

EARLY ACTION PROTOCOL

Nigeria | Floods



Nigerian RC Volunteers accessing flooded houses in Ohaji Egbema community, Imo State to rescue trapped community members

EAP No: EAP2022NG01	Total Budget CHF 220,000	Readiness: CHF 51,489	Prepositioning: CHF 10,624	Early Action: CHF 157,887
People to be assisted: 7,500	EAP Approved: 14/10/2022	EAP timeframe: 2 Years	EAP lead time: 10 days	Operational timeframe: 90 days
Prioritized geographical areas: Adamawa, Kaduna, Kwara, Akwa Ibom, Bayelsa, Benue, Nasarawa, Delta, Ebonyi, Kano, Yobe and Taraba				

RISK ANALYSIS

Prioritized hazard and its historical impact

Nigeria experiences heavy rains across all states each year resulting in overflowing rivers and dams. Flooding ranks as the highest environmental disaster in the country causing significant destruction of property and loss of lives. Riverine floods (the focus of this simplified EAP) rank highest especially in states bordering the Niger and Benue Rivers, with urban floods being experienced in most states of the country. Some littoral states experience ocean surge which has led to flooding in some instances. The major contributing factors to flooding in Nigeria are dam management, dumping of refuse in drainages causing blockage, and building on flood plains with no provisions for surface drainage.

In 2020, the flooding, had devastating impacts on lives (More than 129, 000 displaced; and 68 persons killed), properties and farmlands, affecting 320 local government areas in 35 states including the Federal Capital Territory (FCT). Generally, anticipatory action to floods in Nigeria has not been prioritized. Many of the Nigerian states that are affected by seasonal flooding have little or no systems to support communities in anticipating, preparing, and protecting themselves and their livelihoods to losses resulting from the various types of flooding including recovering resiliently from the disaster events. During these flooding incidences, the most vulnerable and most at risk have suffered disproportionately due to the pre-existing vulnerabilities including gender inequalities. Some notable cascading impacts from flooding include damage to public infrastructure, disruption of socioeconomic activities, loss of agricultural land, forced displacement, health (including mental health and wellbeing) and increased sexual exploitation of affected women and children.

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

The following impacts have been prioritized in this Simplified Early Action Protocol:

- a. **Loss of Lives, injuries and loss of assets:** Due the heavy rainfall, families with weak household structures end up being injured or in worse cases lose their lives because of the collapsed structures. The provision of cash will enable such houses to be prepared in advance to withstand the rain, but if the situation worsens, it will also enable evacuation and temporary resettlement, thereby reducing the risk of death and injuries. In the case of evacuation, the cash support will allow people to take basic items with them and will ensure they have safe accommodation reducing their risk to further threats and increased uncertainty.
- b. **Loss of livelihoods:** The communities with farmlands and businesses near or along the flood plains usually have their farms and business premises flooded which results in the loss of their day-to-day livelihoods. In worst case scenarios, their livestock are washed away by the flooded rivers.

Providing them with cash before the floods can help them remove productive assets to safe shelters avoiding total losses. By avoiding these losses, targeted populations will be able to quickly re-establish or diversify their livelihoods activities. Even though it is usually difficult for farmers whose farmland have been flooded to resume their farming activities (because the season comes but once in a year), cash assistance will provide them with the opportunity to identify other productive activities while ensuring their immediate needs are met, thus avoiding mitigating the risk of negative coping strategies.

- c. **Increased sexual exploitation and abuse (SEA):** SEA can happen anywhere and at any time, but disasters can bring an increased number of SEA cases often because there is a breakdown of the usual protective institutions such as the family, community, government and law enforcement structures and because means of livelihood are severely affected. The likelihood of exploitation or abuse, especially of a sexual nature, increases due to increased vulnerability and powerlessness experienced by those who survive the emergency situation (especially unaccompanied women and children). To reduce the risks of SEA, a dual strategy is being proposed with multipurpose cash grants that will prioritize women and children at higher risk of sexual exploitation as well as trainings to the National Society staff and volunteers to develop an intervention strategy that prevents and responds to SEA.¹

In general, a combination of hybrid modalities and delivery mechanisms could support people at risk of flooding but in the experience of the National Society they will not produce the efficiency which a multipurpose cash intervention can afford, especially because of the short delivery time and the reduced logistical problems.

Based on the Nigeria Red Cross past experiences with projects such as the British Red Cross supported Disaster Management project and the One Billion Coalition for Resilience to flooding, some mitigation measures will accompany the cash based intervention, such as sensitization on flood early warning, awareness raising through radio jingles and posters, focus group discussions and community meetings, meeting with stakeholders as well as training and retraining of emergency first aid teams (EFAT) and National Disaster Response Team (NDRT).

