

SIMPLIFIED EARLY ACTION PROTOCOL

Djibouti, Africa | Floods



EAP No: sEAP2025DJ03	Total Budget CHF: 219 994	Readiness: CHF: 64 121	Prepositioning: CHF: 77 883	Early Action: CHF: 77 990
People to be assisted: 2,500 People	EAP Approved: 13/03/2026	EAP timeframe: 2 Years	EAP led time: 7 days	Operational timeframe: 3 months
Prioritized geographical areas: Djibouti town				

RISK ANALYSIS

Prioritized hazard and its historical impact.

The vast majority of Djibouti’s rural population is highly susceptible to climatic uncertainty – they live in deserts or marginal and infertile areas, often with highly erodible soils, poor ground cover, and limited water supplies where food security is a serious concern. The major hazards in Djibouti are floods, droughts, sea level rise, and epidemics, whose frequency, occurrence, and impacts have increased in recent years, already pose a significant risk to the country’s vulnerable population

As shown in the table below floods and drought are the two main hazards affecting Djibouti. This revised simplified EAP will address floods mainly as result of flash floods and seasonal rivers and run off from hills forming stream in the basement valleys and later on, based on this experience, the National Society will consider working on a drought simplified EAP.

Floods is one of the exacerbated hazard effects of global climate change and Djibouti is at risk to both flash floods due to topographic nature of its landscape of volcanic formations and seasonal riverbeds and tributaries draining to the ocean as well as oceanic effects of climate change including sea level rise, floods and relative

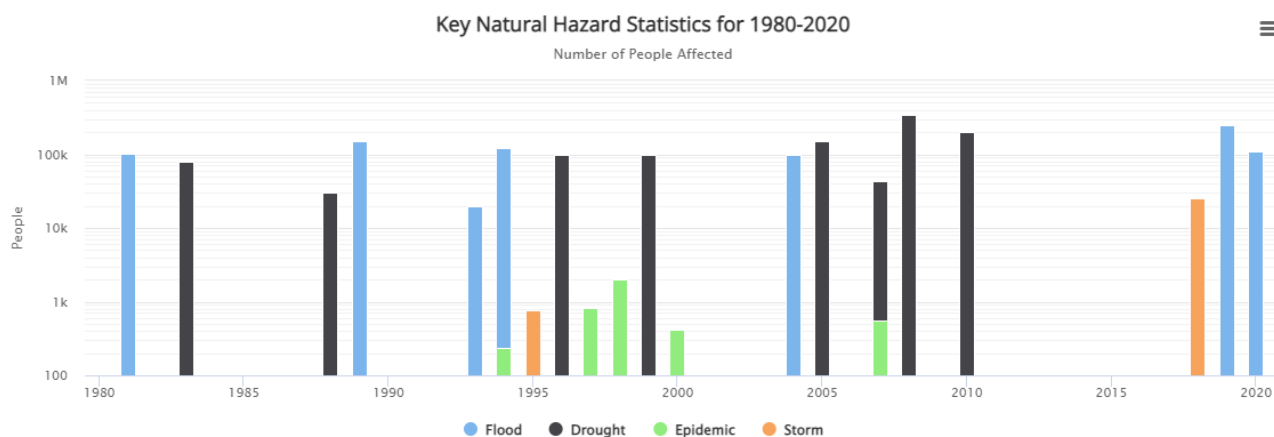
Table 1 Natural disasters in Djibouti, 1900-2020

Natural Hazard 1900–2020	Subtype	Events Count	Total Deaths	Total Affected	Total Damage ('000 USD)
Flood	Flood	4	33	102,250	2,500
	Riverine Flood	3	155	90,000	3,219
	Flash Flood	2	62	348,500	–
Drought	Drought	9	–	1,188,008	–
Epidemic	Bacterial Disease (Cholera Outbreak)	4	88	3,628	–
	Parasitic Disease	1	43	2,000	–
Storm	Tropical Cyclone	2	2	25,775	–
Insect Infestation	Locust Infestation	1	–	–	–

Source : https://climateknowledgeportal.worldbank.org/sites/default/files/2021-04/15722-WB_Djibouti%20Country%20Profile-WEB.pdf

Tsunamis making Djibouti one of the non-island high risk countries. These features contribute to the vulnerability and exposure of Djibouti to increased intensity floods in the event of heavy rains.

