

EARLY ACTION PROTOCOL SUMMARY

Honduras | Population Movement

18 December 2023

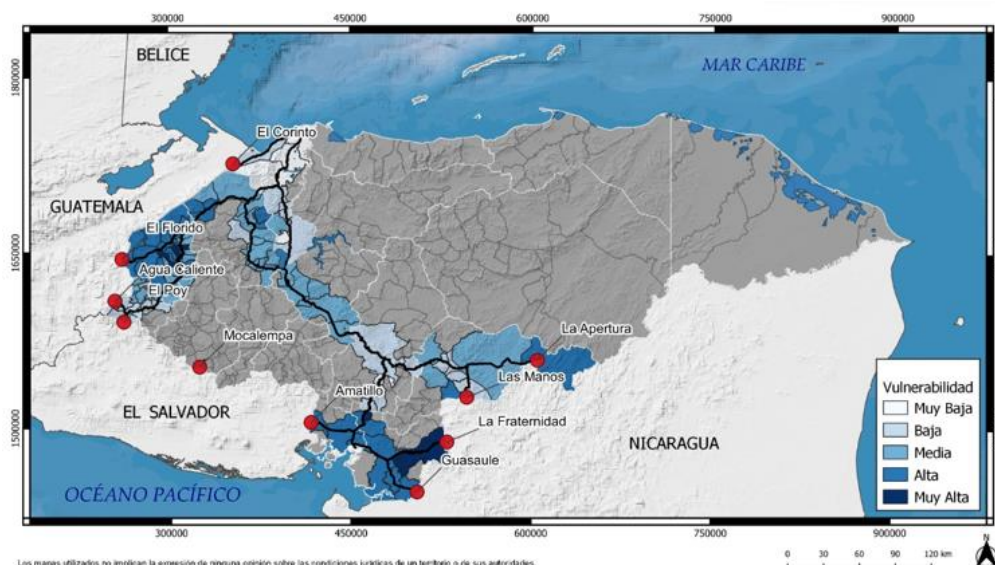


Honduran Red Cross staff providing information to migrants in transit. Source: HRC.

EAP №: EAP2023HN04	Early action lead time: 30 to 90 days	Operation number: MDRHN021
EAP approved: 18/12/2023	EAP timeframe: 5 Years	Operational timeframe: 3 Months

Budget: 549,995 CHF
To assist: 10,000 people

SUMMARY OF THE EARLY ACTION PROTOCOL



Map 1. Vulnerability index of migrants in transit through Honduras. Source: HRC.

The IFRC Disaster Response Emergency Fund (DREF) has approved a total of CHF 549,995 for the Honduran Red Cross. The approved amount consists of an immediate allocation of CHF 358,980 for readiness and CHF 191,016 automatically allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDR00001. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

In Honduras, people migrate and move due to a multiplicity of factors that are generally associated with economic issues, family reunification, violence, education, health, and environmental vulnerability. Territories with higher levels of insecurity, violence and vulnerability concentrate a high proportion of return migrants. During the last 10 years, more than 297,670 migrants from various countries in the Americas, Asia and Africa have transited through Honduras.

In this context, the Early Action Protocol for the Honduran Red Cross is a tool to guide the timely and effective implementation of early actions based on consensus-based forecasts that predict people on the move events, which, if they do materialize and appropriate actions are not in place, have a high probability of generating a humanitarian crisis. These crises could be minimized through joint and timely action by the Government of Honduras, host communities, stakeholders, and the National Society.

This EAP has been designed by the Honduran Red Cross with the technical support of the German Red Cross. All those involved in this protocol have a key role to play during the preparation and activation of the Forecast-based Action mechanism.

Depending on the context, this document should be an essential component of the national and local contingency plans of the Government of Honduras and the respective National Society. The EAP presented here focuses on population movement associated with people in transit and is activated through a consensus-based forecast provided by a report with data from the National Migration Institute, official sources from the National Migration Institute of Panama, the analysis of the National Society through the Human Mobility Table and secondary sources from national and international organizations with a lead time of 30 to 90 days. This EAP explains the rationale behind the prioritization of early actions and provides step-by-step instructions for the selected actions to be implemented in a particular manner and order upon activation. The EAP clearly defines who takes what action, when, where and with what funds.

