SIMPLIFIED EARLY ACTION PROTOCOL

Rwanda, Africa |

Floods caused by heavy rainfall

Kanama Sector, Rubavu District, after the floods of May 2–3, 2023 – Taken by Placide Niyitegeka, Head of Communication Service, Rwanda Red Cross

sEAP №: **sEAP2025RW01**	Operation №: **MDRRW026**	Total Budget **CHF 217,450**		Readiness: **CHF 77,364**
				Prepositioning: **CHF 59,991**
				Early Action: **CHF 80,095**
People targeted: **4000 People (Cash)** **90,000 (EW dissemination)**	sEAP approved: **20/02/2026**	sEAP timeframe: **2 Years**	sEAP lead time: **10 days**	Operational timeframe: **3 months**
Prioritized geographical areas: **Rubavu and Nyabihu District in the Western Province**				

RISK ANALYSIS AND EARLY ACTION SELECTION

Prioritized hazard and its historical impact.

Rwanda is exposed to a wide range of climatological, hydrological, biological, and geophysical hazards, including floods, landslides, droughts, lightning, epidemics, windstorms, earthquakes, and volcanic activity. The country's mountainous terrain, high population density, and climate variability contribute to widespread vulnerability, especially in rural and low-income communities. These hazards pose persistent threats to human life, infrastructure, agriculture, and livelihoods

According to data from the Emergency Events Database (EM-DAT), Rwanda recorded 55 disaster events between 1974 and 2023, affecting 6,323,793 people and resulting in 1,360 deaths. Among these**,** floods, landslides, droughts, and epidemics were the most frequent and had the highest impacts (Table 1). Floods have become increasingly severe and frequent due to climate change and environmental degradation such as deforestation and unplanned settlements.

Table 1: Weather-related disasters in Rwanda between 1974 and 2023 (Data source: EM-DAT)

Disaster type	Disaster subtype	Event count	Total deaths	Total affected
Epidemic	Bacterial disease	11	317	7259
	Infectious disease	1	5	140
Drought	Drought	6	237	4156545
Flood	Flood (General)	16	328	1972345
	Riverine flood	10	170	85739
	Flash flood	3	106	42261
Earthquake	Ground movement	2	81	2286
Mass movement (wet)	Landslide (wet)	5	113	37979
Volcanic activity	Lava flow	1	0	13365
Storm	Storm	2	3	5874

Historically, Rwanda has experienced numerous flood events with devastating consequences. Data from 1974 to 2023 show floods as one of the most frequent and impactful natural disasters, affecting over 2.1 million people and causing significant economic losses and destruction of critical infrastructures. Whether it is from 1974 to 2023 or for over the past two decades (2003-2023), flood appears as the major disaster (Figure 1). Notable flood events have occurred regularly, with recent years witnessing an increase in their frequency and intensity. Thus, between 1974-2023 (49 years), 28 flood events were recorded which is equivalent to one event in two years while between 2003 and 2023 (20 years), 23 flood events were recorded which implies at least one event in a year. This increase in the flood frequency aligns with global climate change projections, which forecast more frequent and intense heavy precipitation events, leading to more severe flooding.

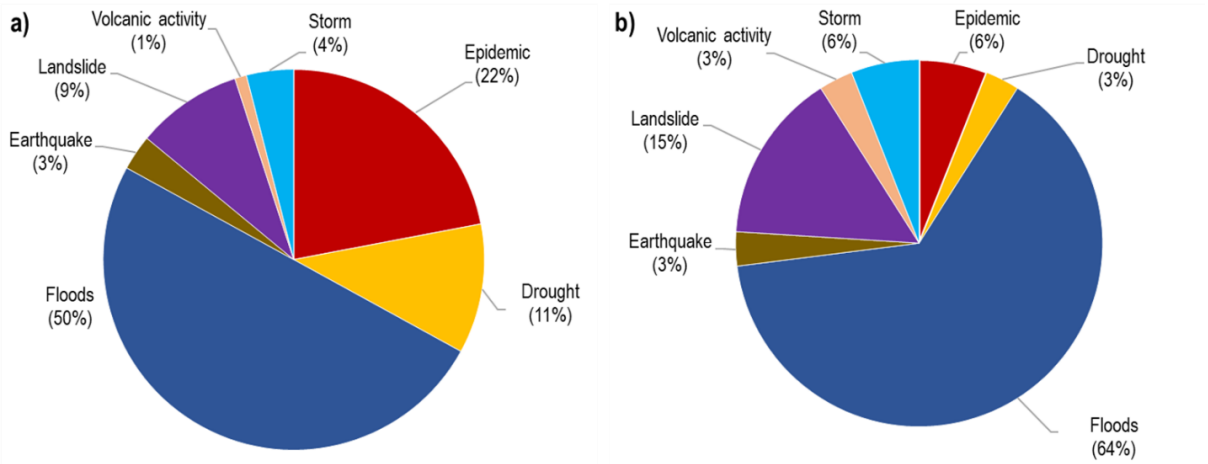

Figure 1: Variation in the proportion of of natural hazards recorded in Rwanda between 1974 and 2023 (a) and 2003-2023 (b) (Source: EM-DAT)

Floods and landslides in Rwanda originate from heavy and prolonged rainfall in the rainy seasons (from March to June) and from (October to December). The worst floods disasters were recorded in Rwanda in 1974, 1988, 2001, 2002, 2003, 2007, 2008, 2011, 2012, 2015, 2016, 2018, 2019, 2020, 2021, 2022 and 2023.

Among the 28 floods recorded between 1974 and 2023 (Table 1), flood (general) occurred 15 times, riverine flood 10 times and flash flood 3 times. According to the Integrated Research on Disaster Risk peril classification and hazard glossary (IRDR, 2014), flood (general) is a general term for the overflow of water from a stream channel onto normally dry land in the floodplain (riverine flooding), higher-than-normal levels along the coast (coastal flooding) and in lakes or reservoirs as well as ponding of water at or near the point where the rain fell (flash floods). Flood (general) is therefore a simultaneous occurrence of river flood and flash flood from heavy rainfall.

Floods caused by heavy rainfall have been selected as the most relevant hazard for the simplified EAP in Rwanda due to several interconnected factors. Firstly, Rwanda's diverse physical features, including its hilly and mountainous terrain, contribute to its susceptibility to floods. Indeed, due to the hill and mountainous topography with steep slopes, heavy rainfall leads in rapid runoff resulting in increased water flow to the river systems with subsequent river flooding, as well as flash flood in lowlands (Hahirwabasenga et al., 2024). The Congo-Nile Divide, Central Highlands, and lowlands create varied topographies with steep gradients and fragmented drainage systems, fostering conditions conducive to flooding during heavy rainfall. Additionally, the country's fragile soils, combined with these topographical characteristics, exacerbate the risks of erosion and landslides, further intensifying flood impacts.

Rwanda's climate, characterised by two rainy seasons, contributes significantly to flood risk. The northern province (Musanze and Gicumbi districts) and western province, (Rubavu, Ngororero, Nyabihu districts), receive abundant rainfall, often leading to flooding and landslides. For example, in May 2023, the National meteorological agency reported rainfall of 110 mm to 130 mm which was completely higher than the maximum rainfall usually observed for the past flood events 35.6 mm to 60.88 mm. largest rainfall occurred in the northwest and southwest parts of the country. This caused widespread flooding events with intensive damage in various parts of the country, particularly the Western, Northern and Southern provinces. Climate variability and trends indicate increasing rainfall during certain periods, particularly in the northeast, further elevating flood risks. According to the climate risk profile of Rwanda (The World Bank Group, 2021), projections suggest that annual rainfall in Rwanda will increase, especially during the short rainy season, intensifying the frequency and severity of floods in the coming years.

The assessment of the May 2023 floods and those of the previous three years indicate that the districts in the Western and Northen provinces have a high vulnerability of population to floods. Figure 2 shows the number of people affected by May 2023 floods.

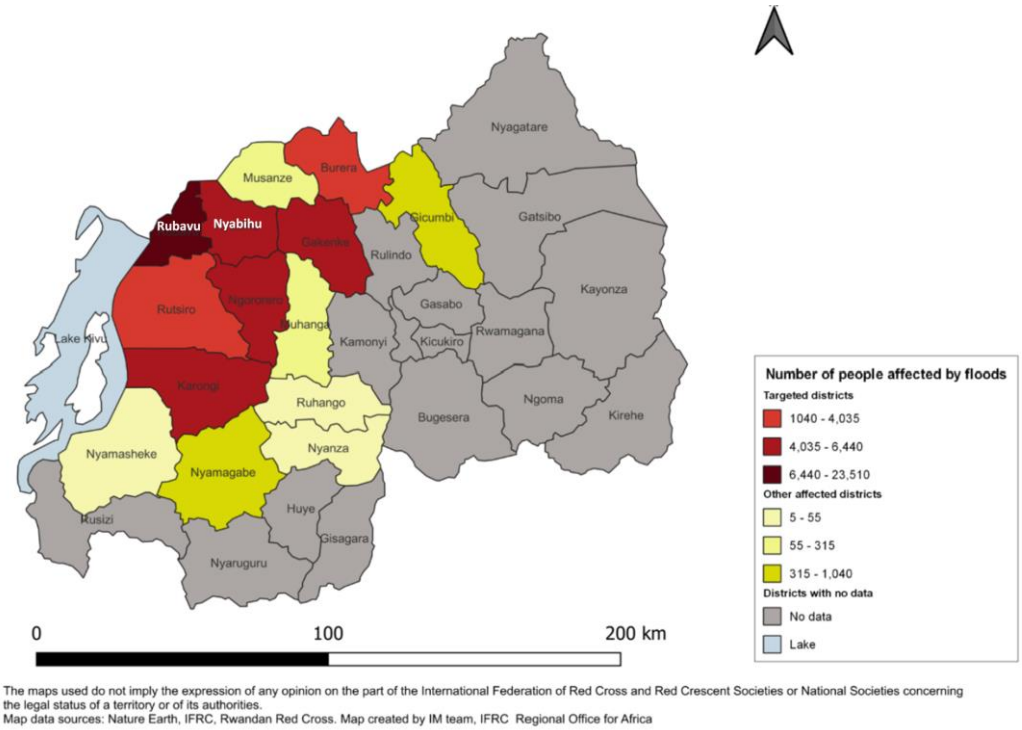

Figure 2: Map from National meteorological agency and data from Rwanda red Cross assessment as of 6th May 2023

According to data from Ministry of Emergency Management of Rwanda (MINEMA) for the period of 2013 to June 2025, the recorded impacts of floods include loss of live, people injured, damage of houses, loss of crops and loss of livestock as shown in the table 2 below.