In 2021 the World Bank carried out 40 years comparative trend analysis for different hazards, illustrated in the graph below which shows floods has a high effect in terms population affected in Djibouti followed by drought.



<https://climateknowledgeportal.worldbank.org/country/djibouti/vulnerability>

The mean annual precipitation is 244.6 millimetres (mm), with highest rainfall occurring July to September, but flash floods events have been experienced outside of this season like the case of the flash floods in November 2019 when the National Society requested DREF funding to supported the affected population. Djibouti has somewhat highly variable rainfall, however the country is expected to experience an increase in the occurrence and intensity of heavy rainfall events, increasing risks of floods as well as likely resulting in increases in the intensity and frequency of dry periods and water scarcity. An estimated 33% of the population lives in high hazard risk zones and 35% of the economy is chronically vulnerable to floods and drought.¹ In Djibouti, floods and droughts are expected to occur more frequently in coastal as well as inland areas, with urban centres around the coast at risk of flooding.

The Djibouti Red Crescent from experience estimates on average about 30,000 people are annually affected by adverse effects of floods with the peak realised in 2019 where 250,000 people were affected.

Prioritized risks to be addressed by the early actions and their link to the hazard

1. Risk of loss of human lives

As shown in table one above from the world bank trend study, the loss of lives is one of the main impacts from floods because of its rapid onset nature, it compromises the response efforts especially where adequate preparedness and early action capacities were not put in place in advance. Most of significant flood's occurrences have caused human deaths in Djibouti, the worst realised more than two years ago in 2019. Putting adequate preparedness and readiness capacities will reduce vulnerabilities. Ultimately helping people to evacuate from imminent risk will be reducing the circumstances of loss of lives and this operation will support the government who normally is responsible for evacuation but cannot always cope with the volume of the task in a short lead time before the floods where it arises in target locations.

2. Risk of displacement and lack of shelter

Floods is the second largest cause of displacement in the horn of Africa after conflict and it is the most pronounced displacement cause in Djibouti, which is relatively calm country in terms of conflicts. Destruction of shelter is one of the major needs induced by floods, immediate damage is done by the force of the moving water that can push down infrastructure and carry people and their property away. Buildings made of earth or of masonry with water-soluble mortar are highly vulnerable, as well as those with inadequate foundations or walls that are unable to resist sideways pressure. Water may weaken houses foundations and walls, and make the ground unstable, rendering them too risky for occupation. There are people living in semi-permanent and or old houses whose roofing is weakened due to the sun and the sea salt causing leakage and eventually increasing the flooding in the houses. This also forces the house occupants to focus on the faulty roofs where they could be engaging in activities to divert the water from their houses. In this case the operation will support specific vulnerable and targeted households with reinforcing roofing sheets. Additionally, to reduce the risk of houses getting flooded the operation will be working with the communities to clear blockages from main drainage lines and dig diversion canals to the mainstream around high risks areas to allow water to flow. As a last resort and for those houses where the structures are too weak evacuations will be promoted.

3. Risk of water and vector borne diseases and increase morbidity

Floods compromise the access and quality of water of the populations affected. The access is limited, especially where populations are displaced and new IDP camps are established. Moreover, as a common effect of major floods access is affected where the water infrastructures are damaged and or increased mud level at the water sources which in turn increases the treatment process in terms of time and cost hence consequentially limiting the supply. In all these scenarios emergency provisional water supply systems are to be developed and sustaining quality is paramount to avoid waterborne disease outbreak.

¹ GFDRR (2016). Country Profile – Djibouti. URL: <https://www.gfdr.org/en/publication/country-profile-djibouti-0>

Hygiene and sanitation are another effect of limited water supply and or compromised quality of water. Floods cause high levels of contamination of water bodies, destruction of sanitation facilities leading to increase water borne diseases and reduced hygiene facilities. Consequently, this causes an increase in diseases such as acute watery diarrheal, cholera, as well as vector borne diseases like malaria. The National Society will distribute water treatment chemicals ahead of the flood so that communities that are at risk of losing their access to clean water will be able to have safe drinking water and can continue practicing good hygiene.

All the interventions mentioned above will be completed with awareness raising campaign on floods risks as well as hygiene and sanitation.


