nations Central Emergency Response Fund (UN CERF)** enables humanitarian responders to deliver life-saving assistance quickly when disasters strike.

[2] **4Ps** stands for Pantawid Pamilyang Pilipino Program, the Government's flagship social protection programme.

Through Anticipatory Action, households can now take action even before disasters strike

"This will be used for medicine, food and to prepare for the coming typhoon."

Jovelyn De Leon
4Ps member in Tuguegarao, Cagayan

FLEXIBLE DELIVERY SYSTEM TO SUPPORT VERTICAL **AND** HORIZONTAL EXPANSION	ENABLING POLICIES AND REGULATIONS	PROGRAMMES IN PLACE	LOCAL CAPACITIES AND CENTRAL/LOCAL COORDINATION ARE IN PLACE
Dynamic social registry used as a basis to quickly identify vulnerable people/hh (current clients or not)	AA Bill translated into IRR that specifies AA through SP	Horizontal and vertical expansion is achieved through the expansion of one or a combination of programs	Roles and responsibilities are clear between DSWD, Regional, provincial and local authorities
Interoperable registry, programmes and climate information systems	Accompanying operational guidelines	SOPs in place to define operational details	Awareness and capacities at local level are sufficient
Flexible payment platform and solutions to reach **new** and existing recipients	PFM framework allows preposition and accessing resources prior to the shock	Trigger and thresholds defined	

Institutionalizing AA though ASRSP: key workstreams

END

WFP
World Food Programme

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SESSION 3:
Social Protection for Long-term Climate Resilience

Presenter:
Christy Lowe
ADB Consultant /ASP Specialist

How Can Adaptive Social Protection Build Long-Term Climate Resilience?

ADAPT

Supporting vulnerable populations to…

Adapt their living environments

- Green Public Works Programmes
  - To promote better Natural Resource Management
    - e.g. Sindh, Pakistan Delta Blue Capital Project
  - To build climate-resilient infrastructure *(e.g. roads, other communal assets)*
- Subsidies
  - Subsidies for safer, more resilient housing
    - e.g. flood-resistant housing
  - Subsidised relocation programmes
    - e.g. Fiji's Climate Relocation of Communities Trust Fund

Adapt their livelihoods

- Sustainable Livelihoods Programming
  - SP-led
    - Pakistan National Poverty Graduation Program
  - Other
    - Sindh, Pakistan Delta Blue Capital project

Potential components

- Productive Investment Grant / Loan/ subsidy
- Asset transfer/ in-kind inputs
- Training / coaching / TA on alternative livelihoods / adaptation strategies / climate-smart technologies
- Information on climate risks
- (Micro) Insurance
- Savings groups
- Market development
- Financial inclusion
- Access to services and investments in infrastructure

- Environmental Cash Transfers *(compensate people to halt unsustainable livelihoods practices)*
  - Sindh, Pakistan Delta Blue Capital project
  - PRC post-logging ban
- Active Labour Market Programmes *(e.g. Green Transition job-matching services, skills training)*

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

Delta Blue Capital Project in Sindh, Pakistan

- Launched in 2015, the 60-year project operates as a public–private partnership between the Sindh Forest Department and the private firm Indus Delta Capital.
- DBC seeks to **support climate change <u>adaptation</u>** by:

(1) <u>Adapting living environments:</u>

- Aims to **restore/ conserve 350,000 hectares** of mangroves and other ecosystems by 2075, including planting trees on 225,000 hectares.
- So far, they have **planted > 188 million trees** on >100,000 hectares.
- Partly achieved by **hiring local community for temporary employment on afforestation**, reforestation and revegetation activities. 200,000 man-days of work to date (= *'Green public works'*)

<u>(2) Adapting livelihoods</u>: supporting climate-resilient livelihoods for low-income coastal communities.
Aims to:

- Provide **green manual labour jobs** for 24,000 people
  Provide **training in climate-resilient livelihoods** (e.g. crab farming, livestock management) for >24,000 people, while upgrading community health, WASH, school infrastructure *(= ''Sustainable Livelihoods Programming'')*
- Provide **monthly payments to 136 local 'mangrove forest custodians**' to oversee community protection of their local area through Mangrove Stewardship Agreements *(= 'Environmental Cash Transfers' / 'Payments for Ecosystem Services')*

