Anticipatory Action Framework
Bangladesh Monsoon Floods

Executive Summary

This document presents the pilot framework for collective anticipatory action to monsoon floods in Bangladesh, including the forecasting trigger (the model), the pre-agreed action plans (the delivery) and the pre-arranged financing (the money). In addition to the 3 core elements, an investment in documenting evidence and learning is part of the pilot (the learning).

The objective of this pilot is to further scale-up the quality and quantity of collective anticipatory humanitarian action to people at risk of predicted severe monsoon flooding of the Jamuna River in Bangladesh. The pilot will cover five highly vulnerable districts (Bogura (Bogra); Gaibandha; Kurigram; Jamalpur; and Sirajganj) with the aim to reach 410,000-440,000[1] people ahead of flood peak with multi-sectoral interventions carried out by the United Nations and the Red Cross/Red Crescent in close collaboration with NGOs and the Government through CERF funding. A further ca. 130,000 people will be reached with additional financing and about one million people are to benefit from joint early warning messages.

The model makes use of available forecasts with a two-step trigger system to predict severe monsoon floods:

- Stage I: Readiness trigger is reached when the water discharge at the Bahadurabad gauging station over a period of three consecutive days is forecasted by the GloFAS model with a maximum 15-day lead time to be more than 50% likely to cross the 1-in-5-year return period.

- Stage II: Action trigger is reached when the water level at Bahadurabad is forecasted by the FFWC 5-day lead time model to cross the government-defined "Danger Level" + 0.85 meters, and probabilistic forecasts with longer lead times (GloFAS/RIMES) show a sustained or increasing trend of the water discharge at the Bahadurabad gauging station for at least three consecutive days beginning from the day when the danger level is forecast to be crossed.

The delivery of anticipatory action is time critical. Agencies have agreed to develop a common beneficiary database enabling the joint targeting of households so these may benefit from a comprehensive intervention. In addition, all agencies agree to work jointly on distribution and content of targeted early warning messages.

Given the short lead times, unconditional cash is a major component of the pilot. Bringing together the reach of WFP and BDRCS, some 78,000 vulnerable households will receive 4,500 Taka (~US$53) each ahead of severe peak flooding either through mobile transfers (bKash) or the post office.

In addition to cash, FAO will support 25,000 households with (1) animal feed at evacuation points and (2) with flood-proof storage of agricultural and productive assets (e.g. tools, seeds).

UNICEF is complementing the anticipatory intervention with the provision of safe drinking water and early warning and hygiene promotion messaging to some 110,000 people through the distribution of jerricans, water purification

---

[1] 390,000 people targeted with cash plus approximately 20,000-60,000 people who will benefit from WASH and livelihood interventions at evacuation centers. Due to the uncertainty of who will end up at evacuation centers, and what the overlap with the cash program is, these figures remain estimates.

tablets and a communication campaign. Also, through the deployment of ten mobile water treatment units at evacuation points, some 20,000 people will be able to access safe drinking water.

UNFPA-led interventions will reach more than 16,300 people: 9,688 women, adolescent girls and third gender / transgender will receive dignity and menstrual hygiene management kits. Some 3,800 pregnant women will have access to safe deliveries. 20 newly trained midwives will support some 100 safe births. An additional health center will be equipped with the capacity for clinical management of over 50 rape cases and some 1,600 couples will benefit from receiving emergency family planning supplies.

In addition to cash, BDRCS through a sub-agreement with WFP, will provide additional evacuation support based on need, last mile early warning dissemination for 100,000 households and first aid support based on need of the people and households during the operations. Save the Children, using its own financing, will provide direct cash and WASH support to some 31,500 people in Sirajgoni and 12,000 people in Gaibanda.

The money for the pilot comes from different sources, including from the Central Emergency Response Fund (CERF) of up to $7.5 million. CERF financing will be released as automatically as possible immediately once the defined triggers are reached. The pre-arranged financing agreement with CERF is in place for one severe flooding event over a two-year pilot period from the moment this framework document is pre-endorsed and pre-agreed.

WFP, UNFPA, BDRCS and Save the Children have additional financing available as part of the same trigger mechanism for additional anticipatory actions in line with applicable agency-specific protocols.

Overview table reach[2]
(does not include early warning messages estimated to reach some 1 million people)

	CERF Financing ($)	CERF-financed reach (people)	Activities	*Reach with additional funding sources*
FAO	773,284	125,000	High-nutrient animal feed	
			Waterproof storage silos	
UNFPA	711,397	16,300	Dignity Kits	
			Menstrual health management kits	
			Reproductive health kits	
			Male condoms	
UNICEF	550,937	110,000	Jerrican and water purification tablets	
		20,000	Mobile water treatment plants	
WFP	5,500,000 (incl. BDRCS sub-grant)	360,000	Cash distribution	*65,000*
BDRCS	*431,932 (via WFP)*	30,000	Cash distribution	*21,000*
			Evacuation support	
			First aid	
Save the Children	n/a		Cash distribution	*43,500*
			WASH	
TOTAL	7,535,078	410,000 – 440,000*		*129,500*

---

[2] NB: *Save the Children numbers are currently calculated at 4.5 people per household. For the other agencies (and last year's pilot) we built on the standard rapid response planning figure of 5 people per household. UNFPA is revising its final budget number. We are waiting for the final numbers from Save the Children. * See footnote 1.*

The learning and documentation of evidence from the pilot will be coordinated through an ad-hoc committee which will ensure a common approach to agency-specific monitoring and evaluation; as well as identifying opportunities for an independent evaluation. The impact of the pilot shall be assessed against the premise of anticipatory actions leading to a faster, more efficient, and more dignified humanitarian response, which also may protect development gains. Learning from pilots should be achieved at the highest possible standards and rigor.

Key improvements have been made to this iteration of the Bangladesh anticipatory action pilot compared to the 2020 experience. Many lessons learned have been incorporated at the agency level. At the collective level, the main improvements have been on scale and quality of the pilot. Notably the common beneficiary database and common approach to early warning, as well as improved coordination around learning and activation should help to provide better anticipatory actions.

As a commitment to learning and continuous improvement of anticipatory action challenges, and ways to overcome these in the future, are identified throughout the document. For instance, the COVID pandemic continues to constrain operational capacity. Short time frames in building the pilot, limited time between trigger events and peak floods, as well as the availability of resources means the pilot must be very focused, prioritized and targeted to concrete and achievable outcomes. The biggest impediment to a further scale-up has been the absence of financing for "start-up costs," i.e. the necessary investments to entities to build the pilot and prepare for collective action.

The framework has been facilitated by OCHA and the RCO and was jointly developed by FAO, UNFPA, UNICEF, WFP, Red Cross/Red Crescent, BDRCS, and the Start Network. Save the Children also contributed.

Table of Contents

Overview and introduction[3]

What is anticipatory action?

There is broad agreement for the international humanitarian sector to move from a largely responsive approach to an anticipatory approach. Planning in advance for the next disaster, putting the response plans and the funding in place before a disaster, releasing the funds to act to reduce the impact of a disaster and therefore limit humanitarian needs. An anticipatory approach leads to a **more effective, efficient and dignified response**. It also protects hard-won development gains.

Today, we can predict with increasing confidence the occurrence and humanitarian impact of certain shocks. By combining different analytical approaches, out-of-the-ordinary weather events can not only be predicted, but their projected impact can proactively be mitigated based on pre-identified anticipatory actions.

Building on growing evidence that acting prior to the onset of a predictable hazard is significantly more effective than traditional humanitarian response, collective anticipatory action frameworks are being established facilitated by OCHA. Each framework comprises 3 core elements, all of which are underpinned by a clear learning, monitoring and evaluation plan:

- A robust forecasting embedded in a clear decision-making process (the **model**).
- Pre-agreed action plans that can fundamentally alter the trajectory of the crisis (the **delivery**).
- Pre-arranged finance (the **money**).

Anticipatory action is still an innovative space, requiring "proof of concept". Thus, in addition to the 3 core elements, an investment in documenting evidence and learning from each framework is necessary (the **learning**).

Monsoon flooding in Bangladesh

Bangladesh is highly vulnerable to climate-related shocks and stresses, including monsoon flooding events. Monsoon floods usually occur March to September with peaks between June and September. In an 'average' year, approximately one quarter of the country is inundated. Every four to five years, there is a very severe flood, with climate change changing the predictability and severity of these events.

With the support of the Government, Bangladeshi society has developed a remarkable level of resilience and adaptation to seasonal flooding. However, in some years, flooding is more intense and surpasses the ability of communities to cope, leading to deaths and the destruction of key infrastructure, livelihoods and homes. This in turn creates widespread humanitarian needs with longer term development consequences.

Past anticipatory action to monsoon flooding in Bangladesh

Extensive anticipatory action experience by WFP, the Red Cross/Red Crescent and others has been built over the past few years in Bangladesh. The Bangladesh Red Crescent Society (BDRCS) pioneer in implementing anticipatory action in Bangladesh and piloted in 2015, 2017 and 2019. The BDRCS developed trigger-thresholds and Early Action Protocol (EAP) for Monsoon Flood and was activated in 2020. WFP piloted triggering anticipatory action in 2019 for the monsoon floods.

In 2019, a "Forecast based Financing/Actions (FbF/A) Technical Working Group" was established, bringing together interested agencies under the leadership of BDRCS. The group was officially launched under the auspices of the Ministry of Disaster Management and Relief (MoDMR) and is linked to the Humanitarian Coordination Task Team (HCTT) co-chaired by the UN Resident Coordinator (RC) and MoDMR Senior Secretary.

---

[3] This document should be read in conjunction with the 2020 Anticipatory Action Concept Note for Bangladesh, the 2020 framework document (link), as well as the learning generated from the activation in 2020 (see annex).

In 2020, OCHA facilitated a collective approach to anticipatory action as part of a global pilot phase. Building on existing structures and experiences, the pilot framework pre-established when and on what basis financing and action would be triggered ahead of a specific monsoon flooding peak; how much funding would go to which agency; and what activities the funding would be used for and in what time frame.

On 4 July 2020, severe floods were forecasted from 18 July onward. The framework was triggered, and CERF funding was released. By the time the water reached life-threatening levels, more than 220,000 people had already received assistance through WFP, FAO and UNFPA, which worked with the Red Cross/Red Crescent, 10 local non-governmental organizations (NGOs) and the Government. WFP and some NGOs also carried out similar, independent anticipatory actions during the same time. BDRCS carried the anticipatory action for 2020 monsoon floods within 4 July 2020, which is before the first peak of the flood under FbA by DREF of IFRC.

