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Bangladesh: Cyclone Early Action Protocol Summary

 International Federation
of Red Cross and Red Crescent Societies

EAP APPROVED December 2019

16,500 people to be assisted

EAP timeframe 5 years

EAP NUMBER EAP2019BD02

Amount Swiss francs: CHF 249,862

Action timeframe 2 months

The IFRC Disaster Relief Emergency Fund (DREF) has approved a total allocation of CHF 249,862 from its Forecast-based Action (FbA) mechanism for the Bangladesh Red Crescent Society (BDRCS). The approved amount consists of an immediate allocation of CHF 15,059 for readiness and CHF 234,803 automatically allocated to implement early actions once the defined triggers are met.

The FbA by the DREF is a Forecast-based Financing mechanism managed by the DREF. Allocations for the FbA by the DREF are made from a separate financial component of the DREF (MDRBDXXXX) and do not affect the reserves of the DREF appeal code MDR00001. Un-earmarked contributions to replenish the allocations are encouraged.

Summary of the early action protocol

The geographic location, land characteristics, multiplicity of rivers, and the monsoon climate make Bangladesh highly vulnerable to natural hazards. Flood is an annually recurring hazard with a larger impact- affecting lives, livelihoods and assets of poor and vulnerable populations.

Jamuna, Padma and Meghna are the major river systems in Bangladesh and this Early Action Protocol (EAP) covers flooding in Jamuna. People living along the Jamuna river are vulnerable to flooding; especially during the monsoon (June to September). Floods have the greatest impact on people who are living in low-lying areas, live below the poverty line, live in fragile houses and have a number of dependent family members to care for. The direct impacts include personal security (deaths- by drowning, water-borne diseases, snakebites etc.), building and infrastructure damage/destruction (especially slum, mud huts, tin walled huts, public properties- schools, health facilities etc.), and loss of grains, crops and livestock. The economic cost of flood is huge; for instance, the Government of Bangladesh in 1999 estimated a total economic loss of 1998 floods at 2 billion USD- equivalent to six per cent of the FY 1997/98 GDP. This EAP has prioritized three following impacts:

- Human casualty (deaths due to drowning and others).
- Loss of household assets and food grains.
- Loss of livelihood linked to livestock.

This EAP cover flood related early actions which are triggered by a forecast provided by the Flood Forecast and Warning Centre (FFWC) along with global forecast models. This EAP provides step-by-step instructions for the following early actions to be implemented to reduce the loss of lives, livestock and household assets.

- Distribution of unconditional cash grants at household level.
- Provision of boat evacuation.

The operational strategy

1) Who will implement the EAP – The National Society

The Bangladesh Red Crescent Society (BDRCS)

BDRCS is one of key leading humanitarian organizations in Bangladesh and it present in all 64 districts of the country

with around 874 full time staff and more than 81,804 life members, 55,515 CPP volunteers, 720,800 Red Crescent Youth (RCY) Members. BDRCS has extensive experience in responding cyclones, floods, and other disasters. BDRCS is closely working with the government, Red Cross Red Crescent societies, UN agencies, INGOs, NGOs and relevant stakeholders. In coordination with relevant departments, both Disaster Risk Management (DRM) and Disaster Response (DR) department of BDRCS will implement the activities under this EAP. BDRCS is also ensuring that forecast based early actions are in line with the organization's Strategic Plan for 2017-2020 and enabling linkages with national stakeholders such as the Flood Forecast and Warning Centre (FFWC).

German Red Cross (GRC)

With more than 30 years of presence in Bangladesh and its global FbF experience, the German Red Cross is a strong technical partner for BDRCS and supports the development and implementation of the EAP. GRC provides substantial HR and technical support to ensure that BDRCS is in a position to leverage the strategic advantages of FbF. In close collaboration with BDRCS' DRM department, GRC facilitates partnerships and alliances within the Red Cross Red Crescent movement but also with other humanitarian and governmental partners such as the World Food Programme or the Ministry of Disaster management and Relief (MoDMR), Department of Disaster Management. Given that GRC is involved in FbF projects in other countries in the region, GRC Bangladesh ensures that regional linkages are established and maintained for horizontal learning and broader policy alignment. For this EAP, GRC is providing overall coordination support through its FbF project staff at Dhaka and field level. Once a trigger condition is reached, GRC will provide technical support to BDRCS to activate Flood EAP and implement the early actions on affected districts. The German Red Cross signed an 'Agreement of Cooperation' with WFP and SRC to collaborate more closely on FbF and improve the timely implementation of early actions.