Sources: DBC, 2025;
Indus Delta Capital et al, 2022

ADAPT

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Adapt their livelihoods

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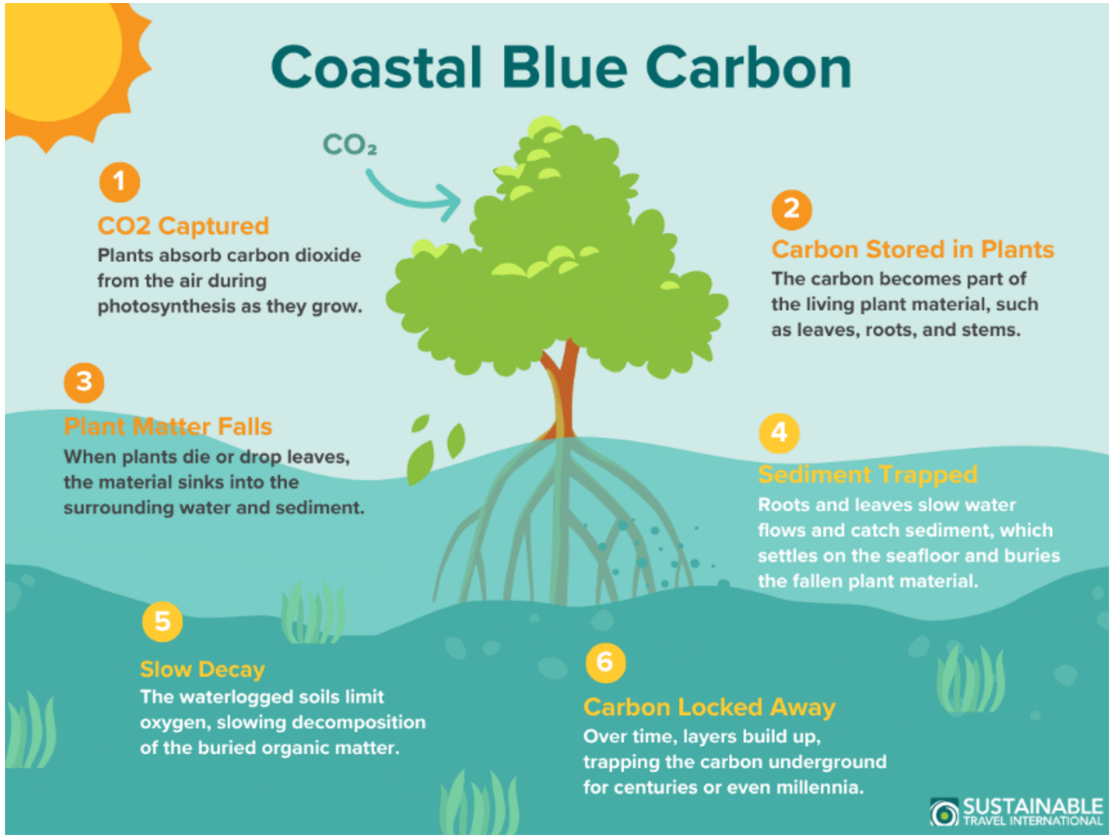

One hectare of mangroves stores **<u>5 x more carbon</u>** than one hectare of forest on land.

As well as supporting climate change *adaptation*, DBC also **supports climate change *<u>mitigation</u>***

[Mitigation = the process of *reducing* greenhouse gas emissions, and therefore *slowing down* global warming/ climate change]

- Over the project's 60-year lifespan, the DBC-**restored mangroves are expected to <u>remove c. 124 million tonnes of CO_2 emissions</u>** from the atmosphere.
- On the global carbon credit market, this emissions reduction is expected to **<u>generate c. US$ 15- 20 million annually.</u>**
- This revenue is **split between the Sindh government and the private investors** who helped finance the project.

Sources: DBC, 2025; Indus Delta Capital et al, 2022

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What could be the potential challenges / risks of this type of programme from an ASP perspective?

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Social vs environmental trade-offs of Green Public Works –

- *e.g.* if there is too much focus on creating mass (unskilled) labour opportunities, the **skills may be lacking for ensuring environmental tasks** are done correctly, which could then lead to limited environmental impacts in the medium-long term
- But if there is too much focus on environmental objectives, there **may be limited social benefits** *e.g.* few job opportunities for those with low education levels, or for those who cannot or are not allowed to perform physically labour-intensive work
- *e.g.* if the project is designed predominantly as an environmental project, the social welfare **project team expertise may be lacking**; and vice-versa

Potential issues with Payments for Ecosystem Services

- **Social norms / power structures** may prevent community benefits from reaching marginalised community members
- **'Mangrove Stewardship Agreements' ≠ Legal Ownership Rights**
- Community attention to conservation might become **conditional on payments**

How might these be addressed?