Extensive learning and evaluations from the 2020 experience build a basis for the improvement of the current pilot.[4]

Objectives for 2021

Incorporating lessons from the 2020 activation, the objective is to further scale-up the quality and quantity of collective anticipatory humanitarian action to people at risk of predicted severe monsoon flooding of the Jamuna River in Bangladesh. The pilot will cover five highly vulnerable districts (Bogura (Bogra); Gaibandha; Kurigram; Jamalpur; and Sirajganj)[5] with the aim to reach 410,000 to 440,000[6] people before peak flooding with multi-sectoral interventions carried out by the United Nations and the Red Cross/Red Crescent in close collaboration with NGOs and the Government. In addition, about one million people are to benefit from joint early warning messages.

In line with the strategic guidance by the Resident Coordinator (e-mail of 11 March 2021), the proposed qualitative and quantitative scale-up includes:

- Improvement of the trigger and an early warning component,
- Strengthened targeting to ensure that better coordination in terms of geographic areas and households[7],
- A reach of more beneficiaries, including through a more comprehensive multi-sectoral approach, including joint targeting.
- Improved actions by each agency based on learnings generated in 2020,
- Greater inclusion of NGOs/Consortiums with a focus on increasing the involvement of national and local partners
- More pre-arranged finance, including a higher CERF commitment,
- Continued investment in learning and documenting evidence.

Overarching framework and core principles

The Resident Coordinator (RC) is responsible for the overall coordination and accountability of international assistance by the United Nations in country, which includes CERF allocations. The RC is also the UN's main point of entry for liaison with the Government. Under the leadership of the RC, the pilot is anchored in existing in-country humanitarian coordination mechanisms and modalities for anticipatory action, which is also sometimes referred to as forecast-based action (FbA) or forecast-based financing (FbF).

---

[4] For an entry point to the learning outcomes, please see here: https://www.unocha.org/our-work/humanitarian-financing/anticipatory-action/summary-bangladesh-pilot
[5] The five districts were selected based on in-country vulnerability analyses and past flood analyses. There were discussions to expand the collective pilot to include Tangail district, but due to time constraints and set up of the common beneficiary database, this wasn't possible in 2021, but should be considered in the future.
[6] 390,000 people targeted with cash plus approximately 20,000-60,000 people who will benefit from WASH and livelihood interventions at evacuation centers. Due to the uncertainty of who will end up at evacuation centers, and what the overlap with the cash program is, these figures remain estimates.
[7] The average size applied to a household for this pilot is 5 people per household.

The pilot builds on existing protocols to reinforce existing coordination mechanisms, including the BDRCS-led FbF/A technical working group, the Needs Assessment Working Group (NAWG), and the Humanitarian Coordination Task Team (HCTT). The pilot is also in line with existing tools, including the relevant contingency plan for climate-related disasters in the context of COVID-19 and the Humanitarian Preparedness and Response Plan (HPRP).

The Model: Forecast and Triggers

Forecasts

Several global and national flood forecasts are available for Bangladesh. For this pilot, two forecasts were selected based on a thorough study by the Red Cross Climate Center (RCCC), previous experience triggering anticipatory action for monsoon floods, and an evaluation of the 2020 performance:

- First, a 15-day probabilistic warning model based on GloFAS, a global hydrological forecast and monitoring system that couples weather forecasts with a hydrological model and is calibrated for the Jamuna river in Bangladesh (T-15).
- Second, a 5-day deterministic action model, based on the Bangladesh Flood Forecasting & Warning Center (FFCW), a national model (T-5).

Triggers

A trigger for anticipatory action should be based on a set of criteria to help answer the questions when and where to act before an imminent disaster. It should determine when a hazard becomes an out-of-the-ordinary (or severe) shock and the humanitarian impact crosses a certain threshold for the exposed vulnerable community.

For this pilot, a 1 in 5-year return period or more is considered a severe shock. Such shocks are forecasted to affect more than 40% of a population and/or damage more than 20% of household assets.

To make the best use of available forecasts and increase time to prepare for activation, a two-step trigger system is used by this pilot:

- Stage I: Readiness trigger is reached when the water discharge at the Bahadurabad gauging station over a period of three consecutive days is forecasted by the GloFAS model with a maximum 15-day lead time to be more than 50% likely to cross the 1-in-5-year return period.

- Stage II: Action trigger is reached when the water level at Bahadurabad is forecasted by the FFWC 5-day lead time model to cross the government-defined "Danger Level" + 0.85 meters, and probabilistic forecasts with longer lead times (GloFAS/RIMES) show a sustained or increasing trend of the water discharge at the Bahadurabad gauging station for at least three consecutive days beginning from the day when the danger level is forecast to be crossed.

A (severe) flood event for this pilot is defined as the average daily water level at Bahadurabad station as measured by FFWC being above the danger level (19.5 m) + 0.85 m for three consecutive days (see section on triggers).

To support the geographic prioritization, an intervention map will be produced, to identify the unions where the forecasted flood impact crosses the limit. This map builds on the flood depth and population data.

Governance: Monitoring and activations

Who	What	How	When
BDRCS-led forecast monitoring team (Hassan)	Monitors flood forecasts (GLOFAS and FFWC)	Populates (twice a day) the forecast and observation in the log sheet[8]	From June 2021
BDRCS-led forecast monitoring team (Hassan)	Confirms that 15-day readiness trigger is reached And/or 5-day action trigger is reached Related agreed interventions by agencies can commence immediately	Communicates status of 15-day readiness and/or 5-day action trigger to the RC/RCO as well as concerned UN Agencies, OCHA and other partners (See annex) through email. A WhatsApp Group is also used to facilitate communication. The communication includes an intervention map.	As triggers are reached
CERF	When a readiness trigger is issued (or an action trigger without a previous readiness trigger), CERF will immediately send the approval letters to the agencies.	Endorsed pilot and CERF application by RC and Emergency Relief Coordinator (ERC) Pre-approved CERF approval letter	
RC/RCO	The Resident Coordinator may call for a meeting. Invitees include the BDRCS-led working group on forecast-based action, Red Cross/Red Crescent, BDRCS, WFP, FAO, UNFPA, UNICEF, OCHA and government (e.g. MoDMR) immediately after the readiness or action trigger is reached.	This meeting is to discuss the situation, including coordination of actions with government efforts.	As applicable

---

[8] https://drive.google.com/file/d/1J5B9pktZYnlBwAtb8n907A8P6xFVlCCd/view

Improvements over 2020

Readiness trigger skill level

In 2020, the pilot relied on a 1 in 5-year river discharge value at Bahadurabad of 100,000 m³/s as the readiness trigger value. This value remains unchanged, however, GloFAS has recently performed an upgrade to their model (from version 2.2 to 3.1), which yields improved performance of the readiness trigger.[9]

To quantify the performance of update, the GloFAS ERA5[10] reanalysis data from 1987-2020 was used to identify historical readiness triggers, and compare them with historical action triggers from the FFWC water level measurements (there were 7 over this time period). The number of successful, false, and missed activations that would have occurred in this historical period were measured for both GloFAS model versions:

Results 1987-2020	Definition	v 2.2	v 3.1
Successful pre-activations	readiness trigger + action trigger	2	4
False activations	readiness trigger but no action trigger	4	3
Missed activations	no readiness trigger but action trigger	5	3

The performance of the updated GloFAS model was found to improve on all accounts. The number of successful pre-activations increases twofold, while there is one fewer false activation and two fewer missed activations. Thus, simply by employing version 3.1 of the GloFAS model, an enhanced performance of the readiness trigger can be expected.

The above results can be related to the different possible activation scenarios but note that the estimates provided below do not take into account error in the GloFAS forecast, which is a significant source of uncertainty.

- Scenario A (readiness trigger, followed by an action trigger): In the event of a flood,[11] there is a ~60% chance of correctly activating the readiness trigger.
- Scenario B (readiness trigger, but no action trigger): In the event of a readiness trigger activation, there is a ~40% chance that there will not be any flooding event within 30 days after the event forecast date.
- Scenario C (action trigger, but no prior readiness trigger): In the event of a flood, there is a ~40% chance that the readiness trigger will not be activated.

Readiness trigger lead time

The lead time of the readiness trigger has been increased from 10 to 15 days. This change was implemented after a thorough analysis of the GloFAS model version 3.1 forecast performance over a range of lead times.

First, the skill of the forecast was examined by computing how close the forecast river discharge values were to the real-time discharge values. The overall forecast error was found to increase less than 5% between the 10- and 15-day lead times, and to not increase at all when only severe (greater than 1 in 5-year return period) river discharge values were considered.

The bias was also examined by checking whether the forecast values tended to be above or below the real-time ones. Very little bias was observed up to 15-day lead time with version 3.1 of the GloFAS model, for both the full range and extreme river discharge values.

---

[9] For more information on the GLOFAS update, see here: https://www.globalfloods.eu/news/92-glofas-v31-pre-release-on-15042021/
[10] ECMWF Reanalysis v5: Harrigan, S., Zsoter, E., Alfieri, L., Prudhomme, C., Salamon, P., Wetterhall, F., Barnard, C., Cloke, H., and Pappenberger, F.: GloFAS-ERA5 operational global river discharge reanalysis 1979–present, Earth Syst. Sci. Data, 12, 2043–2060, https://doi.org/10.5194/essd-12-2043-2020, 2020.
[11] A severe flood event for this pilot is defined as the average daily water level at Bahadurabad station as measured by FFWC being above the danger level (19.5 m) + 0.85 m for three consecutive days (see section on triggers).

Finally, historical readiness triggers were identified in the forecast data over the range of lead times in consideration and compared to the readiness triggers in the real-time data. No reduction in forecast performance was found when going from 10- to 15-day lead time.

Thus, based on the above analysis, it was concluded that the trigger performance would not be impacted by the increase in lead time.[12]

Known challenges, limitations and how to overcome these in the future

Action trigger: FFWC Forecast: The water level forecast from FFWC has been shown to have a negative bias (underprediction) at longer lead times and high-water levels, which could lead to missed action triggers. Although further analysis is needed to confirm, it should be possible to leverage the GloFAS river discharge forecast in combination with the FFWC water level forecast to improve the fidelity of flood event detection. Work by WFP, Red Cross/Red Crescent and OCHA is underway to possibly support the government in refining the FFWC forecasts.