Table 2. Information of impact of floods from 2013 to June 2025 based on information provided by MINEMA

Province	District	Number of Flood Events	Total number of Deaths	Total number of injured	Total of Houses Destroyed	Total of Houses Damaged	Total of Lost Cattle	Total of Damages in crops (Ha.)
Eastern Province	**Bugesera**	13	1			31		265
	Gatsibo	22	11			4		368.5
	Kayonza	9	5	1				67
	Kirehe	10	4	1				1303
	Ngoma	8	1					74
	Nyagatare	24	2			7	6	2004.5
	Rwamagana	4	1			23		25
Kigali	**Gasabo**	27	11	1		98		126.49
	Kicukiro	12	4		1	11		5
	Nyarugenge	33	18	2		16		103
Northern Province	**Burera**	21	10	3		251		215
	Gakenke	49	7			16	281	670.59
	Gicumbi	21	4			13		212.0378
	Musanze	42	18	9		553	14	678.85
	Rulindo	25	10	1	1	5	1	57.68

Southern Province	**Gisagara**	30	5					1598.5
	Huye	17	1			1		170
	Kamonyi	23	8	2		2		408
	Muhanga	16	10			8		32.2
	Nyamagabe	32	15			3	3	255
	Nyanza	22	3			8		259.8
	Nyaruguru	27	11		1	3		1362
	Ruhango	39	12			17	1	470
Western Province	**Karongi**	23	19			3	5	265
	Ngororero	47	17	1	5	12		193
	Nyabihu	50	40	10	193	827	10	211
	Nyamasheke	20	7	2		17		189
	Rubavu	43	39	59	1621	3116	644	91.5
	Rusizi	27	12	10	1	77		42.2
	Rutsiro	40	24	2		5	7	16
Total	30	776	330	104	1823	5127	972	11738.8478

The analysis of the flood impacts per district between 2013 and 2024 indicates that Rubavu, Nyabihu, Ngororero, and Gakenke districts are the most affected in terms of number of incidents, in particular 44 incidents for the last three districts and 43 for Rubavu (Figure 3a), which is equivalent to 4 events a year for the four districts. The assessment of the flood impacts in terms of the number of deaths (Figure 3b), damaged houses (Figure 3c) and the number of injured people (Figure 3d) shows that Rubavu and Nyabihu districts are the most impacted among the 30 districts in the country. Moreover, the analysis of the number of deaths according to the number of incidents in each district (Figure 3f) shows that Rubavu and Nyabihu are at the top. Considering this, Rubavu and Nyabihu have been selected as the target areas for this sEAP.

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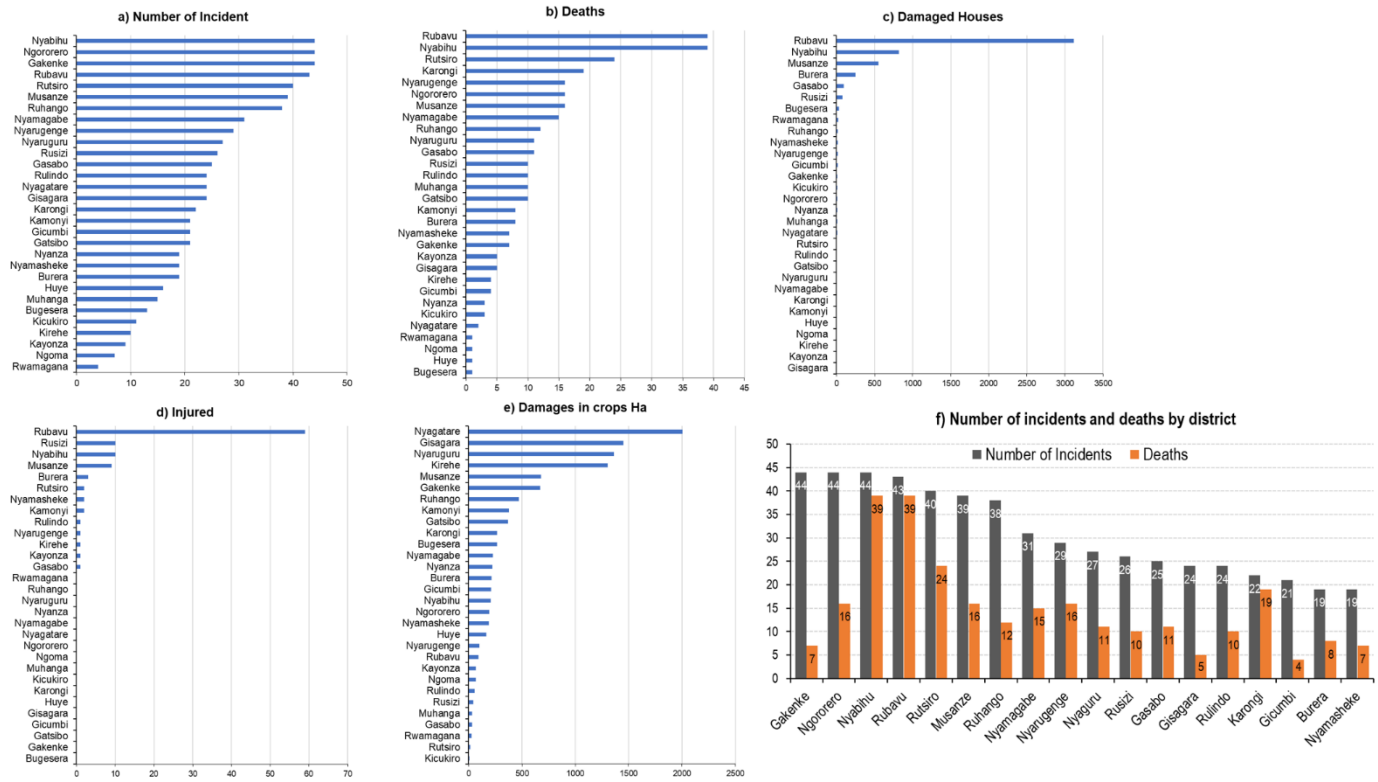


Figure 3: Distribution of number of flood incident (a), and flood induced deaths (b), damaged houses (c), number of people injured (d), da, damaged crops in ha (e) and number of incidents and deaths per district (f)

Explain which risks have been selected for this protocol and why

According to the data provided by MINEMA the impacts with the highest occurrence in Rubavu and Nyabihu districts are loss of lives, injured people, damaged houses.

This information was complemented by inputs provided by the communities in Rubavu district. The National Society conducted consultations in Nyundo, Rugerero and Kanama sectors from 24 to 26 of March 2025. The communities listed multiple impacts from past flooding events:

- Destroyed houses
- Loss of lives
- Loss of household materials and property
- Destruction of infrastructure
- Increased poverty due to loss of livelihoods
- Mental health challenges, including depression caused by displacement and loss of income
- Spread of diseases such as diarrhea and malaria due to poor sanitation
- Orphaned children
- Destruction of assistive devices for people with disabilities

When asked to prioritize which where the most relevant for them, the communities prioritized the following impacts:

- Loss of lives
- Destruction and damage of houses
- Loss of property
- Loss of livelihoods
- Mental health

Following internal analysis and technical consultations within the National Society, the impacts selected for this sEAP are:

- Loss of lives and injuries
- Destruction and damage of houses
- Loss of property
- Loss of livelihoods

- Spread of waterborne diseases

Mental health impact was not included considering that addressing the other impacts will also reduce the impact on mental health, also considering the underlying socio-economic factors that cannot be addressed with this sEAP might be contributing to mental health.

Describe the selected early actions and explain how they will address the risks and lead to the intended outcome

The NS conducted internal discussions to select possible early actions based on its experience on previous floods operations, capacity, and resources available. This was complemented with the information collected from the community consultations and discussed with the National AA Technical Working Group led by MINEMA.
The early actions selected are the following:

- **Dissemination of early warning information:** To inform communities of the risk of flooding and allow them to act before the impact. Although it is a cross-cutting action, it intends to reduce the loss of lives and injuries primarily. The plan targets to reach as many people living in three sectors of Rubavu, (Rugerero Nyundo and Kanama) and in Nyabihu (Jenda Rugera and Shyirasectors), estimating that in total more than 90.000 people could be reached through the different early waring messages that will be disseminated through local radios, community meetings and door-to-door by volunteers in the communities
- **Cleaning of drainages:** Volunteers will support the cleaning of drainages to remove obstructions and reduce the risk of flooding. Community members will be mobilised to support this action. Ten volunteers per targeted sector in Rubavu and Nyabihu will support the mobilization and sensitization activities for drainage cleaning.
- **Sandbagging:** The NS will pre-position sandbags and mobilize volunteers to work with the community to fill in the sandbags an position them to block the water and protect the most at-risk houses.
- **Support evacuation of at-risk communities:** The NS, in collaboration with Government institutions, will support the selection of the evacuation sites, pre-positioning shelter kits, hygiene kits, kitchen kits, blankets and matts for evacuated families, support the evacuation of the community and support the management of the evacuation sites. The government will coordinate with different government institutions the provision of basic services in the evacuation centres (water, swage, electricity, etc).

