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# Niger: Floods

## Early Action Protocol summary

 International Federation  
of Red Cross and Red Crescent Societies

EAP approved 17 July 2020

Population to be assisted 3,000 HH

EAP timeframe 5 Years

EAP number EAP2020NE01

Budget: 250,000 Swiss francs

Early action timeframe 4 days

The IFRC Disaster Relief Emergency Fund (DREF) has approved a total allocation of CHF **250,000** from its Forecast based Action (FbA) mechanism for the Red Cross Society of Niger. The approved amount consists of an immediate allocation of **CHF 166,018.00** for readiness and pre-positioning and **CHF 83,982.00** automatically allocated to implement early actions once the defined triggers are met.

The EAP shall be funded from IFRC's Forecast based Action by the DREF where all actions shall be drawn on an annual basis to cover readiness costs, a one-off pre-positioning costs the first year followed by a one off sum to implement early actions upon a forecast reaching the trigger

## SUMMARY OF THE EARLY ACTION PROTOCOL

With a mass land of 1,267,000 km<sup>2</sup>, Niger is the largest country in West Africa, with 2/3 of its area covered by the desert. With a high prevalence of child marriage and early pregnancy, the country currently has a fertility rate of nearly 7 children per woman, representing the highest rate of population growth (3.8%) to the world. Its population is expected to grow from about 23 million in 2019 to 30 million in 2030 and reach 70 million in 2050.

On the other hand, the average growth rate of Niger economy for the last three years (2016-2018) seems reasonable at 5.4%, once converted to growth per capita, the figure is low at 1.5%. In addition to that, the poverty rates have decreased in Niger, but because of the rapid increase in the population, the number of poor has increased. Between 2005 and 2014, while the incidence of monetary poverty fell from about 54 to about 45%, the absolute number of people living in poverty increased from 6.8 million in 2005 to 8.2 million in 2014.

Furthermore, with 750,000 new children a year, the country faces much greater demands for investment in education and health services, which are in limited numbers and generally poor in quality. For example, in 2019 Only about 50% of children have received full immunization coverage, 44% of children under five are stunted, and more than 33% are underweight.

About seven out of 10 Nigeriens are illiterate, in primary school only four out of 10 girls reach Grade 6 and learning outcomes are among the lowest in the region.

It is therefore not surprising that since 2010, Niger has almost ranked second to last in the United Nations Human Development Index.

The country is also one of the most vulnerable to multiple risks and hazards such as droughts, floods, food insecurity, malnutrition, locust attacks, economic recession, inflation, youth unemployment etc.... Niger is vulnerable to various manifestations, including both storm and river floods, which are often catastrophic with heavy physical and human tolls and are thus a burden to development efforts.

In total, 87.5% of the population were vulnerable to almost all the hazards mentioned above. The Niger Economic Development Plan (PDES) shows that at the National level, the poor, of all categories, account for 62.1% of the population. This is mainly rural poverty, with an incidence of 65.7% and a contribution to national poverty of 88.1%.

In order to address these various and multiple dimensional challenges, the Red Cross Society of Niger (RCSN) has benefited from the technical and financial support of Movement partners, including the Belgian Red Cross with "Early Forecast-Based Actions mechanism (FbF)" the ICRC for aspects related to the development and the implementation of actions in emergency areas, the IFRC by sharing previous DREFT and facilitating the validation process with the validation committee. Other actors such as the Niger Basin Authority (NBA), the National Directorate of Meteorological Services (DNM), the Ministry of Humanitarian affairs (MAH) the National Directorate of Water Resources (DNRE),