GloFAS river discharge - FFWC water level connection: The ability of the readiness trigger to accurately correspond to action triggers and flood events depends on the relationship between the GloFAS modelled river discharge and water level as measured by FFWC. While the two quantities are generally correlated, there is substantial scatter, particularly at high water levels, which is the main cause of false and missed activations. Further analysis is needed to improve the correspondence between these two quantities.

The Delivery: Anticipatory Action Plan

Overview

Due to a lack of resilience, early warning, and resources available before a flood strikes, poor households in the Jamuna basin might lose their lives, houses, assets, food grains, and income from livestock. They may also be forced to adopt negative coping strategies, skip meals, reduce portion size and eat lower quality food. Women and girls often struggle to meet essential material needs during a crisis, that leads to compromising on health, limited mobility, isolation and they end up at greater risk of gender-based violence. Evidence from past emergencies demonstrates that the menstrual health of adolescent girls worsens during crises. All these impacts can have long-term impacts on communities, and both exacerbate susceptibly to future shocks and erode development gains.

Anticipatory actions aim to interrupt the severity of a shock – in this case the flood impact – on vulnerable households by targeting populations most at risk. The targeting of anticipatory action ("at risk") is therefore distinct and different from targeting for humanitarian response which is determined by existing need ("in need").

Anticipatory actions effective in preventing or reducing the humanitarian impact of severe floods thus need to be delivered within the window of opportunity, i.e. between the trigger and the peak impact of the flood waters. Agencies thus need the operational capacity (thematic, logistic, administrative, financial, human resources) to implement the action effectively. However, it is critical to understand that the exact timing of flooding for any particular village or area is determined by a complex series of factors, including the collapse of embankments, localized rain events, and other factors that are outside the scope of the model.

For this pilot, interventions have been selected to be rooted in the current operating environment, including COVID-19, agency capacity to deliver, ability to mitigate the impact of floods, and learning from past experiences.

The details for UN-lead anticipatory actions as part of the pilot are found in the annexed CERF applications.

---

[12] For more information about the analysis conducted for both skill level and lead time improvement of the readiness trigger, please see here: https://docs.google.com/presentation/d/16Lgo9zUgiLv4VEg_QCAhtcdQmKkwoNR68CpEIPmxqsA/edit?usp=sharing

Collective improvements for 2021

A key aspect of the 2021 pilot is to improve the quality of anticipatory assistance provided to people at risk. Based on the lessons learned in 2020, three major improvements were made at the collective level. First, a common beneficiary database to support join targeting; second, a common approach to early warning messaging for communities at risk; and third, improved localization and coordination with the government.

Joint targeting and common beneficiary database

The 2020 experience showed that despite multi-sectoral actions by humanitarian agencies in the same geographic area, most households did not receive multi-sectoral support. Where there was an overlap, the independent evaluations indicate that beneficiaries saw better outcomes.

For 2021, a common beneficiary database for joint targeting developed. This entails the establishment in advance of a common database of around 100,000 pre-verified, poor and vulnerable households from some 140 of the most flood-prone unions in the geographic target area of the pilot.

This common database is prepared with the support of secondary lists from various sources (Local Government, NGOs, UN agencies, list of households assisted under various social safety net programmes and relief operations) and with necessary verifications.

The common database will be used to ensure combined anticipatory action packages are provided to the same beneficiary households, where feasible. (See annex)

Joint approach to early warning

A lack of coordinated early warning mechanism and messaging, especially to reach the most flood prone unions, has been identified in 2020 as a major challenge. For 2021, the anticipatory action pilot focused on improving the reach of early warning messages and aligning content of the messages, in collaboration with the government.

The message content will be prepared jointly with the inputs of participating agencies.

For the dissemination of messages, WFP will be complementing the government's existing flood early warning system which reaches up to union level – through community or last mile dissemination to remote villages to raise awareness of possible impacts of floods on life and livelihoods in advance. This last mile early warning system may use community volunteers, announcement from local mosques, community radio or local TV cable network including the text messaging.

FAO will use SMS blasts to warn some 100,000 households with targeted early warning messaging. FAO agreed to incorporate SGBV-related messaging provided by UNFPA.

UNFPA through existing flood early warning system of the Government and other stakeholders will integrate specific protection, menstrual health management, maternal health and prevention of sexual exploitation and awareness related messages.

BDRCS plans to disseminate last mile early warning along with Covid-19 safety message targeting 100,000 households through miking and evacuation, search and rescue and first aid support based on need. From the experience of 2020 monsoon flooding, where BDRCS provided evacuation support, it was realized that people were in need of evacuation support, but they were unaware of the evacuation support provided by BDRCS. If people could get a message on the early waring and also the evacuation support provided by the BDRCS the vulnerable people could use the evacuation support more efficiently.

Localization and collaboration with the government

An anticipatory approach to humanitarian action allows for partnerships, especially with local actors, to be well defined well in advance of the triggers and shocks. Once a trigger occurs, the pre-identified partnerships allow for a timely implementation of response which clear roles, responsibilities and expectations.

The collective anticipatory action pilot provides an opportunity to strengthen national NGO involvement in planning and coordination process and to establish better coordination of at the country level. It can also help identifying remaining barriers and challenges to providing resources to frontline NGOs.

The Start Fund Bangladesh participated in the development of the pilot and provided support and advice, including on the localization agenda. A full proposal on how more localization could be achieved through the pilots in the future can be found in the annex.

Through CERF financing alone, UN agencies are working with several local partners to implement the anticipatory actions. Some 20% of the total CERF financing is sub-granted to local organizations, excluding the cash transfers which go directly to beneficiaries, some 36% of the total funding is transferred to local partners.

The establishment of the MoDMR Forecast Based Financing Task Force highlights the Government's appreciation for the anticipatory approach and its willingness to lead in its further development. UN agencies work closely with the MoDMR and relevant government line ministries. FAO, UNFPA and UNICEF will also provide resources to government staff and departments for carrying out anticipatory actions.

Meetings were held with the MoDMR to brief on the pilot and discuss various aspects, including early warning and joint targeting (TBC). It is envisaged that after a potential activation of the pilot, learning outcomes will be discussed through the government led FbF working group. Work is also ongoing to provide support to FFWC on trigger-related improvements.

UNFPA as the GBV cluster co lead with Ministry of Women and Children Affairs, has provided extensive orientation on Anticipatory Action approach to the cluster members at national and sub national (district level) including its implementing partners (IPs). Through the GBV cluster, UNFPA is ensuring coordination with long-time anticipatory action frontrunners in Bangladesh such as BDRCS, German Red Cross, CARE and many members of the START Network. Based on last year's experiences UNFPA will ensure IPs are engaging local partners and communities in validating forecast and risk analysis. UNFPA will also work closely with the communications team on common messaging with sister agencies during activation and for advocacy purposes.

Interventions by Food and Agricultural Organization (FAO)

Objective(s)

➢ To protect the livelihood assets of 25,000 vulnerable households (125,000 individuals) in the five identified districts and reach 100,000 households with Early Warning Messages. High-nutrient animal feed will be distributed to 12,500 households. Waterproof Storage Silos will be distributed to 12,5000 households.

Livestock are often the most valuable asset a family owns, and their loss can be devastating, often drastically setting back household income and sliding them further into poverty. During flooding events, with regular fodder sources submerged under flood waters, it is important that households with livestock receive support to keep these animals alive.

Seeds, food and food stocks are often stored in sacks on the ground or hanging from rafters in homes, making them highly vulnerable to flood water and humidity, causing them to spoil quickly under flood conditions. The result is a severe impact on food security and a household's ability to resume food production once flood waters have subsided.

FAO-led anticipatory actions

For the 2021 Anticipatory Action in project, FAO plans to build on and expand from the successful 2020 experience. The following actions will be undertaken:

- Common profiling exercise in highest risk areas
- Early Warning message dissemination
- Distribution of water-proof seed/food/water storage silos
- Distribution of nutrient enriched large ruminant feed
- Internal evaluation as well as participation in the common independent evaluation

The large ruminant animal feed (primarily for goats, cows and sheep) is highly fortified, concentrated, and transportable, making it ideal for these emergency situations. It is also not a product that is readily available on the market, particularly during floods when up to 70% of markets may be non-operational. FAO will make this product available at evacuation points to relevant households in advance of the flooding, so that they can ensure the survival and health of their livestock assets for up to one month during the peak and following a flooding event – when hopefully markets will resume their normal trade

The delivery of hermetically sealed storage drums before the flooding allows households to protect food supplies, seeds and valuables. Importantly, the drums are often used store and transport clean water which prevents the spread of disease and infection.

A portion of the inputs will be met from existing FAO stock, however the majority of the procurement will be undertaken under arrangements with multiple private sector manufacturers which have agreed to maintain agreed levels of stock and to produce agreed quantities according to pre-agreed daily targets following the readiness trigger. Quality assurance and testing mechanisms have also been designed for conduct within the readiness and activation trigger timeframe.

Lessons from 2020 experience and key improvements for 2021

In 2020, the vast majority of people who received FAO inputs found the items useful, yet many beneficiaries asked for additional kinds of support to cover other immediate needs.[13] Cash support came up frequently, often in relation to repairing a house or building a new home in a safer location. Others feared they would no longer be able to pay the fees to send their children to school. In 2021, FAO will conjointly target households to provide more holistic cash+ packages (see joint targeting above).

The importance of closer coordination with government agencies, as well as NGO partners, including those implementing in service delivery, is also a key lesson learned which is being addressed through advanced coordination and planning, as well as common contracting for combined service delivery.

Overall, the need for investment in internal and administrative readiness for anticipatory actions is a major learning from 2021 which has potential to both greatly improve household level impact and promote institutional uptake of the approach. Unfortunately, financing for many these elements is scarce and presents a major challenge in substantially scaling up anticipatory action.

To overcome some of the challenges, FAO is working on:

- Last mile transportation: Agreements with vendors to include union-level distribution and advanced engagement of service providers on the ground is being managed by field-based technical staff.
- Procurement lead time: FAO established Long-Term Agreements with the vendors/producers of the key items for the AA response, allowing a much shorter lead time and pre-negotiated conditions.