- Trained volunteers play a vital role in the short-term management of six evacuation centres, with 5 volunteers assigned to each camp for three days to provide essential services to affected communities. Their responsibilities include supporting the setup of safe sleeping areas, arranging sanitation facilities, and coordinating with local authorities to ensure access to water and waste disposal. They will register evacuated households, maintain simple records, and share key information on weather conditions and available services. Volunteers also manage the distribution of relief items (mats, blankets, and hygiene kits), promote hygiene practices, and monitor cleanliness to prevent disease outbreaks. Additionally, identifying and assisting vulnerable groups such as children, the elderly, pregnant women, and persons with disabilities.

- The Rwanda Red Cross is targeting 500 households as direct beneficiaries to be supported during the evacuation.

- **Water distribution and hygiene promotion at the evacuation centres:** Rwanda Red Cross will coordinate with the government the provision of water in evacuation centres as part of its national disaster management mandate. Rwanda Red Cross (RRC) will complement Government efforts by deploying its water truck to ensure uninterrupted access to safe water at evacuation centres,

Additionally, RRC will distribute hygiene and WASH kits to the evacuated families, and volunteers will conduct hygiene promotion activities. The target is to support **500 households** with these activities.

- **Distribution of waterproof bags for protection of critical documents:** this will allow at risk communities to protect their valuable documents. The distribution of the bags will be done for the families that are being evacuated. Rwanda Red Cross aims to support 500 households as direct beneficiaries during the evacuation process for both Nyabihu and Rubavu sectors.
- **Distribution of cash:** The NS will provide cash support for different purposes considering the needs of the community and their preferences collected through the community consultation. The NS has defined for this protocol cash support for shelter, livelihoods and evacuation. and has budgeted readiness activities to conduct a pre-selection of beneficiaries before the rainy season and conduct annual market assessments to review the cash amount and ensure that the suppliers can deliver on the products required for shelter. strengthening

Delivery mechanism:

The cash transfers will be done through mobile money, using MTN, the FSP that the NS has already a contract with.

Selection of beneficiaries:

The NS will conduct annual pre-selection of beneficiaries before the start of the rainy season. To select the households that will receive the different cash support, the NS will work in collaboration with the district authorities and use the Human Security Issue Profiling for the selection. This is a government vulnerability registry at household level that considers the house infrastructure and classifies the households as:

- High risk households in red category
- Medium risk households in yellow category
- Low risk households in green category.

This registry is regularly updated by a government district officer in charge and is a reliable source of information that the NS can easily access.

Households classified as red category in the human security issue profiling, will be evacuated, as their houses will, most probably, not be able to endure the heavy rain. The NS will support 500 of this households and will give them cash for evacuation, to cover the transport costs to the evacuation site and cash for livelihoods that they can use to purchase food and cover basic need while in the evacuation centre.

The households categorized as yellow, will not be evacuated, but if their houses are not in good condition, they could be highly impacted. To avoid this, the NS will support households in yellow category with cash for shelter so they can purchase necessary materials (specified bellow) to strengthen their houses and reduce the impact of floods. These households will receive cash for livelihoods as well, as they will not be able to work while strengthening their houses and they need to cover necessary basic needs before the floods come.

The selection of the households will follow PGI criteria, prioritizing families with elderly members, people with disabilities, pregnant or lactating women, and young children.

Finally, the selection process will be verified through consultation with community leaders and local authorities, to ensure transparency and fairness.

Transfer of funds*:*

The market assessment and pre-selection of households will be done annually, and before the rainy season starts following the selection criteria mentioned in the section above and following PGI guidelines. This will ensure that the households are clearly identified before the rainy season. This

will allow the NS to have a clear list of beneficiaries that will only needs to be verified once the trigger is reached. This verification process will be done by the volunteers and should take maximum 2 days, as confirmed by the branch leaders during consultations.

Once the list of beneficiaries is verified, and sent to Rwanda RC headquarters, the transfer of funds from the NS to the communities takes 1 day using MTN.

The Rwanda Red Cross has a designated cash focal point, **a supporting team, and Standard Operating Procedures (SOPs)** in place that will guide this operation.

Financial service provider:

Since 2023, Rwanda Red Cross has a contract with MTN as financial service provider for mobile cash transfers. As part of this contract, MTN provides yearly training to the RRC on how to use the Mobile Money Bulk payment services efficiently and provide 24/7 support through the MTN call centre or direct contact. MTN also provides free Sim cards to the beneficiaries who are not using MTN Network, and the contract is updated annually.

Post Distribution Monitoring:

The Rwanda Red Cross will conduct Post-Distribution Monitoring (PDM) to assess the effectiveness, relevance, and satisfaction of beneficiaries following the assistance provided. For this process, the PMER team will develop tools for Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) using Kobo Collect. National Society staff, volunteers, and PMER officers will go to the field to carry out data collection, monitoring, and analysis. The PDM results are analysed and shared with National Society leadership, local authorities and community representatives to inform and improve program delivery. Feedback from beneficiaries is also used to strengthen accountability and ensure that current and future operations meet community needs.

Cash for evacuation: Households that are evacuated from their homes will receive the money required for transportation to go to the evacuation centre. Rwanda Red Cross aims to support 500 households as direct beneficiaries during the evacuation process for both Nyabihu and Rubavu sectors. The amount of cash for evacuation is defined based on the average cost of transport of a 5 people household from the at -risk areas to the evacuation sites.

Cash for shelter: Households which houses require strengthening to avoid damaged during the rainy season will receive cash to purchase tools and materials, and support from volunteers to strengthen their houses. Rwanda Red Cross aims to support 300 households as direct beneficiaries during the evacuation process for both Nyabihu and Rubavu sectors. the cash amount was defined based on the following list of items to be used to strengthen houses:

Quantity	Unit	Item Description	Unit Price	Estimated Budget
15	Pcs	Iron Sheets	11,500	172,500
3	Kg	Ordinary Nails	3,500	10,500
3	Kg	Roofing Nails	3,500	10,500
2	Kg	Galvanised wire	3,250	6,500
Total				200,000

Cash for livelihoods: The National Society will distribute cash for livelihoods for the most at risk households. This amount will help them cover food expenses before the floods materialize
Rwanda Red Cross aims to support 800 households with this action.

To define the amount to delivered, the NS calculated the cost of the following items, based on the government advice and experience from previous operations:

Product	**Quantity**	**Price (Frw)**
Maize Flavors (10 kg)	1 sac	12,000
Beans	1sac	8,000
Rice (5kg)	1 sac	10,000
Cooking Oil	1 bottle	6,000
Salt, Onions, Tomatoes	kilos	6,000
Chacool	One week	8,000
Total		50,000

It is important to note that at the moment the government does not have a specific cash guideline but they use the market prices at the district level to define the cash amount. With the annual market assessment RRC will ensure the amount is revised and can cover the basic products identified.

Summary of activities:

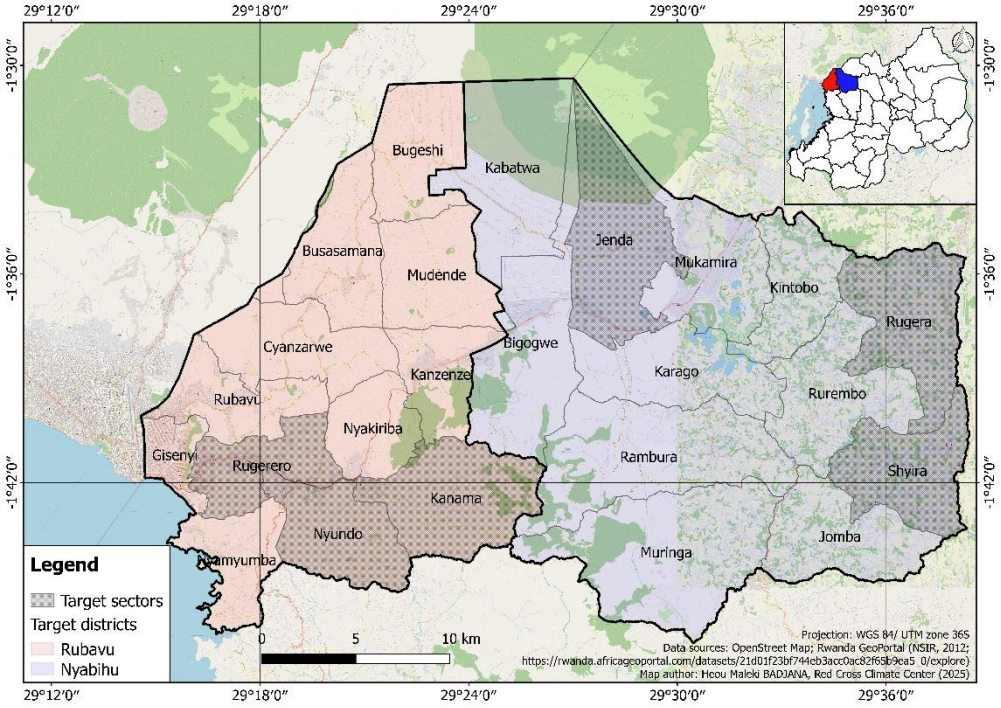
Activity	**Activity Duration**	**Target Beneficiaries / Location**
Dissemination of Early Warning Information	This action can be done even if the confirmation of the trigger being reached comes with very short lead time	50,000 people in Rubavu 40,000 people in Nyabihu
Cleaning of Drainages	This action can be done even if the confirmation of the trigger being reached comes with very short lead time Budgeted for 2 days	4,000 people in total
Sandbagging	This action can be done even if the confirmation of the trigger being reached comes with very short lead time Budgeted for 2 days	2,000 people in total.
Support Evacuation of At-Risk Communities	This action can be done even if the confirmation of the trigger being reached comes with very short lead time. If the lead time is less than 3 days, the cash for evacuation will not be feasible to deliver, but the volunteers will support the evacuation of at-risk communities in coordination with government.	500 households across Nyabihu and Rubavu