- **Ensure strong collaboration** between social welfare, climate and disaster management authorities
- **Create / reserve less labour-intensive jobs (or other livelihood opportunities)** for vulnerable groups
- **Take concrete steps to ensure accessibility and inclusion of marginalised groups** (e.g. women, people with disabilities, ethnic/ religious minorities)
  - Use social registry if it reliably identifies vulnerable individuals
- **Promote meaningful and inclusive community participation** in project design, implementation, monitoring and governance
- **Advocate to address broader social justice/equality concerns**

A D A P T

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Active Labour Market Programmes

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National Poverty Graduation Programme, Pakistan

Launched in 2017 with the aim of assisting the ultra-poor and very poor in **graduating out of poverty on a sustainable basis**, **while simultaneously improving** their overall food security, nutritional status, and **resilience to climate change**.


Photo: NPGP

How does it seek to build resilience?

- Offers a sequenced **package of support to** recipients consisting of productive asset transfers (primarily livestock), livelihoods and skills training; interest-free loans; and eventually access to business support and microfinance.
- The programme also features a **social mobilization component** training Community Resource Persons and strengthening community institutions. These community institutions are also engaged to raise **community awareness on disaster risk reduction**.
- Project **targeting prioritizes climate-vulnerable communities/households.**

Sources: NPGP 2022); IFAD, 2017 Nawaz et al. 2024; 2025.

National Poverty Graduation Programme

i.e. Project aims to strengthen vulnerable households to:

- *Anticipate shocks* – by promoting disaster awareness / preparedness
- *Absorb shocks* – by reducing poverty/ vulnerability of poor/vulnerable households → enabling savings → better protected when shocks occur
- *Adapt to longer-term climate impacts* – by supporting resilient livelihoods development

<u>Impacts on resilience:</u>

- NPGP raised incomes (↑49%), consumption (↑55%), and graduation rates (84% of ultra-poor lifted above ultra-poverty threshold).
- BUT **only 58% achieved *sustainable* graduation out of poverty**.
- AND 30% of households lost their NPGP assets during climate shocks—especially the 2022 floods
- **Livestock assets generally became a financial liability during the floods**, due to the rising costs of maintaining the livestock, lack of fodder and increased vulnerability to disease
- NPGP households in flooded areas were more likely to go into debt and experience financial distress, with participants having a 19% higher probability of seeking loans.

Sources: Nawaz et al. 2024; 2025a; 2025b

National Poverty Graduation Programme

Implications for improving climate resilience outcomes:

- **Increase attention to shock-responsiveness and climate-sensitivity** within overall poverty graduation programme design
- **Strengthen monitoring** of climate resilience measures
- **Encourage further diversification of livelihoods**
- **Provide more climate-resilient assets** (such as drought-resistant crops, or support for off-farm income-generating opportunities)
- Complement current package of support with:
  - **More systematic microinsurance protection** for assets,
  - **Provision of emergency financial support and fodder** when shocks are imminent
  - **Investments in community-level flood defences, water management systems, and veterinary services** to manage disease outbreaks

Sources: Nawaz et al. 2024; 2025a; 2025b

Reflections on supporting climate-resilient livelihoods through adaptive social protection programming

- Observations from Mr. K. R. U. Krishantha, Director of the Department of Samurdhi Development, Livelihood Development, Ministry of Rural Development, Social Security and Community Empowerment – Sri Lanka

- Group Discussion

A D A P T

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Fiji's Relocation of Communities Trust Fund

- Fiji launched its national "**Planned Relocation Guidelines**: A framework to undertake climate change related relocation" in 2018.
- These outline the principles and social safeguards to **guide government assistance** to Fijian communities who, <u>as a measure of last resort</u>, may need to relocate to new sites.

