

# SIMPLIFIED EARLY ACTION PROTOCOL

Côte d'Ivoire | River flooding



Simulation exercise in Dimekro ©CRCI

<u>sEAP number:</u> <b>EAP2025CI01</b>	<u>Operation Number:</u> <b>MDRCI017</b>	<u>Total budget</u> <b>CHF 198,707</b>		<u>Readiness:</u> <b>CHF 91,512</b>	
				<u>Pre-positioning:</u> <b>CHF 15,969</b>	
				<u>Early Action:</u> <b>CHF 91,226</b>	
<u>Who is targeted:</u> <b>400 households* or 2000 people</b>	<u>sEAP APPROVED:</u> <b>09/04/2025</b>	<u>Period of the AAAP:</u> <b>2 years</b>	<u>sEAP delivery time:</u> <b>5 days</b>		<u>Operating schedule:</u> <b>Three months</b>
Priority geographical areas: <i>Agboville and Djimekro</i>					

# RISK ANALYSIS AND SELECTION OF EARLY ACTIONS

## Priority danger and its historical impact.

The climate of Côte d'Ivoire varies from equatorial to semi-arid, influenced by the movement of the Intertropical Front (ITF), which is controlled by the Saint Helena and Azores anticyclones. ITF seasonal changes impact wind and rainfall patterns, creating separate wet and dry seasons. The warming of the South Atlantic Ocean is often linked to an increase in rainfall, especially in the northwest during the rainy season (May to September). Conversely, the El Niño phenomenon tends to reduce overall precipitation, especially along the northern and southern coasts. Between 1991 and 2020, annual precipitation varied between 1,000 mm and 2,300 mm, with the lowest levels in the northeast and highest along the coast. Analysis of data from 1990 to 2020 shows fluctuations in precipitation, with a general downward trend.

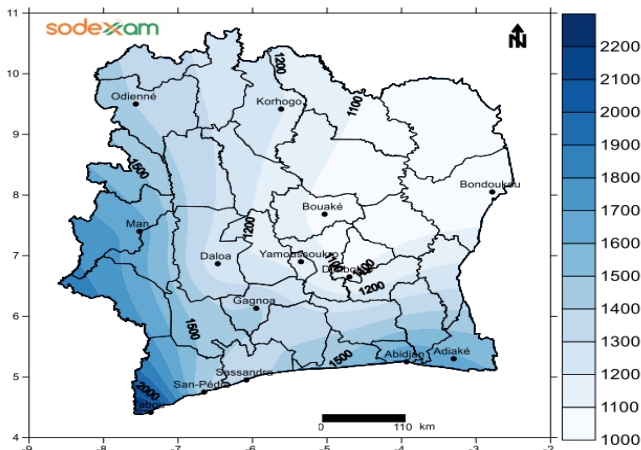


Figure 1: Spatial variation in rainfall from 1991 to 2020 in Côte d'Ivoire (Source: SODEXAM).

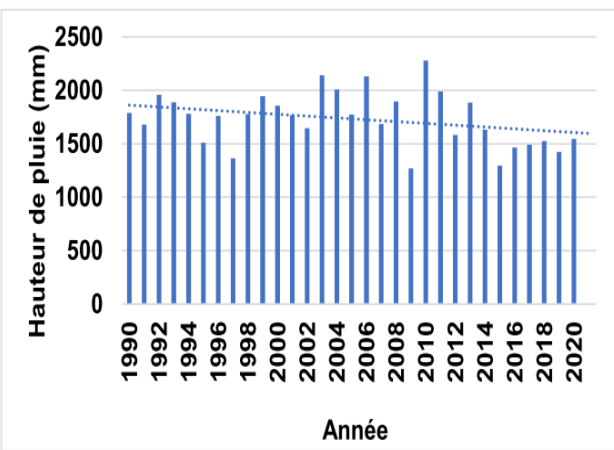


Figure 2: Histogram of annual precipitation from 1990 to 2020 with dashed regression line.

The Côte d'Ivoire Climate Risk Assessment highlights the growing threat of floods and epidemics, which have become major risks affecting the country. Between 1985 and 2005, floods were relatively rare, affecting fewer than 7,000 people per decade, largely due to heavy annual rainfall. However, from 2005 to 2020, the number of people affected climbed to 67,403, with extreme flooding occurring on average every five years (Fig. 3).

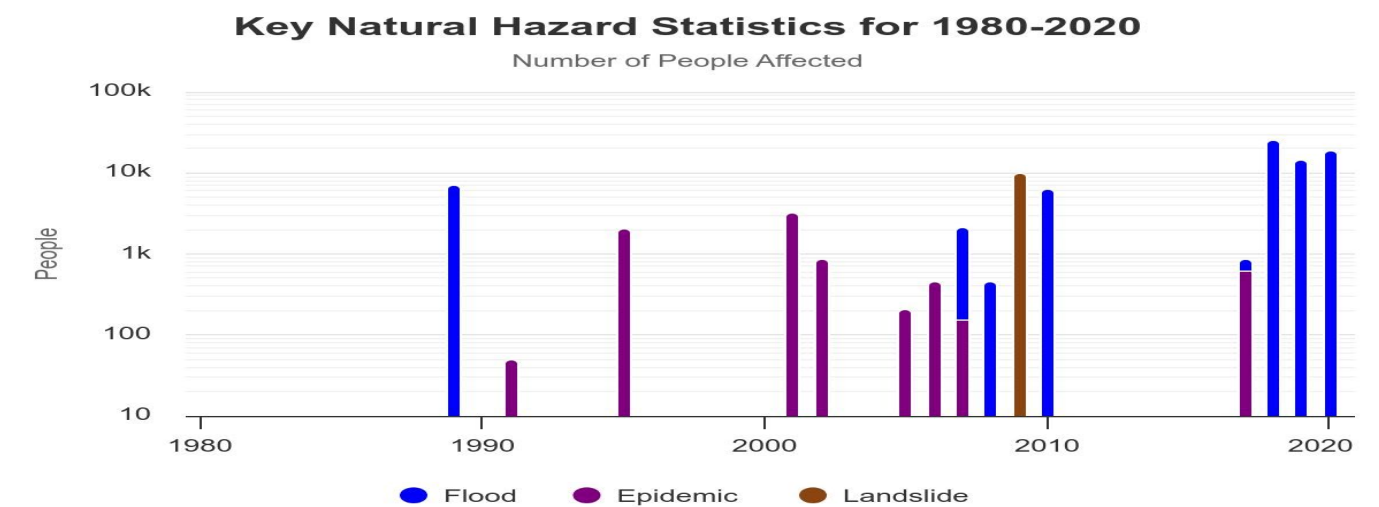


Fig.3: impact of major hazards in Côte d'Ivoire over 40 years (source World Bank : Côte d'Ivoire - Vulnerability | Climate Change Knowledge Hub (worldbank.org))