	Support the evacuation is budgeted for 2 days Management of evacuation centres for 3 days	
Hygiene Promotion at Evacuation Centers	This action can be done even if the confirmation of the trigger being reached comes with very short lead time. This activity will be done at the evacuation centres in coordination with government. Budgeted for 3 days	500 households in Rubavu and Nyabihu Districts
Distribution of Waterproof Bags	This action can be done even if the confirmation of the trigger being reached comes with very short lead time	500 households in Rubavu and Nyabihu Districts
Distribution of Cash (Shelter, Livelihoods, Evacuation)	This activity will take at least 2 days (1 day of verification of beneficiaries and awareness session and 1 day of cash distribution). The beneficiaries will need 1 additional day to use the cash before the floods occur. Cash will not be implemented if the confirmation of the trigger being reached comes with less than 3 days lead time.	500 households will receive cash for evacuation and livelihoods 300 households will receive cash for shelter and livelihoods

Table 4. Summary Early actions

EARLY ACTION INTERVENTION

Overall objective of the intervention	This Simplified Early Action Protocol (sEAP) aims to reduce the humanitarian impacts of floods such as loss of lives and injuries, destruction and damage of houses, loss of property, and disruption of livelihoods on the most vulnerable communities in Rubavu and Nyabihu districts.
Potential geographical high-risk areas that the simplified EAP would target	**Rubavu & Nyabihu District:** The Simplified Early Action Protocol (sEAP) will target high-risk sectors in Rubavu and Nyabihu districts, which have been repeatedly affected by floods. Rubavu

	District has an estimated population of 546,683, and this protocol will focus on the sectors of **Nyundo, Rugerero, and Kanama,** while Nyabihu District, with total population approximately 319,047 people, will prioritize **Jenda, Rugera, and Shyira** sectors. These areas were selected based on their historical exposure to floods, the severity of past impacts including loss of life and damage to property, and the high concentration of vulnerable households. By focusing anticipatory actions in these sectors, the National Society aims to reduce disaster impacts and protect at-risk communities before hazards strike.  *Figure 4: Map of the target districts showing the intervention sectors*
Who will be assisted through this operation and what criteria will be used for their selection?	**Target of 8,000 people in high-risk flood areas:** This operation will assist households most exposed and vulnerable to the impacts of floods in the high-risk sectors of Rubavu and Nyabihu districts. • The primary targets include families living in the selected sectors (Nyundo, Ruguerero, Kamana, Jenda, Rugera and Shyria) on steep slopes, near Sebeya riverbanks,and in poorly constructed housing that are at risk of collapse. • Priority will also be given to groups face heightened vulnerability and reduced capacity to cope with disasters following the prioritization criteria below.
	Prioritization criteria: families at risk in the selected sectors will be prioritized considering the following vulnerability criteria: • Female-headed households • Households with elderly people, • Households with people with disabilities, chronically ill individuals, pregnant and lactating women • Households with young children This selection will be based on vulnerability assessments conducted by the National Society, and verification by local Red Cross volunteers and local authorities to ensure transparency and fairness.

Trigger(s) statement	The anticipatory actions will be triggered if, within the rainy season, Meteo Rwanda's Dekade forecasts indicate that the next 10-day total rainfall will exceed 90 mm. **Limitations on the trigger and lead time constraints** There are some limitations associated with the current trigger, as it has been developed based on the Meteo Rwanda 10-day (dekadal) rainfall forecast. This forecast provides cumulative rainfall amounts over a 10-day period but does not specify the exact day on which flooding is likely to occur. Consequently, it does not allow for precise identification of the timing of flood events within the dekad. In addition, Meteo Rwanda issues its forecasts every 10 days, specifically at the end of each month for the first dekad (1–10), on the 10th of the month for the second dekad (11–20), and on the 20th of the month for the third dekad (21–30 or 31) of the following month. As a result, when flood events occur shortly after the issuance of a forecast, the available lead time may be very limited. For example, during the 3 May 2023 flood event, the Meteo Rwanda forecast was issued on 1 May 2023, providing insufficient lead time for early implementation of anticipatory actions. Given these constraints, it is therefore recommended that anticipatory actions be implemented immediately once the trigger threshold is reached, in order to maximize the available response window and reduce potential flood impacts.
Trigger threshold justification	The threshold was defined considering the past flooding events in the selected districts and their impacts, the days of impact, what the rainfall forecast for the period was, as well as the observed rainfall. • The flood events were selected between 2018 and 2023 by combining the EM-DAT data and the detailed flood impacts data from MINEMA. Flood impacts criteria, such as the number of fatalities, the number of people injured, the number of houses destroyed or damaged that are included in MINEMA data, were used in the selection of the events. Finally, we considered the flood events for which there was a DREF operation. In total, 7 flood events were selected including those of 3-6 March 2018, 23-30 April 2018, 7 May 2020, 3 October 2022, 23 January 2022, 4 April 2023, 4 April 2023 and 3 May 2023. • For the forecast, we use Meteo Rwanda dekad forecast that are issued every 10 days especially on the last day of each month for the first dekad (1-10) of the next month, on 10th for the second dekad (11-20), and on 20th for third dekad (21-30 or 31). To appreciate the skills of the Meteo Rwanda forecast, a preliminary analysis was performed by comparing the Meteo Rwanda 10-day forecast and the corresponding 10-day rainfall from CHIRPS (Figure 1). This provided evidence on the ability of Meteo Rwanda dekadal forecast to capture the spatial variation of rainfall over the country. For each flood event, the corresponding dekad forecast was analyzed and the amount of forecasted rainfall for impacted districts was compared against the observed rainfall during the event.

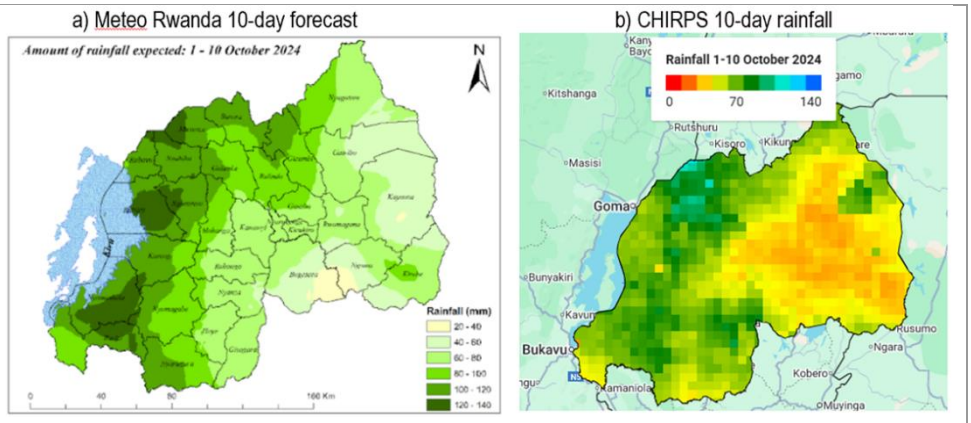


Figure 51: Comparison of Meteo Rwanda 10-day rainfall forecast (a) and CHIRPS 10-day rainfall (b)

- For the observed rainfall, Meteo Rwanda data were used in combination of CHIRPS data for the period over which there are gaps. Preliminary to this, the rainfall time series data from CHIRPS were extracted and compared against the observed data from Meteo Rwanda for different stations in the selected districts. Figure 2 shows the results of the comparison between the two datasets for different stations across Rubavu and Nyabihu districts.

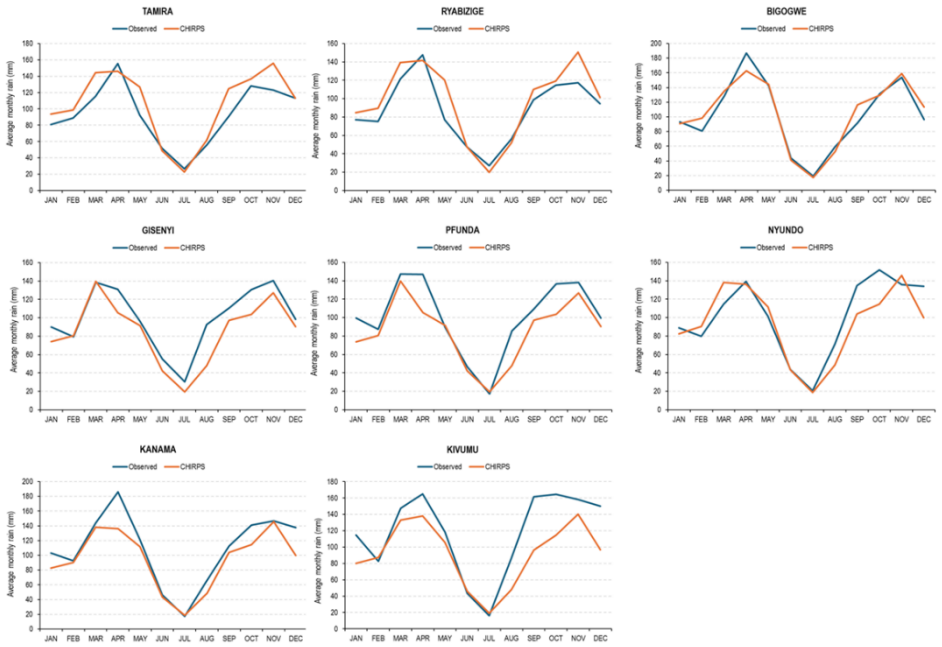


Figure 6: Comparison of the observed rainfall from Meteo Rwanda against CHIRPS rainfall for different stations in Rubavu district

The summary of the seven flood events selected between 2018 and 2023 based on the impacts and the corresponding forecasts and observed rainfall are presented in Table 1.