- Approach is **rooted in international** environmental, human rights and migration law; **national** Fijian legislation; **<u>and</u> traditional customary law** ("kastom") that governs local communities. Centred community engagement in the design.
- Relocation process is underpinned by detailed SOP for every stage, **from hazard assessment to post-move community support**, involving at least 15 ministries.
- The approach has **already facilitated 6 community relocations,** with 17 more communities on the 'urgent engagement' list and 40-50 of major upcoming concern.
- Funded by Fiji's Climate Relocation of Communities Trust Fund, which **pools contributions from multiple domestic and international sources**, including past revenue from Fiji's environment and climate change levy.

Sources: GP20 (2023); Rabonu (2025)

People's Republic of China (PRC)'s logging ban: SP programming


Photo: Chrina.org

- Major deforestation issues from 1950s onward led to soil erosion → increased risk of flooding
- After >3000 killed in 1998 floods, Government imposed **bans on logging** in natural forests along Yangtze/Yellow River basins →c.700,000 logging employees **lost jobs at forest enterprises** + 120 million local farmers **affected by ban/land policy**

1) Forest Conservation Programme:

- **Subsidies to state forest enterprises** to offset revenue losses from reduced timber production
- **New 'Forest Protection Units'** to manage the ecological forests, hiring laid-off logging employees
- **Subsidies/incentives for other businesses to hire and retrain** laid-off logging employees
- **Job-matching services** to help workers find other jobs (e.g. in tourism, construction) or to migrate
- **Early retirement pension options**
- **Unemployment benefits** through "urban" welfare system, replacing lost social security provision

2) Sloping Land Conversion Programme (SLCP)

- Payment for Ecosystem Services: In-kind (rice) transfer for affected farmers to participate in reforestation, conditional on 70% plant survival rate. For 2,3 or 8 years.
- Then Environmental Cash Transfers 2002 →

Sources: ILO (2022)

PRC’s logging ban: SP programming

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Sources: ILO (2022)

PRC's logging ban: SP programming

- Between 1990 and 2020, PRC increased its **forest cover from 157 million to 220 million hectares.**
- At the same time, subsidy and cash benefits for 32 million rural households contributed to **poverty alleviation**, increased **productivity** and made households **less sensitive to climate change** by reducing their dependency on natural resources and diversifying livelihoods.

= **Adaptation of living environment**

+ **Adaptation of livelihoods – Just Transition**

+ Climate Change Mitigation benefits – new ecological forests play a key role in absorbing and storing CO_2 emissions

Sources: ILO (2022)

PRC’s Logging Ban

In PRC, a serious drought followed by a devastating flood in the late 1990s triggered environmental reforms, including a **ban in 2010 on logging** in 69% of the country’s natural forests.
Almost 1 million state forest workers lost their jobs, and 120 million local farmers were affected by the ban.

In response, the affected **formal workers** were supported with labour market programmes - specifically job intermediation and placement services, as well as unemployment benefits and / or early retirement benefits in the case of workers who were unable to move into alternative sectors.
Meanwhile, 124 million **local farmers and residents received compensation cash transfers and consumption subsidies** to compensate them for the livelihood impacts of the policy.
Studies indicate that the policy was successful in controlling timber production, protecting the forest and supporting the income of rural workers.

PRC provided job training and placement services for nearly a million workers who lost jobs in state-owned forest enterprises, while also providing rice subsidies and cash transfers to informal workers affected by the ban

Reflections on building long-term climate resilience through ASP in your countries

ADB

Financing long-term climate resilience through ASP

Climate adaptation funds and adaptive social protection

Table 1 showing adaptation funds under focus

(Source: Authors' own based on Climate Funds Update, data from December 2022 and GCF (2023)).

Fund	Fund focus	Approved funding in 2022 (USD mn)	No. of projects funded	Approved funding for social protection-related projects in 2022 (USD mn)	No. of social protection-related adaptation projects funded
Green Climate Fund	Multi-focus[5]	1420.71	19	116.95	2
Global Environment Facility (GEF) Trust Fund	Multi-focus	120.20	58	3.59	3
Adaption Fund	Adaptation	125.72	25	33.17	3
Least Developed Countries Fund	Adaptation	75.87	16	19.32	4
Special Climate Change Fund	Adaptation	0.92	1	0.92	1
Pilot Program for Climate Resilience	Adaptation	18.92	27	1.56	4

Sengupta and Sivanu (2024)