EARLY ACTION INTERVENTION


<p>Overall objective of the intervention</p>	<p>The operation aims to mitigate the impact of floods by providing residents in flood-prone target locations with early warning messages, evacuation and emergency shelter, access to safe water and hygiene promotion to save lives, reduce displacement and prevent the outbreak of waterborne diseases pre and during inundation.</p>
<p>Potential geographical high-risk areas that the EAP would target</p>	<p>The city of Djibouti in the Bouloas municipality</p> <p>Based on experience from previous years the target location is more vulnerable to floods mainly because of the low altitude level in the case of city of Djibouti and human settlement activities which has compromised flood routes as well as the extensive reclamation of land from the sea in the expansion of the city. Based on stakeholder consultation with the Executive Secretariate for Disaster and Risk Management, the Bouloas Municipality presidents, and Met agency ANM Bouloas municipality was found to be the most vulnerable based on infrastructure, being located on lower ground and poor housing standards in the area among municipalities in Djibouti city. Djibouti has an estimated population of 1 066 809 people, out of which 767 250 are estimated to live in urban areas mostly in Djibouti city²</p>
<p>Who will be assisted through this operation and what criteria will be used for their selection?</p>	<p>The operation will target 2,500 people in high-risk flood areas.</p> <p>The groups to be targeted by this simplified EAP have been selected based on who is more exposed to the prioritized impacts and it also takes into consideration of levels of vulnerability, coping capacities and social parameters, with attention to particularly vulnerable and/or most-at-risk groups:</p> <ol style="list-style-type: none"> 1. People who live close to shoreline. 2. People who access their water from public infrastructure that may be damaged and contaminated (based on past experiences). 3. People at high risk of displacement, for example people in high-risk settlements. 4. People who are likely unable to evacuate themselves. For example, people living in extreme poverty, elderly, female or child headed households, disabled people. 5. A transparent selection process will be established for Households with structurally weak or damaged roofs to replace the roofing. The eligibility criteria and prioritization will be based on types of houses/shelter, if possible, by establishing the exact Bill of Quantity

² 3rd general census of the population and habitat 2024


	<p>of what is needed to fix metal sheets on earth, cement blocks or timber homes.</p> <p>6. Households with a high dependency ratio, including large numbers of children, elderly people, or people with disabilities.</p> <p>The selection of the specific households from the target groups would then prioritize:</p> <ul style="list-style-type: none"> • Low-income households • Female or child headed household • Large households with 3 or more children. • Households with children under 5 years. • Households with elderly members <p>The targeting will be community centered through their existing committees and will be refined by volunteers when mobilised for the early actions, it will build on the CEA work and will also be pre-informed by the targeting selection criteria mentioned above. Moreover, since there is continuous coordination with the government and other stakeholders any available data that becomes available at the time of the intervention will be reviewed and adopted where appropriate.</p>
<p>Trigger(s) statement</p>	<p>The trigger will be met when the IGAD Climate Prediction and Applications Center (ICPAC) weekly forecast indicates a rainfall of 40-50 mm or above within the next seven days for Djibouti city and its suburbs.</p> <p>The trigger was adjusted by analysing 18 years actual rainfall data and flood impact caused by the rainfall with the technical support of climate center. After reviewing the updated impacts and observed rainfall reports (Annex 1), it was recommended to adjusting the threshold to 40mm. However, since the ICPAC forecast range does not have 40mm the trigger has been adjusted to higher range 50mm to ensure we avoid activating the EAP too frequently, keeping it aligned with events that are well within the 1-in-2-year range.</p> <p>The NS AA focal will monitor the ICPAC forecast every week and will also register for a weekly email notification on the ICPAC website.</p> <p>The National Society has developed and signed an MoU with the National Met agency and is seeking to foster and strengthen the collaboration.</p>
<p>Next steps – For National Societies that intend to develop a full EAP (Optional).</p>	<p>To be decided later after the experience of the simplified early action interventions which will build National Society capacity for a longer-term early action programming.</p> <p>This simplified EAP will build the National Society capacity and skills and lessons learnt will be used to assess the feasibility of working on early action for other hazards.</p>


PLANNED INTERVENTION

	Shelter, Housing and Settlements	Budget (CHF)	44 987	
		People targeted	780 people	
Indicator:	# of household assisted with reinforcement of roofs.	Target:	130HH	
Readiness activities:		1. Pre-selection of beneficiary for shelter support		
Prepositioning activities:		<ol style="list-style-type: none"> 1. Procurement of roofing sheets for 130 HH (6 sheets per HH) for protection of houses from rain. 2. Procure nails and hammers for fixing roofing sheets (400kg). 3. Procurement of rafters. 		
Prioritized Early Actions:		<ol style="list-style-type: none"> 1. Technical validation of selected households. 2. Mobilise 50 volunteers to carry out flood awareness, engage communities and conduct early actions. 3. Distribution of roofing sheets to strengthen house roofs to prevent water leakage during the rain (3 days before). 4. Support construction and replacement of roofing sheets. 		