Table 3: Summary of the selected flood events between 2018 and 2023

Flood event	Impacts	Meteo Rwanda rainfall forecast	ICPAC heavy rainfall forecast	Observed rainfall

		for the dekad		
3 May 2023	23 deaths, 17 injured, 193 houses destroyed and 448 damaged in Nyiabihu district; 2 persons injured, and 11 houses damaged in Rubavu district; DREF Response (MDRRW022)	90-130 mm	Yes	110-245 mm (CHIRPS)
4 April 2023	17 houses damaged in Nyabihu district	80-120 mm	No	85-95 mm (CHRIPS)
3 October 2022	31 houses destroyed in Rubavu district	60-80 mm	No	30-60 mm (CHIRPS)
23 January 2022	34 houses destroyed in Rubavu district	30-60 mm	No	30-35 mm (CHIRPS)
7 May 2020	113 houses destroyed in Rubavu district	80-120 mm	NA	60-110 mm (CHIRPS) 60-175 mm (Meteo Rwanda)
23-30 April 2018	176 houses were damaged in Nyabihu district, and 38 in Rubavu district		NA	20-80 mm (CHIRPS) 60-175 mm (Meteo Rwanda)
3-6 March 2018	5 severe injuries, 28 houses were destroyed, 643 livestock washed away, 10 bridges destroyed, 1 school affected, 4,750 people from 950 households were directly affected, DREF operation (MDRRW016)		NA	110-130 mm (CHIRPS) 60-120 mm (Meteo Rwanda) for Rubavu district

NA= Not available. The ICPAC East Africa Hazard watch was launched in July 2021.

The cross-analysis of the forecasted and observed rainfall for the selected flood events and their impacts suggests that for the important events in terms of the magnitude of the impacts, Meteo Rwanda 10-day rainfall forecast for the two districts is above 90 mm. It is important to highlight that some floods occurred for rainfall forecasts below 90 mm but it can be assumed that the impacts are not enough to avoid having a threshold that can be reached very frequently such as several times a year.

Trigger monitoring	Dedicated staff at the National Society have already registered on the mailing list of Meteo Rwanda and receive the forecasts regularly by email. In addition to the email channel, the NS staff receives Meteo Rwanda forecasts via a WhatsApp group, which includes the stakeholders that are part of the national AA TWG. The NS therefore, will monitor regularly the forecasts and trigger the sEAP if the conditions are met. Moreover, well-established and functioning collaboration with the AA Technical Working Group, will facilitate the monitoring process.
Next steps – For National Societies that	This simplified EAP will build the National Society's capacity and skills to implement anticipatory action, and the lessons learnt will be used to scale-up the

intend to develop a full EAP (Optional)	NS anticipatory action work. The NS will also continue working in close collaboration with the AA TWG to scale up this sEAP to a full EAP for floods and define the steps to work on early action protocols for other hazards.

PLANNED OPERATIONS

	Shelter, Housing and Settlements	**Budget**	**37,443 CHF**
		No. people targeted	4,000 People
Indicator:	# of people reached with shelter, housing, and settlement interventions in advance of a hazard	**Target:**	4,000 people
Readiness activities:	**1.** Support government authorities on identification of evacuation centres **2.** Training of branch volunteers in shelter (camp management, shelter strengthening and sandbagging) **3.** Monitoring visit to evacuation site 4. Refresher training Shelter		
Prepositioning activities:	**1.** Blankets (2 per household) **2.** Sleeping mats (2 per household) **3.** Kitenge wrapper (1 per household) **4.** Kitchen sets **5.** Water-proof bags to keep key documents safe 6. Sanbags 7. Tools for sandbagging		
Prioritized Early Actions:	**1.** Support evacuation of at-risk communities in collaboration with government institutions **2.** Communication of location of evacuation centres and safe evacuation routes **3.** Management of evacuation centres **5.** Mobilize volunteers to support communities to strengthen houses **6.** Distribution of waterproof bags to keep key documents safe 7. Mobilize volunteers to support community sandbagging		

	Multi-purpose Cash	**Budget**	**76,427 CHF**
		No. people targeted	4,000 people
Indicator:	# of people reached with multi-purpose cash in advance of a hazard	**Target:**	4,000 people
Readiness activities:	**1.** Training of branch volunteers on cash **2.** Market assessment to review the cash amount and identification of suppliers that the community will use to buy the materials for shelter and livelihoods (yearly) **4.** Meetings with local government, community, and suppliers to agree on the conditions to deliver the materials when trigger		

	reached (maintain favourable market prices and available stocks) (yearly) **5.** Pre-selection of beneficiaries to be done yearly before the rainy season **6**. Readiness check with FSP 7. Development of PDM tools 8. Refresher training cash
Prepositioning activities:	**1.** *None*
Prioritized Early Actions:	**1.** Awareness raising session with the community on the different cash modalities, the use of cash. **2.** Verification and validation of the final beneficiary selection. **3.** Delivery of cash for shelter (RWF 200.000) (300 households – 1500 pax) RWF. **4.** Delivery of cash for livelihoods (RWF 50.000) (800 households – 4000 pax). **5.** Delivery of cash for evacuation (RWF 25.000) (500 households – 2500 pax). **6.** Conduct Post Distribution Monitoring.

	**Water, Sanitation and Hygiene**	**Budget**	**CHF 28,213**	
		No. people targeted	4,500People	
Indicator:	# of people reached with WASH interventions in advance of a hazard		**Target:**	4,500People
Readiness activities:		**1.** Training for volunteers on WASH in emergencies 2. Refresher training WASH		
Pre-positioning activities:		**1.** Tools and protective equipment (gloves, masks and tools) **2.** Wash kits (jerry cans, soap, buckets) **3.** Hygiene kits (reusable pads, buckets, soap, hand sanitizer, toothbrush, toothpaste)		
Prioritized Early Actions:		**7.** Mobilization of volunteers to clean drainages and mobilize communities to keep drainages clean **8.** Hygiene promotion in the evacuation centres **9.** Mobilization of water truck to evacuation centres.		

	**Risk Reduction, climate adaptation and Recovery**	**Budget**	**CHF 10,676**	
		No. people targeted	90,000 People	
Indicator:	# of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		**Target:**	90,000 People

Readiness activities:	**1.** Production of standardized message for dissemination of early warning, flood risk and community early action, in collaboration with Minema and Meteo Rwanda in Kinyarwanda, French and English to be disseminated through different media. **2.** Training of volunteers on early warning dissemination, risk communication (RCCE) and anticipatory action. **3.** Sign contract with local radio station for dissemination of early warning message.
Prepositioning activities:	**1.** Megaphones. **2.** Printing of flyers and posters with early warning message
Prioritized Early Actions:	**1.** Dissemination of early warning message through local radio**2.** Mobilization of volunteers for dissemination of early warning information, flood risk and community early action

	**Community Engagement and Accountability**	**Budget**	**CHF 2,559**	
		People targeted	1000 people	
Indicator:	# of people reached with community engagement and accountability interventions in advance of a hazard		**Target:**	1000 people
Readiness activities:		**1.** Training of call centre volunteers **2.**Establish feedback mechanism with the community		
Prepositioning activities:		None		
Prioritized Early Actions:		**1.** Put in place the call centre as feedback mechanism for the operation		

ENABLING APPROACHES

	**Secretariat services**	**Budget**	**CHF 19,144**	
		No. People targeted	NA	
Indicator:	# of technical missions by the IFRC Delegation		**Target:**	3
Readiness activities:		**1.** IFRC monitoring missions		
repositioning activities:		**1.** *None*		
Prioritized Early Actions:		**1.** IFRC monitoring mission		

	National Society Strengthening	**Budget**	**CHF 41,496**
		People targeted	200
Indicator:	# of volunteers engaged in the operation	**Target:**	200
Readiness activities:		**1.** Develop SOP for the sEAP activation and simulation exercise	
Prepositioning activities:		**1.** Visibility and protective materials	
Prioritized Early Actions:		**1.** Lessons learned workshop	

	Partnership and Coordination	**Budget**	**CHF 1,491**
		People targeted	NA
Indicator:		**Target:**	
Readiness activities:		**1.** Meeting with AA TWG to launch the sEAP **2.** Meeting with the government authorities at local level to disseminate the sEAP **3.** Contribution to AA TWG meeting to follow up on the implementation of the sEAP	
Prepositioning activities:		**1.** *None*	
Prioritized Early Actions:		**1.** *None*	

CONDITIONS TO DELIVER THE EARLY ACTION

Experience and/or capacity to implement the early actions.
Assumptions or minimum conditions needed to deliver on the early actions (including issues to be resolved)

The Rwanda Red Cross (RRC) has experience in disaster preparedness and response, including anticipatory action. Over the past years, RRC has implemented multiple community-based disaster risk reduction (DRR) projects (HP1 Project); early warning early action (EWEA) initiatives, and DREF emergency response interventions, particularly in Rubavu and Nyabihu flood-prone districts.

RRC has an established network of 150 trained volunteers at national, district, and sector levels through its National Disaster Response Team (NDRT), Branch Disaster Response Teams (BDRTs), and Local Disaster Response Teams (LDRTs). These volunteers have been introduced to the concept of anticipatory action, early warning dissemination, evacuation support, first aid, and community mobilization, making them instrumental in the timely implementation of early actions.

NS has experience coordinating with national and local authorities (MINEMA, Meteo Rwanda, Rwanda Water Board, NDMC, DDMC, SDMC), humanitarian actors, and technical partners (e.g., WFP, IFRC,and the Red Cross Climate Centre) to implement timely and effective early actions. Since 2016, the Rwanda Red Cross (RRC) has implemented various Cash-Based Interventions (CBI) programs to support refugees and host communities. These programs have included cash for

basic needs (including non-food items), cash for livelihoods, and cash for Water, Sanitation, and Hygiene (WASH) activities, among others.