Climate finance for social protection

PROJECT	EXECUTING ENTITY	COUNTRY	SOCIAL PROTECTION INSTRUMENT / PROGRAMME / ELEMENT	GENDER SCORE	OTHER TARGET POPULATIONS	ADAPTATION
SAP014 – Forest resilience of Armenia, enhancing adaptation and rural green growth via mitigation	FAO	Armenia	Targeting of social protection beneficiaries	4	-	Yes
SAP026 – Extended Community Climate Change Project-Drought	Palli Karma-Sahayak Foundation (PKSF)	Bangladesh	Public works programme	4	-	Yes
FP199 – Public-Social-Private Partnerships for Ecologically-Sound Agriculture and Resilient Livelihood in Northern Tonle Sap Basin (PEARL)	FAO	Cambodia	Targeting of social protection beneficiaries	4	Youth	Yes
SAP02 – Climate services and diversification of climate sensitive livelihoods to empower food insecure and vulnerable communities in Kyrgyzstan	WFP	Kyrgyzstan	• Public works programme • Vocational training • Targeting of social protection beneficiaries	4	Persons with disabilities	Yes
FP201 – Adapting Philippine Agriculture to Climate Change (APA)	FAO	Philippines	• Targeting of social protection beneficiaries • Complementary services	3	• Indigenous Peoples • Youth	Yes
FP037 – Integrated Flood Management to Enhance Climate Resilience of the Vaisigano River Catchment in Samoa	UNDP	Samoa	• Public works programme • Vocational training	4	• Persons with disabilities • Youth	Yes

FAO and GCF (2025)

ADB

Clarifying key concepts and Cross-country Knowledge Exchange on applying the ASP framework

Facilitator:

Christy Lowe

ADB Consultant /ASP Specialist

What **questions** do you still have on the conceptual framework?

What **examples** would you like to share of ASP policies, programmes or systems already in place in your country?

Key concepts: Social Protection

Social protection (SP) is defined as the set of **policies and programmes designed to reduce poverty and vulnerability** by promoting efficient labour markets, diminishing people's exposure to risks, and enhancing their capacity to protect themselves against hazards and interruption/loss of income (ADB, n.d.)

Key concepts: *Adaptive* Social Protection (ASP)

What is it?

Adaptive social protection (ASP) refers to the **integration of social protection with disaster risk management and climate change adaptation** (Davies et al 2008).

Shock-responsive social protection (SRSP) is generally considered to be a *sub-set* of adaptive social protection that focuses on the **integration of social protection and disaster risk management**, though in some countries it may be used interchangeably with the broader adaptive social protection term (ADB, 2022).

What does ASP aim to achieve?

Adaptive social protection helps **build the resilience of poor and vulnerable households,** by investing in their capacity to prepare for, cope with, and adapt to shocks and stresses, protecting their well-being and ensuring that they do not fall into or become trapped in poverty as a result (ADB, 2022).

How can ASP help build climate resilience?

The 3As Framework

ANTICIPATE

Support people to **anticipate** and reduce the impacts of climate hazards, through preparedness, planning and action ***before*** **specific hazards occur**

ABSORB

Support people to **absorb and cope** with the impacts of climate hazards ***when*** **those hazards occur**

ADAPT

Support people to **adapt to multiple, *long-term and future* climate change risks**, and to learn and adjust after a disaster, thereby breaking out of risk traps and recurring cycles of vulnerability

Underpinned by societal **TRANSFORMATION** , to alter the unequal power relations and tackle the underlying drivers of poverty and marginalisation that currently make certain people disproportionately vulnerable to climate extremes and disasters

Source: *Badahur et al. (2015)*

How can we integrate the 3As into social protection?

ASP Policies acknowledge climate-related risks, outline climate resilience objectives, reference disaster & adaptation policies, and promote relevant programming to address risks

ANTICIPATE | ABSORB | ADAPT

ASP Programmes are designed and implemented to support climate resilience of vulnerable populations

ANTICIPATE | ABSORB | ADAPT

Systems to operationalize ASP policies and programmes
are adequately developed, including institutional/ coordination arrangements; financing mechanisms; technology, MIS & infrastructure; and administrative capacity to deliver ASP in practice

ANTICIPATE | ABSORB | ADAPT

Source: *IIED (2023)*

Policies

e.g. Bangladesh:

ABSORB

Over the last decade – and particularly since the Covid-19 crisis – there has been growing recognition of the need to adjust social protection policies so that they provide better support in the face of large-scale shocks

→ **shock-responsive social protection**

(i.e. policies include provisions to maintain routine SP provision when shocks occur + expand provision to meet new emergency needs)