---

[13] Through a FAO independent evaluation, which can be accessed here: http://www.fao.org/3/cb4113en/cb4113en.pdf

- Pre-positioning: FAO is working with government partners from the MoFL and the MoA on the identification of storage options at the local level.
- Government capacity and readiness: In 2020 there was little familiarity with anticipatory action among government partners in particular key FAO partners such as the Department of Agriculture Extension and the Department of Livestock Services (DAE/ DLS). Increased government sensitization and review of the roles of individual ministries within the MoDMR Standing Orders for Disaster (SOD) are being undertaken to improve government ownership and contribution.

Known challenges, limitations and how to overcome these in the future

Start-up financing: The nature of the current pilot design places little focus on the 'start-up' element of anticipatory action. The importance of this work is now recognized in the fostering of local knowledge incorporation, ownership, beneficiary and stakeholder inclusion in the design and implementation. The reallocation of appropriate levels of resources toward this work is a key amendment in the approach for 2021.

Interventions by United Nations Populations Fund (UNFPA)

Objective(s)

➢ To mitigate the impacts of GBV, maternal deaths and challenges in menstrual health of adolescent girls during natural disasters, by deploying flood response activities in the above-respective areas just prior to the disaster occurrence across selected districts

With 28% women of reproductive age, it is estimated that more than 9,000 women will be pregnant during the monsoon flood period in the selected pilot districts. During times of crisis, communities often prefer birth at home due to transportation challenges and high costs. Yet, only 53% of pregnant women have access to and are able to give birth at health centers,[14] leading to a maternal mortality ratio of 165 per 100,000 live births.[15] With COVID 19 pandemic and lockdown measures during monsoon flood season, communities are facing additional challenges to ensure safe birth and access to the health facilities

The prevalence of sexual violence among married women by their partners is 13.3%, with Rangpur and Rajshahi division having highest rates - 17.9 and 17.5 percentage respectively.[16] A potential flood compounded by the ongoing pandemic contribute to the exacerbation of gender-based violence (GBV). Often the health facilities are not well capacitated and/or under resourced to provide life-saving and survivor centered services.

UNFPA-led anticipatory actions

UNFPA's interventions will a) mitigate Gender-based violence (GBV) risk of women and adolescent girls potentially affected as a result of flood; b) integrate Sexual and Reproductive Health (SRH) service components for women and adolescent girls; c) increase the capacity of a local health facility in the clinical management of rape; and d) provide family planning supplies.

Concretely, UNFPA interventions will reach more than 16,300 people. GBV interventions will support 9,150 women, adolescent girls and third gender / transgender with access to dignity and menstrual hygiene kits. Some 3,800 pregnant women will have access to safe deliveries. In particular, the 12,950 women, girls, third gender and pregnant women will be provided with cash support to access these emergency services. At the institutional level, 20 newly trained midwives will support some 100 safe births. An additional health center will be equipped with the capacity for clinical management of over 50 rape cases and some 1,600 couples will benefit from receiving emergency family planning supplies.

Five districts will be covered through six types of interventions, as outlined in the following table:

---

[14] Bangladesh Maternal Mortality Survey, 2016
[15] Sample vital registration survey 2019
[16] Violence Against Women survey 2015

Intervention	Bogura	Gaibandha	Jamalpur	Kurigram	Sirajgonj
Dignity kits		√	√	√	
Menstrual health management kit	√		√		√
Reproductive health kit - *Clean delivery kit (2A) for pregnant women* - *Clean delivery kit (2B) for midwives* - *Clinical management of rape (RH3)*	√ √	√		√	√ √ √
Male condoms (RH 1A)	√	√		√	√

Lessons from 2020 experience and key improvements for 2021

UNFPA is undertaking a number of initiatives that are qualitative improvements from last year: 1) investment in Common Beneficiary Database for joint targeting; 2) investment in institutional emergency preparedness sexual and reproductive health service providers; 3) improvement in the dignity kit contents for both women and third gender individuals based on last year's anticipatory action monitoring feedback; 4) integrating GBV risk mitigation messages in the joint early warning mechanism; 5) mapping partner presence and capacity in the monsoon flood prone districts; 6) orientation to partners and other stakeholders on anticipatory action through GBV cluster; 7) preparation of an anticipatory action integrated nexus strategy for GBV cluster; and 8) exploring application of technology via Block Chain in improving access to menstrual health management.

Financing the preparedness and 'start-up' to ensure effective and quality anticipatory actions - is a critical lesson learned from 2020 collective pilot. To undertake preparedness activities including prepositioning of kits in the pre-trigger phase, UNFPA mobilized approximately $228,000 additional resources from the internal Emergency Fund window. A portion of the dignity kits and the reproductive health (RH) kits will be from a DFAT funded prepositioned stocks which will later be replenished with CERF funds. UNFPA is also preparing to use prepositioned stocks of MHM kits from an on-going CERF-funded rapid response multi-country gender-based violence project (February 2021-February 2023),[17] and will use a portion of the CERF funds to replenish those stocks.

Since the month of April 2021, UNFPA initiated anticipatory action preparedness activities, including significant qualitative improvement of packages (Dignity kits) based on feedback received from last year's beneficiaries, ensuring environment friendly items in both the dignity and menstrual health management kits, and prepositioning these kits in readily accessible locations; rapid field assessment of emergency capacity of health facilities to manage immediate consequences of sexual harassment, and assessing emergency family planning supplies; training of health personnel on clinical management of the immediate consequences of sexual violence; and orientation on Anticipatory Action to local government service providers and local NGOs through the GBV cluster sub national coordination in Jamalpur, Gaibandha and Kurigram. In MoWCA's leadership, GBV cluster is in progress of preparing a strategic plan that will ensure integration of anticipatory action in humanitarian preparedness and response for all climate related disasters.

Finally, but most importantly the development and use of a Common Beneficiary Database of most vulnerable households in the five Jamuna basin districts is one of the critical improvements in UNFPA anticipatory action programming. UNFPA joined hands with WFP, FAO, UNICEF and BDRCS to develop a common database that will have profiling of most vulnerable households at risks of monsoon flood. This database will facilitate joint targeting for multi-sectoral support.

In preparedness, UNFPA is also exploring on use of technology in disaster response via Block Chain technology. A study will be undertaken to understand how a new approach of block chain can enhance access of menstrual health management products for women and adolescent girls.

---

[17] CERF grant 20-RR-FPA-042: *Harnessing the leadership of local Women-Led Organizations for promoting positive social norms and improving access to survivor-centred life-saving multisectoral GBV response*

Two of the other areas of key improvement for UNFPA in 2021 are - the localization agenda and mainstreaming specific protection issues in early warning messages - both mentioned in above relevant section.

Known challenges, limitations and how to overcome these in the future
Pre-positioned stocks are pre-requisites for UNFPA's successful anticipatory actions, and this happens months ahead of the readiness phase. The pre-procurement of stockpiles, warehousing and maintenance before readiness involves significant investment in preparedness. UNFPA will continue to advocate for dedicated investment in humanitarian preparedness.

COVID-19 pandemic and lockdown during the preparedness phase poses several challenges. Implementing partners are unable to mobilize a team to start procurement and availability of supplies may be affected if there's a long closure of the border due to COVID-19 surge in neighboring countries.

Interventions by United Nations Children's Fund (UNICEF)
Objective(s)
➢ Access to safe drinking water service to 110,000 people in Bogra, Sirajganj, Gaibandha, Kurigram and Jamalpur Districts.

Monsoon flood waters can damage houses and basic infrastructure, including water, sanitation and hygiene (WASH) facilities. Furthermore, monsoon floods and destroyed WASH infrastructure can contaminate water sources and be highly likely to cause outbreak of diarrheal disease. The insufficient number of flood shelters with adequate WASH facilities cannot ensure women and children's security and dignity. At the same time, lack of access to WASH facilities can also contribute to spread of infections, including COVID-19, while the healthcare system is already overburdened. Proposed WASH interventions will reduce transmission chains of infectious diseases, which complements other ongoing prevention measures.

UNICEF-led anticipatory actions
UNICEF anticipatory action will help minimize the risk of water borne diseases among the flood affected population through community awareness and distribution of prepositioned WASH supplies at evacuation points. Before the flood reaches its peak, the intervention will strengthen vulnerable households' capacity to mitigate the risk associated with waterborne diseases, through enhanced risk awareness and access to safe drinking water .

Concretely, UNICEF aims to support 110,000 people with access to safe drinking water through distribution of two jerrycans (10L) per household (1 for transporting and 1 for storing) and Water Purification Tablets (WPTs). In addition, UNICEF will provide safe drinking water through the deployment, operation, and maintenance of 10 mobile Water Treatment Plants at the evacuation points for two weeks. UNICEF will advocate for continued support to affected people after the anticipatory action pilot.

Known challenges, limitations and how to overcome these in the future
Challenges

- Limited timeframe for preparatory work and limited availability of resources.
- Risk of beneficiary duplication between agencies or exclusion of beneficiaries
- COVID-19 situation - health associated risks during mass gatherings and movement
- Mobile Water Treatment Plants may be dysfunctional (failure rate is less than 2%)
- Limited understanding of anticipatory action by people who are more familiar with traditional response

Way forward

- Close collaboration and alignment with all AA partners
- Meetings with partners and stakeholders to clarify about anticipatory action
- Identification of the safe drinking sources near the evacuation points

- Additional Mobile Water Treatment Plant will be deployed immediately in case of failure without any additional cost

Interventions by World Food Programme (WFP)

Objective(s)
- Households affected by the severe flood in remote areas and riverine chars retain food security and show improved protective measures to reduce impact of the flood.
- Contribute to the proof of concept for Anticipatory Actions in consultation with the Government and other stakeholders.

When people are faced with a crisis, time is of the essence. Access to food and transport also changes quickly and drastically during a hazard, so warning triggers, early warning messages, payment systems, and cash transfers need to be well-calibrated and work together smoothly. Providing well planned and coordinated assistance before disaster strikes can improve outcomes for households. Cash which reaches beneficiaries before the flood peaks allows households to take measures for their families in advance and can minimize the losses and can continue the food security and other basic need for their families before and during the shock.