The EAP does not work in isolation, it should be linked to existing Disaster Risk Reduction and Management and Contingency Plans as well as the Honduran Red Cross Single Migration Plan, which ensures that early actions planned to be implemented in the window of time between the time the forecast is issued and the possible event of mobile populations in transit are carried out in a timely and successful manner.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

The Early Action Protocol (EAP) for population movement associated with the migration of people in transit has been designed to be implemented by the Honduran Red Cross. Each of the actors involved in this EAP has a fundamental role during the coordination and activation of the Anticipatory Action mechanism. A list of the institutions and their responsibilities is provided below:

Name of organization	Role within EAP	Type of stakeholder
International Committee of the Red Cross (ICRC)	Through their actions in the field of migration, the Red Cross and Red Crescent National Societies aim individually, in coordination with the IFRC and the ICRC, to respond to the humanitarian needs of migrants during their migratory route by developing actions ranging from assistance, protection, defending their rights and their dignity, in the host communities.	Regional
International Federation of Red Cross and Red Crescent Societies (IFRC)		
Participating National Societies (PNS)		
Regional Delegation of the German Red Cross (GRC)	Provide technical assistance in the development of feasibility studies, Early Action Plans, technical support to Honduran Red Cross operational teams in the field, documentation and lessons learned. GRC promotes the Forecast-Based Action program, which allows access to humanitarian funding for early action based on forecast information and risk analysis, aiming to anticipate disasters and crises, prevent their impact, reduce suffering and human losses.	
Honduran Red Cross (HRC)	As a humanitarian institution working for the benefit of the vulnerable population since its founding in 1937. The HRC through its Councils, distributed in 16 departments, promote a network of actions aimed at providing timely and effective response to meet the needs of the population including mobile populations.	National
National Migration Institute (INM for its acronym in English)	It is the entity of the State of Honduras that exercises control and regulation, as the highest authority in migration matters, to nationals and foreigners in the framework of the protection of their rights and safety, in application of the Law on Migration and Aliens and the Migration Policy of the Government of the Republic, through a modern, dynamic, and transparent migration management. The institution will assume its functions of asylum, refuge, and transit to persons in irregular migration conditions, because it is the institution in charge of declaring and communicating any type of alert and states of emergency regarding irregular migration in the country, therefore its participation is fundamental in the activation of the EAP.	

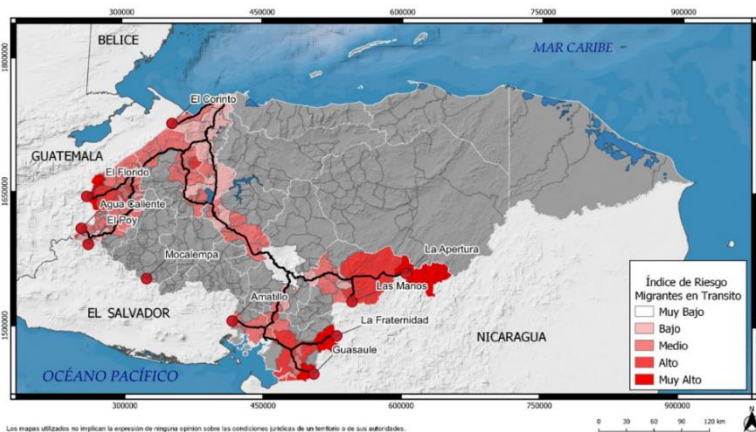
Name of organization	Role within EAP	Type of stakeholder
Directorate for Children, Adolescents and Family (DINAF for its acronym in English)	It is the State entity with the mandate to create public policies, implementation of regulations on children, adolescents, and family issues, as well as the problems of children and families in situations of vulnerability in Honduras. In addition, they are responsible for ensuring protection, humanitarian aid, and coordinated actions to assist unaccompanied minors and migrant families in irregular conditions.	
Permanent Contingency Commission (COPECO for its acronym in English)	Formed by the Secretary of State in the Offices of Risk Management and National Contingencies of Honduras, which has among its functions the strengthening and coordination of the National Risk Management System Law (SINAGER). The institution will assume its prevention functions and those extended by the SINAGER Law; therefore, it is the institution in charge of declaring and communicating any type of alert and state of emergency in the country. Its participation is fundamental through the Municipal Emergency Committees (CODEM for its acronym in English).	
Secretary of Health (SESAL for its acronym in English)	It is the state entity of the Executive Branch in charge of formulating, designing, controlling, regulating, monitoring, and evaluating national health policies, norms, plans and programs; directing the sector, orienting its resources, promoting healthy environments and better living and health conditions, and attending to the needs and demands of the population.	
Municipal Emergency Committees (CODEM)	It is responsible for coordinating all actions aimed at the prevention, attention and recovery of emergencies or disasters occurring within the municipality. The mission of this municipal-based organization is to coordinate the prevention, mitigation and response to emergencies and disasters that affect the quality of life of the municipality's inhabitants. CODEM objective is focused on safeguarding the life and property of the municipality's inhabitants.	Local