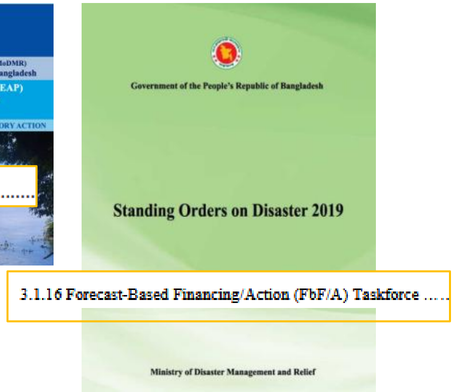
+

ANTICIPATE

In some cases, policies have also been developed that promote proactive support for the population before a shock occurs

→ **anticipatory social protection**

(i.e. policies incorporate disaster risk reduction measures + provisions to enable anticipatory action when a shock is imminent)



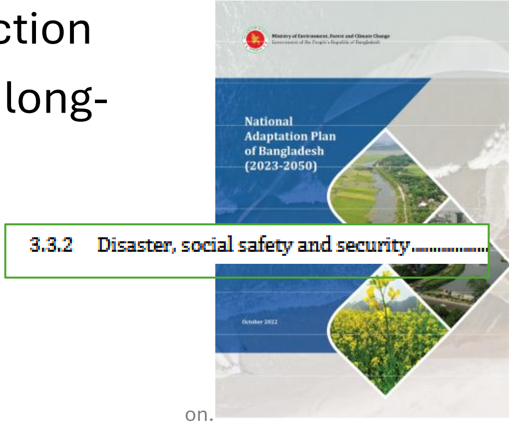
+

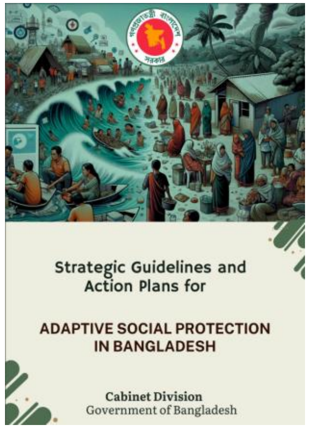
ADAPT

But very few countries have developed adaptive social protection policies to systematically support the population to adapt to long-term climate change impacts

→ truly **adaptive social protection**

(i.e. integrating SP & long-term climate action plans)