Since 2017, the RRC has also been selected as one of the partners responsible for monitoring government Social Protection programs that use CBI to support vulnerable communities in three districts: **Nyaruguru, Nyamagabe, and Nyamasheke**.

RRC has applied CBI in several intervention areas, including:

- **Emergency programs:** Shelter, basic needs, hygiene and sanitation facilities, etc.
- **Refugee response:** Shelter, WASH, and income-generating activities (IGAs).
- **Resilience programs:** Livelihoods, WASH, and IGAs, implemented across various districts.

For example:

- In **2021**, a total of **44,034 people** were supported with **773,566,696 RWF** through cash-based interventions addressing different emergencies such as the effects of **COVID-19**, volcanic eruptions, heavy rains and windstorms, as well as hygiene, sanitation, and livelihood needs.
- In **2022**, **12,135 people** received a total of **321,481,600 RWF** in cash assistance for emergency responses related to **COVID-19**, heavy rains and windstorms, hygiene and sanitation, and livelihood support.
- In **2023**, during the **DREF Floods and Landslides Response**, the RRC supported **1,500 families** with cash for livelihoods, **400 families** with cash for shelter, and **8 cooperatives** representing **1,000 households** with cash assistance.

During the **Mpox and Marburg emergency responses**, more than **51,000 households** were reached through cash distributions.
In addition, the Rwanda Red Cross has built a pool of trained staff and volunteers experienced in cash distributions. Currently, most volunteer payments are also made through cash-based systems.
Some challenges that have been identified in the PER assessment and might affect the timely implementation of early actions:

- **Gaps in Local Logistics and Stock Prepositioning**: Some remote areas may lack sufficient prepositioned items or transport logistics. *Resolution:* Update logistics plans and strengthen supply chains to include remote districts; expand prepositioning of stocks.
- **Volunteer Turnover or Gaps in Training Coverage**: Not all sectors have active or fully trained volunteers. *Resolution:* Continue capacity-building through regular LDRT and BDRT training and refreshers; ensure at least 1 trained team per sector.
- **Limited Communication Infrastructure in Rural Areas**: Early warning messages may not reach all at-risk households. *Resolution:* Invest diversified communication tools, including community radios, megaphones, SMS platforms, and local leaders.

The Rwanda Red Cross-National Society confirms that once the trigger is reached, the National Society can pre-finance the early action implementation, through its own available resources.

Red Cross Red Crescent Movement

The development of this simplified Early Action Protocol (EAP) was a collaborative process involving key stakeholders from the Red Cross Red Crescent (RCRC) Movement, national government agencies, and technical partners.

partners, Governmental / other agencies consulted/involved on this simplified EAPRed Cross Red Crescent Movement partners, Governmental / other agencies consulted/involved on this simplified EAP

- International Federation of Red Cross and Red Crescent Societies (IFRC): Provided technical guidance on EAP design, supported trigger development, early actions planning, and alignment with Forecast-based Financing (FbF) standards.
- Climate Centre (Red Cross Red Crescent Climate Centre): Offered technical expertise on risk analysis, forecast interpretation, trigger definition, and design of context-specific early actions.
- Partner National Societies (PNSs) including Finnish Red Cross Contributed through field experience, and capacity building, particularly in flood-prone districts.

Governmental and Technical Agencies Involved

- Ministry in Charge of Emergency Management (MINEMA): Provided policy guidance, alignment with national disaster risk management strategies, and integration of anticipatory action into the national contingency planning framework.
- Rwanda Meteorology Agency (Meteo Rwanda): Collaborated on the development and validation of forecast-based triggers and provided historical data to inform the EAP.
- Local Government Authorities (District Disaster Management Units): Participated in risk mapping, identification of at-risk communities, and validation of feasible early actions. They are also key partners in coordinating the implementation of the actions on the ground.

Other Supporting Partners

- World Food Programme (WFP): Shared expertise from its own anticipatory action programs in Rwanda and provided support on vulnerability analysis and beneficiary targeting tools.
- Rwanda Water Resources Board (RWB): Provided hydrological data to inform flood forecasting and mapping of high-risk flood zones.

Stakeholder Roles in EAP Implementation

- Rwanda Red Cross: Will lead the coordination and implementation of early actions at the community level, leveraging its trained network of NDRT, BDRT, and LDRT volunteers.
- IFRC and Movement Partners: Will continue to provide technical and financial support, ensuring quality assurance and alignment with global FbF frameworks.
- MINEMA and Local Authorities: Will coordinate risk communication, evacuation support, and enforcement of early warning messages.
- Meteo Rwanda: Will continue to provide 10-day and 3-day flood forecasts and ensure timely sharing of warning information to activate early actions.

National Society's Role in the National Disaster Response System

The Rwanda Red Cross is officially recognized as an auxiliary to public authorities in humanitarian response, as outlined in national disaster management laws. The National Society actively participates in national and district-level Disaster Management Committees and supports both emergency response and preparedness. Through this role, RRC plays a critical bridging function between government-led coordination and community-level action.

Its decentralized network of branches and trained volunteers ensures early warnings and early actions reach even the most remote and vulnerable communities. The EAP strengthens this role by enabling RRC to act earlier, reduce the impact of predictable disasters, and support national efforts in building community resilience.

BUDGET

Early Action Protocol Summary

Operating Budget	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	**21,256**	**57,844**	**76,219**	**155,318**
Shelter and Basic Household Items	5,964	29,869	1,610	**37,443**
Livelihoods	0	0	0	**0**
Multi-purpose Cash	7,872	0	68,555	**76,427**
Health	0	0	0	**0**
Water, Sanitation & Hygiene	2,982	22,905	2,326	**28,213**
Protection, Gender and Inclusion	0	0	0	**0**
Education	0	0	0	**0**
Migration	0	0	0	**0**
Risk Red., Climate Adapt. and Recovery	2,505	5,069	3,101	**10,676**
Community Engagement and Accountability	1,932	0	626	**2,559**
Environmental Sustainability	0	0	0	**0**
Enabling Approaches	**56,108**	**2,147**	**3,877**	**62,132**
Coordination and Partnerships	1,491	0	0	**1,491**
Secretariat Services	16,162	0	2,982	**19,144**
National Society Strengthening	38,455	2,147	895	**41,496**
TOTAL BUDGET	**77,364**	**59,991**	**80,095**	**217,450**

all amounts in Swiss Francs (CHF)

Contact information.

For more information, specifically regarding this simplified EAP, please contact:

In the Rwanda Red Cross Society

- **Secretary General:** Eugene KARANGWA _ karangwa.E@redcross.org.rw _ +250 788 434 404

In the IFRC

- **IFRC Project Manager:** BUNDOYI Désiré, Senior Officer, Anticipatory Action and Community Resilience, desire.bundoyi@ifrc.org , Tél: +257 79 558 605
- Regional Anticipatory Action Operations Coordinator, Africa, Emma Mwangi, emmah.mwangi@ifrc.org
- Catalina Torres, DREF Officer, Africa catalina.torres@ifrc.org
- **IFRC Geneva focal point:** Malika Noisette, IFRC-DREF Senior Officer, malika.noisette@ifrc.org

Reference

Click here for:

- Annual reports from previous years

simplified EAP (sEAP) number:

This is a sequential number structured as follows: EAP2025RW01 (EAP YEAR COUNTRY CODE NUMBER of EAPs). For example, Niger has a third EAP approved in 2022, the EAP number would be: EAP2022NI03.

Total budget:

The maximum budget available for a National Society under a simplified EAP is CHF 200,000 over two years. In this field, the National Society should reflect the total amount of the budget (which should match the budget template). The total budget includes 65% maximum for readiness activities and prepositioned stock, with the balance funding the early action activities and needs to be inclusive of the IFRC's indirect costs (6.5%). Additionally, the IFRC Delegation may add 10% of the total budget to support the simplified EAP implementation bringing the final budget to CHF 220,000 over two years. If a National Society has any questions on the budget, please consult the IFRC's Country or Country Cluster Delegation.

Readiness, prepositioning, early action:

These fields should reflect the plan and budget split across the three types of eligible activities and match the total budget.

Readiness activities

Readiness activities are done year on year to ensure that the National Society is ready to conduct the early actions. These are activities that will happen irrespective of an activation. Readiness activities may include refresher training, coordination meetings with government, readiness meetings, simulations, etc. Under readiness they can include any ongoing costs and services (human resources and logistics) that are deemed indispensable for subsequent trigger-based early action activities. If, during the simplified EAP development process the National Society finds some areas for improvement to deliver on their selected early actions, these could be addressed with activities included under readiness.

Prepositioning activities

The National Society should preposition the materials needed to undertake the early action, especially those that may require a longer procurement process. For example, prepositioned stocks could include shelter kits (for house reinforcement), sandbags (for protecting infrastructure), or tarpaulins (for protecting water sources), etc. Food, medicine and other items with a shelf life of less than two years are not eligible as pre-positioning, they will have to be procured as part of the early actions. Prepositioning activities are one-off and done in the first year following approval of the simplified EAP.

Early action activities

Early action activities are implemented once a trigger is reached and before the impact of the hazard. Early actions seek to reduce or mitigate the impact of the hazard. Consider selecting only a few early actions, especially for sudden onset events, as they will have to be implemented within a short timeframe. The early actions will be unique to each hazard and context, but may be activities such as evacuation of at-risk communities and/or livestock, early harvest of crops, cash transfer, shelter strengthening, provision of water treatment, hygiene kits or mosquito nets, etc. For more examples of early action activities, visit the early action database on the Anticipation Hub.

People to be assisted:

The National Society should reflect how many people they plan to target with their early action intervention. The simplified EAP should target at least 2,000 people.

sEAP approved:

Once the simplified EAP is approved, the date has to be added here. IFRC can add this before publishing on the IFRC website.

sEAP timeframe:

A simplified EAP has a timeframe of two years (unless the early actions are activated).

sEAP lead time:

This is the time between the trigger being met and the impact of the hazard, this is the period of time when the early actions are undertaken. If the simplified EAP has a short lead time, the National Society may be asked to explain the feasibility of the early actions (funding, capacity etc.).