Table 1. Institutions at regional, national, and local levels linked to the National Society for the development and/or activation of the EAP.

2. How the EAP will be activated – The Trigger

The activation statement defines that the trigger will be reached when two months of positive flow trend and a projection of more than 23,000 people (5% of the highest monthly flow) crossing the border for the following month, as well as a 40% decrease of the response capacity, will activate early actions prioritizing the most vulnerable migrants. The selection of intervention sites will be determined by considering the points of greatest agglomeration along the route and points of humanitarian services where the Honduran Red Cross has a presence; however, it has been defined that the EAP will have a national scope, taking into account that migratory routes are changing due to migratory

dynamics in the region or socio-political situations in the countries of expulsion and transit, multi-threats and compound risks.



Map 2. Risk index of migrants in transit in Honduras. Source: HRC

Prioritized impact: The impacts prioritized for Honduras in this plan, in the case of massive flows of people associated with irregular migration are:

1. Possible cases of gastrointestinal and skin diseases caused by consumption and contact with unsafe water and lack of access to personal care supplies.
2. Lower limb injuries, skin lacerations, allergies, gastrointestinal problems, dehydration, and musculoskeletal trauma.
3. Affectations to mental and emotional health at different levels.
4. Loss of communication with family members of migrants in transit due to lack of access to mobile networks, internet, and recharging of electronic devices.
5. Exposure to lack of protection for returnees and migrants in transit.

Activator model:

The activation model uses a "consensus-based forecast" which is a process of analysis and decision making like the probabilistic forecasts of the El Niño/La Niña phenomenon. For the activation of the migration EAP, the following should be considered: 1) Sources of information, 2) Technical Committee, 3) Steering Committee; these are described more specifically below:

- **Information sources.** Monitoring, analysis, and forecasting is based on verified and validated primary and secondary information from the following sources: National Migration Institute of Honduras (INM), National Migration Service of the Government of Panama, IFRC GO Platform (Information from the National Societies of the region*, and International Organization for Migration (IOM).
- **Technical Committee of the Migration Roundtable.** It is responsible for monitoring and analyzing information regarding population flows in mobility at critical points, as well as the analysis of the operational capacity of the Honduran Red Cross (48 hours) in the next quarter based on the percentiles of high flows on a weekly basis, which will be prepared through a technical report. The technical committee is comprised of: Programs and Projects Directorate, Management of the Honduran Red Cross, IFRC, ICRC, German Red Cross and others Participating National Societies, Government, NGOs, and United Nations (by invitation).
- **Steering Committee of the Migration Roundtable.** It is responsible for strategically analyzing population flows and operational capacity of the Honduran Red Cross (48 hours), based on the increase of migratory flows and response capacity in the next quarter (single trigger) according to a quorum of 4 of the 5 representatives with a presentation by the Risk Management and Social Development Managements. The Committee is composed of: National President of the Honduran Red Cross, General Director of the Honduran Red Cross, IFRC Chiefs of Mission, ICRC Chiefs of Mission and Delegates representing the Participating National Societies (including the German Red Cross), among others.