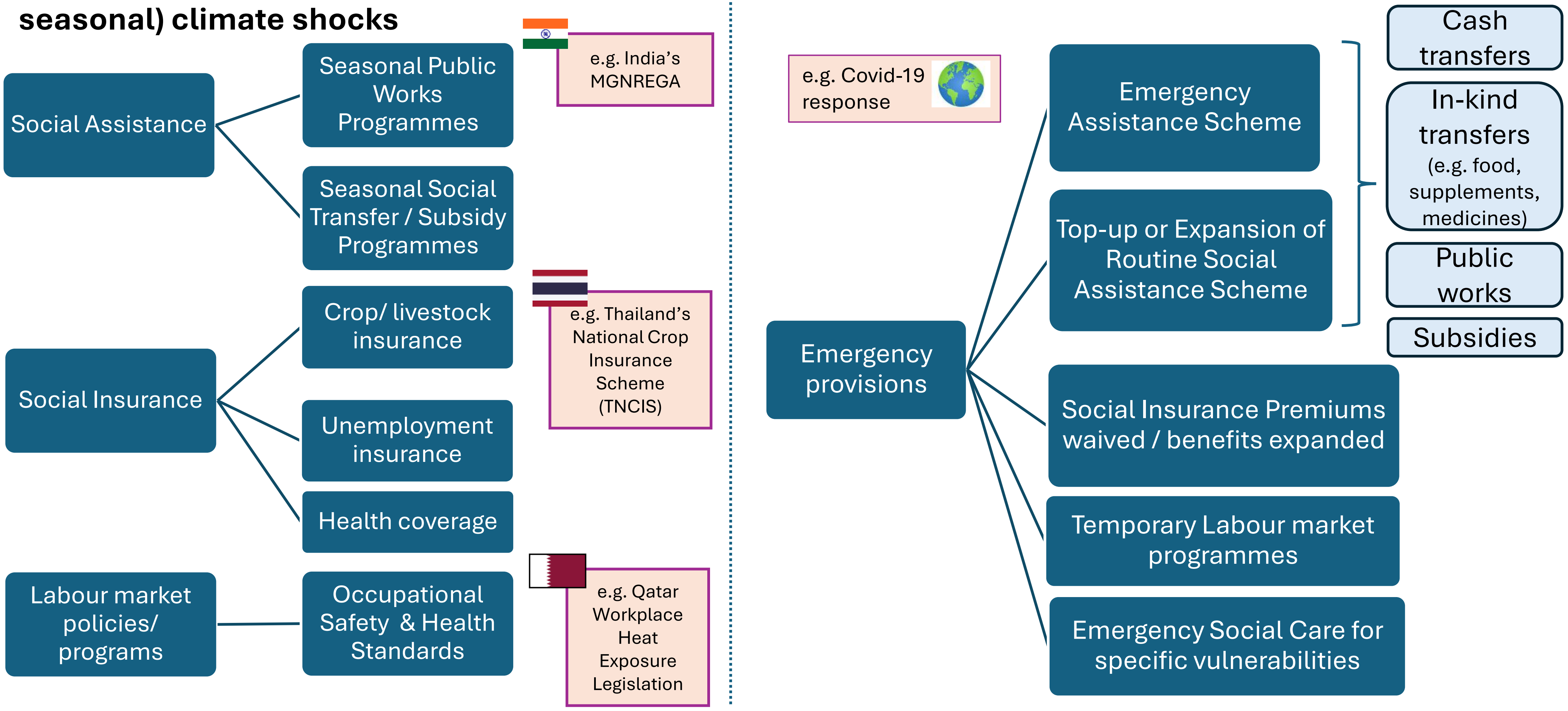
Programmes

A B S O R B

Supporting vulnerable populations after a shock occurs

Routine SP programming for 'regular' (e.g. seasonal) climate shocks

Additional SP programming for 'ad hoc' emergencies



Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

ANTICIPATE

Supporting vulnerable populations *before* the shock hits

Preparedness Programming

- DRR training / information to complement routine SP

  (as a general preparedness measure)

- DRR-focused Public Works Projects

  (as a general preparedness measure)

- Anticipatory Assistance

  (when a specific shock is forecast)

e.g. Anticipatory SP in the Philippines includes:

Disaster preparedness and response sessions, for 4Ps CCT recipients

Cash-for-work on Climate Change Adaptation and Mitigation (CFW-CCAM)

B-SPARED (Building on Social Protection for Anticipatory Action and Response in Emergencies and Disasters)

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

A D A P T

Supporting vulnerable populations to…

Adapt their living environments

- **Green Public Works Programmes**
  - To promote better Natural Resource Management
    - e.g. Sindh, Pakistan Delta Blue Capital Project
  - To build climate-resilient infrastructure *(e.g. roads, other communal assets)*
- **Subsidies**
  - Subsidies for safer, more resilient housing
    - e.g. flood-resistant housing
  - Subsidised relocation programmes
    - e.g. Fiji's Climate Relocation of Communities Trust Fund

Adapt their livelihoods

- **Sustainable Livelihoods Programming**
  - SP-led
    - Pakistan National Poverty Graduation Program
  - Other
    - Sindh, Pakistan Delta Blue Capital project

Potential components

- Productive Investment Grant / Loan/ subsidy
- Asset transfer/ in-kind inputs
- Training / coaching / TA on alternative livelihoods / adaptation strategies / climate-smart technologies
- Information on climate risks
- (Micro) Insurance
- Savings groups
- Market development
- Financial inclusion
- Access to services and investments in infrastructure

- **Environmental Cash Transfers** *(compensate people to halt unsustainable livelihoods practices)*
  - Sindh, Pakistan Delta Blue Capital project
  - PRC post-logging ban
- **Active Labour Market Programmes** *(e.g. Green Transition job-matching services, skills training)*

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

M I T I G A T E

… while also contributing to global and national climate mitigation efforts

Green Public Works Programmes

To promote better Natural Resource Management

Increased tree cover → more capture of carbon emissions

To build climate-resilient infrastructure *(e.g. roads, other communal assets)*

Reduced carbon emissions

Subsidies

Subsidies for safer, more resilient housing

Lower emission homes

Sustainable Livelihoods Programming – under SP or under climate / environment / agriculture ministry

Environmental Cash Transfers *(compensate people to halt unsustainable livelihoods practices)*