Red Cross Red Crescent Climate Centre (RCCC)

The RCCC supports BDRCS, GRC, BMD, FFWC and other Movement and non-Movement partners to anticipate changes in climate-related risks and provides technical support to the FbF project by analyzing climate data for improved early action triggers. Technical guidance is available both at HQ level for policy and strategy matters as well as at country level via a technical advisor. In addition, the RCCC fosters the exchange of climate scientists at the regional and global level also through its strong linkage with academic institutions. The RCCC was instrumental in developing the trigger for floods and will be consulted for its assessment when trigger conditions are being reached. The RCCC Technical Adviser based in Dhaka together with FFWC and BDRCS will monitor the forecasts and trigger conditions.

International Federation of the Red Cross Red Crescent (IFRC)

As the umbrella organization, IFRC is involved in the broader strategic discussions of the FbF implementation and facilitates close cooperation within the Red Cross Red Crescent movement as well as with other humanitarian and governmental partners. Linkages with other ongoing humanitarian programmes and initiatives are established to ensure horizontal learning and avoid duplication of efforts. Ahead of an EAP activation, IFRC will be involved in preparatory steps such as the coordination and orientation of BDRCS Unit Offices and the Framework Agreement with suppliers. In addition, IFRC will coordinate the FbA by the DREF to ensure that funds are available for a potential activation. During the implementation of the EAP, IFRC will provide support and guidance for the procurement, financial and PMER processes at the field level. In the 'Agreement of Cooperation' between WFP, GRC, and SRC, IFRC signed as a witness.

American Red Cross (AmCross)

As a strategic partner of BDRCS, the American Red Cross has actively supported the FbF approach, especially in terms of research for quick beneficiary selection and cash distribution modalities. Through its ongoing projects, AmCross has continuously strengthened BDRCS' implementation capacity and can quickly mobilize BDRCS volunteers and resources if necessary. In the Agreement of Cooperation between WFP, GRC, and SRC, the American Red Cross signed as a witness, highlighting its technical support to the FbF work in Bangladesh.

Swiss Red Cross (SRC)

The Swiss Red Cross has actively contributed to BDRCS' efforts to implement FbF for floods. SRC is implementing FbF activities as part of its DRM programming in Gaibandha and will support BDRCS during an EAP activation in Gaibandha. SRC continues to strengthen relationships with local level government counterparts and community-based disaster management systems in order to implement FbF quicker and more efficiently. SRC-BDRCS signed agreements with Union Parishads and Upazila Parishad of Fulchari in Gaibandha to strengthen the capacity of UDMCs and UzDMC on disaster risk management. The Swiss Red Cross is a party in the Agreement of Cooperation between WFP, GRC, and SRC that highlights the will to collaborate more closely on FbF and the flood EAP.

Government of Bangladesh's Ministry of Disaster Management and Relief and Department of Disaster Management (DDM)

Through its extensive humanitarian programming, BDRCS has already an excellent collaboration mechanism set up with the Ministry of Disaster Management and Relief (MoDMR) and the Department of Disaster Management which is strengthened through the advocacy for the FbF approach. In turn, MoDMR and DDM supports BDRCS' EAP by granting access to government data on vulnerability and by discussing best approaches to implement early actions in a logistically feasible way. The FbF approach provides an opportunity for the MoDMR and DDM to adopt a more forward-looking humanitarian way of working and include a higher number of early action activities as part of its response plan. During an activation, MoDMR and DDM will be informed of the early action implementation.

Bangladesh Post Office (BPO)

Under the government's Ministry of Post and Telecommunication, the Bangladesh Post Office provides Electronic Money Transfer Services (EMTS) via its wide network of post offices. It provides nationwide coverage and extensive experience in money transfers which make the BPO a reliable partner for the EAP's early action of cash distribution.

Flood Forecasting and Warning Centre (FFWC)

Under the Bangladesh Water Development Board (BWDB) the Flood Forecasting and Warning Centre is situated to monitor and forecast the water level of 54 stations in Bangladesh. Along the Jamuna river basin, there are six FFWC stations. For this EAP, the five-day deterministic forecast and the flood depth map provided by FFWC will be used.

World Food Programme (WFP)

The World Food Programme is implementing the FbF approach for floods and has been part of a technical working group together with BDRCS and GRC to jointly advance the research on beneficiary selection and impact analysis as well as to align the FbF strategy with government counterparts. Evolving from the technical working group, an 'Agreement of Cooperation' was signed between WFP, GRC, and SRC, with BDRCS, AmCross, and IFRC as witnesses.

The agreement outlines the parties' will to collaborate more closely on FbF and the early action implementation of the EAP. WFP also remains a strategic partner especially for advocacy purposes at the national and regional level and will support the EAP implementation during an activation in its pre-identified area in the Kurigram district. WFP is using the same trigger methodology as BDRCS/GRC which allows for a coordinated implementation of early actions.