WFP-led anticipatory actions
With CERF financing, WFP will target 78,000 families in 5 districts who are socioeconomically poor and vulnerable to flood impacts. With CERF support, 72,000 households will be reached through WFP programming, and an additional 6,000 through sub granting to BDRCS. Beneficiaries will receive a one-off unconditional cash transfer of 4,500 taka (US$53) via a mobile cash transfer (bKash) before peak flooding event.

WFP will inform beneficiaries of their entitlement through SMS. While cash support is unconditional, beneficiaries will be informed of how it may be used for flood preparedness purpose including ensuring food security and others.

In addition, WFP will disseminate early warning messages: The dissemination of the last-mile early warning messages will be continuing at the important public places in the community. Different mediums i.e., the loudspeaker of the mosques; ringing the bells of temples/churches, megaphone by volunteers, community radio, etc. will be utilized to disseminate the warning messages as applicable. Flood vulnerable people living in the remote chars and unprotected islands will receive flood warning messages in advance of the flood peak, which will alert them for taking necessary measures to protect themselves from flood risks.

In addition to CERF-funded AA activities, WFP will plan and implement the FbF activities in some locations of Kurigram and Gaibandha districts and will reach 13,000 vulnerable households with the support of KOICA, GFFO and QFFD funds. WFP together with MoDMR has prepared a joint planning of AA activities particularly for the QFFD assisted areas to ensure functional engagement of the departments and local government institutions in the planning, implementation and reporting of the anticipatory actions.

Lessons from 2020 experience and key improvements for 2021
In 2020, WFP could not reach all intended beneficiaries due to extremely short timelines in the preparation of the pilot, and issues with household verification (e.g. COVID, unreachable or mobile phones switched off). The 2020 beneficiary list was managed by different agencies, so accessing the database was quite difficult. In addition, acquiring the government's SafetyNet data required some process to follow which was time-consuming. It requires adequate time and resources to generate a long and comprehensive beneficiary database in advance to implement any anticipatory early action at scale.

In Bangladesh, only about 30% of people in the flood-affected areas receive early communication, and from informal sources such as word-of-mouth. For 2021, the last-mile early warning information through multiple communication channels together with awareness-raising on household level preparedness measures based on the activation of the readiness trigger will be given the priority. Given the longer-term strategy of integrating the Anticipatory Action

approach into the national DRM framework, WFP has prioritized this intervention utilizing the national system for early warning.

Known challenges, limitations and how to overcome these in the future

The pilot has no provision of "start-up" budget allocation (i.e. financing necessary before any trigger is reached). To significantly scale-up anticipatory action such costs for building collective pilots and frameworks are necessary, including for joint projects (e.g. common beneficiary databases development) or Cooperating Partner (CP) Filed Level Agreement (FLA) cost, relevant data purchasing cost, building of last-mile early warning dissemination, etc. WFP is undertaking a tremendous amount of such "start-up" activities which requires financing from outside CERF financing, including the establishment of a common databases and early warning systems as well as awareness building with local stakeholders and communities.

Compiling beneficiary lists, verification and targeting of significant numbers of beneficiaries solely within the trigger timelines is near impossible. A pre-prepared beneficiary database comprising of emergency beneficiary lists, government safety net lists, and vulnerable people's list from Union Parishad could be a great support.

Restriction of the field movement due to COVID-19 was the biggest challenge during this project period. As an alternative, remote verification over the phone will be organized during the anticipatory action cash transfer. To make sure targeted beneficiaries receive the anticipatory cash assistance, WFP continues the agreement with the bKash and sought support from the neighbors, volunteers, and local representatives. The WFP-internal FbF SOP will be revised considering the COVID-19 to have safety measures in place while conducting field-level activities.

More investment in evidence generation is required. Even though it has been a pilot phase for AA in the last few years, not enough investment in terms of both financial and human resources has been made for evidence generation leading to the above-mentioned challenges. Ensuring sufficient resources are allocated for evidence generation at the AA design phase is critical.

Interventions by Bangladesh Red Crescent Society (BDRCS)

Objective

➢ To reduce sufferings through anticipatory action in Jamuna river basin

Cash intervention

The RCRC will reach 4,200 families through its own FbA by DREF and an additional 6,000 families can be covered through CERF sub granting via WFP. Beneficiaries will receive a one-off unconditional cash transfer of 4,500 taka (ca. US$53) through the Bangladesh Post Office (BPO) which has proven effective in past experiences, especially to reach the most marginalized who might not be able to receive mobile cash.

Using RCRC's flexible approach and reach of its volunteer network, unions will be ranked in terms of impacts (damage) and then the highest-ranking unions will be selected for intervention based on the information provided at the 15-day readiness trigger. Should the 5-day action trigger be reached, the identified beneficiaries would receive cash. BDRCS will be able to reach using the common beneficiary database through WFP if there is an activation trigger without pre-activation for distribution of cash via bKash.[18] BDRCS will validate the data by using volunteers. BDRCS may also use its own household selection method in areas likely to be affected.

Non-cash intervention

Beside cash interventions, BDRCS will also provide evacuation support to the most vulnerable communities along with last mile early warning dissemination and basic first aid support. Last year BDRCS evacuated 70 households

---

[18] In case of beneficiary taken from the common database the last-minute validation can be organized as much as possible by the all participating agencies for their beneficiaries to a large extent. If the AA pre activation or activation is taken place out of the common database listed unions in that case BDRCS may conduct direct HH verification targeting.

along with their moveable assets and livestock using large boat during the implementation of FbA by the DREF. BDRCS has National Disaster Response Team (NDRT), National Disaster WATSAN Response Team (NDWRT), Search and Rescue Team, and First Aid trained volunteers who will be deployed for the evacuation support and last mile early warning along with first aid boxes.

BDRCS will ensure community engagement and accountability during pre-activation and activation period.

For awareness raising on flood early warning BDRCS may also organize a community radio show.

Interventions by Save the Children
Note: *Save the Children will use financing from sources other than CERF for its anticipatory actions but will rely on the same trigger mechanism and contributed to the establishment of this pilot documentation.*

Objective(s)
Strengthening anticipatory response capacities of communities and institutions to reduce the impact of floods to vulnerable children and caregivers in Sirajganj District. Lessons learned from last year's emergency response by Save the Children has shown a unique demand/need for anticipatory actions to be implemented prior to the arrival of the floods to help mitigate damages and reduce losses of vulnerable communities.

In response to this demand, SC secured funding from internal sources for the implementation starting late April of two pilot Anticipatory Action projects adopting the same trigger system used in this pilot partners. The area of intervention for both pilot projects include Sirajganj and Gaibandha districts and the financing available totals $350,000. Activities were identified on last lesson learnt report of last year flood response projects through a holistic consultation with community and SC implementing partners (local NGOs-MMS, MJSKS and SKS Foundation).

Save the Children-led anticipatory actions
Save the Children will focus on Food Security, Livelihood and Basic Needs through the distribution of unconditional one-time cash grants to reach identified most vulnerable household before the floods; evacuation support (lives and assets) to families living in remote chars through DMCs. (boat rent, fuel, labor etc.); and support netting the ponds shared by community/families. The total reach of the intervention is estimated at 43,500 people.[19]

In addition, Save the Children will provide Water Sanitation and Hygiene (WASH) interventions through i) repairing and renovating flood shelter's WASH points (repair latrines & water points.); ii) installing hand washing devices at flood shelters and raised land; iii) suppling water through prepositioned portable water treatment plant; and iv) distributing of hygiene kits.

Concretely, Save the Children in Sirajgoni will reach some 31,500 people. This includes cash to 31,500 people and WASH support to a subset of 11,250 people. An additional 225,000 people will receive indirect support. In Gaibanda, 12,000 people will be reached directly with cash (1,000 households) and early action activities, including WASH support.

Save the Children will start the beneficiary selection mid-June and is working with WFP and UNICEF to reduce overlapping of beneficiaries, duplication of efforts and to expand the reach of the overall interventions.

Known challenges, limitations and how to overcome these in the future.
Save the Children and its implementing partners have identified that appropriate timely flood forecasts known as impact-based forecast mechanisms are missing in current FFWC flood forecasting system. Furthermore, mobilizing all the resources within 15 days might be a crucial challenge for partners as they are also new to implement anticipatory interventions. However, learnings from ongoing pilot projects will bring benefits to overcome these

---

[19] Save the Children is using a household size of 4.5 for its calculation. All other calculations are with household size of 5 in line with pre-agreed standards at the country level for emergency response.

challenges in future. Moreover, ongoing COVID restriction imposed by government could potentially hamper field implementation especially affecting the cash transfers and distribution of NFIs portion of the interventions. Hence the operational guidelines will be developed considering COVID-19 scenario and having appropriate protection measures at field level for both staff and beneficiaries.

Other anticipatory action projects to be aware of

In Bangladesh, other efforts are ongoing for anticipatory humanitarian action. The BDRCS-led FbA Working Group is bringing many of these initiatives together across multiple shocks. For example, an FbA project – Supporting Flood Forecast-based Action and Learning in Bangladesh' (SUFAL) – funded by ECHO and implemented by CARE Bangladesh, Concern Worldwide, Islamic Relief Bangladesh and RIMES (Regional Integrated Multi-Hazard Early Warning System for Africa and Asia) aims to strengthen local governments and communities ability to implement anticipatory action for monsoon flooding. Wherever possible, opportunities for cross-learning between this pilot and other entities engaged in anticipatory action should be explored, including through the BDRCS-led working group.

The Money: Pre-agreed Financing

Central Emergency Response Fund (CERF)

The Emergency Relief Coordinator agreed to allocate up to $140 million from CERF to support a series of anticipatory-action interventions.[20] All funds will be disbursed through CERF's Rapid Response window; CERF has not created a separate "Anticipatory Action" window. As of 1 April 2021, CERF has disbursed $60 million for anticipatory action pilots in Bangladesh, Ethiopia and Somalia.

CERF will disburse funds to anticipatory action pilots on a no-regrets basis once three conditions are met:

- Endorsement by the relevant Resident/Humanitarian Coordinator of the Anticipatory Action framework (this document) and the CERF application package comprising an application chapeau, agency-specific project proposals and agency-specific budgets (in annex); and
- Pre-approval by the Emergency Relief Coordinator of the Anticipatory Action framework (this document) and the CERF application package comprising an application chapeau, agency-specific project proposals and agency-specific budgets (in annex);
- Activation of either the readiness trigger or the action trigger within a maximum of two years from the ERC's pre-approval of the framework.