The June 2024 floods in Côte d'Ivoire had devastating consequences, affecting human lives, infrastructure and economic stability. Deaths and injuries were reported, particularly in Abidjan, while homes, roads, bridges and essential public services such as water and electricity suffered severe damage. Economically, businesses have been disrupted, markets destroyed, and agricultural livelihoods severely affected. The health sector is also under pressure, with contaminated water sources fueling cholera and typhoid outbreaks, while stagnant water has increased the spread of malaria and other vector-borne diseases. Mass displacement has also exacerbated vulnerabilities, leaving thousands of people homeless. These recurrent floods are due to rapid urbanization, the destruction of natural buffer zones such as wetlands and inadequate drainage infrastructure, which increase the country's exposure to extreme weather events.

At the same time, recurrent droughts and erratic rainfall pose a growing threat to agriculture, food security and water availability. Recognizing the emergency, the 2023 National Multi-Hazard Humanitarian Emergency Plan workshop identified natural hazards, armed conflict, epidemics, socio-economic instability, and industrial risks as key priorities. Between 2011 and 2023, floods affected 45,903 people, killing 245 people, affecting 6,457 households, and destroying 335 homes. In addition, 20 per cent of social infrastructure (health facilities, housing) and 57 per cent of sanitation systems were damaged. The peak of the flood season – mid-June for the main season and October-November for the short season – poses increased risks for Agboville, Aboisso and Dimbokro, which remain highly vulnerable due to their proximity to the Agneby, Comoé and N'Zi rivers. Without urgent action, these climate-related risks will continue to intensify, further threatening lives and livelihoods.

*Table 1: impact of flooding by locality over the last 5 years*

Localities & Ref	Number of households	Who is affected	Loss of life	Destroyed fields	Destroyed habitats	Cases of water-related diseases
Agboville	643	3215	02	414	134	11 cases
Aboisso	1,089	5,445	14	52	65	11 cases
Dimbokro	832	4,160	00	77	117	993
<b>Total</b>	<b>2,564</b>	<b>12,820</b>	<b>16</b>	<b>543</b>	<b>316</b>	<b>1015</b>

The locality of Aboisso faces significant flood risks due to its proximity to the dam, especially when the gates are open. To mitigate these risks, it is crucial to set up an early warning system in collaboration with dam managers. This system will provide timely alerts to the public, allowing them to prepare and take the necessary safety measures in advance.

By improving communication between dam managers and local communities, this system will help reduce the impact of flooding and build regional resilience to climate hazards. Proactive risk management through early warnings will not only protect lives and livelihoods but also support long-term adaptation to climate-related challenges in Aboisso.

## Explain what risks have been selected for this protocol and why

To address flood risks in Côte d'Ivoire, RCCI plans to implement a simplified Early Action Protocol (EAP) to mitigate several key impacts identified in collaboration with communities and government technical services.

First, the loss of life, which has exceeded 245 deaths in recent years, will be addressed through census and evacuation measures, by relocating at-risk populations to host families. Second, the health risks posed by floods, such as waterborne diseases and skin infections, will be mitigated through the distribution of emergency WASH kits to vulnerable communities, including displaced families and those refusing to be evacuated. Third, to limit the destruction of homes due to water intrusion, community-filled sandbags will be distributed to strengthen the foundations of homes and reduce flood penetration for those who remain in the affected areas. Finally, to protect livelihoods from the loss of flooded fields and food reserves, a conditional and non-restrictive cash transfer programme will be implemented, targeting the most vulnerable households, whether they are displaced or staying at home.

Although Aboisso is not one of the localities selected for the simplified Early Action Protocol (EAP), it will remain under close surveillance. An effective early warning system will be put in place, incorporating awareness campaigns to help communities secure their livelihoods before dam gates are opened. Through this proactive approach, the RCCI aims to significantly reduce the impacts of flooding on affected populations while improving the resilience of communities to climate hazards.

## EARLY ACTION INTERVENTION

<u>General objective of the intervention</u>	Contribute to the reduction of the impacts of river flooding on communities through the implementation of an early action protocol.
<u>Potential high-risk geographic areas that the simplified EAP would target</u>	Specific areas: The N'ZI basin (Dimbokro) The Agneby basin (Agboville)
<u>Who will be supported as part of this operation and what will be the selection criteria?</u>	<p>Dimbokro, Aboisso and Agboville are three localities where rivers reach overflow levels (return of two to three years) with significant impacts of risk analysis Heavy rainfall upstream leads to river flooding downstream in these localities</p> <p>The selection of <b>vulnerable</b> beneficiaries will be carried out by the Red Cross Society of Côte d'Ivoire (RCSCI) through its ECA and IGP services and by State entities (General Directorate of Social Protection, General Directorate of National Cohesion; Solidarity and the fight against poverty and the Directorate-General for Women, Family and Children.</p> <p><b>I- The criteria put in place</b> 1-Be a resident of the risk area</p>