AGRHYMET, ACMAD, OCHA, UNDP, WHO..... and municipalities of Niamey, Tillaberi and Dosso were also involved and or consulted during the development of this EA. This approach aims to mitigate or even prevent the impacts of river flooding through the implementation of this Early Actions Protocol (EAP) in the three regions ( Niamey, Tillaberi and Dosso).The project intends to cover for the next five years 3000 HH or approximately 21,000 people. In Niger, the absence of preparedness actions, the potential for an impact of floods is substantial. These flood-related impacts could be avoided or minimized through the association and rapid action from the government, the concerned communities, stakeholders, and the National Society (NS). This EAP was designed and will be implemented by the Red Cross Society of Niger (RCSN). and its partners including the Directorate of Civil Protection, the Ministry in charge of disaster management, the government Technical Services, etc.). Everyone involved in this EAP plays a key role in the preparation and activation of the (FbF) mechanism. Depending on the context, this document could be an essential component of national and local contingency plans for the government and the RCSN. The EAP presented is related to floods linked to the Niger River basin area that covers the Regions of Niamey, Tillaberi and Dosso. It is triggered by a forecast provided by the Niger Basin Authority (NBA) in collaboration with the Directorate General of Water Resources and the Directorate of National Meteorological services. This EAP provides step-by-step instructions for selected actions to be implemented in a coordinated manner and in an order of activation accordingly. In Niger, the available lead time in relation to floods is 4 days that is 72 hours and all the proposed early actions should be done within this period. The EAP clearly defines who takes what action, when, where and utilizing which funds. The EAP does not operate in a vacuum. It is connected to existing disaster risk management, risk reduction plans and the national contingency plan. It ensures that early actions to be implemented within a time frame of 4 days from forecast between the given forecast and the potential disaster and actions are carried out quickly and successfully.

The actions included in this EAP prioritize the distribution of empty sacks to be filled with sand for the protection of homes and property including crops farms; distribution of aqua tabs, jerry cans and mosquito nets for the prevention of diarrheal diseases and malaria; Identifying sites and set up emergency shelters and evacuation for at-risk households to reception sites. It is hoped and expected that the EAP will become an important component of national and local contingency plans for the Government of Niger and the Niger Red Cross Society.

## The operational strategy – How the EAP will be implemented

### 1) Who will implement the EAP – The National Society

This protocol was prepared and will be implemented by the Niger Red Cross Society in partnership with the Belgian Red Cross and in collaboration with the Niger Basin Authority (NBA), The Directorate General of Water Resources and the Directorate of National Meteorological services. All the above-mentioned Nigeriens Organizations play a key role during the preparation and possible activation of the protocol in the operation of the Forecast based Financing mechanism.

Niger Red Cross Society has representation in all 8 regionals capitals including Tillaberi, Dosso and Niamey. The National Society has a staff of approximately 100 people and 1000 communities' volunteers across the country. 100 among them will be supported by members of the community during the realization of certain actions such as the construction of fortifications facilities. In fact, the National Society has already experienced such intervention during the previous years and has now qualified human resources to Implement the actions. However, for sustainability and accountability reasons, the community will be involved through their representatives from municipalities, traditional rulers and other rural organizations like women organizations and Disable People organizations (DPO). So, to ensure a successful implementation of this approach, the National Society under the leadership of the Disaster Management Unit, will organized capacity building training for the community volunteers. For the movement partners, while the Belgian Red Cross provides technical support for this EAP, the IFRC has facilitated the validation process and will provide technical supports during the implementation. This will be done through close follow up and recommendations for better results. The ICRC will support through technical advices on security issues or and implementing Early Actions in emergency context.

Despite that river floods affect, health, shelter, and other sectors like the destruction of crops farms and livestock losses, the EAP will focus more specifically on areas of high significances impacts including the frequency, the cost, and the magnitude of each type of impacts. Based on this analysis and given the current capacities of the National Society (NS), the EAP will address the following areas of focus:

- The breakdown of houses and roads
- Loss of crops specifically rice crops
- Loss of livestock
- The destruction of assets and physical properties
- Increase of waterborne diseases

## 2) How will the EAP be activated - The Trigger

The triggering model of this EAP is based on the flood prediction model developed by the Niger Basin Authority (NBA) through the SATH-ORIO project. For more details, see the following link: [http://www.sath.abn.ne/Hydrology\\_FR.html#](http://www.sath.abn.ne/Hydrology_FR.html#).

This model gives a 6-day forecast and provides three types of alerts: yellow, orange and red. The figure N°1 presents a flood forecast in Niamey with different alert levels and corresponding ratings. The NBA is the institution that supports the NS (through the DGRE) with the SATH-ORIO model that will give the colorful alert notifications (the trigger). This model will trigger the EAP activation once you are in the orange alert (580-619 cm), the following table presents the alert thresholds for the Niamey area with associated ratings (water level).