For the 2021 anticipatory action pilot in Bangladesh, the ERC has agreed to allocate up to $7.5 million. The pre-arranged financing agreement with CERF is in place for one severe flooding event over a two-year pilot period from the moment this framework document is pre-endorsed and pre-agreed. During this time-frame, CERF disbursement is guaranteed once a trigger is reached.

As the CERF funding will be activated and distributed as automatically as possible immediately once the defined trigger(s) is/are reached. CERF will rely on a streamlined application process to ensure that funds are disbursed to UN agencies quickly. This will involve pre-filling and pre-approving project proposals in advance, and maintaining those documents on file until the readiness trigger or action trigger is reached.

CERF will disburse funds on a no-regrets basis as soon as either the readiness trigger or the action trigger is reached. While a portion of the fund can be used immediately upon disbursement for readiness activities, the remaining portion of the funding can only be used if and when an action trigger is reached. The amount of funding

---

[20] https://www.unocha.org/story/un-humanitarian-chief-release-140m-cerf-funds-anticipatory-action-projects

for readiness vs action activities will be clearly defined in the pre-approved project proposals and budget. The need to distinguish between these two cost categories in advance is important given the different potential scenarios.

CERF financing is released at a monsoon season's first trigger of the readiness trigger. At this stage, agencies can use CERF funds to cover agreed costs associated for readiness activities between the 15-day readiness trigger and the 5-day action trigger. Should there not be any 5-day activation trigger by the end of the pilot period (June 2023), agencies will reimburse unspent funds. To enable this approach, each CERF project will clearly state which activities happen before and after an action trigger, and each budget per agency will include which activities are incurred for readiness and which costs are to be incurred after the action trigger.

Of note, should there be no readiness trigger, but only an action trigger, the pilot would still be activated. CERF would disburse 100% of the funds as per the pre-agreed project proposals. Agencies will do the utmost to deliver assistance as quickly as possible, but within the 15-day timeframe envisaged by the project proposals. In practice, this means that some actions can no longer be carried out before peak flooding. This scenario would provide additional learning opportunities to be discussed in the learning committee
.
Exact details on financing per agency can be found in the CERF application documents annexed.

Other financing
This framework for anticipatory action is not limited to CERF-funded activities. There are various other pooled funds, bilateral donors and UN agencies' internal reserve funds that can, within their own established criteria and in complementarity, finance part of the collective approach when the need arises.

World Food Programme
In addition to CERF-funded anticipatory action activities; WFP will plan and implement the FbF or AA activities in some locations in Kurigram and Gaibandha districts and would reach to 13,000 vulnerable households with the support of KOICA, GFFO and QFFD funds. WFP together with MoDMR is prepared a joint planning of AA activities particularly for the GFFD assisted areas to ensure functional engagement of the department and local government institutions in the planning, implementation and reporting of the anticipatory actions. This collaboration will explore for the funding from Government sources and execute some additional activities of AA

United Nations Population Fund (UNFPA)
UNFPA mobilized additional resources from bilateral donors (DFAT) as well as an internal emergency fund to preposition stocks and invest in joint preparedness such as the Common Beneficiary Database. UNFPA is also piggybacking on the CERF GBV 2-year project to stock up MHM kits.

Red Cross Red Crescent
The Bangladesh Red Cross will target 6,000 families with CERF funding, and an additional 4,200 families through forecast-based financing by DREF.

Known challenges, limitations and how to overcome these in the future
While financing is increasingly available to carry out anticipatory actions, collective anticipatory action requires an investment in building the pilots. These "start-up costs" (or "build costs" as part of a "build – fuel – evaluate" cycle of pilots) are incurred by participating agencies prior to the activation of a pilot set up effective anticipatory actions. These costs may also include projects which enable a collective approach (e.g. common targeting approaches) and other costs that pooled funds, including the CERF, traditionally do not fund.

The Learning

The collective pilot will offer enhanced learning opportunities anticipatory action. An ad-hoc pilot learning, monitoring and evaluation committee will be convened by OCHA, including the RCO, UNICEF, WFP, RCRC/BDRCS, Save the Children, FAO and UNFPA to coordinate learning and evidence gathering on anticipatory action.

One key aspect of learning will be to assess the impact of the pilot against the premise of where possible, anticipatory actions may lead to a faster, more efficient, and more dignified humanitarian response, which also may protect development gains.

Learning from pilots should be achieved at the highest possible standards and rigor.

While the ad-hoc committee will discuss the key learning questions in more detail, the following areas of learning have been pre-identified as possible starting points designing M&E as well as an independent evaluation:

- Timing: Did the timing of the intervention in relation to peak flood make a difference.
- Joint targeting: Did the common beneficiary database and joint targeting lead to better assistance provided to beneficiaries?
- Early warning: How effective is the joint approach to early warning? Did the content of the messages matter?
- Localization: Did the anticipatory approach enable greater localization of the humanitarian response?
- Partnership: What can be learned from the partnership with the government, including how to support a take-up of anticipatory approaches?
- Actions: How can the anticipatory action by each agency be further improved?

Monitoring & Evaluation

Each agency will use its existing monitoring & evaluation systems to collect and track data on implementation progress and outputs achieved. This can be financed through the CERF funds. All findings will be shared with OCHA. To allow for maximum learning, each agency M&E should incorporate and report on a set of common questions across all interventions, including:

- Has the anticipatory action had any impact on the survival or quality of life of the recipients, and if so, what was it?
- Did the timing of the intervention make a difference?
- Comparing results from the anticipatory interventions with similar interventions in the past which occurred after the disaster.
- Are there any multiplier or spillover effects?

Further common questions can be discussed and agreed through the ad-hoc committee.

Independent Evaluation

Agencies in the pilot also agree to participate in an independent evaluation, like the 2020 impact evaluation. This may include the sharing of beneficiary data. The ad hoc committee will oversee this evaluation and define the scope of the exercise.

Final provisions

Advocacy and public communication

Agencies agree to coordinate, under the leadership of the Resident Coordinator, key messages around the pilot, including during the development, activation and learning phase.

In case of an activation of the pilot, close coordination facilitated by OCHA will facilitate as a minimum: a joint press release and mutual amplification of social media stories.

To enhance common messaging and advocacy for anticipatory action, agencies agree to share any visuals (photos, videos) and impact stories with the ad hoc committee as these become available.

Annex 1 - Anticipatory Action: Summary table[21]

FAO **(CERF: $773,284)** **Reach: 25,000 HH**	**Activities**: ▪ Common profiling exercise in highest risk areas ▪ Signing of Implementing Partner ▪ Transportation oversight from vendor ▪ Receipt assurance with GOB partners ▪ Early Warning message dissemination ▪ Distribution of water-proof seed/food/water storage silos ▪ Distribution of nutrient enriched large ruminant feed ▪ Internal evaluation as well as participation in the common independent evaluation
	Anticipatory Actions - Stage I - After the readiness trigger ▪ Procurement and quality testing of inputs ▪ Signing of Implementing Partner ▪ Transportation oversight from vendor and FAO field staff ▪ Input receipt assurance with GOB partners ▪ Orientation and coordination meetings for quality control for Implementing Partners and GOB staff ▪ Identification of additional distribution points based on access mapping exercise ▪ Early Warning Message coordination and development ▪ Government partner sensitization
	Anticipatory Actions - Stage II - After the action trigger ▪ Early Warning message dissemination ▪ AAP orientation for all partners and AAP plan agreement for implementation in field ▪ Distribution of water-proof seed/food/water storage silos ▪ Distribution of nutrient enriched ruminant feed ▪ Grievance Redress Mechanism monitoring and review ▪ Post distribution monitoring ▪ Internal evaluation as well as participation in the common independent evaluation
UNFPA **(CERF: $711,397)** **Reach: 16,300 people**	**Activities** ▪ 6,150 women/girls/Transgender with dignity kits ▪ 3,800 pregnant women with save delivery kits ▪ 3,000 adolescent girls with MHM ▪ 20 midwifes equipped with delivery kits ▪ Family planning supplies at 24 upazila health complexes targeting 1600 couples ▪ One post-rape management kit
	Anticipatory Actions - Stage I - After the readiness trigger **Gender-Based Violence: Distribution of Dignity Kits** ▪ Procurement Dignity Kit items;

---

[21] Please verify accuracy with CERF project templates for UN agencies.

- Transportation of prepositioned Dignity Kits from the warehouse to the partner distribution location in the 3 selected districts;
- Procurement of safeguard items (such as raincoats, boots, lifejackets, masks, hand sanitizers) for frontline staffs engaged in distribution of kits;
- Monitoring will be done to check the quality and quantity of items
- Distribution plan will be finalized;
- Identify convenient distribution point/time following the GBV guiding principles and considering the convenience of the beneficiaries and their safety and security during COVID-19 situation.
- Implementing partners will physically verify the beneficiary as per beneficiary data from the Common Beneficiary Database and prepare the final selection of beneficiary list per the set target
- Implementing partners will update GBV risk communications messages (flashcards) including information reminding the women/girls to 'take the kit with you' during flood and GBV service information, with updated contact name, location and number of police, psychosocial counselling hotline (Alapon) for GBV referral.
- Include the flashcards and GBV referral information in the pre-positioned kits.

Menstrual Health Management (MHM) kits
- Procurement of Menstrual Health Management (MHM) Kit items
- Transportation of Menstrual Health Management Kits from warehouse to the partner distribution location in the selected 3 districts;
- Procurement of safeguard items (such as raincoats, boots, lifejackets) for frontline staff and volunteers engaged in the distribution of kits;
- Distribution plan will be prepared and beneficiary list will be finalized through physically verification and based on data from the Common Beneficiary Database;
- Identify suitable distribution points considering the convenience of the beneficiaries and their safety and security in the COVID -19 situation.
- Ensuring that the prepositioned Menstrual Health Management Kits will include key GBV risk communications messages (flashcards) including information reminding the women/girls to 'take the kit with you' during flood and GBV service information, with updated contact name, location and number of police, psychosocial counselling hotline (Alapon) for GBV referral.
- Capacity building of frontline staff and Youth Volunteers on GBV, menstrual health, emergency response, and referral to support the implementation of interventions targeting young people

Reproductive health Kits (RH Kits)
- Procurement of Reproductive health (RH) kit items
- Transportation of RH kits from the national warehouse to the identified District Hospitals and Upazila Health Complexes.
- Ensuring that the 2A Individual Clean Delivery Kits will include key GBV risk communications messages (flashcards) including information reminding the women/girls to 'take the kit with you' during flood and GBV service information, with updated contact name, location and number of police, psychosocial counselling hotline (Alapon) for GBV referral.
- Implementing partners will physically verify the beneficiary as per beneficiary data from the Common Beneficiary Database and prepare the final beneficiary list per the set target.
- Field Officers (where available for UNFPA) will be mobilized by UNFPA Dhaka office to engage the respective health facilities in ensuring that the preparatory activities of the anticipatory action project are implemented.
- Health care workers and midwives at the District Hospitals and Upazila Health Complexes are identified.
- Health care workers and midwives are provided orientation on the guidance protocols and administering notes of the RH kits.