EARLY ACTION INTERVENTION

<p>Overall objective of the intervention</p>	<p>The proposed early action intervention aims to mitigate the impact of riverine flooding by providing vulnerable residents in highly flood-prone regions with Early Warning, Early Action campaigns accompanied by multipurpose cash to save lives, prevent loss of and preserve livelihoods and reduce the risks of SEA in advance of floods peak.</p> <p>To achieve this objective, the NRCS through its already existing coordination with NEMA/SEMA², NiMET³, NiHSA⁴, FMHDS⁵, NOA⁶ and media houses will conduct activities such as monitoring of floods risk, community preparedness activities and flood sensitization and awareness.</p>
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¹ https://www.ifrc.org/sites/default/files/PSEA_operational_manual_v4.pdf

² Nigeria National Emergency Management Agency (NEMA)/State Emergency Management Agency

³ Nigerian Meteorological Agency

⁴ Nigeria Hydrological Services Agency

⁵ Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development

⁶ National Orientation Agency

<p>Potential geographical high-risk areas that the EAP would target</p>	<p>According to the general annual flood outlooks for Nigeria, the highly probable flood risk states include Adamawa, Abia, Akwa Ibom, Anambra, Bauchi, Bayelsa, Benue, Cross River, Delta and Ebonyi. Others are, Ekiti, Edo, Gombe, Imo, Jigawa, Kaduna, Kano, Kebbi, Kwara, Lagos, Nasarawa, Ogun, Ondo, Osun, Oyo, Rivers, Sokoto, Taraba, Yobe, Zamfara and FCT.</p> <p>However, this simplified EAP will only prioritise the following states: Adamawa, Kaduna, Kwara, Akwa Ibom, Bayelsa, Benue, Nasarawa, Delta, Kano, Yobe and Taraba.</p> <p>Empirical data shows that the level of floods in the highly probable flood risks areas between the months of April and November is high in terms of impact on the population including agriculture, livelihood and livestock, infrastructure, and the environment. Based on this, the EAP will seek to target the high-risk areas listed above. Additionally, the final selection of the intervention areas will be done considering also availability of an adequate number of volunteers that can be quickly mobilized to undertake the intervention.</p>
<p>Who will be assisted through this operation and what criteria will be used for their selection?</p>	<p>The intervention will seek to target 1,500 households. The following groups will be targeted by the early action in this simplified EAP:</p> <ol style="list-style-type: none"> 1. Subsistence farmers in the flood prone areas 2. Livestock farmers & pastoral communities 3. Small traders in the flood prone areas. 4. Families with weak housing structures <p>Once the households are identified that meet the above-mentioned criteria, a further analysis will be done to prioritize:</p> <ul style="list-style-type: none"> ■ The Aged (60 and above) ■ Pregnant or lactating women ■ Female/child headed households ■ Poor and most impoverished households based on income ■ Sick and bedridden ■ HHs with Persons with Disabilities. ■ HHs with children (Less than 15 years) <p>The identification of HHs for the intervention will be done as follows:</p> <p>Following the trigger with a 10-day lead time NRCS will begin the dissemination of Early Warning Early Action messaging including advisories alongside doing a rapid registration of HHs (in the 4 groups) in the areas expected to experience imminent flooding (registration based on geographic location).</p> <p>The trigger with a 5-day lead time will also be used to notify financial service providers to begin with their preparedness activities like identifying locations for cash distribution points, allocating staff, etc. During the HH registration process, to avoid risks of exclusion, NRCS volunteers will liaise with Community Resilience Committees (CRC) to collect information under two sections:</p> <p>Firstly, household's current demographic information will be collected to ascertain whether the household's members meet the agreed upon criteria (see above)</p> <p>Secondly, create a list of beneficiaries by applying targeting criteria: After this HH registration is done, households that meet 2 or more of the agreed upon criteria will be collated into a beneficiary list. If the list exceeds available resources, households that meet more vulnerability criteria will be prioritized. If the list is</p>