The activation model is summarized in the following diagram:

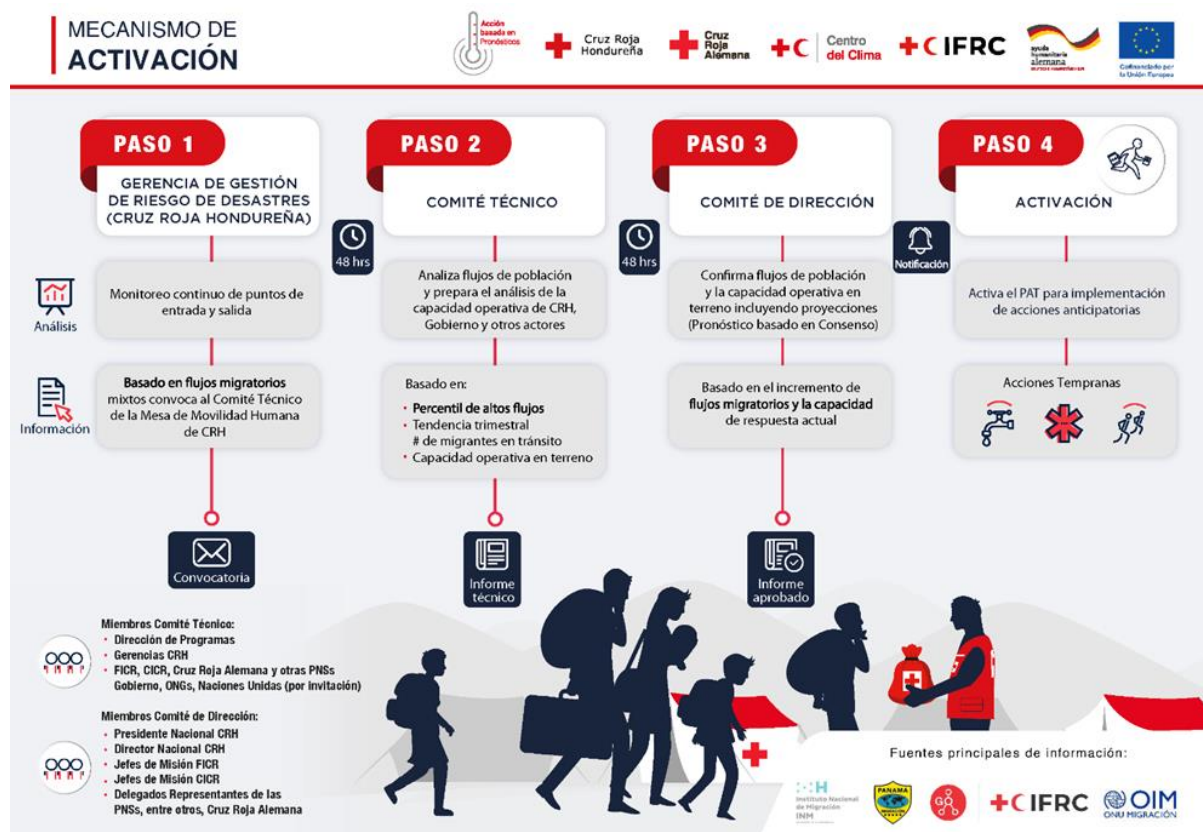


Diagram 1. Human Mobility EAP Activation Model.

Declaration of activation:

This Early Action Protocol (EAP) has only one trigger, as presented below:

Trigger:

Single trigger	— The Steering Committee of the Migration Roundtable decides that the EAP is activated based on the data on population flows and the national context, and decides that the scenario becomes an extreme event with a high probability of flows of people in transit, exceeding the "regular" monthly thresholds of population flows with an initial execution time between 30 to 90 days, which implies insufficient operational and financial capacity to deal with the threat in the coming weeks or months.
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Table 2. Trigger for EAP.