Operational timeframe:

The operational timeframe starts from the trigger date and includes the time it takes to implement the early action activities plus the time it takes to finalize the operation, including time to settle the finances, facilitate the lessons learned workshop and prepare the final report. Normally the operational timeframe is the lead time plus 3 months, 2 months to allow the National Society to finalize the reports and 1 month for the IFRC to finalise and publish the final report. (Note that the operational timeframe, expressed in months is not the same as the sEAP timeframe, which is expressed in years).

Prioritized hazard and its historical impact:

Provide an explanation on the reasons that the selected hazard is chosen for the simplified EAP and describe how the hazard has caused humanitarian impacts in the past and why it is a major problem in the country. Describe the extent to which this hazard has produced and will produce negative impacts on lives, livelihoods, well-being and other developmental aspects.

To fill out this section the National Society might look at past DREF operations, Go platform, reliefweb, Desinventar, EM-DAT, Internal Displacement Monitoring Centre, government sites, newspapers…etc. The National Society might also add explanations based on their own knowledge about direct and indirect impacts. They might also explain why avoiding and/or reducing disaster impacts due to this hazard is a priority for the Government and the National Society.

Explain which prioritized risk/s have been selected for this protocol and why:

Recognizing that this simplified EAP will not be able to address all potential risks caused by the hazard, based on the analysis of past impacts, who was most exposed and their vulnerability and the National Society's capacity, indicate which impacts were prioritized.

Describe the selected early actions and explain how they will address the risks and lead to the intended outcome:

The early actions selected by the National Society has to linked to the hazard's impact. If 'loss of key documentation (such as identifications, house deeds, birth certificates)' is put forward as one of the prioritized impacts of a flood, then select an early action that will mitigate the risk e.g.: 'distribution of dry bags before a flood'. In this section the National Society can explain the connection between the risk they want to mitigate and the early action they plan to implement. This chain of events is also called the 'theory of change'. For more information on this process, please consult the selection of early actions in the FbF Practitioners Manual.

When deciding on the risk the National Society will prioritize, discuss the following:

- Does this risk impact on vulnerable people's lives?
- Is there something we can do to mitigate this risk in the given lead time?
- Does this prioritized risk align with the priorities of communities and local actors?
- Is it in the National Society mandate to do early actions to mitigate that risk?

- Does the National Society have the capacity and systems to conduct early actions within the lead time for the risk they want to prioritize?

For example, a major impact of a flood may be the destruction of public infrastructure, such as bridges or roads. However, the National Red Cross Red Crescent Societies may not have the mandate, or the capacity to do early actions for that impact in the short lead time from the forecast to the impact of the hazard.

Overall objective of the intervention:

In a sentence or two, provide an objective statement that describes the main goal of the intervention. For example:

- *The operation aims to mitigate the impact of severe cold wave on vulnerable subsistence herders by providing cash and animal care kits to maintain animal health in advance of freezing temperatures.*
- *The operation aims to mitigate the impact of flooding by providing residents in flood-prone coastal regions with early warning messages, evacuation by boat and water purification material to save lives and prevent the outbreak of waterborne diseases in advance of the peak of flood inundation.*
- *The operation aims to mitigate the impact of cyclone by providing vulnerable people with early warning messages and shelter strengthening kits and will support female and child headed households and elderly to strengthen shelters to save lives and protect homes in advance of a more severe than usual cyclone.*

Potential geographical high-risk areas that the simplified EAP will target:

Simplified EAPs should be developed with national coverage in mind but because of the nature of certain hazards there might be geographical areas that are more at risk, for example: coastal districts (for cyclones), river areas (for riverine floods), international border areas (for population movement), etc. Provide an overview of the geographical areas targeted by this simplified EAP, and why these specific geographical areas are high risk. The National Society could also include a map of the most at risk geographical locations.

For more guidance on how to select the geographic area of intervention see the FbF Practitioner's Manual (Chapter 4.1, Step 3: Who and What is exposed?)

Who will be assisted through this operation and what criteria will be used for their selection:

Please list here the people that will be targeted with early action activities. Based on the prioritized impacts, there might be groups that are more vulnerable to the hazard, for example, people who live close to the shoreline are more vulnerable to floods than people who live a few hundred meters away from the shoreline (exposure). And within the people who live close to the shoreline, low-income households are more vulnerable as they might not have the resources to evacuate themselves. The National Society should use their experience and knowledge of the context to reflect on who is most exposed, most vulnerable, and therefore should be targeted by the early actions.

Explain how they will be selected: List here the selection criteria for the groups/individuals targeted. Considering that the National Society may not know in advance which communities will be targeted by the simplified EAP, there should be clear criteria for selecting the people to be targeted (within the preselected groups, based on exposure) in the lead time. For example, the criteria could include woman or child headed households, low-income families, large families, people targeted through government social protection programming, people with disabilities, elderly etc. The National Society should also reflect on how they will gather the information to verify the criteria.

Trigger statement:
A trigger statement needs to be clear and precise and should explain in a sentence or two the condition under which the simplified EAP is activated. Here are some examples of a trigger statement:

Imprecise trigger:
The trigger will be met when the forecast indicates a high possibility of heavy rainfall in eastern parts of the country in the next few days

- Which forecast? There are many different possibilities, from the national hydro met service, or regional or even global providers. The National Society should state which forecast they will use and how they will obtain it.
- Is the terminology (e.g. 'high possibility' or 'heavy rainfall' used consistently by the forecast provider? If not, they will need to be more precise.
- If the simplified EAP targets a specific geographical area, make sure the location for the trigger is well defined.
- Make sure to clarify a precise window in which the plan can trigger (remember this will be partly determined by how long is needed to take the proposed actions)

Precise trigger:
The trigger will be met when the [National Hydro Met Service Forecast] indicates an [80% chance] of [300mm of rainfall in a day] in [Province(s) name] in [72 hours]

or

The trigger will be met when the [National Hydro Met Service] issues a [red weather warning] for [Province(s) name] for [3 days time]

If the EAP has more than one trigger (i.e., a phased or staggered triggers) then each trigger statement should clearly explain what action will be taken following each trigger and when the funds for the early action are required.

For slow onset, non-weather related or complex hazards, the trigger may be based on a combination of risk factors, forecasts, observation data and expert judgement, especially if the impact is a result of cumulative, or compounding factors. If unconventional triggers are used (e.g., combining multiple indicators, including socio-economic indicators like food prices), clear explanation should be given on which criteria/ conditions was used to assign certain weight to each indicator. If the trigger is based on expert judgement, it should be clear from what source this will come, and that it is an independent, reliable and creditable source. For examples of triggers, visit the trigger database on the Anticipation Hub.

Trigger threshold justification
If there is data on how often the trigger threshold has been reached in the past, please include this here and describe the humanitarian impact caused by the magnitude of disaster on those occasions.

A Stop Mechanism
The simplified EAP does not need to have a stop mechanism, however if the simplified EAP has a longer lead time (for example, more than four days), then the National Society may want to consider a deadline to stop doing early action activities if the forecast changes. A stop mechanism may be beneficial as in this situation, i.e. with a

longer lead time, may be confusing for local communities if they are no longer at risk but early action activities continue. For example, continuing to evacuate people or animals when the track of the cyclone has changed.

Next steps – for National Societies that intend to develop a full EAP:
This is optional, for National Societies that plan to develop a full EAP, who can take advantage of the validation process to outline their plans and get feedback and guidance from the Validation Committee.

PLANNED OPERATIONS

In this section the National Society should reflect the sectors they plan to work on and *delete the sectors that are not needed*. We **recommend keeping the plan simple**, focus on key deliverables and not on all the steps that need to be taken to reach those deliverables. In the budget template the National Society can be much more specific and list all the activities that the plan to undertake (more details regarding the budget are provided in the 'Budget' section.

	**Water, Sanitation and Hygiene**	**Budget**	*Input the total amount that is needed for the sector, this can be taken from the budget document under the tab 'EAP summary'.*
		People targeted	*Input the total number of people targeted in this sector. In some cases, this number will match the total number of people targeted by the EAP, however it could also be different if not all people targeted by the EAP are targeted under every sector.*
Indicator:	*Add one or maximum two indicators that would help the National Society monitor the achievement of the proposed early action in this specific sector. Example: # of people (or households) reached with effective water treatment materials and promotion.*		
Readiness activities:	*List the activities that the National Society would need to complete annually to be ready to deliver the early action activities. Provide as many details as possible. Example:* - *1 annual refresher training for three branches on the SoPs to activate the simplified EAP (30 participants)*		
Prepositioning activities:	*List here what materials/stocks the National Society will preposition in advance to be ready to activate the early actions. Provide details in terms of the amount that is planned per person/per household. Example:* - *Procure 400 mosquito nets for 200 families (2 per family)* - *Procure materials for safe drinking water for 2000 people for 5 days (2 x 20ltr jerrycans per households and 60 aqua tabs per family per day – based on 15 liters per person per day for a family of 4 people)*		
Prioritized Early Actions:	*List the early action activities the National Society will implement. If the simplified EAP has more than one trigger list the activities by trigger. Example:* - *Distribute safe drinking water materials for 2,000 people in at risk communities 5 days before the peak of the floods.* - *Disseminate early warning messages to at risk communities 3 days before the peak of the floods.* - *Undertake hygiene promotion in at risk communities (2 campaigns for 8 communities) 3 days before the peak of the floods.*		

When the 'planned intervention' section has been completed, make sure to check all planned activities against the budget, this ensures the activities are reflected under the same sector in both documents and that the

descriptions match.

Shelter, Housing and Settlements

Shelter, housing and Settlements include here activities related to shelter, strengthening homes etc. also any household items (such as blankets, mattresses tents, tarpaulins, kitchen sets etc.)