	Water, Sanitation and Hygiene	Budget	CHF 69 723	
		People targeted	2,500 people	
Indicator:	# of people reached with integrated WASH Services	Target:	1,750 people	
Readiness activities:		1. Train volunteers on Emergency wash and hygiene (70 Volunteers)		
Pre-positioning activities:		<ol style="list-style-type: none"> 1. Development of IEC materials for hygiene promotion. 2. Procurement and prepositioning of chlorine for water treatment and disinfection for 350 HH (can last 1to 2 months). 3. Procurement of basic hygiene kits (soap for hand washing, bleach for latrine disinfection) for 1,000 people. 4. Procurement and prepositioning of equipment for cleaning and drainages and protecting infrastructure (wheelbarrows, rakes, shovels, sandbags) 5. Procurement of Sandbags. 6. Procurement of Waterproof bags to protect legal documents. 		
Prioritized Early Actions:		1. Deployment of 70 volunteers to carry out early action activities during the operation lead time.		


	<ol style="list-style-type: none"> 2. Drainage of water logging, clearing drainages (3-5 days before) carried out as community activity benefiting 2,500 people. 3. Carry out hygiene promotion during the early action phase to reach at least 2500 people. 4. Distribution of water treatment chemicals and hygiene materials (3-5 days before) with demonstration on how to use them and follow-up monitoring. 5. Distribution of filled sandbags.
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	Risk Reduction, climate adaptation and Recovery	Budget (CHF)	CHF 19 168	
		People targeted	2,500	
Indicator:	# of people that receive face to face early warning information on the upcoming floods	Target:	2,500	
Readiness activities:	<ol style="list-style-type: none"> 1. Early action and evacuation procedures simulation with two communities likely to be affected. (High risk communities). 2. Identification and mapping of safe grounds and evacuation points and site planning. 			
Prepositioning activities:	<ol style="list-style-type: none"> 1. Production of early warning dissemination materials - print materials. 			
Prioritized Early Actions:	<ol style="list-style-type: none"> 6. Coordination & activation of the flood taskforce and link them with the stakeholders and response structures 7. Early warning through media and face to face 5 days before the peak of the floods. 8. Support government evacuation plans in evacuation of population at risk to safe ground (2 days before). 			

	Community Engagement and Accountability	Budget (CHF)	CHF 3332	
		People targeted	2,500 people	
Indicator:	# volunteers trained in CEA # Number of community meetings held # Number of volunteers trained in feedback collection	Target:	30 volunteers	

	% of operational feedback received and responded to by the National Society		
Readiness activities:	<ol style="list-style-type: none"> 1. Establish community consultation and feedback mechanism. 2. Annual training for volunteers on CEA in emergencies. 3. Community meeting and consultation for sEAP. 4. Prepare kobo-based feedback collection forms. 5. Identify and engage community representatives. 		
Prepositioning activities:	1. None		
Prioritized Early Actions:	<ol style="list-style-type: none"> 1. Deployment of volunteers to mainstream CEA in all early action activities 2. Deployment of community feedback mechanism. 3. Analyse the feedback collected and provide appropriate response. 		

ENABLING APPROACHES

	Secretariat services	Budget	CHF 18,418	
		People targeted	-	
Indicator:	# of technical missions by the IFRC Delegation	Target:	4	
Readiness activities:	<ol style="list-style-type: none"> 1. Support the National Society to complete readiness activities through regular missions by the IFRC Delegation. 2. Transport & Vehicles Costs contribution (vehicle lease, running cost,) 3. Djibouti Program manager salary support. 			
Prepositioning activities:	1. None			
Prioritized Early Actions:	<ol style="list-style-type: none"> 1. Support coordination with stakeholders and authorities. 2. Support operation management and reporting. 			