Forecast selection: The following table shows the sources of information and their periodicity for the development of the technical analysis of the report or bulletin:

Generating institute/agency	Type of data	Population profiles	Updating period
National Migration Institute of Honduras (INM)	Report: http://inm.gob.hn/estadisticas.html http://inm.gob.hn/estadisticas.html	Irregular migrants in Honduras	Fortnightly

Generating institute/agency	Type of data	Population profiles	Updating period
National Migration Service of Panama	Report: https://www.migracion.gob.pa/inicio/estadisticas	Irregular migrants	Monthly
IFRC - Central America Population Movement 2022	Dashboard: https://go.ifrc.org/emergencies/6010	Irregular migrants Central America	Monthly
International Organization for Migration (IOM)	Reports: https://dtm.iom.int/ https://mic.iom.int/webntmi/honduras	Irregular migrants Central America	Quarterly

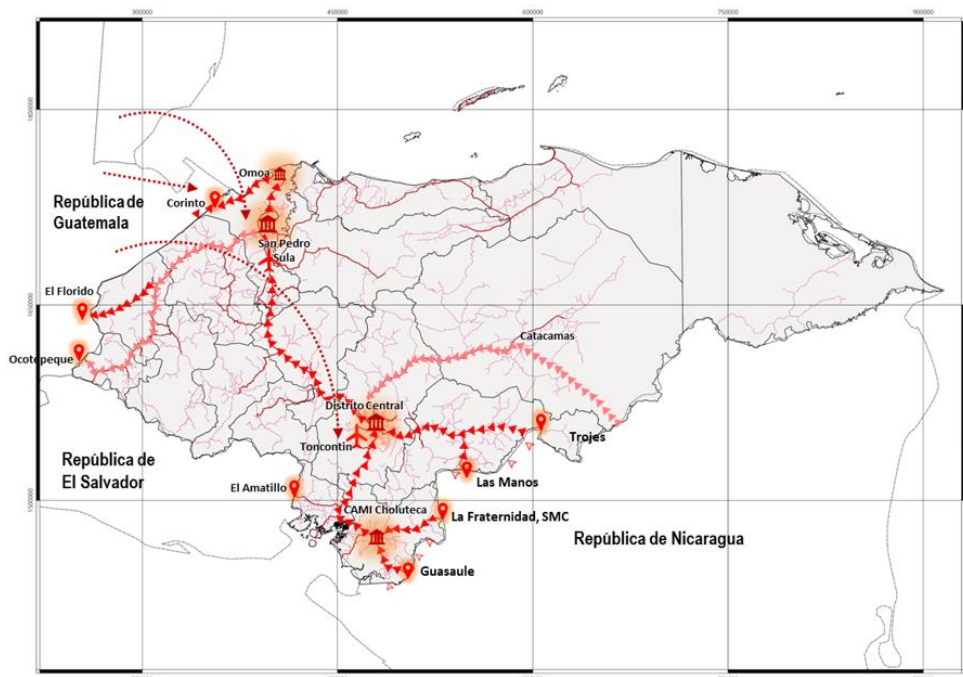
Table 3. Forecasting Menu.

Definition and justification of impact level: The criteria for activating the Early Action Protocol are based on several factors, which include:

- *Analysis of the technical report:* variables analyzed in the technical report are considered.
- *Probability of extreme flows:* The Honduran Red Cross based on the monitoring of moving populations and projections of primary and secondary information, evaluates the possibility of intense migratory flows. This includes population characterization, associated risks, and entry and exit points.
- *Operational capacity on the ground:* It is crucial to consider the existing capacities in the host or receiving communities, including rest areas and temporary shelters. The presence of the Honduran Red Cross, through its councils and volunteers in the areas of coverage, as well as the identification of government institutions and other humanitarian actors providing services, are key aspects.
- *Financial capacity of the National Society:* It should be assessed whether the available financial resources will allow for an effective deployment in the areas of coverage. In case of extreme population movements, the need to scale up resources will be considered, considering financial constraints and the non-permanent nature of the National Society's funds to serve transient populations through its programs and projects. This directly affects the expansion of coverage and operational deployment at humanitarian service points and borders, including the availability of supplies, personnel and volunteers, and kits, among others.