	<p>2-Households with people with special needs: - People with disabilities, - pregnant women, -Breastfeeding women, - Children under 18 years old (0 to 5 years old / 5 to 15 years old / 15 to -18 years old)</p> <p>3-Elderly</p> <p>4-People with reduced mobility</p> <p>5-Consider households with alternative housing options or host families</p> <p>6-The size of the household</p> <p>Our targeting approach is based on socio-economic and demographic analysis to identify the most vulnerable households and individuals to ensure an appropriate and equitable response.</p> <p>We first assess the socio-economic situation of households by taking into account key criteria such as household size, occupation of active members, as well as sources of income (employment in the public or private sector, income-generating activities such as trade or sale of production). We also take into account housing status (owner or renter), whether you own another property, access to the market and basic social services, which directly influence the resilience of households to shocks.</p> <p>In addition, our targeting includes priority categories that require special attention due to their increased vulnerability. This concerns in particular people with disabilities, pregnant and breastfeeding women, as well as people with reduced mobility. By combining these different criteria, our approach ensures accurate identification of beneficiaries and efficient distribution of aid, taking into account the specific needs of each group.</p>
<b><u>Triggering Statement(s)</u></b>	<p><i>This EAP will be triggered if cumulative monthly rainfall is recorded in the Agneby basin (Agboville) above the 1991-2020 reference average, that the Fanfar forecast is on orange alert and that the beacon is in orange with a water level of 695 cm, a significant threshold, with a significant threshold of 695 cm, with a significant threshold of 695 cm, with a significant threshold of 695 cm, with a significant threshold of 695 cm, with a significant threshold of 695 cm, with a significant threshold of 695 cm, with a significant threshold of 5 days.</i></p> <p>Or, if monthly rainfall is recorded above the 1991-2020 reference average, Fanfar's forecast is on orange alert and the beacon is orange with a water level of 665 cm, a significant threshold, and the EFI 0.8 index forecasts rainfall greater than or equal to 92 mm in the following 5 days, then the alert for the N'Zi was triggered.</p>
<b><u>Justification for the trigger level</u></b>	<p>The process for setting the triggers was as follows:</p> <ul style="list-style-type: none"> <li>- Follow the PRESAGG and PRESASS seasonal forecasts: if a normal to excess precipitation and flow situation is forecast, vigilance begins. Forecasts are made for February and April;</li> <li>- Monitor the average cumulative rainfall in the watersheds every ten years during the rainy season between April and November (observed data and satellite estimates) and monitor monthly totals (vigilance against accumulations above the 1991-2020 reference average)</li> </ul>

- Monitor water levels using the nominal curve of each hydrometric station. This establishes the relationship between flow and water level at scale. The trigger is fixed with a level of water with a significant risk
- Monitor the beacon (vigilance in orange);
- Develop a flood forecast with Fanfar (vigilance from severity level 2 <https://fanfar.eu/ivp/>)
- Develop a heavy rainfall forecast with ECMWF (EFI greater than 0.8). The delivery time is 5 days.

Daily rainfall Agboville Agneby (in millimetres)	Flood hazard thresholds Agboville Agneby	Risk thresholds
134 years and older	152 m <sup>3</sup> /s = 740 cm	Criticism
111 to 133	128 m <sup>3</sup> /s = 695 cm	Meaningful
96 to 110	103 m <sup>3</sup> /s = 619 cm	Moderate
73 to 95	65 m <sup>3</sup> /s = 499 cm	Limited

Daily rainfall Dimbokro N'Zi (mm)	Flood threshold flows Dimbokro N'Zi	Risk thresholds
123 years and older	458.47 m <sup>3</sup> /s = 729 cm	Criticism
104 to 122	391 m <sup>3</sup> /s = 665 cm	Meaningful
92 to 103	320 m <sup>3</sup> /s = 583 cm	Moderate
73 to 91	213.2 m <sup>3</sup> /s = 445 cm	Limited

The National Meteorological Directorate and the Directorate of Hydrology <https://fanfar.eu/ivp/>

ECMWF (EFI)

The thresholds will be monitored by Sodexam and hydrology in collaboration with the CRCI, in addition to field teams will be set up for this purpose, to monitor the measurement beacons with the color codes installed upstream of the basins and also in the places where the water level had created damage based on the historical data of the community. To determine the level of impact.


At the level of the National Directorate of Meteorology, there will be a team of 7 people (climatologists and forecasters)


In terms of hydrology, there will be a team of 6 people.

**Next steps - For National Societies that intend to develop a comprehensive EAP (optional)**


The aim will be to update historical data and the impact on river floods and to scale up this early action protocol with the support of the authorities.


## PLANNED OPERATIONS

	<a href="#">Multi-purpose cash</a>	<b>Budget</b>	<b>36,272 CHF</b>	
		<b>No. Targeted Persons</b>	400	
<b>Indicator:</b>	# of volunteers trained: 20 # of households that received the cash transfer: 400		<b>Target:</b>	400
<b>Preparation activities:</b>		<ol style="list-style-type: none"> <li>1. Choice of service provider</li> <li>2. Signing of framework agreements</li> <li>2. Training/retraining of volunteers on money transfer</li> <li>3. Market research.</li> </ol>		
<b>Pre-positioning activities:</b>				
<b>Priority early actions:</b>		<ol style="list-style-type: none"> <li>1. Raising awareness of the use of cash among beneficiaries</li> <li>2. Targeting beneficiaries</li> <li>3. Provision of funds to the PHF</li> <li>4. Distribution of cash transfers</li> </ol>		

	<a href="#">Water, sanitation and hygiene</a>	<b>Budget</b>	<b>19,079 CHF</b>	
		<b>No. Targeted Persons</b>	400	
<b>Indicator:</b>	# of volunteers trained in WASH # of people affected by WASH activities # of kits distributed		<b>Target:</b>	400
<b>Preparation activities:</b>		<ol style="list-style-type: none"> <li>1. Training of 20 volunteers on hygiene promotion and water storage in emergency situations</li> <li>2. Waterborne Disease Training</li> <li>2. Making a promotional toolkit</li> <li>2. Warehouse Rentals</li> </ol>		
<b>Pre-positioning activities:</b>		<ol style="list-style-type: none"> <li>1. Acquisition of washing kits (<i>Washing kit: Bucket with lid (20L)- Laundry soap (450g)- Personal hygiene soap 250g- Jerry can 20L- 2 cans of 1 L of bleach 08° or 12°- Sanitary tampon</i>)</li> </ol>		