	National Society Strengthening	Budget	CHF 64,366	
		People targeted	-	
Indicator:	# of volunteers engaged in the operation	Target:	150 volunteers	

Readiness activities:	<ol style="list-style-type: none"> 1. Anticipatory action focal point to deliver on the readiness and early action activities. 2. Annual coordination meeting with stakeholders. 3. Volunteer insurance.
Prepositioning activities:	<ol style="list-style-type: none"> 1. Visibility items for volunteers 2. PPE for volunteers
Prioritized Early Actions:	<ol style="list-style-type: none"> 1. Mobilize BDRT to support early action and prepare for early response. 2. Post-distribution monitoring and lessons learned.

CONDITIONS TO DELIVER THE EARLY ACTION

<p>Experience and/or capacity to implement the early actions.</p> <p>Assumptions or minimum conditions needed to deliver on the early actions (including issues to be resolved)</p>	<p>In November 2023, the Djibouti Red Crescent activated its Simplified Early Action Protocol (EAP) for Floods after ICPAC's forecast indicated that the trigger threshold had been met. The National Society promptly implemented predefined early actions, including community early warning dissemination, pre-positioning and distribution of essential items, and mobilization of volunteers in at-risk neighbourhoods. However, the anticipated floods did not materialize. Despite this outcome, the activation helped in enhancing the coping capacities of communities for future shocks and served as an important test of the EAP, demonstrating the DRC's operational readiness, the functionality of its early warning-early action system, and the capacity to act swiftly when forecasts signal heightened risk. The National Society has experience in responding to floods. They successfully implemented the DREF floods operation in 2019. The National Society has volunteers with adequate experience especially in WASH, whose capacities have been strengthened through the Covid19 response, the population movement multi-country appeal and the hunger crisis operation.</p> <p>The National Society is under working advance funding modality and the experience with previous operations including the Covid 19 and the multi-country appeal population Movement were good with timely and quality financial reporting. They have a head of finance and administration and a logistics coordinator at the headquarters as well as storage facilities adequate for the proposed prepositioned stock. Most of the stock planned under this operation are locally available in Djibouti town and no supply chain limitations are foreseen.</p> <p>For the transfer of the funds within the lead time, work will be done between the National Society and IFRC Delegation to ensure the funds are available for the early action. The most likely option is funds being advanced form the National Society (from other operations), until the funds arrive.</p> <p>PMER responsibilities are shared between the head of finance and the Disaster Manager, additionally the IFRC cluster in Addis Ababa supports quality control and final submission of reports. In the assessment phase of the hunger crisis operation (DREF funded), the IFRC Delegation deployed a surge PMER expert for three months, who worked with the National Society staff and volunteers to strengthen their capacity (including assessment trainings). A surge CVA delegate is also working with the National Society for 6 months. The IFRC PMER officer will make monitoring visits as well as the cluster finance coordinator to ensure adequate</p>
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	oversight. In the Covid19 operation the National Society provided timely and quality operational data for the federation wide reporting.
Red Cross Red Crescent Movement partners, Governmental / other agencies consulted for this simplified EAP	<p>The National Society has been working closely with the IFRC Delegation to develop this simplified EAP. At the moment there are no other Red Cross Red Crescent partners in-country, but it is expected that this early action plan will create momentum for the National Society with their government and donors to scale up anticipatory action in the country.</p> <p>The National Society has cordial relations with government authorities and is adequately respected for its mandate as an auxiliary to the government. Part of the readiness activities will be meeting the local government to make sure they are actively involved in the implementation of the early actions. The National Society is an integral member of national and regional level coordination structures. The current drought hunger crisis DREF is also supporting the strengthening of coordination with all humanitarian stakeholders.</p> <p>The government was involved in the development of the concept/proposed strategy in this EAP proposal. However, in a coordination meeting conducted in the office of internal security department of disaster risk reduction chaired by the executive secretary of the department IFRC informed the stakeholders which included government representation, UN bodies, INGOS our intent for this operation and rational and need and it was welcomed. The National Society can do further engagement now and after the EAP is approved.</p>