2) How will the EAP be activated - The Trigger

To make the best use of available forecasts and increase time to prepare for activation, this EAP has two-step trigger using both the global and the local models, and using the house structures (plinth at DL + 0.85 meter inundation) as the level of impact warranting intervention.

Stage I: Pre-activation trigger – Get ready with the resource and identify the beneficiaries likely to be impacted based on the forecasted exposed area. Pre-activation Trigger will be reached when flow at Bahadurabad (forecasted by GloFAS with lead time 10 days) likely (50 per cent or above) to cross the one in 10-year return period and flowing over at least for three days. This corresponds to an impact forecast of 3.7 million population will be affected and about 1 million household will be affected.

Stage II: Activation trigger – Activate EAP in the vulnerable households within forecasted exposed area. Trigger will be reached when forecast water level by FFWC at Bahadurabad (five days lead-time) shows to cross the DL+0.85m and remain above for three days. This corresponds to an impact forecast of loss of household assets over 25 per cent and affected population over 40 per cent.

Selection of target groups

The beneficiary data collection starts with the pre-activation trigger which is 10 days before the flood event. At this stage the unions with the potentially highest impact are identified yet cover a larger area of potentially affected people than this EAP can address. This means that a higher number of beneficiary data is being collected which will be narrowed down when the second trigger is reached, which is five days before the flood event. To narrow down beneficiary data, a set of criteria will be used to identify the most vulnerable population. The volunteers will be using ODK (Open Data Kit) software on smartphones to collect beneficiary information. The collected data can be analyzed centrally and digitally.

The first criteria for selection of beneficiary is exposed to flood. The following score-based criteria will be used to identify the most vulnerable households of the community for providing unconditional cash assistance:

- Type of house that highly vulnerable to flood.
- Flood experience in last five years.

- Vulnerability in the family.
- Structure of family (female headed / widow/ divorced / male headed).
- Key livelihood means that susceptible to flood.

3) How will the EAP reduce the impact on the population – The early actions

This EAP based on weather forecast and risk data analysis will trigger funding for early actions before a disaster event or before acute impacts are experienced by the population at risk. It is an innovative approach in the humanitarian sector in terms of reducing disaster impacts through early actions.

The targeted population is disproportionately exposed to flood risks and flood impact; further exacerbated by poverty, The major flood impacts experienced by the vulnerable communities are: human causality (deaths due to drowning, diseases e.g. diarrhoea, dysentery, cholera and snakebites ref), damage to house structures and household assets, loss of food grains and livestock. Lack of resources for evacuation was the key issue raised by communities, which not only posed a threat to life but also led to damage of household assets and loss to livestock. To reduce the above-mentioned impacts; following early actions have been adopted in this Flood EAP

- Dissemination of awareness rising messages and evacuation to reduce the human casualty (deaths due to drowning and others).
- Distribution of unconditional cash grant to reduce the loss of household assets and food grains and livelihoods.

Intervention Sectors

General Objective: Reduce the loss of lives, livestock and household assets through pre-positioning, readiness and activation of early actions.

Priority Sectors



Livelihoods and basic needs

People targeted: 16,500 People

Male: 8,250

Female: 8,250

Requirements (CHF): 189,615

Risk analysis: Flood is a recurring hazard in Bangladesh, especially during the monsoon (June to September) that threatens human life, health and well-being. Jamuna, Padma and Meghna are the major river systems in Bangladesh and this EAP covers flooding in Jamuna. People living along the Jamuna river are vulnerable to flooding; especially during the monsoon (June to September). Floods have the greatest impact on people who are living in low-lying areas, live below the poverty line, live in fragile houses and have a number of dependent family members to care for. People living in the char islands in the middle of the river, outside the embankment protection, and high erosion risk areas are most exposed to flood risks. People- especially children, elderly and person with disability, who cannot swim, houses- fragile houses- mud houses, tin walled houses, and livestock living in these areas are the exposed elements.

Population to be assisted: 16,500 People

Programme standards/benchmarks: Livestock in Emergencies guidelines, BDRCS Cash transfer SOP

P&B Output Code	Outcome 1: Communities in very high-risk areas have better resources to reduce livestock mortality.	<i>3,300 households have better resources to reduce the risk of losing their livelihoods.</i>
	Output 1.1: The National Society strengthens the security of the livelihoods of the vulnerable population through activities to protect their sources of income and agricultural capital.	<i>Multipurpose cash assistance provided to 3,300 households</i>
	Readiness phase	Timeframe
AP081	Conduct household assessment	<i>10 days before the flood</i>
	Early action phase	Timeframe
AP081	Finalization of beneficiary list	<i>5 days before the flood</i>
AP081	Distribution of unconditional cash assistance	<i>5 days before the flood</i>



Health

People targeted: 16,500 People

Male: 8,250

Female: 8,250

Requirements (CHF): 498

Risk analysis: First aid providing volunteers might be find difficulties during referring to nearest health service provider due to short lead time.