<b>Priority early actions:</b>	1. Distribution of washing kits 2. Raise awareness among communities about the use of washing kits
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	<b>Risk reduction, climate change adaptation and recovery</b>	<b>Budget</b>	<b>67,309 CHF</b>	
		<b>No. Targeted Persons</b>	300	
<b>Indicator:</b>	# of flights formed on AA # of people affected by DRR activities		<b>Target:</b>	300
<b>Preparation activities:</b>		1. Staff training on AA 2. Raising awareness of flood risks in communities 3. Beacon installation mission 4. Data Collection Training 4. Data collection and tag tracking by community volunteers 5. Mission to support the identification of evacuation sites 6. Signing of framework agreements for the leasing of heavy goods vehicles 7. Weather and Hydrological Alert Tracking 8. Preparing alert messages		
<b>Pre-positioning activities:</b>		1. Acquisition of empty 50kg bags 2. Acquisition of protective and visibility equipment for volunteers 3. Acquisition of first aid kits		
<b>Priority early actions:</b>		1. Activation of crisis units and mobilization of volunteers 2. Visit at-risk communities 3. Dissemination of alert messages 4. Targeting of beneficiaries 5. Provision of empty bags for filling 6. Evacuation of the most at-risk populations		


	<b>Protection, Gender and Inclusion</b>	<b>Budget</b>	<b>3,200 CHF</b>	
		<b>Targeted Persons</b>	100	
<b>Indicators:</b>	# of people (staff, volunteers) trained on PGI/PEAHS: 20 # of community leaders and local actors trained on SEA: 80		<b>Target:</b>	100
<b>Preparation activities:</b>		1. Training/retraining of staff, volunteers and LES/PEAHS		




	2. Sensitization of community leaders and local actors on ESA 3. Advocacy with the staff responsible on the application of the ERP minimum standards in all the areas of intervention present in this PAP (in collaboration with the main managers, the ERP in a transversal way will be included at the level of: - training modules from other sectors, - Identification of targets and sites of assistance (livelihoods, water, hygiene and sanitation)
<b>Pre-positioning activities:</b>	1. Flyers and posters
<b>Priority early actions:</b>	5. ERP Analysis 6. Child Protection Risk Analysis 3. the application of the minimum standard IGP standards in all the areas of intervention present in this PAP: - Validation of targets and sites (livelihoods, water, hygiene and sanitation)

	<a href="#"><u>Community Engagement and Accountability</u></a>	<b>Budget</b>	<b>7,188 CHF</b>
		<b>Targeted Persons</b>	500
<b>Indicator:</b>	# of people informed about CEA approach # of people in the community who feel that the NS takes their input into account when providing support # of comments received and responded to by the NS	<b>Target:</b>	500 people
<b>Preparation activities:</b>	1. Explanation of the project to communities and authorities 2. Training of volunteers, staff and other local actors for the effective use of the CEA approach. 3. Establishment of a feedback system mechanism, together with the community 4. Pre-selection of beneficiaries (validation of selection criteria, method of registration)		
<b>Pre-positioning activities:</b>			
<b>Priority early actions:</b>	1. Validation of the list of beneficiaries 2. Handling Community Feedback 3. Dissemination of information when the trigger point is reached to the community		

## ENABLING APPROACHES

	<b>Secretarial services</b>	<b>Budget</b>	<b>18,466 CHF</b>
		<b>No. Targeted Persons</b>	<b>18,466 CHF</b>
<b>Indicator:</b>		<b>Target:</b>	
<b>Preparation activities:</b>	<ol style="list-style-type: none"> <li>1. Bank Transfer Fees</li> <li>2. Cost of the IFRC mission</li> </ol>		
<b>Pre-positioning activities:</b>	<b>N/A</b>		
<b>Priority early actions:</b>	<b>1. Cost of IFRC support</b>		

	<b>Strengthening National Societies</b>	<b>Budget</b>	<b>56,454 CHF</b>
		<b>Targeted Persons</b>	<b>150</b>
<b>Indicator:</b>	Quantity of fuel used Mileage driven Number of coordination meetings Number of monitoring missions	<b>Target:</b>	<b>150</b>
<b>Preparation activities:</b>	<ol style="list-style-type: none"> <li>1. Airport Surveillance Mission</li> <li>2. Governance monitoring mission</li> <li>3. National Coordination Meeting</li> <li>4. Local Coordination Meeting</li> <li>5. Vehicle Maintenance</li> <li>6. Communications credit and internet data</li> <li>7. Computer hardware</li> <li>8- Office supplies</li> </ol>		
<b>Pre-positioning activities:</b>			
<b>Priority early actions:</b>	<ol style="list-style-type: none"> <li>1. Disclosure and credit of data</li> <li>2. National Coordination Meeting</li> <li>3. Local Coordination Meeting</li> <li>4. Exit Survey</li> <li>5. PDM (Post-Distribution Survey)</li> <li>6. PMER mission</li> <li>7. Lessons Learned Workshop</li> </ol>		