In addition, the variables related to field coordination are fundamental. For the effective activation of this mechanism, it is considered essential to establish collaboration and coordination with local authorities, Municipal Emergency Committees, the Health Secretariat, and other relevant actors.

Identification of the intervention zone: Based on the impact and needs analysis, the Honduran Red Cross determines operational risk by identifying areas of high agglomeration and transit, including border points and migratory routes within the national territory. This process involves a careful assessment of the forecast of population flows, based on consensus, which could exceed the anticipated response capacity. From this, those locations that have the greatest potential to be affected and that present a high risk of humanitarian crisis are selected. These areas are prioritized for the implementation of early actions, guided by the risk index developed by the National Society. Map 3 shows the main migratory transit points in Honduras.



Map 3. Highest transit migration points in Honduras. Source: HRC.

3. How the EAP will reduce the impact on the population – The Early Actions

The prioritized population profiles are based on the operational and administrative capacity of the Honduran Red Cross, the time to implement the interventions and the problems that have been recorded in past population flow events together with the evidence of the effectiveness of the proposed actions; one of the most recent references is the experience obtained with migrants in transit in 2022, where the situation exceeded the extreme scenarios compared to past years. To select the actions, different activities were carried out:


1. In the first instance, visits to places of agglomeration of people in transit and points of humanitarian services, promoting meetings with representatives of the institutions in charge, organizations working in the response and members of the movement such as the ICRC and the IFRC, the councils of the Honduran Red Cross in the areas of implementation, interviews with the staff of the municipalities were also considered.
2. Interviews were conducted with staff of the National Society with experience in humanitarian assistance and response to flows of people on the move, as well as working sessions with representatives of institutions such as the National Migration Institute (INM) and the Permanent Contingency Committee (COPECO).
3. For the elaboration of the theory of change, interviews were conducted with key actors where different actions that can be done in the days prior to the expected flows of people, and that can be very useful for the people to be reached, were proposed.

The operational capacity of the Honduran Red Cross was also considered according to the temporality in the implementation of actions, the acquisition of non-perishable supplies, logistical aspects, and the usefulness of the supplies. Defining appropriate actions to meet the needs that arise in the target population, in reference to the Early Action Protocol and how it is integrated into the risk management cycle to promote early actions prior to the traditional response mechanism.


In addition to the above, the actions implemented by the State of Honduras and other humanitarian organizations in the field were considered so as not to duplicate efforts and to join forces to strengthen coordination in various areas.


PLANNED OPERATIONS

 Health & Care	Female:	2,000	164,000 CHF
	Male:	2,000	AP Codes: 107,108, 109
Indicator:	4,000 people reached with health and care interventions in advance of a hazard.		
Readiness activities	<ol style="list-style-type: none"> 1. Printing visibility material with self-care and health promotion messages in different languages distributed in the HSP. 		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Procurement of 4,000 kits, pre-hospital supplies for the migrant population in transit. 2. Procurement of 1,000 psychosocial support kits. 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Deployment of health RTU (bus). 2. Distribution of standardized transit first aid kits (bandages, gauze, antiseptic soap, band-aids, plasters, waterproof blanket and drawstring backpack). 3. Pre-hospital care for the migrant population in transit. 4. Distribution of visibility material with self-care and health promotion messages in different languages distributed in the HSP. 		


 Water, Sanitation and Hygiene	Female: 5,000		174,180 CHF
	Male: 5,000		AP Codes: 110, 111
Indicator:	10,000 people reached with WASH interventions in advance of a hazard.		
Readiness Activities:	<ol style="list-style-type: none"> 1. Design of communication materials with key messages for hygiene promotion in different languages. 		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Purchase of 10,000 hygiene kits for the personal care of adults (men and women), boys and girls from 4 to 11 years old and babies in the HSP. 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Deployment of supplies for the HSP for the distribution of differentiated hygiene kits to migrants in transit (tents, tables, chairs). 2. Purchase of water (supply to shelters and delivery for consumption by migrants). 		