	▪ Health care workers and midwives in the District Hospitals receive a one-day virtual refresher training on clinical management of rape (CMR).
	Anticipatory Actions - Stage II - After the action trigger **Gender-Based Violence: Distribution of Dignity Kits** ● Through volunteers beneficiaries will be notified regarding the distribution point, date, time and an authorized chit card will be provided to all eligible beneficiaries; ● Local transportation of kits from warehouse to distribution points; ● Implementing Partner distributes Dignity Kits to the beneficiaries (target women and girls ages 20 – 49) including cash support for conveyance of beneficiaries; ● Monitoring of the distribution of kits; **Menstrual Hygiene Management (MHM) kits** ● Beneficiaries will be notified as per final beneficiary list regarding the distribution point, date, time and materials which they will receive. All beneficiaries will receive an authorized chit card with all information. ● Implementing Partner distributes Menstrual Hygiene Kits to the beneficiaries (target adolescent girls ages 10 – 19). ● Monitoring of the distribution of MHM Kits. ● Receivers of hotline calls will count the number of callers who have called in by referencing the "flashcards" containing hotlines numbers included in the kits. **Reproductive Kits (RH Kits)** ● RH (2B, 3) kits will be distributed to the identified District hospitals and Upazila Health Complexes in the three districts. ● RH kits 2A will be distributed among pregnant women who are in their 6+ gestation along with cash support. ● Ensure that the health care workers and midwives in the targeted health facilities are informed and prepared to start using the distributed RH kits. ● Distribution of 57,600 male condoms (RH 1A) among the 1600 eligible couples at the UHFWC in 24 upazilas of four districts.
UNICEF (CERF: $550,397) **Reach: 130,000 people**	**Activities** Minimize the risk of water borne diseases among the flood affected population through community awareness and distribution of prepositioned WASH supplies at evacuation points. This anticipatory action will better protect vulnerable people by interrupting the severity of the floods and will maximize the impact of life-saving interventions.
	Anticipatory Actions - Stage I - After the readiness trigger ▪ Target population is jointly identified for provision of access to safe drinking water. ▪ Contingency Partnerships reviewed for anticipatory action ▪ Beneficiary list finalized through physical verification by Implementing partners and Distribution plan prepared ▪ Mobile water treatment plants are transported to and installed at jointly identified evacuation points. ▪ WASH supplies prepositioned with the DPHE (Jerrycans and Water Purification Tablets including instruction) ▪ Early warning and hygiene awareness through and community engagement

	Anticipatory Actions - Stage II - After the action trigger ▪ Supporting 110,000 people with access to safe drinking water through distribution of 2 jerry cans (10L) per household (1 for transporting and 1 for storing). UNICEF has prepositioned 30,000 jerry cans and 100,000 WPTs packs (50 tables per 1 pack for 15 days) for emergency response. As required, UNICEF needs to procure 14,000 jerry cans for anticipatory action. ▪ Provision of safe drinking water through 10 mobile Water Treatment Plants at the evacuation points for 2 weeks. 1 mobile water treatment plant produces 5,000 L water per day (5,000 * 10 = 50,000 L per day, 50,000 * 14 days = 700,000 L). As per the SPHERE standard, minimum 2.5 L per person per day is required (2.5 L * 14 days = 35 L per person for 2 weeks), therefore 20,000 beneficiaries (700,000 / 35 L) will be able to access safe drinking water. After the anticipatory action pilot, UNICEF will advocate for continued support to affected people and will work on resource mobilization as well.	
WFP (CERF: $5,500,000) **Reach: 78,000 households (with BDRCS)**	**Activities** ▪ Establishment in advance a common database for 100,000 poor and vulnerable households: ▪ Briefing and orientation sessions for committees and communities: ▪ Dissemination of essential message to the community: ▪ Advance cash assistance: ▪ Evacuation support ▪ First Aid ▪ Develop guidelines/SOPs with the flood trigger for implementation of the FbF:	
	Anticipatory Actions - Stage I - After the readiness trigger ▪ Selection of potential flood affected Unions: Within the targeted five most flood-prone districts (Kurigram, Gaibandha, Jamalpur, Bogura, and Sirajganj) the potential flood affected unions will be selected based on the flood impact analysis from RCCC after readiness trigger is reached. This union list will be further consulted with MoDMR's flood Situation Report, and WFP's Vulnerability Analysis and Mapping (VAM) to select the most probable flood affected Unions to implement the anticipatory action. ▪ Selection of Beneficiaries and remote verification: WFP will select 78,000 households based on the selection criteria from the Common Database and start remote verification of the bKash account to ensure instant cash transfer immediate after the activation trigger to the account without any delay due to technical issues (frozen account, unreachable etc.) ▪ Early warning message dissemination: The flood EW messages will be disseminated to the remote villages based on the local level-references after interpretation of flood messages into the local languages. The UDNMC members will be oriented about the IVR- Interactive Voice Record of MoDMR to receive the instant flood messages from the government.	
	Anticipatory Actions - Stage II - After the action trigger ▪ Advance cash assistance: For the 2021 monsoon flood season, WFP will target 80,000 families in 5 districts who are socioeconomically poor and vulnerable to flood impacts. With CERF support, 72,000 households will be reached through WFP programming, and an additional 6,000 through sub granting to BDRCS. Beneficiaries will receive a one-off unconditional cash transfer of 4,500 taka (US$53) via a mobile cash transfer (bKash) before the flooding event. ▪ Early warning message dissemination: The dissemination of the last-mile early warning messages will be continuing at the important public places in the community. Different mediums i.e., the loudspeaker of the mosques; ringing the bells of temples/churches, megaphone by volunteers, community radio, etc. will be utilized to disseminate the warning messages as applicable.	

	▪ Cash transfer SMS to the beneficiary about cash entitlement and its utilization: WFP will inform beneficiaries of their entitlement through SMS. It is important to inform them that the cash support is unconditional, but they can use this for their flood preparedness purpose including ensuring food security and others.
Save the Children **(reach: 43,500 people)**	**Activities** ▪ Cash ▪ Water and sanitation support
	Anticipatory Actions - Stage I - After the readiness trigger Food Security, Livelihood and Basic Needs – ▪ Conduct HHs assessment to identify most vulnerable families at community level. ▪ Identify and set-up of safe locations for livestock evacuation (Cows, Goats etc.) ▪ Disseminate Flood Early Warning messages ▪ Small-scale rehabilitation activities (Cash for Work) for vulnerable communal infrastructures (roads, embankment etc.) ▪ Procurement and distribution of materials for CFW (Bamboo, Basket, rope etc.) Water Sanitation and Hygiene (WASH) – ▪ Pre-position of basic hygiene kits and distribution before flood. ▪ Map vulnerable WASH points at community level.
	Anticipatory Actions - Stage II - After the action trigger Food Security, Livelihood and Basic Needs – ▪ Distribute unconditional one-time cash grant (MMT + Cash in Hand). ▪ Provide evacuation support (lives and LH assets) to families living in remote chars through DMCs. (boat rent, fuel, labor etc.) ▪ Support to netting the ponds shared by community/families. Water Sanitation and Hygiene (WASH) – ▪ Repair and renovate flood shelter's WASH points (repair latrines & water points.) ▪ Install hand washing devices at flood shelters and raised land. ▪ Water supply through prepositioned portable water treatment plant. ▪ Distribution of hygiene kits.

Annex 2 - Localization and work with NGOs – Future agenda

The CERF AA pilots are good opportunities to **strengthen national NGO involvement in planning and coordination process** and to establish coordination of UN and NGOs at country level. It can also help identifying remaining barriers and challenges to disbursing funds to NGOs.

To elaborate further, the target areas for each selected NGOs are pre-agreed based on their presence and capacities, and all agencies follow a common list of the most vulnerable households (beneficiaries), and deliver the same package. All LNNGOs will follow the similar communication content but the means and ways of communication could be different based on different context. All implementing agencies will follow the same COVID-19 Standard Operation Protocol, and will use the same monitoring and accountability tools, tailored for this short intervention timeframe.

Mapping NGOs operational capacity and rooted presence in the targeted districts to implement the action effectively given the lead time and scale: SFB with NGOs from the region will analyse and collectively agree on the capacities required (i.e. the capacity-benchmark) from implementing agencies. NGOs will be identified from targeted, flood prone districts and sub-districts and will be on-boarded at an earlier stage (at least two months prior to probable activation time), based on two preliminary indicators-

   a) Willingness: NGOs need to have willingness to pre/invest in the readiness for early actions i.e.
      i. Selection of vulnerable households (the target groups/beneficiaries)
      ii. Communication with communities: with pre-agreed channels, contents and messages
      iii. Communication with local government representatives
   b) Surge capacities
      i. Having required logistic and administrative capacities and compliance mechanisms
      ii. Ability to mobilise # of CBOs, volunteers and staff members
      iii. Financial ability to pre/invest (including ability to accommodate readiness expenditures if there is not activation?!)

Increase and direct funding to LNNGOs (adhering to the Grand Bargain "25%" target): This pilot is an opportunity to pilot direct fund channeling to NGOs; accompanied by respectful partnership behaviours like similar overhead amounts, as an exemplary way-out from the business-as-usual sub-contacting model. Such equitable practices would incentivize local leadership, facilitate risk sharing, and encourage capacity convergence among LNNGOs and UN agencies, with UN orgs contributing more from technical and coordination capacities.