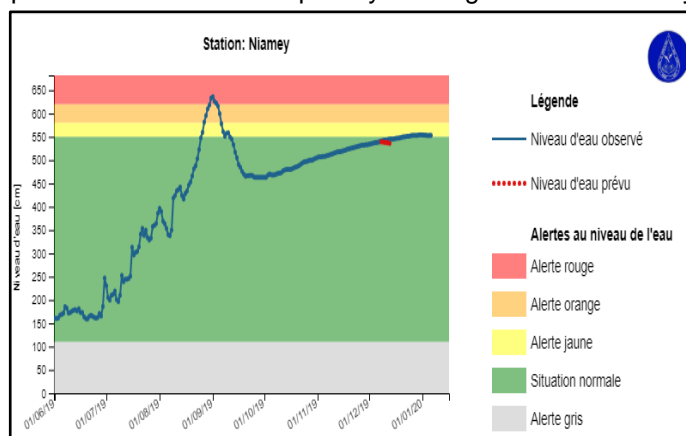


Figure N°1: Niamey flood forecast based on SATH-ORIO model @NBA

Warning thresholds	Odds (in cm)
Yellow	550 to 579
Orange	580 to 619
Red	620

Table N°1: Warning thresholds and corresponding water levels for the city of Niamey

Based on the historical impact analysis, the most exposed elements to river flooding in the Niger River basin are the population and their livelihoods. In Niger three regions are crossed by the Niger River Basin. These are Tillaberi, Dosso and Niamey.

As for the hydrological monitoring device, it is essentially based on the alert ratings provided by the Directorate General of Water Resources in terms of daily monitoring of the level of water streams for flood prevention. There are many riverside villages exposed to flooding and that is why the Directorate General of Water Resources, with the support of technical and financial partners, has put in place observations and alerts mechanism known as colored ladders (see Figure N°2).

Activation of the EAP is based on the Forecast information distributed at least 72 hours before the flooding. At this point the Margin of error is approximately 0.05%. Taking this as well as the capacity of RCSN into consideration, an EAP activation will include activities in a maximum of three regions. The definition of the specific communities within the regions expected to experience impacts will depend on the identification of particularly vulnerable communities during the readiness phase to be updated on a yearly basis. In the event the flooding materializes outside of the three prioritized zones, RCSN will assess alternative communities and decide if re-routing is logistically feasible. However, if the three prioritized regions are still expected to suffer the flooding impacts, distributions will continue as planned, even if those communities are not forecast to be affected by the floods. Should the flooding path change dramatically to the point where the selected communities are unlikely to suffer any impacts, distributions will be stopped, and materials returned to the warehouse for storage. However, this stop mechanism will only take effect if the flood changes course before communities have been notified of impending support and or distributions have begun. The stop mechanism will not take effect if communities have been mobilized, as once families have the expectation of a distribution, it would likely cause friction between local authorities, RCSN and beneficiaries to retract the support.



Figure N°2: Colorful scale serving as a beacon of alert for communities in the Sirba Basin. @Ministry of Water resources, Niger

In addition to that the exposure to floods needs to consider the geographical location of the targeted communities and then the frequency of flooding in the same community over the past 10 years. Then, to assess the contribution of risk exposure, for each entity the total number of flooded communities is reported in the region and this value is reported to the demographic weight of the entity in question on the region. In summary, the total number of population target through this EAP is 3,000 households, approximatively 21,000 people.

The selection of beneficiaries will be made in a participatory and inclusive approach with gender and diversity considerations integrated throughout the process. The NS will use the Community Engagement and Accountability (CEA) approach both during the selection process and the implementation phase. In addition to that, communities' feedbacks committees will also be established to allow communities members to suggest and formulate grieves regarding to the selection process and the implementation.

The selection criteria will give priority to highly vulnerable households, especially those headed by women (widows or divorcees), people with disabilities, people with chronic illnesses, the elderly but also those with children under 5 years of age. The type of housing will also be considered by giving more priority to households with homes more vulnerable to flooding. Finally, the targeting will also consider the level of household's exposure. In other words, even among vulnerable households, those in exposure zone, red zone will be given priority

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

The main impacts identified as consequence of flood are:

The damage of infrastructures like roads; partial or complete breakdown of houses; increase of waterborne diseases; Loss of key assets including livestock and properties; Loss of agricultural crops specifically rice due to dikes breakdown.