	3. Distribution of communication materials with key hygiene promotion messages in different languages.		
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 Migration	Female:	5,000	58,628 CHF
	Male:	5,000	AP Codes: 112,113
Indicator:	10,000 people reached with migration interventions in advance of a hazard.		
Readiness Activities:	<ol style="list-style-type: none"> 1. Update of vulnerable areas with a high flow of migrants in transit. 2. PGI workshops (year 1 workshop and year 2 reinforcement). 		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Purchase of equipment for RFL including chargers, backpacks and accessories for connectivity and batteries for recharging. 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Purchase of inputs and deployment of RFL technical teams. 2. Identification, referral, and referral of people in need of protection. 		


 Community Engagement and Accountability	Female:	5,000	8,319 CHF
	Male:	5,000	AP Code: 129
Readiness Activities:	<ol style="list-style-type: none"> 1. Socialization of the EAP among host and transit communities and actors present in the territories (CODEM, INM, SESAL). 2. Anticipatory communication actions to raise awareness and mitigate stigmatization and discrimination. 		

Enabling approaches

 Coordination and Partnerships			5,942 CHF
			AP Codes: 118, 119, 127, 128
Readiness Activities:	<ol style="list-style-type: none"> 1. Coordination with actors in the field for the scaling up of early actions and the HRC Human Mobility Board. 		

	50,329 CHF
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 Secretariat Services			AP Code: 122
Readiness Activities:	<ol style="list-style-type: none"> 1. Local Disaster Manager Salary. 2. Financial Assistant Salary. 3. PMER officer Salary. 4. Communication expenses. 5. Financial expenses. 6. Monitoring and follow-up (travel) 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Coordination trip for activation. 		

 National Society Strengthening	86,221 CHF AP Code: 124,125,126		
Readiness Activities:	<ol style="list-style-type: none"> 1. Development of simulation. 2. Printing of pocket EAP. 3. Salary for anticipation referent assistance. 4. Salary for the assistance of the GIS Technician. 5. Salary for fund manager. 6. Warehouse rentals and/or refurbishment (adaptation of gates, roof repairs, security of facilities, lighting, leaks, painting, etc.) 7. HRC travel coordination. 		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Purchase of equipment and visibility for field volunteering. 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Development of lessons learned workshop. 		

Contact information

For further information, specifically related to this operation please contact:

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For IFRC Resource Mobilization and Pledges support:

- **Regional Office: Head of Strategic Engagement and Partnerships**, Mónica Portilla, monica.portilla@ifrc.org

Reference



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Early Action Protocol Summary

EAP2023HN04 - Honduran Red Cross Population Movement

Operating Budget

Readiness Pre-Pos Stock Early Action TOTAL

Planned Operations	16,638	205,396	185,470	407,503
Shelter and Basic Household Items	0	0	0	0
Livelihoods	0	0	0	0
Multi-purpose Cash	0	0	0	0
Health	1,585	91,903	70,512	164,000
Water, Sanitation & Hygiene	1,981	111,512	60,688	174,180
Protection, Gender and Inclusion	2,377	0	0	2,377
Education	0	0	0	0
Migration	2,377	1,981	54,270	58,628
Risk Red., Climate Adapt. and Recovery	0	0	0	0
Community Engagement and Accountability	8,319	0	0	8,319
Environmental Sustainability	0	0	0	0
Enabling Approaches	131,717	5,229	5,546	142,492
Coordination and Partnerships	5,942	0	0	5,942
Secretariat Services	47,160	0	3,169	50,329
National Society Strengthening	78,615	5,229	2,377	86,221
TOTAL BUDGET	148,355	210,625	191,016	549,995

all amounts in Swiss Francs (CHF)