## CONDITIONS FOR THE IMPLEMENTATION OF EARLY ACTION

<p><b>Experience and/or ability to implement early actions. Minimum assumptions or conditions necessary for the implementation of the early action (including problems to be solved)</b></p>	<p>The National Society has the capacity to implement its early actions, thanks to its network of volunteers and its local branches already trained on several essential themes, including cash transfer, DREF training in 2024, WASH and anticipatory actions.</p> <p>In addition, the RCCI has adopted standard operating procedures (SOPs) dedicated to emergency situations, which facilitated the implementation of the DREF Flood in 2022 and strengthened its operational effectiveness.</p> <p>To test the feasibility of early actions within the allotted time (lead time), two simulation exercises in real conditions were carried out. These tests made it possible to validate the response capacities and to adjust the devices if necessary.</p>
<p><b>Red Cross and Red Crescent Movement partners, government agencies and other agencies are consulted as part of this streamlined PAP</b></p>	<p>The IFRC, with the support of the Niamey Cluster and the AA Focal Point, has played a key role in strengthening the capacity of the RCCI by facilitating the understanding of key processes and organizing several support missions. These efforts have been reinforced by study tours, which have enabled the RCCI to draw on the good practices of other National Societies and to improve its own preventive action strategies.</p> <p>The Netherlands Red Cross has also provided decisive expertise, particularly in the selection and prioritization of preventive actions. Thanks to its dedicated team, which has been supporting the NS for several years, it has helped to strengthen the planning of anticipatory actions. As a member of the Secretariat of the Regional Technical Working Group on Anticipatory Actions in West and Central Africa, she offers valuable technical capacity that RCCI can leverage for the implementation of the Simplified Early Action Protocol on Floods.</p> <p>In addition, several government agencies – including Sodexam, the Directorate General of Water Resources, as well as the Directorates of Hydrology and Civil Protection – have actively contributed to the development of this protocol and are playing a crucial role in its implementation. This multidimensional collaboration between international agencies and national institutions ensures an integrated and coordinated approach, thus strengthening the resilience of communities to flooding.</p>

## BUDGET



### Early Action Protocol Summary

**EAPcode - Croix Rouge de Cote d'ivoire**  
**Inondation fluviale**

#### Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
<b>Planned Operations</b>	<b>60,318</b>	<b>15,969</b>	<b>56,760</b>	<b>133,048</b>
Shelter and Basic Household Items	0	0	0	0
Livelihoods	0	0	0	0
Multi-purpose Cash	3,001	0	33,271	36,272
Health	0	0	0	0
Water, Sanitation & Hygiene	5,357	11,780	1,942	19,079
Protection, Gender and Inclusion	2,245	318	637	3,200
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	44,574	3,871	18,864	67,309
Community Engagement and Accountability	5,142	0	2,046	7,188
Environmental Sustainability	0	0	0	0
<b>Enabling Approaches</b>	<b>31,194</b>	<b>0</b>	<b>34,465</b>	<b>65,659</b>
Coordination and Partnerships	12,099	0	6,368	18,466
Secretariat Services	0	0	0	0
National Society Strengthening	19,095	0	28,098	47,193
<b>TOTAL BUDGET</b>	<b>91,512</b>	<b>15,969</b>	<b>91,226</b>	<b>198,707</b>

*all amounts in Swiss Francs (CHF)*

## Contact information

**For more information, including this simplified EAP, please contact:**

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# Guidelines for the simplified Early Action Protocol (EAP)

## Simplified EAP (EAP) number:

It is a sequential number structured as follows: EAPYYYYCCXX (EAP YEAR 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 to a National Society under a simplified EAP is CHF 200,000 over two years. In this area, the National Society must reflect the total amount of the budget (which must correspond to the budget template). The total budget includes a maximum of 65% for preparedness activities and pre-positioned stock, with the remainder funding early action activities and must include IFRC indirect costs (6.5%). In addition, the IFRC delegation can add 10% of the total budget to support the streamlined implementation of the EAP, bringing the final budget to CHF 220,000 over two years. If a National Society has questions about the budget, please consult the IFRC delegation by country or group of countries.

## Preparation, pre-positioning, early action:

These fields should reflect the breakdown of the plan and budget between the three types of eligible activities and correspond to the total budget.

### Preparedness activities

Preparedness activities are carried out year after year to ensure that the National Society is ready to carry out the first actions. These are activities that will occur independently of an activation. Preparedness activities may include refresher training, coordination meetings with the government, preparedness meetings, simulations, etc. As part of the preparation, they may include any ongoing costs and services (human resources and logistics) deemed necessary for subsequent trigger-based early action activities. If, during the simplified EAP development process, the National Society identifies areas for improvement in implementing the early actions it has selected, these could be addressed through activities included in the preparation list.

### Pre-positioning activities

The National Society should pre-position the materials needed to undertake early action, especially those that may require a longer procurement process. For example, pre-positioned stocks may include shelter kits (to reinforce houses), sandbags (to protect infrastructure) or tarpaulins (to protect water sources), etc. Foodstuffs, medicines and other items with a shelf life of less than two years are not eligible for pre-positioning, they will have to be purchased as part of the first actions. Pre-positioning activities are ad hoc and carried out within the first year following the approval of the simplified EAP.

### Early Action Activities

Early action activities are implemented once a trigger is reached and before the hazard impacts. The first measures are aimed at reducing or mitigating the impact of the danger. Consider selecting only a few early actions, especially for sudden-onset events, as they will need to be implemented within a short period of time. Initial actions will be specific to each hazard and context, but they can include activities such as evacuating communities and/or livestock at risk, harvesting crops early, cash transfers, strengthening shelters, providing water treatment, hygiene kits or mosquito nets, etc. For more examples of early action activities, visit the [Early Action](#) Cluster database.

### People to help:

The National Society should indicate the number of people it plans to target as part of its early action intervention. The simplified EAP should target at least 2,000 people.

## **Approved by the PAEA:**

Once the simplified EAP is approved, the date must be added here. The IFRC can add it before publishing on its website.

## **EAP Schedule:**

A simplified EAP has a two-year period (unless early actions are activated).

## **Completion time of the sEAP:**

This is the time between the time the trigger is reached and the impact of the hazard, it is the period of time when the first actions are taken. If the simplified EAP has a short deadline, the National Society may be asked to explain the feasibility of early actions (funding, capacity, etc.).

## **Operating schedule:**

The operational timeline starts from the date of triggering and includes the time needed to implement the early action activities as well as the time needed to finalize the operation, including the time spent on settling finances, facilitating the lessons learned workshop and preparing the final report. Normally, the operational time frame is the time frame plus 3 months, 2 months for the National Society to finalize the reports and 1 month for the IFRC to finalize and publish the final report. (Note that the operational period, expressed in months, is not the same as the EAP period, which is expressed in years).