Increased tree cover → more capture of carbon emissions

Active Labour Market Programmes

(e.g. Green Transition job-matching services, skills training)

Reduced carbon emissions

Expanded Green Economy

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

Systems

ABSORB

Systems

e.g. Sri Lanka's exploration of innovative financing for disaster risk transfer mechanisms

Institutional/ Coordination Arrangements

- **Platforms and partnerships to coordinate** SP with disaster response / humanitarian agencies & community-based responders
- **Partnerships with private sector** for SRSP payments/ insurance payouts (banks, insurers, fin tech, mobile network operators)

Financing

- **Contingency reserve funds,** to scale up social protection when a low-medium severity shock occurs
- **Other Disaster Risk Financing instruments** e.g. Contingency Credit, Catastrophic Risk Pools, to fund high severity shock response

Infrastructure, Tech, Information Systems

- **Large-scale, dynamic registry** for rapid scale-up to newly-vulnerable and on-demand registration by excluded households
- Nationwide drives supporting access to **financial accounts, mobile phones** & **IDs,** enabling shock-responsive payments
- **Portability** of routine benefits for displaced
- **Data systems for index-based insurance**

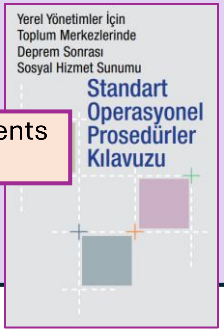
e.g. Cambodia efforts to shift to OD system

e.g. India's JAM Trinity; One Nation One Ration Card; PMFBY

Administrative Capacity

- **Operational capacity** for shock response, e.g. SOPs/ operational manuals; SP staff skills/ knowledge

e.g. Türkiye SOP Manual for Local Governments After Earthquake Social Service Delivery



ANTICIPATE

Systems

e.g. Mongolia – State Reserve Fund allocated to provide fodder support *ahead* of severe dzud (cold spell)

Institutional/ Coordination Arrangements

Formal coordination mechanisms linking SP with:

- Meteorological agency, DRR teams / Public communications service
- Civil society organisations
- Humanitarian agencies (e.g. AA Working Groups)
- Private sector partners

Financing

- **Adjusting shock-responsive fund design** to enable release pre-shock
- **Linking contingency funds with hazard forecasting systems**, to initiate Anticipatory Action

Infrastructure, Tech, Information Systems

- Mobile alert & **early warning systems** for vulnerable communities
- **Climate vulnerability indicators** in poverty and vulnerability assessments
- Social registry linked with **GIS/geospatial data, contact and payment information** to extend support to households likely to be affected by a shock before it occurs
- **Index-based insurance** for anticipatory payout

e.g. Timor-Leste INSPIRE project

e.g. Pakistan's NSER

Administrative Capacity

- **Operational capacity** for Anticipatory Action / Forecast-based Financing, e.g. SOPs/ operational manuals; SP staff skills/ knowledge
- **Simulation** exercises to test protocols

e.g. Philippines B-SPARED pilot for drought, flood, typoon

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

A
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P
T

Systems

Institutional/ Coordination Arrangements

Bangladesh – ASP Committee under Cabinet Division

Cross-government ASP Committee with DRM, climate, infrastructure (for large-scale, climate-resilient public works), Green Economy/Just Transition/Agric Development units (for adaptive livelihoods shifts) etc

Financing

GREEN CLIMATE FUND

e.g. GCF-funded SP projects supporting long-term resilience

- **Funding streams for long-term climate-responsive ASP programming**, including channelling global and national level climate finance

Infrastructure, Tech, Information Systems

- Linking long-term climate **forecast data with SP planning** processes
- Integration of **climate** vulnerability / resilience indicators **into SP information / monitoring** systems

e.g. Lao PDR Building Resilience and Reducing Rural Poverty project

Administrative Capacity

e.g. Marshall Islands Women and Youth Skills, Empowerment, and Resilience Project

- **Training** SP staff and system partners on ASP & climate change adaptation to build operational capacity
- Developing **SOPs & Operational Manual** to implement ASP

Based on: Costella et al. (2021), Smith and Bowen (2020), (Sengupta and Costella 2023), (Tenzing 2020), (Costella and McCord 2023), (Aleksandrova 2020)

Questions?

Comments?

Reflections?

ADB

LEARNING JOURNAL

Take a few minutes to reflect on your main takeaways from the day, and areas you hope to explore further during the rest of the training.

THANK YOU!