Population to be assisted: 16,500 people.

Programme standards/benchmarks: BDRCS standard first aid training manual and first aid box will be considered.

P&B Output Code	Outcome 1: Vulnerable people's health and dignity are improved through increased access to appropriate first aid services.	<i>% of people receive first aid services</i>
	Output 1.1: Communities are supported by BDRCS to effectively respond to first aid needs during an emergency	<i># of people received first aid service</i>
	Early action phase	Timeframe
AP022	Provide first aid support to people who took shelter at Cyclone Shelter	<i>5 days before the flood</i>



Disaster Risk Reduction

People targeted: 16,500 People

Male: 8,250

Female: 8,250

Requirements (CHF): 2,991

Risk analysis: BDRCS may find difficulties to hire local transport for evacuation. However, during the readiness phase BDRCS will explore the feasible transportation options for evacuation.

Population to be assisted: 16,500 People

Programme standards/benchmarks: In accordance to Standing Order on Disaster (SOD) of Bangladesh Government.

P&B Output Code	DRR Outcome 1: Communities in high risk areas are prepared for and able to respond to disaster	<i># of people are prepared and responded to disaster</i>
	DRR Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters.	<i>% of people have been evacuated along with livestock and household assets.</i>
	Early action phase	Timeframe
<i>AP001</i>	Evacuation of the people along with livestock and assets using boats	<i>5 days before the flood</i>

Strategies for Implementation

Requirements (CHF): 56,758

P&B Output Code	S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform	Output indicators: <ul style="list-style-type: none"> • <i># of BDRCS volunteers and staffs trained</i> • <i># of volunteers and staffs involved in the operation</i>
	Output S1.1.1: The National Society has effective and motivated Branch Disaster Response Team members and volunteers at local level.	
	Readiness phase	Timeframe
<i>AP040</i>	Orientation of the volunteers and staffs on Early Action Protocol	<i>Annually during the life span of this EAP</i>
	Early action phase	Timeframe
<i>AP040</i>	Orientation of the volunteers and staffs on beneficiary's data collection	<i>10 days before the flood</i>
<i>AP040</i>	Orientation for volunteers on cash distribution and evacuation support with boat	<i>10 days before the flood</i>
P&B Output Code	S2.1: Effective and coordinated international disaster response is ensured	Output indicators: <ul style="list-style-type: none"> • <i>Annual workshop (during EAP lifespan) is organized involving stakeholders</i>
	Output S2.1: The National Society has strong collaboration with the stakeholders and ensure readiness of stakeholders for possible operation.	
	Readiness phase	Timeframe
<i>AP056</i>	Coordination with relevant stakeholders and attend meeting	<i>Annually during the life span of this EAP</i>
P&B Output	S3.1: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.	Output indicators: <ul style="list-style-type: none"> • <i>Lessons learnt Workshop is organized</i>

Code	Output S3.1.1: The National Society produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.	
	Early action phase	Timeframe
AP056	Organize Lessons learnt workshop	<i>After the implementation</i>
AP055	Conduct post distribution monitoring	<i>After the implementation</i>

Budget

The validation of the EAP allows for a maximum amount of CHF **249,862** for the planned activities. The approved amount consists of an immediate allocation of CHF **15,059** for readiness and CHF **234,803** to be automatically allocated to implement early actions once the defined triggers are met. The activities for readiness will be captured in the IFRC Country Operational Plan following standard annual reporting. Trigger-based activities will be reported on three months after implementation timeframe for the trigger-based action, after which the project will be closed until validation and re-activation.

Budget by Area of Intervention

Area of Intervention		READINESS	PRE- POSITION STOCK	EARLY ACTION	EAP Budget CHF
AOF1	Disaster Risk Reduction			2,991	2,991
AOF2	Shelter				0
AOF3	Livelihoods and Basic Needs			189,615	189,615
AOF4	Health			498	498
AOF5	Water, Sanitation and Hygiene				0
AOF6	Inclusion, Gender and Protection				0
AOF7	Migration				0
SFI1	Strengthen NS Capacities	9,221		33,643	42,864
SFI2	Ensure effective int'l disaster mgmt.	5,838		1,869	7,707
SFI3	Influence others as leading strategic partners			6,187	6,187
SFI4	Ensure a strong IFRC				0
TOTAL		15,059	0	234,803	249,862

Reference documents



Click here for:

- [Full EAP](#)

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How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.