## **Priority hazard and its historical impact:**

Explain the reasons why the selected hazard is chosen for the simplified EAP and describe how the hazard has had humanitarian impacts in the past and why it is a major problem in the country. Describe the extent to which this risk has produced and will produce negative impacts on life, livelihoods, well-being, and other aspects of development.

To fill in this section, the National Society can look at [the past operations of the DREF](#), the [Go platform](#), [reliefweb](#), [Desinventar](#), [EM-DAT](#), [the Internal Displacement Observatory](#), government websites, newspapers... etc. The National Society could also add explanations based on its own knowledge of direct and indirect impacts. They could also explain why it is a priority for the government and the National Society to avoid and/or reduce the impacts of disasters due to this hazard.

## **Explain which priority risk(s) have been selected for this protocol and why:**

Acknowledging that this simplified EAP will not be able to address all the potential risks caused by the hazard, based on the analysis of past impacts, of the people most at risk and their vulnerability, and the capacity of the National Society, indicate which impacts have been prioritized.

## **Describe the first actions selected and explain how they will mitigate risks and achieve the expected outcome:**

The first actions selected by the National Society must be linked to the impact of the danger. If the "loss of key documents (such as IDs, property titles, birth certificates)" is presented as one of the priority impacts of a flood, choose an early action that will mitigate the risk, for example: "distribution of waterproof bags before a flood". In this section, the National Society can explain the link between the risk it wants to mitigate and the early action it plans to implement. This chain of events is also called the "theory of change." For more information on this process, please see the [selection of early actions in the FBF Practitioners' Handbook](#).

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



- Does this risk have an impact on the lives of vulnerable people?
- Is there anything we can do to mitigate this risk within the allotted timeframe?
- Does this prioritized risk align with the priorities of local communities and actors?
- Is it in the National Society's mandate to take early action to mitigate this risk?
- Does the National Society have the capacity and systems to take early and timely action for the risk it wishes to prioritize?

For example, a flood can have a major impact on the destruction of public infrastructure, such as bridges or roads. However, National Red Cross and Red Crescent Societies may not have the mandate or capacity to take early action to address this impact in the short time between forecasts and the impact of the hazard.

## **General objective of the intervention:**

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

- *The operation aims to mitigate the impact of the severe cold snap on vulnerable subsistence pastoralists by providing cash and animal care kits to keep animals healthy ahead of freezing temperatures.*
- *The operation aims to mitigate the impact of flooding by providing people in flood-prone coastal areas with early warning messages, boat evacuation and water purification equipment to save lives and prevent the outbreak of waterborne diseases before the floods peak.*
- *The operation aims to mitigate the impact of the cyclone by providing vulnerable people with early warning messages and shelter reinforcement kits, and will help households headed by women and children and the elderly reinforce shelters to save lives and protect homes before a more severe cyclone than usual.*

## **Potential high-risk geographic areas that the simplified EAP will target:**

Simplified EAPs should be developed taking into account national coverage, but due to the nature of certain risks, certain geographical areas could be more at risk, for example: coastal districts (for cyclones), river areas (for river flooding), international border areas (for population movements), etc. Provide an overview of the geographies targeted by this simplified EAP and why these specific geographies are at high risk. The National Society could also include a map of the most at-risk geographical areas.

For more guidance on how to select the geographic area of intervention, refer to the [PBF Practitioner's Manual](#) (Chapter 4.1, Step 3: Who and What Is Exposed?)

## **Who will be supported as part of this operation and what will be the selection criteria:**

Please list here the individuals who will be targeted for early action activities. Depending on the priority impacts, there could be groups that are more vulnerable to the hazard, for example, people who live near the shore are more vulnerable to flooding than people who live within a few hundred metres of the shore (exposure). And among people who live near the coast, low-income households are more vulnerable because they may not have the resources to evacuate themselves. The National Society should use its experience and knowledge of the context to think about who is most exposed, who is most vulnerable, and should therefore be targeted by the first actions.

**Explain how they will be selected:** List the selection criteria for the targeted groups/individuals here. Given 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 individuals to be targeted (within the pre-screened groups, based on exposure) in a timely manner. For example, the criteria could include female- or child-headed households, low-income families, large families, people targeted by government social protection programs, people with disabilities, the elderly, etc. The National Society should also consider how it will collect the information needed to verify the criteria.

## Triggering statement:

A trigger statement should 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 trigger statements:

### Unclear trigger:

*The trigger will be reached when the forecast indicates a high possibility of heavy rains in the eastern regions of the country over the next few days*

- What are the forecasts? There are many different possibilities, whether it is the national hydrometeorological service, or regional or even global suppliers. The National Society should indicate what forecasts it will use and how it will obtain it.
- Is the terminology (e.g., "high probability" or "heavy rainfall") used consistently by the forecast provider? If not, they will have to be more specific.
- If the simplified EAP targets a specific geographic area, make sure that the trigger location is set.
- Be sure to clarify a specific window in which the plan can trigger (remember that this will be partly determined by the time it takes to take the proposed actions)

### Precise trigger:

*The trigger will be reached when the [National Hydro Met Service Forecast] indicates an [80% probability] of [300 mm of rain in one day] in [Name of province(s)] in [72 hours]*

gold

*The trigger will be reached when the [National Hydro Met Service] issues a [red weather warning] for [Name of province(s)] for [3 days]*

If the EAP has more than one trigger (i.e., a phased or phased trigger), each trigger statement must clearly explain the actions that will be taken as a result of each trigger and when the funds required for early action are required.

For slow-onset, non-weather-related, or complex hazards, the trigger may be based on a combination of risk factors, predictions, observational data, and expert judgments, especially if the impact is the result of cumulative or aggravating factors. If unconventional triggers are used (e.g., combining multiple indicators, including socio-economic indicators such as food prices), it should be clearly explained what criteria or conditions were used to assign a certain weight to each indicator. If the trigger is based on expert judgment, it should be clear from which source it will come and that it is an independent, reliable and credible source. For examples of triggers, see the [trigger database](#) on the anticipation hub.