	<p>too strict and there are insufficient numbers, the threshold of 2 or more listed agreed upon criteria will be lowered to 1.</p> <p>Due to the limited amount of time that will be available, beneficiary registration and Cash disbursements will be carried out in identified locations in concurrent days. Red Cross Volunteers will work with Community representatives to identify and register beneficiaries while they proceed to cash disbursements sites the following day to receive their benefits. In a case where registrations are concluded during the first few days of the trigger (before funds transfer arrive FSP account), beneficiaries will be alerted via the existing communication channels on Cash distribution days and location. This will be planned with the Financial Service Providers (FSP) and ensure that all plans and SOPs are well documented to enable the effectiveness of the process.</p>
<p>Trigger(s) statement</p>	<p>Currently, Nigeria Red Cross is in discussion with the NiMET to acquire their flood bulletins and three-day forecasts data. Once acquired, the Climate Centre will do a skill analysis of these forecasts to check whether they can be utilized for the triggers. Until then, triggers will be identified using GloFAS forecasts if any river pixel in Nigeria meets the following criteria:</p> <p>GloFAS shows elevated risk of a 5-year return period flood event, with more than 50% probability of occurrence at 10-day lead time.⁷ (This trigger initiates early action activities within the National Society, including volunteer refresher training and coordination with financial service providers with whom agreements are already made).</p> <p>***Initiate stop mechanism if risk level lowers below the threshold***</p> <p>GloFAS shows elevated risk of a 5-year return period flood event, with more than 50% probability of occurrence at 5-day lead time.⁸ (This trigger initiates early action activities with targeted population, including pre-registration of potential targeted households in areas expected at the highest risk of floods).</p> <p>***Initiate stop mechanism if risk level lowers below the threshold***</p> <p>GloFAS shows elevated risk of a 5-year return period flood event, with more than 50% probability of occurrence at 3-day lead time. (This trigger initiates the cash distribution at household level).⁹</p> <p>A menu of forecasts was created to look at all available flood forecasting products. There were limited options due to lower accuracy levels at shorter lead times. The NiMET forecast information is currently being accessed and will be used once acquired to ensure reliability. GloFAS was prioritized because it had a workable level of accuracy and greater transparency in how the forecasts are made, in order to understand the probability of missed events and false alarms.</p> <p>For the first flood season (July-September 2022), the dashboard will be monitored manually (senior climate science and modelling experts and other project team members from the Red Cross Red Crescent Climate Centre will monitor the data every day, complimenting similar ongoing work in Nigeria for a</p>


⁷ Evaluation of GloFAS skill was based on the GloFAS reforecast: a database of forecasts created for historical events, using historical rainfall forecasts. In the absence of a long record of recorded discharge observations, this was carried out against the GloFAS 're-analysis'. (GloFAS driven by estimates of historical precipitation from ERA5). Evaluation indicates low skill for this forecast outside of the main branches of the Niger river. However, in the main river this will trigger once every 10 years, anticipating 30-50% of events on the main streams, with a false alarm ratio of less than 10%.

⁸ Evaluation of GloFAS reforecasts indicates this will trigger once in ten years and will anticipate all events in the mainstream and between 0 and 70% outside of this, with a false alarm ratio below 50% for all locations, and below 10% for a large fraction of areas.


⁹ Evaluation of GloFAS reforecasts indicates this will trigger on average once every five years and will anticipate 90% of events for most river pixels, with false alarm ratio of less than 50% for nearly all locations and below 10% for many.

	different social protection pilot). Plans will be made to develop an automated system for 2023 onwards. (Ideally an auto generated email from ECMWF).
Next steps - For National Societies that intend to develop a full EAP (Optional).	<p>Based on the lessons learnt from the activation of the Simplified Early Action Protocol, we will refine the triggers and the early actions selected that will be incorporated into the Full EAP.</p> <p>Nigerian Red Cross Society is working with UNICEF under the Shock Responsive Social Protection (SRSP) in Response to Floods in Kaduna State Nigeria project which is supporting trigger development for Kaduna State based on that the NRCS will find further funding from in country partners and ECHO to build on the SRSP portion of work and develop a full Early Action Protocol to be funded by the anticipatory pillar of the IFRC's Disaster Response Emergency Fund (DREF).</p>

PLANNED INTERVENTION

	Multi-purpose Cash	Budget	CHF 141,144	
		People targeted	7,500 people	
Indicator:	# of people reached with multi-purpose cash.	Target:	7,500 ppl	
Readiness activities:		<ol style="list-style-type: none"> 1. Train volunteers on PGI sensitive CVA checklist, Beneficiary Registration and Cash Distribution process, Key Messaging, Code of Conduct, Use of CEA Specific Tools. 2. Meeting with pre-identified FSP teams (with whom IFRC and NRCS already have worked in the past) to discuss and agree on modalities (cash/mobile money/voucher), revisiting terms and conditions in case trigger is not reached and prepositioned funds not used, followed by training of FSPs in distribution methodology, code of conduct and humanitarian standards, RC principles and respect and dignity for beneficiaries, 3. Reviewing targeting criteria, checking communication messages on usage of cash transfers, finalising HH registration questionnaires. 		
Prepositioning activities:		<ol style="list-style-type: none"> 1. Visibility and protective equipment for volunteers for cash distribution 		
Prioritized Early Actions:		<ol style="list-style-type: none"> 1. Sensitization of community resilience committee members on Flood risks, early warning, early actions and advisories (such as relocations) and Cash Assistance, to help them understand the 		