Taking into account 1) the prioritized impacts listed above; 2) the time available between the trigger and the event; and 3) the ability of the Red Cross Society of Niger to act in coordination with key partners, it was decided that the activities included in this Protocol should focus on the main impacts identified for which there were feasible actions that aligned with the NS capacity and mandate: **destruction of houses, destruction of dikes and increases in endemic diseases.**

Several discussions and meetings were held with riverside communities, local including government and municipalities representatives and international shelter experts on how, in a short span of time, to protect the type of houses most common in the Niger Basin areas of Niger against flood. It was clearly identified that the construction of dikes using sacks filled with sand would be the most effective measures to avoid water entering houses. Local communities do, within their means, already try to perform these tasks but often lack the tools and materials needed to do so quickly and effectively. Therefore, the EAP proposes supplying sacks, sand, wheelbarrows, gloves, shovels, boots, picks, rolls string, and UN-standard shelter kits to the communities and for the construction of houses and dikes around the houses and the crops lands.

Here the community leadership, the municipalities representatives assisted by the NS communities' volunteers will identify and protect the individual houses crops land considered most essential to minimize the community's vulnerability against the coming flood.

The objective of distributing aqua tab tablets and jerry cans within the communities before the flood arrives, is to ensure that people have access to clean water in the days immediately following a flood. Most rural, riverside communities depend on open water sources, river, and its branches for their portable water. Following the passing of a flood, these sources are submerged and get polluted by various items carried around by the flood water. These items include general dust, debris, and animal or human faeces. Due to the failure of water, hygiene, and sanitation system in the area external assistance following a flood can easily take days if not weeks. Because water purification materials will already be available and stored in a safe place in the community, community members will be able to use and drink treated water, contributing to the reduction of endemic diseases.

This distribution will be accompanied by rapid training and distribution of visual educational materials demonstrating the correct use of Aqua tab tablets to prevent diarrheal diseases. The aqua tab tablets was selected as the method of water purification because of the cost relative to other interventions and because, according to our stakeholder consultations, aqua tab is the product most commonly distributed in humanitarian situations in Niger, and therefore is most likely to be known and used effectively by beneficiaries.

## Intervention Sectors

**Overall objective: Contribute to reduce the impact of flooding on vulnerable households in the River Niger communities**

## Priority Sectors



### Water, sanitation, and hygiene

**People targeted: 3000 households**

Male:1470

Female: 1530

**Requirements (CHF) 92,334.00**

**Risk analysis:** According to the outcome from the data analysis, the following consequences will be observed with the destruction of latrines and several submerged water points. These are water contamination that will exposes the affected populations to the risk of water-related diseases such as cholera.

**Population to be assisted:** 2,000 households will benefit from this activity in the regions of Niamey, Tillaberi and Dosso. Priority will be given to Households with difficult access to water or destroyed latrines. The aim is helping the beneficiaries to reduce their vulnerability to waterborne diseases.

**Programme standards/benchmarks:** activities will be implemented in accord with SPHERE and WHO standards

P&B Output Code	WASH Outcome 1: the most vulnerable households exposed to flood are protected against waterborne diseases	3,000 vulnerable households are protected against waterborne diseases
	WASH Output 1.1: Shelter Outcome 1: the most vulnerable households exposed to flood receive short- and medium-term assistance against waterborne diseases	3,000 vulnerable households received water purification products (aqua tab tablets, jerry cans) for at least 3 months
	Pre-positioning	Timeframe
AP026	Purchase water purification materials including 100 cartons of Aqua tabs tablets and 2,000 jerry cans for 2,000 households for Niamey, Tillaberi and Dosso.	2 months after approval of the EAP
AP026	Purchase 4, 000 mosquito nets for 1, 000 households for Niamey, Tillaberi and Dosso	2 months after approval of the EAP



## Disaster Risk Reduction

**People targeted: 150 households (approximately 1050 people)**

Male: 515

Female: 535

**Requirements (CHF): 157,666.00**

**Risk analysis:** According to the analysis carried out by the Red Cross Society of Niger and the State civil protection services, confirmed by the Ministry of Humanitarian Action and Disaster Management and in coordination with the United Nations institutions, the shelter sector is more affected by the floods compared to the other aspects. This is also appropriate if compared with the past folds experience in Niger.