## Justification for the trigger level

If there is data on how often the trigger has been reached in the past, please include it here and describe the humanitarian impact caused by the scale of disasters on these occasions.

## A stopping mechanism


The simplified EAP does not need to have a shutdown mechanism, but if the simplified EAP has a longer time frame (for example, more than four days), the National Society may consider a deadline to stop conducting early action activities if forecasts change. A shutdown mechanism can be beneficial in this situation, i.e. with a longer turnaround time, can 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 cyclone's path has changed.

## Next steps – for National Societies that intend to develop a comprehensive EAP:

This is optional for National Societies considering the development of a full EAP, who can take advantage of the validation process to present their plans and obtain feedback and advice from the Validation Committee.

## PLANNED OPERATIONS

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

	<b>Water, sanitation and hygiene</b>	<b>Budget</b>	<i>Enter the total amount needed for the sector, which can be extracted from the budget document under the "EAP Summary" tab.</i>
		<b>Targeted Persons</b>	<i>Enter the total number of people targeted in that industry. In some cases, this number will be the total number of people targeted by the EAP, but it could also be different if not all people targeted by the EAP are targeted in all sectors.</i>
<b>Indicator:</b>	<i>Add up to one or two indicators that would help the National Society monitor the implementation of the proposed early action in that specific sector. Example: # of people (or households) affected by effective water treatment materials and promotion.</i>		
<b>Preparation activities:</b>	<i>List the activities that the National Society should carry out each year to be ready to implement early action activities. Provide as much detail as possible. Example:</i> <ul style="list-style-type: none"><li>- 1 annual SOP refresher training for three branches to activate the simplified EAP (30 participants)</li></ul>		
<b>Pre-positioning activities:</b>	<i>List here the materials/stocks that the National Society will preposition in advance to be ready to activate the first actions. Provide details in terms of the amount expected per person/household. Example:</i> <ul style="list-style-type: none"><li>- Buy 400 mosquito nets for 200 families (2 per family)</li><li>- Provision of drinking water for 2000 people for 5 days (2 jerry cans of 20 liters per household and 60 water tablets per family per day – based on 15 liters per person per day for a family of 4 people)</li></ul>		
<b>Priority early actions:</b>	<i>List the early action activities that the National Society will implement. If the simplified EAP has more than one trigger, list the activities by trigger. Example:</i>		

	<ul style="list-style-type: none"> <li>- <i>Distribute clean water to 2,000 people in at-risk communities 5 days before the peak of flooding.</i></li> <li>- <i>Disseminate early warning messages to at-risk communities 3 days before the peak of flooding.</i></li> <li>- <i>Undertake hygiene promotion in at-risk communities (2 campaigns for 8 communities) 3 days before the peak of the floods.</i></li> </ul>
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Once the "planned response" section is complete, be sure to check all planned activities against the budget, which helps ensure that the activities are reflected in the same area in both documents and that the descriptions match.

## **Shelter, shelter and human settlements**

Shelter, housing and settlements here include activities related to shelter, house reinforcement, etc., as well as all household items (such as blankets, mattresses, tents, tarpaulins, kitchen utensils, etc.)

## **Livelihood**

Livelihoods here include activities related to the protection of livelihoods: including animal health and welfare, livelihood production equipment (agricultural tools, fishing nets, etc.), early harvesting of crops or fish stocks, etc. Include here the provision of food.

## **Multi-purpose cash**

Multi-purpose cash transfers here include activities related to the provision of unrestricted multi-purpose cash transfers. This may include pre-positioning the equipment required for the transfer of money and may include annual preparation activities such as signing or renewing an agreement with financial service providers.

## **Health and care**

Health and care here includes 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 here includes the provision of safe drinking water, sanitation, menstrual hygiene promotion, vector control, including information; education and communication materials (IEC) (posters, leaflets, etc.), water/bleach or chlorine tablets, items such as jerry cans; buckets and mosquito nets.

## **Protection, Gender and Inclusion**

Protection, gender and inclusion, here includes a space adapted to women and children, information, services, support or guidance for vulnerable groups (including people with disabilities, people with hearing or visual impairments, the elderly, pregnant and breastfeeding women, children and young people or people marginalised by ethnic group, etc.). religious minorities, LGBTQIA+,

## **Education**

Education is a new sector, include here all activities related to education. (Please note that early warning messages should be included in the Risk Reduction section below, and general key messages related to early

action should be included in the Community Engagement and Accountability section below.)

## Migration and displacement

Migration and displacement here includes activities for people on the move, such as setting up humanitarian service points, providing information, services or guidance.

## Risk reduction, climate change (and recovery)

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

## Community Engagement and Accountability

Community engagement and accountability (CEA) is a very important area for the anticipated action plan. Engaging with at-risk communities, government counterparts, and the media is essential for a smooth activation. Therefore, key messages for communities, National Society leaders, frontline staff and volunteers are needed to explain why the National Society is acting before evidence of a danger or disaster, who will be targeted and why, what support people can expect, when and why early action can be stopped (i.e. the shutdown mechanism) if forecasts change. Acting in vain and missing activations. Under the ACS, a National Society should be created when the first actions are implemented.

## Environmental sustainability

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

## ENABLING APPROACHES

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

## Experience and/or ability to implement the first actions:

This is an opportunity for the National Society to describe its experience in managing the selected hazard, its capacity in response areas and early action activities. Where there are capacity gaps or systemic issues, these can be addressed through annual preparedness activities. For example, the National Society may have a general response plan, but it may use the preparedness activities to develop detailed standard operating procedures outlining who will do what and when and then conduct an annual test simulation of the simplified EAP to ensure that roles and responsibilities are clear with respect to the implementation of early action.

## Red Cross and Red Crescent Movement partners, government agencies/other organizations consulted/involved in this simplified EAP :

It is important to establish that the National Society has a **mandate** to act early, before a hazard occurs, and that it can reduce the time it takes to agree to activate early action activities if partners, government and non-

government stakeholders are aware of and involved in the planning of the streamlined EAP. This mandate may need to be confirmed at the local, regional and national levels.