BUDGET



Early Action Protocol Summary

Code - Djibouti National Society

Flood

Simplified EAP - EAP01

<u>Operating Budget</u>	Readiness	Pre-Pos	Stoc	Early Action	TOTAL
Planned Operations	17 740	72 932	46 539	137 211	
Shelter and Basic Household Items	0	34 704	10 283	44 987	
Livelihoods	0	0	0	0	
Multi-purpose Cash	0	0	0	0	
Health	0	0	0	0	
Water, Sanitation & Hygiene	8 569	38 227	22 927	69 723	
Protection, Gender and Inclusion	0	0	0	0	
Education	0	0	0	0	
Migration	0	0	0	0	
Risk Red., Climate Adapt. and Recovery	6 791	0	12 377	19 168	
Community Engagement and Accountab	2 380	0	952	3 332	
Environmental Sustainability	0	0	0	0	
Enabling Approaches	46 381	4 951	31 451	82 783	
Coordination and Partnerships	0	0	0	0	
Secretariat Services	14 220	0	4 197	18 418	
National Society Strengthening	32 161	4 951	27 254	64 366	
TOTAL BUDGET	64 121	77 883	77 990	219 994	

all amounts in Swiss Francs (CHF)

Contact information

For further information, specifically related to this simplified EAP please contact:

- **National Society contact;** Amina Houssein, Secretary General, amina.houssein@croissant-rouge.dj
- **IFRC Delegation contact:** Sahal Abdi, Coordinator, programs and operations, Sahal.ABDI@ifrc.org,
+251-911-207-163
- **IFRC Geneva focal point:** Malika Noisette, Senior Officer DREF, malika.noisette@ifrc.org,

Annex 1

Djibouti flood sEAP trigger revision

Recommendations:

- After reviewing the updated impacts and observed rainfall reports (Table 1), I would recommend **adjusting the threshold to 40mm**.
- While there are some flood impacts recorded for 30mm events, most events in the 30's and below have no recorded impacts.
- Setting the trigger at **40mm also ensures we avoid activating the EAP too frequently**, keeping it aligned with events that are well within the 1-in-2-year range.

Table 1: Historical flood events, observed rainfall amounts and reported impacts

Day	Month	Year	Rainfall in mm	Flood occurrence and impacts	Information Sources
12	4	2004	92.9	Torrential rains on 11-14 April 2004 resulted in flash floods. Predominantly affecting the Ambouli River Oued (banks). 300 people died 600 houses were destroyed and 100 inundated 3,000 persons were displaced 100,000 persons were affected	https://www.preventionweb.net/files/559_7958.pdf https://reliefweb.int/report/djibouti/djibouti-floods-information-bulletin-n-3
31	8	2006	58.2	No records of flood event	
07 & 08	12	2006	70.0	Flooded roads in the city No deaths or injuries were reported	https://www.hiiraan.com/news4/2006/Dec/624/djibouti_residents_take_rain_and_flooding_in_stride.aspx
3	11	2008	46.3	(heavy rains reported in the first week of November) Flash floods in the Ambouli basin Farms in Ambouli were damaged	https://fews.net/sites/default/files/documents/reports/djibouti_2008_10_en.pdf
13	10	2011	37.6	No records of flood event	
7	8	2012	39	No records of flood event	
16	8	2013	35	No records of flood event	
25	3	2013	40.7	Flood that caused death of 10 people High water levels in Wadi Ambouli	https://reliefweb.int/report/djibouti/djibouti-%E2%80%93-inondations-27-mars-2013
4 & 5	11	2015	73	No records of flood event	
26	11	2016	30.6	No records of flood event	
20	5	2018	102.5	(Cyclone Sagar) Flash floods in Djibouti City and the suburb of Balbala 30,000 people were affected 1,500 shelters were damaged in Djibouti City Many schools were closed Roads were rendered impassable. Shelters were damaged in Ali Addeh refugee settlement	https://floodlist.com/africa/cyclone-sagar-somalia-yemen-djibouti-may-2018

21-24	11	2019	>100mm	Floods in Djibouti City 9 people died 30,000-40,000 families (150,000-250,000 people) affected. Damage to buildings and infrastructure.	https://floodlist.com/africa/djibouti-floods-november-2019
20 -21	4	2020	80	Flash floods in Djibouti city and surrounding areas (Balbala) 18,000 households (approx' 110,000 persons) were affected 8 people died	https://floodlist.com/africa/djibouti-flash-floods-april-2020
26-28	4	2021	30.8	Flash flooding throughout the country severe damage to asphalt roads (Djibouti city, Arta, Ali-Sabieh and Dikhil regions).	https://projectsportal.afdb.org/dataportal/VProject/show/P-DJ-AA0-007
8	8	2022	58.4	3 people died 5,000 were affected	https://www.gdacs.org/report.aspx?eventtype=FL&eventid=1101589