Livelihoods

Livelihoods include here activities related to protecting livelihoods: including animal health and wellbeing, livelihood production equipment (farming tools, fishing nets etc.), early harvesting of crops or fish stock et. Include here provision of food.

Multipurpose cash

Multipurpose cash include here activities related to provision of unrestricted multipurpose cash transfers. This could include prepositioning of equipment required for the cash transfer and can include annual readiness activities such as signing/renewing agreement with financial service providers.

Health and care

Health and care include here activities related to health and care, including first aid, epidemic control, vaccination, mental health and psychosocial support etc.

Water, sanitation, and hygiene

Water, sanitation and hygiene include here the provision of safe water, sanitation; menstrual hygiene promotion, vector control, including Information; Education and Communication (IEC) material (posters, leaflets etc.), aqua tabs/bleach or chlorine, items such jerry cans; buckets, and mosquito nets.

Protection, gender and inclusion

Protection, gender and inclusion**,** include here woman and child friendly space, information; services; support or referral for vulnerable groups (including people with disabilities, hearing or sight challenges, older people, pregnant and nursing people, children and young people or people marginalized by ethnic group, religious minorities,

Education

Education is a new sector**,** include here any activities related to education. (Note that early warning messages should be included under Risk Reduction – below, and general key messages related to early action should be included under Community Engagement and Accountability – below).

Migration and displacement

Migration and displacement, include here activities for people on the move, such as setting up humanitarian service points, provision of information, services or referral.

Risk reduction, climate change (and recovery)

Risk reduction, climate change, and recovery, include here activities such as early warning and evacuation of at-risk communities. Please consider prepositioning here any PPE that staff or volunteers may need to undertake these evacuations safely.

Community engagement and accountability

Community Engagement and Accountability (CEA) is a very important sector to anticipatory action plan. Engaging with at-risk communities, government counterparts and the media are crucial for a smooth activation. As a result, key messages for communities, National Society leadership, staff and frontline volunteers are required to articulate why the National Society is acting in advance of the evidence of a hazard/disaster, who will be targeted and why, what support people can expect, when and why early action may be stopped (ie the stop mechanism) if the forecast changes, acting in vain and missed activations. Under CEA, a National Society should be set up when early actions are implemented.

Environmental sustainability

Environmental Sustainability, include here any actions that the National Society plans to promote environmental sustainability as part of readiness, prepositioning and early action activities.

ENABLING APPROACHES

In this section you should present the activities that are not sector specific or cross cutting for the operation. For example, work with partners, governments, etc. is usually listed under **Enabling Approach 1: Coordination and Partnership**. The IFRC support costs to the implementation of the simplified should be reflected under **Enabling Action 2: Secretariat Services**, while any activities or costs related to the National Society, including volunteer insurance, volunteer visibility, contributions to salaries should be listed here under **Enabling Approach 3: National Society Development**.

Experience and/or capacity to implement the early actions:

This is an opportunity for the National Society to describe their experience in dealing with the selected hazard, their capacity in the intervention sectors and early action activities. Where there are gaps in capacity or systemic issues, then these can be addressed through the annual readiness activities. For example, the National Society may have a general response plan, but may use the readiness activities to develop detailed Standard Operating Procedures outlining who will do what when, and then do an annual test simulation of the simplified EAP to ensure that roles and responsibilities are clear in terms of delivering the early actions.

Red Cross Red Crescent Movement partners, Governmental / other agencies consulted/involved on this simplified EAP:

It is important to establish that the National Society has the **mandate** to act early, in advance of a hazard and it can reduce the time required to agree to activate the early actions activities if partners government and non-government stakeholders are aware and involved in planning the simplified EAP. This mandate may need to be confirmed at the local level, as well as the region and national level.

The simplified EAP aims to make connections:

With national level partners, including government stakeholders, Met Service, civil society and other national or local experts. Planning for a simplified EAP can be an opportunity to develop these relationships and may be useful to define roles and responsibilities in a Memorandum of Understanding (MoU). This could be defined during the development of the simplified EAP or can be done as part of the kickoff activities, once a simplified EAP has been approved for funding. The Red Cross Red Crescent Climate Centre developed this guide – Collaborating with national climate and weather agencies: a guide to getting started. The guide includes some useful information, included under section 4, guiding questions and in annex A, a draft MoU, which could potentially be adapted for other partners.

Other general considerations:

→ The simplified EAP should plan to **target events that are forecasted/predicted** to have an **above average impact** and that have caused humanitarian impacts in the past

→ The minimum standard for **monitoring and evaluation** is that each simplified EAP includes a lessons learned workshop.

→ While not requested as part of the simplified EAP, National Societies should have a draft **plan or SOP** in place to monitor the forecasts/indicators, to activate the simplified EAP and deliver the early action activities within the lead time.

→ The **roles and responsibilities** should be clear, who will do what at what time.

BUDGET

The budget template for the simplified EAP can be found **here**. Please note that the budget template has a tab with guidelines on how to use it.

→ For a National Society, the **maximum budget of a simplified EAP is CHF 200,000** (less IFRC indirect costs of 6.5%). This is around CHF 187,794.

→ For the IFRC, the delegation can access a **maximum budget of 10%** of the National Society Simplified EAP budget (less IFRC indirect costs of 6.5%).

→ The total budget of the simplified EAP, including National Society and IFRC allocations, cannot exceed CHF 220,000.

→ All the activities in the '**planned operation**' and '**enabling approaches**' section need to be reflected in the budget (even if there is no cost related to an activity, a note should be included in the budget to explain that for example, there is no cost for this activity, or costs are combined with another activity (such as training combining two or more topics), or costs are covered by another project or donor. This helps when doing the cross check between the planned intervention matrix and the budget.

→ **Readiness activities (column C)** should be done in **YEAR 1** and/or **YEAR 2 (column E)** – ideally done in both years, although there may be some activities that only need to be done once. If the activity happens in both years insert the activity twice and select YEAR 1 for the first line and YEAR 2 for the second line.

→ **Prepositioning activities (column C)** are done in **YEAR 1 (column E)** – and should be done as soon as the project agreement is in place and funds are received by the National Society. All stock needs to have a minimum shelf life of two years.

→ **Early Action activities (column C)** should be budgeted under "year early action" **YEAR EA (column E)**, these activities will be done only when the trigger is reached (which could be in year one, or year two, or may not happen in the duration of the simplified EAP).

→ A **maximum of 65% of the budget** can be allocated combined to **readiness and prepositioning** activities. You can check these percentages in the tab called "Summary by Year", under column B.

→ National Societies have **flexibility to move between budget headings up to 10% of the approved simplified EAP budget.**

Terminology at a glance

Anticipatory Action Anticipatory action is a synonym of early action; A set of actions taken to prevent or mitigate potential disaster impacts prior to a shock or before acute impacts are felt. The actions are carried out in anticipation of a hazard impact and based on a prediction of how the event will unfold. Anticipatory actions

should not be a substitute for longer-term investment in risk reduction and aim to strengthen people's capacity to manage risks. (Chapter 4 World Disaster Report, 2020)

Disaster Response Emergency Fund (DREF), the has two pillars, an Anticipatory Pillar, which includes the Early Action Protocol, the simplified Early Action Protocol and the DREF for an imminent event. The Response Pillar includes an allocation for assessment, response (yellow and orange) and a start-up loan for an Emergency Appeal (red). In addition, there is also a DREF for slow onset hazards, which spans both the anticipatory and response pillar. (IFRC)

Disaster Risk Reduction Measures to minimize vulnerabilities and disaster risks throughout society to avoid (prevention) or limit (mitigate and preparedness) the adverse impacts of hazards, within the context of sustainable development. (Sendai Framework, 2015)

Early Warning The provision of timely and effective information through identified institutions that allows individuals, responders and decision-makers exposed to a hazard to take action to avoid or reduce risks and prepare for effective response. (UNISDR)

Emergency Response Actions taken directly before, during or immediately after a disaster to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. (UNISDR)

Forecast-based Action Forecast-based actions are a type of early action. Forecast-based actions are actions triggered using climate or other forecasts prior to a shock or before acute impacts are felt to reduce the impact on vulnerable people and their livelihoods, improve the effectiveness of emergency preparedness, response and recovery efforts and reduce the humanitarian burden. (ODI)

Forecast-based Action by the DREF: The former IFRC funding mechanism for anticipatory action. FbA by the DREF
has now been merged into the Disaster Response Emergency Fund (DREF), under the anticipatory pillar.

Forecast-based Financing Forecast-based Financing (FbF) is a programme that enables access to humanitarian funding for early action based on in-depth forecast information and risk analysis. The goal of FbF is to anticipate disasters, prevent their impact (if possible) and reduce human suffering and losses. (FbF Manual)

Preparedness The knowledge and capacities developed by governments response and recovery organizations, communities and individuals to anticipate, respond to and recover from the impacts of disasters. (UNDRR) The primary distinction with early action, is that preparedness activities are taken for as yet an unknown threat that are likely to manifest in future. (ODI, 2019)

Readiness Activities undertaken in advance of a specific hazard risk to ensure operational readiness for a humanitarian intervention (early action or response). (IFRC)

Triggers A set of conditions or change in a situation that indicates a potential escalation of risk has been reached and action needs to be taken. They serve as thresholds to mark different possible disaster or crisis scenarios. Triggers might be quantitative or qualitive, and they can be set either through a rigorous scientific process or a consultative process with experts. Important for both types of triggers that the explanation and justification of why those established thresholds need to prompt a specific action. In some cases, the justification

might come from scientific data that shows how a hazard has caused disastrous impacts once that trigger level has been surpassed, while in other cases the justification might come from combining facts or knowledge about the current context in a country with qualitative and quantitative information from an authoritative source (expert judgement). (IFRC)

For further assistance with the simplified EAP process, you can contact:

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