	<p>targeting criteria and facilitate accurate identification of vulnerable HHs.</p> <ol style="list-style-type: none"> Beneficiary selection and registration 10 days before peak of Flooding. Ensuring data collected is disaggregated on SADDD (Sex, age, disability disaggregated data).¹⁰ Preparation of Purchase Order and disbursement of funds to FSP, along with sharing the beneficiary list, to initiate disbursement processes. Deploy volunteers previously trained to provide information and assistance to the population related to the cash intervention process, including beneficiary selection. Printing of coupons and barcodes for targeted individuals in case of cash in envelope type intervention. Cash Distribution to registered targeted population 3 days before peak of the floods. Post distribution monitoring.
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	Risk Reduction, climate adaptation and Recovery	Budget	CHF 12,316	
		People targeted		
Indicator:	# of staff trained on risk monitoring	Target:	At least 300 staff and volunteers trained on risk monitoring	
Readiness activities:	<ol style="list-style-type: none"> Annual review of secondary data on flooding and forecasts. Train Staff and Volunteer on risk monitoring, interpretation of risks levels, use of GloFAS dashboard (and potentially NiMET, NiHSA forecasts in the future), forecast information and trigger mechanism Analyse the social and cultural context to operationalize a two-way communication to communicate the risk flooding classified by colours, urgency and actions Consult sample communities the community on local early warning methods that will induce desired action 			
Prepositioning activities:	None			
Prioritized Early Actions:	<ol style="list-style-type: none"> Advocacy and sensitization actions for community members on Flood Risk, warning signals, early actions (such as relocations/emergency shelters) and Cash Assistance and usage 			


¹⁰ The funds to FSP will be sent based on 10-day lead time, and then disbursement at the HH level is based on 3-day lead time forecast. Beneficiary registration will be commenced and if a stop mechanism is initiated before this (at 5-day lead time forecast), the FSP will be expected to return the funds. Community engagement will be prioritized with clear communications to help manage community expectations.

	Community Engagement and Accountability	Budget	CHF 12,070	
		People targeted	7,500 people	
Indicator:	% of HHs finding the cash transfer amount adequate for meeting immediate needs	Target:	80 % of interviewed HH find the cash transfer amount adequate.	
Readiness activities:	<ol style="list-style-type: none"> 1. Production of Jingles on Floods risk and preparedness 2. Develop a feedback mechanism to collect feedbacks, complaints and suggestions, based on the community preferred and trusted communication channels 3. Setup or update Referral pathways for Sensitive Complaints management 4. Integrate CEA and PGI in all phases of program operation 			
Prepositioning activities:	None			
Prioritized Early Actions:	<ol style="list-style-type: none"> 1. Deploy the feedback mechanism to plan distribution process with community and their representatives and collect feedback, complaints, and suggestions. Validate with communities the beneficiary selection criteria¹¹. 2. Identify key community members to work with trained Red Cross volunteers to ensure protection risks are mitigated especially in overcrowded settings 3. Airing of Jingles on Floods risk and preparedness 4. Media engagement and audio-visual materials. 5. Pay subscription for Toll Free lines 6. Communicate plans on grievance redressal, and feedback mechanisms from the communities, communicate to beneficiaries ahead of the day, venue, time for distribution post-activation of trigger, and their entitlements. 7. Communicate program scope and activities to community members at the 10-day trigger mark with the onset of disbursement activities, to encourage community acceptance and participation 8. Integrate CEA and PGI in all phases of program operation 9. Conduct FGDs post-intervention with different community groups and community leaders 			

¹¹ Consultations will include representatives of all groups: including persons with disabilities/organisations of persons with disabilities, women, youth, elderly, and children

ENABLING APPROACHES

	Secretariat services	Budget	CHF 21,300	
		People targeted	500 NRCS staff and volunteers	
Indicator:	Funds for the cash-based intervention are transferred in 48 hours to FSP to enable the completion of the early actions within the lead time.	Target:	Transfer completed in 48 hours	
Readiness activities:	<ol style="list-style-type: none"> 1. Provide accompaniment in engagement with government stakeholders and other partners during the implementation of the simplified EAP. 2. Support with the annual readiness activities and reporting. 			
Prepositioning activities:	None			
Prioritized Early Actions:	<ol style="list-style-type: none"> 1. Process the funds for the early action 2. Support NRCS with the Cash Distribution and all other early actions. 3. Support NRCS in the lessons learned process 			