**Population to be assisted:** 150 households are targeted for this activity. The selection of beneficiaries will be done during community's general assembly based on criteria of vulnerability that will be identified in a consensual manner with the different socioeconomic strata including community leaders and volunteers. However, priority will be given to the most vulnerable households with no capacity in terms of shelters and financial resources to rebuild the lost houses

**Programme standards/benchmarks:** All activities will be carried out according to SHERE shelter standards. The volunteers of the Red Cross Society of Niger will be trained on these standards and how to apply them. The aspects of protection, gender and inclusion will be also be considered related to specific needs.

P&B Output Code	<b>DRR Outcome 1 the most vulnerable households exposed to flood are relocated to secure host sites</b>	<b>150 shelters built for 150 households to secure host sites for at least two months</b>
	<b>DRR Output 1.1: Shelter Outcome 1: the most vulnerable households exposed to flood protected their houses and properties</b>	<b>15,000 sacks distributed for the construction of dikes and the protection of properties</b>
	Activities planned	<b>Timeframe</b>
	<b>Readiness</b>	<b>Timeframe</b>
AP001	Capacity building for staff and volunteers	1 to 2 months after approval of the EAP
AP001	Pharmacy Box	1 to 2 months after approval of the EAP
AP001	Salary support for the SN staff	3 months after approval of the EAP
AP001	Incentives for volunteers	3 months after approval of the EAP
AP001	Insurance for volunteers	3 months after approval of the EAP



AP001	Support for NS including fuel, warehouses, and vehicle rental	3 months after approval of the EAP
AP001	Contract with Radios and televisions station for keys messages broadcasting	1 to 2 months after approval of the EAP
	<b>Pre-positioning activities</b>	<b>Timeframe</b>
AP001	Purchase 150 shelter kits for (Niamey, Tillaberi, Dosso) specifically 150 shovels, 60 picks, 15,000 bags, 50 rolls string, 30 wheelbarrows	2 months after approval of EAP
AP001	Transportation of prepositioned shelter kits	3 months after approval of the EAP
AP001	Purchase PPE for volunteers (100 boots)	2 months after approval of the EAP
AP001	Production of Visibility material including t-shirts, caps, banners, films, and videos.	1 to 2 months after approval of the EAP
AP001	Support for government technical services involved in the implementation of the early actions	Throughout the project life cycle
	<b>Early action activities</b>	<b>Timeframe</b>
AP001	Identification and registration of relocation sites	1 to 2 months after approval
AP001	Emergency shelters set up	hours before forecasted impact
AP001	Evacuation to the host sites	48 hours before forecasted impact <sup>72</sup>
AP001	Lessons learned workshop	One lesson learned workshop per year
AP001	Monitoring missions and Technical support and follow up by the IFRC country office	Annual field visits to ensure readiness and coordination as well as effectiveness in terms of implementation

## Budget

To implement the Early Action Protocol (EAP) **250,000 CHF** have been allocated split between readiness\*, pre-positioning of stock and early action costs as per below summary by area of intervention.

<b>Budget by Area of Intervention</b>					
Area of Intervention		READINESS	PRE-POSITION STOCK	EARLY ACTION	EAP Budget CHF
AOF1	Disaster Risk Reduction	65,616	8,067	83,982	<b>157,666</b>
AOF2	Shelter				<b>0</b>
AOF3	Livelihoods and Basic Needs				<b>0</b>
AOF4	Health				<b>0</b>
AOF5	Water, Sanitation and Hygiene		92,334		<b>92,334</b>
AOF6	Inclusion, Gender and Protection				<b>0</b>
AOF7	Migration				<b>0</b>
SFI1	Strengthen NS Capacities				<b>0</b>
SFI2	Ensure effective int'l disaster mgmt.				<b>0</b>
SFI3	Influence others as leading strategic partners				<b>0</b>
SFI4	Ensure a strong IFRC				<b>0</b>
	<b>TOTAL</b>	<b>65,616</b>	<b>100,402</b>	<b>83,982</b>	<b>250,000</b>

*\*The activities for readiness and pre-positioning of stock will be captured in the IFRC Country Operational Plan (COP), reporting on annual basis. In case of an Early Action trigger, the annual readiness funding allocation is terminated with a 12-month notice, allowing the National Society to conclude its 3rd party financial and legal commitments and liabilities under the Early Action Protocol.*



## Contact information

Reference documents



Click here for:

- Full EAP

**For further information, specifically related to this Early Action Protocol please contact:**

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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**.