## The simplified EAP aims to establish connections to:

With partners at the national level, including government stakeholders, Met Service, civil society and other national or local experts. Planning for a streamlined EAP can be an opportunity to build these relationships and can be useful in defining roles and responsibilities in a Memorandum of Understanding (MOU). This could be defined during the development of the simplified EAP or as part of the launch activities, once a simplified EAP has been approved for funding. The Red Cross and Red Crescent Climate Centre has developed this guide [Working with National Climate and Meteorological Agencies: A Guide to Get Started](#). The guide includes useful information, including Section 4, Guiding Issues, and Annex A, a draft Memorandum of Understanding, which could be adapted for other partners.

Other general considerations:

- The simplified EAP should include **targeting events that are expected to** have an **above-average impact** and that have had humanitarian impacts in the past
- The minimum standard for **monitoring and evaluation** is that each simplified EAP includes a lessons-learned workshop.
- Although not required under the simplified EAP, National Societies must have a draft **plan or SOPs** to track forecasts/indicators, activate the simplified EAP and implement early action activities in a timely manner.
- Roles **and responsibilities** need to be clear, i.e., who will do what and when.

## BUDGET

The budget template for the simplified EAP can be found [here](#). Please note that the budget template has a tab with instructions on how to use it.

- For a National Society, the **maximum budget for a simplified EAP is CHF 200,000** (minus IFRC indirect costs of 6.5%). This amounts to approximately CHF 187,794.
- For the IFRC, the delegation can access a **maximum budget of 10%** of the National Society's simplified EAP budget (minus IFRC indirect costs of 6.5%).
- The total budget of the simplified EAP, including National Society and IFRC grants, may not exceed CHF 220,000.
- All activities in the " **Planned Operation** " and " **Enabling Approaches** " section should 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 that activity, or that the costs are combined with another activity (such as training combining two or more topics), or the costs are covered by another project or donor. This makes it possible to cross-check the planned intervention matrix with the budget.
- **Preparation activities (column C)** should be completed in **YEAR 1** and/or **YEAR 2 (column E)** – ideally in both years, although there may be activities that only need to be done once. If the activity occurs in both years, insert it twice and select YEAR 1 for the first row and YEAR 2 for the second row.



- **Pre-positioning activities (column C)** are carried out in **YEAR 1 (column E)** and must be carried out as soon as the project agreement is in place and the funds are received by the National Society. All stocks must have a minimum shelf life of two years.
- **Early action activities (column C)** should be budgeted under the heading "Early action of the year" (**column E**), these activities will only be carried out when the trigger is reached (which could be the first or second year, or not occur during the duration of the simplified EAP).
- A **maximum of 65% of the budget** can be allocated combined with **preparation and pre-positioning activities**. You can check these percentages in the tab labeled "Summary by Year" under column B.
- National Societies have **the option to move from one budget line to another up to 10% of the approved simplified EAP budget**.

## Overview of terminology

**Anticipatory action** Anticipatory action is synonymous with early action; A set of measures taken to prevent or mitigate the potential impacts of a disaster before a shock or acute impacts occur. Actions are carried out in anticipation of a hazard impact and on the basis of a prediction of the course of the event. Anticipatory actions should not be a substitute for longer-term investments in risk reduction and aim to strengthen people's ability to manage risks. (Chapter 4 World Disasters Report, 2020)

**The Disaster Response Emergency Fund (DEIF)** has two pillars, an anticipatory pillar, which includes the Early Action Protocol, the Simplified Early Action Protocol, and the DREF in the event of an imminent event. The response pillar includes an allocation for evaluation, response (yellow and orange) and a start-up loan for an emergency call (red). In addition, there is also a DREF for slow-onset hazards, which covers both the anticipatory pillar and the intervention pillar. (IFRC)

**Disaster risk reduction Measures** to minimize vulnerabilities and disaster risks across society in order to avoid (prevent) or limit (mitigate and prepare for) the adverse effects of hazards, in the context of sustainable development. (Sendai Framework, 2015)

**Early warning** The timely provision of effective information through identified institutions that enables individuals, responders and decision-makers exposed to danger to take action to avoid or reduce risks and prepare for an effective response. (Credit: UNISDR)

Actions taken directly before, during, or immediately after a disaster to save lives, reduce health impacts, ensure public safety, and meet the basic livelihood needs of those affected. (Credit: UNISDR)

Forecast-based actions are actions triggered using climate or other forecasts before a shock or 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. (Credit: ODI)

**DREF Forward Action:** The former IFRC funding mechanism for anticipatory actions. has now been merged with the Emergency Disaster Response Fund (DREF) under the anticipatory pillar.

Forecast-based financing (FbF) is a program that provides access to humanitarian funding for early action based on in-depth forecasting information and risk analysis. The goal of PBF is to anticipate disasters, prevent their impact (where possible), and reduce suffering and loss of life. (FBF Manual)

**Preparedness** The knowledge and capacity developed by governments, response and recovery organizations, communities, and individuals to anticipate, respond to, and recover from the impacts of disasters. (UNDRR) The main distinction with early

action is that preparedness activities are considered a still unknown threat that is likely to manifest itself in the future. (ODI, 2019)

**Activities** undertaken in anticipation of a specific risk of danger to ensure operational preparedness for a humanitarian response (action or early intervention). (IFRC)

**Triggers** A set of conditions or changes in a situation that indicate that 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 can be quantitative or qualitative, and they can be defined either through a rigorous scientific process or through a consultative process with experts. It is important for both types of triggers that the explanation and justification of why these established thresholds should prompt specific action. In some cases, the justification may come from scientific data that shows how a hazard has had disastrous effects once this trigger threshold has been exceeded, while in other cases, the justification may come from the combination of facts or knowledge about a country's current context with qualitative and quantitative information from an authoritative source (expert judgment). (IFRC)

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

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