	National Society Strengthening	Budget	CHF 33,170	
		People targeted		
Indicator:	# of volunteers and staff trained on the simplified EAP intervention	Target:	200 NRCS staff members +250 RC Volunteers	
Readiness activities:	<ol style="list-style-type: none"> 1. Annual online refresher training for Staff and Volunteers on planned intervention including selection criteria, transfer levels. 2. Conduct annual Coordination meetings on the simplified EAP with key partners on the EAP intervention to be ready for the activation. 			

<p>Prepositioning activities:</p>	<ol style="list-style-type: none"> 1. Provide staff and volunteers with material support (mobile devices) in advance, as required for rapid registration processes 2. Internet modem and bundles to branches for virtual meetings, coordination and delivery of forecast information. 3. Protective equipment for volunteers (rain boots and raincoats) 4. Procurement of visibility material.
<p>Prioritized Early Actions:</p>	<ol style="list-style-type: none"> 1. Emergency planning and coordination meeting with staff and volunteers after the trigger 2. Lesson learnt workshop

CONDITIONS TO DELIVER THE EARLY ACTION

<p><i>Experience and/or capacity to implement the early actions.</i></p> <p><i>Assumptions or minimum conditions needed to deliver on the early actions (including issues to be resolved)</i></p>	<p>NRCS has a strong presence and effective capacity in implementing relief activities in the 36 states of the federation including the Federal Capital Territory (FCT).</p> <p>The NRCS with over 800,000 volunteers and presence in the 774 local government areas of the country has shown capacities in Community Early Warning Early Action and also implementing response activities particularly using CVA as a modality.</p> <p>NRCS pioneered CVA as a modality for providing aid and it has years of experience implementing it at various scales. One of the latest examples being the CVA implementation of the of the Emergency Appeal for the Hunger Crisis Intervention in 7 states of the country targeting 5,700 households with Multipurpose Cash Grant (MPG) across 21 local government areas (divisions). This intervention has led to several Income generating activities (IGA) ranging from;</p> <ol style="list-style-type: none"> 1. Petty trading 2. Livestock rearing 3. Shoes and upholstery making 4. Grinding machines, etc <p>Also, the NRCS is currently piloting a FbF Cash intervention in Kaduna state targeting 5000 beneficiaries. This project which is ECHO funded through UNICEF has the RCCC and IFRC as partners in the implementation of the FbF cash intervention. Worthy of note on this project was the capacity shown by NRCS to mobilise a pool of 84 volunteers to conduct the pre-listing of 5000 beneficiaries in 4 days. With a lead time of 5-days following breach of trigger being monitored by RCCC, the NRCS mobilized and disbursed Cash to pre-listed beneficiaries achieving over 98.2% success.</p> <p>The CVA file at the national headquarter of the NRCS is handled by a PECT trained expert with CVA Focal points at the 37 branches (states) who are constantly being mentored and trained in line with CVA best practices including the PGI sensitive CVA Checklist.</p>
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	<p>Activities conducted by the National Society (NS) during the COVID-19 countrywide response in 2020 - 2021 and the ECOWAS funded intervention for victims of the 2020 flood are other examples of NRCS CVA implementation capacity.</p>
<p><i>Red Cross Red Crescent Movement partners, Governmental / other agencies consulted for this simplified EAP</i></p>	<p>The Red Cross Climate Centre has supported the development of this plan through advice and guidance, especially as it pertains to the trigger mechanism. IFRC Nigeria office has provided ongoing support and guidance in all sections.</p>

BUDGET

EAP2022NG01
- Nigeria Red
Cross
Floods

	Readiness	Pre-Pos Stock	Early Action	TOTAL
	15,395	1,232	148,903	165,530
Shelter and Basic Household Items	0	0	0	0
Livelihoods	0	0	0	0
Multi-purpose Cash	3,695	1,232	136,217	141,144
Health	0	0	0	0
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	9,853	0	2,463	12,316
Community Engagement and Accountability	1,847	0	10,222	12,070
Environmental Sustainability	0	0	0	0
	36,094	9,393	8,984	54,470
Coordination and Partnerships	0	0	0	0
Secretariat Services	18,474	0	2,826	21,300
National Society Strengthening	17,620	9,393	6,158	33,170
TOTAL BUDGET	51,489	10,624	157,887	220,000

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