Partnership with LNGOs as single implementation channel: LNNGOS are multi-mandated, which means they can work as the single implementing channel of a particular sub-districts i.e. collecting, packing and delivering the support packages all together to pre-selected households. It will save time, energy, resources and stop overlapping. A coordinated approach form all the agencies to reach the same households (joint targeting) will ensure that the different packages/interventions complement each other and thereby having a cumulative impact in enhancing the resilience of at-risks households.

Each selected NGOs will have one single partnership arrangement and a single reporting channel to avoid multiple communications and contractual managements. It would ensure a harmonized partnership practices and modalities of engagement with NGOs. Agreements with selected NGOs will be informed and reviewed in light of the Principles of Partnership.

Monitoring and accountability: SFB will devise, in consultation with UNRCO, and agree on a light-touch, user friendly tools for real time monitoring (of organisational readiness and implementation) and post-distribution monitoring (of impact) to inform the quality of anticipatory actions.

All NGOs will follow the same **accountability** (to affected populations) tools across all response areas to collect affected communities/beneficiaries feedbacks, using the same digital platforms e.g. Kobo with pre-agreed monitoring formats- so to easily compile the finding and collectively inform the ongoing and future responses. It would also help to harmonise and simplify reporting requirements (GB workstream 9), where all LNNGOS will do a single report following a common reporting format.

Enforce COVID-19 safety standards and protocols for implementing agencies: SFB member NGOs will follow the COVID-19 SOP (Standard Operating Procedures) while implementing the readiness and anticipatory actions. It will reduce the exposure of its staff members, volunteers and project participants to COVID-19 infections. This SOP was developed in March 2020 and reviewed several times based on the reflections from frontline agencies.

Potential readiness activities following (or week/s before) the pre-activation trigger:
1. Identifying the most at-risks vulnerable households, or reviewing the existing lists to identify and fill in the gaps, and to agree on a common beneficiary list
2. Conducting focus group discussions with flood prone communities (including the local government) in targeted districts/sub-districts to better inform the planning of anticipatory actions and activities
3. Disseminate relevant massages using pre-agreed contents and through pre-agreed channels
4. Map logistic requirements and prepare accordingly to deliver a combined, comprehensive multi-sectoral package to selected households in shortest possible time
5. Real-time monitoring of the implementation and quality of readiness activities

Potential activities following the activation trigger:
1. Package and distribution to selected, at-risks households
2. Post-distribution monitoring

To note, the activities will be informed by the different agencies involved in the implementation and in consultations with vulnerable communities from selected flood prone sub/districts, as part of the implementing agencies preparedness activities.

Annex 3 – Common Beneficiary Database Plan (DRAFT)

A.   BACKGROUND OF COMMON BENEFICIARY DATABASE:

A common beneficiary database will be an online systematic database containing profiles of most vulnerable households that are at risk of natural disasters like monsoon flood. The profile is inclusive of most critical indicators [22]that are commonly looked at during beneficiary selection for anticipatory actions. These action supported by humanitarian agencies help vulnerable households to manage pre-emptive life-saving interventions before floods. The 2020 CERF Anticipatory Action (AA) experience shows that despite multi-sectoral actions by humanitarian agencies, households did not receive multi-sectoral support as implementing agencies individually targeted the HHs due to the non-existence of a common database. For example, this led to households supported with cash were not supported with protection support for women and adolescent girls, or vice versa. Independent evaluation indicate that where there was an overlap in beneficiary targeting, it resulted in better coping mechanisms.

Based on these 2020 lesson learned, in the CERF 2021 Anticipatory Action Framework (AAF) Bangladesh Pilot, WFP, UNFPA, UNICEF, FAO and BDRCS have come to a consensus to develop a common AA database for joint targeting of the beneficiaries and have started the preparatory work, with the aim to establish this database for all AAF intervention under CERF 2021.

B.   OBJECTIVE:

The main objective of developing a common database of vulnerable households at risks of natural disaster is to ensure coordinated support by the humanitarian community. The selection of beneficiaries from the *Common Beneficiary Database* will enhance possibilities of households receiving multi-sectoral and comprehensive support.

The database will have profiles of households with 10 to 12 indicators that determine their vulnerability ranking. The checklist is in *Annex A.* The data will be collected using mobile/android based KoBo Toolbox.

WFP will support the overall preparation and management of the common beneficiary database. The online database on Kobo platform once established will be accessible to all agencies under 2021 CERF AA, such as-FAO, UNFPA, UNICEF, WFP, BDRCS and Implementing Partners of the agencies. Organizations planning to undertake anticipatory actions for monsoon flood, based on their capacity and target, will be able to draw out most vulnerable household for support. Also to note, that this database is not the final beneficiary list of the agency's intervention. Agencies depending on information need for intervention may have to carry out further data collection from household prior to the early action.

C.   PRINCIPLES OF DATA-SHARING AND DATA SHARING ARRANGEMENTS:

For the preparation of the database WFP, UNICEF, UNFPA, FAO and BDRCS will need to share existing databases of beneficiaries among themselves.

- All data shared across agencies will be strictly used for the purpose of the development of the common database. The beneficiary targeting will be made from the Common Database.
- WFP, FAO, UNCIEF, UNFPA and BDRCS providing further access to and sharing of the database to other partners for the purpose of the survey, must inform each other, ensure ethical use of the information and strict confidentiality of beneficiary information.
- Once the Common Beneficiary Database is developed in the online KoBo platform – WFP, FAO, UNICEF, UNFPA and BDRCS have to agree to an extended data sharing principle and or Standard Operating Procedure (SOP) for the management of the database.

- To ensure the data protection and privacy, the contact numbers and bKash or other mobile bank account related information will only be used for AA purposes and preserve the data in a secured platform. In case of requisition from any organization for other purposes; without proper data protection arrangement no data will be shared.

D.   GEOGRAPHIC COVERAGE OF COMMON BENEFICIARY DATABASE:

The initial database will cover 5 districts, 30 upazilas covering 140-160 unions that are most vulnerable to monsoon floods. The list of an initial 140 unions is in *Annex B;* Note: WFP has initiated its further fine tuning by taking additional information of 2020 flood water level data and informed index information of Need Assessment

---

[22] The HH flood impact and vulnerability profile includes the indicator of female headed household, housing structure, experience in severe flood in last 5 years, main income source of the family, ownership of cultivable land, number of family members, number of children, adolescent girls and women of reproductive age, number of older person, PWD, abundant, widow, pregnant and lactating mother, child labor, ethnic minority, transgender, sex worker, HH impacted by COVID-19, number of livestock.

Working Group (NAWG). Once it is completed the updated list of floods affected unions would be shared to the relevant stakeholders.

Based on agency capacity, partner presence and proportion of target - WFP, UNICEF, UNFPA, FAO and BDRCS will split 5 districts among themselves to carry out the survey.

E. HOUSEHOLDS VERIFICATION AND PROFILING METHODOLOGY:

1. Role of WFP

- Preparation of AA common beneficiary checklist with the inputs of other agencies;
- Set-up AA common beneficiary list into the KOBO tool platform;
- Develop a step by step guide on the checklist;
- Analyze beneficiary data and finalize the database;
- Support and manage the beneficiary database;
- Share the beneficiary list to the agencies based on the requisition after pre-activation;

2. Joint UNFPA, UNICEF, FAO, BDRCS, WFP actions

- With WFP's leadership consult and coordinate with MoDMR on overall preparation of the database and explore its wider use by the Ministry and other humanitarian agencies;
- Joint orientation to partners on Common Beneficiary Database, checklist and KoBo tool.
- Data sharing agreement will arrange with the support of RCO and a mechanism among the agencies - WFP, FAO, UNICEF, UNFPA, and BDRCS will assemble.

3. UNFPA, UNICEF, FAO, BDRCS, WFP for self-readiness

- Set-up AA programme goal and objectives and ensure cascading of orientation on Common Beneficiary Database to local partners, volunteers, enumerators;
- Prepare agency-specific secondary beneficiary list and use as reference;
- Set up a common time frame to complete the beneficiary verification and selection;

4. UNFPA, UNICEF, FAO, BDRCS, WFP for the orientation of Implementing Partners

- Orient Implementing Partner field staff and managers on AA programme goal and objectives, beneficiary selection and verification process.
- Guide Implementing Partner for conducting beneficiary selection sessions at Upazila and Union Level as required.
- Training/orientation on use of KoBo tools
- Orient Implementing Partner staff on beneficiary data protection principles
- Share and brief on the geographical targeting union lists and secondary beneficiary lists
- Discuss beneficiary selection criteria
- Share the time frame of beneficiary selection

5. Household verification process (by Implementing partner staff deployed by the agencies)

- Organize orientation, briefing at the upazila level (UzDMC) on Anticipatory Action project and beneficiary selection process
- Organize orientation for the UDMC on project goal, objectives, support mechanisms, project duration etc.
- Share the beneficiary selection criteria with community and local stakeholders
- Conduct household level verification using the common beneficiary selection criteria through KoBo tool; in COVID-19 situation if needed arrange the verification remotely over phone (Implementing partner)
- Cross examine the field staff data by the managers or supervisors of the Implementing Partner
- Organize validation of the list with the local stakeholders

F. TIMELINE OF SURVEY, DATA CLEANING AND DATABASE FINALIZATION:

Date	Action
20 May	Finalization of check list fill out guidelines and SOP for implementation of household verification
23 May	Orientation of AA participating Agencies (FAO, UNFPA, UNICEF, WFP, BDRCS)
24-25 May	Orientation of Implementing Partner staff by the agency (FAO, UNFPA, UNICEF, WFP)
26 May	Field testing of the tools
27 May	Data collection from the field
16-24 June	Data cleaning/ verification
24-28 June	Data analysis and finalization
30 June	Database ready to use

G. ESTIMATED BUDGET:

It is aimed to have the AA beneficiary common database for 100,000 plus vulnerable households over the 140-160 unions of five CERF AA operational districts (Kurigram, Gaibandha, Bogra, Jamalpur and Sirajganj). To come to the aforesaid target, the verification will require to organize around 140,000-150,000 households

Total Upazilas: 30
Total unions: 140-160
Estimated total households to undertake the verification: 150,000 HH +/-(approx.)
Estimated budget for the HHs verification: USD 187,500 (approx.@1.25 USD per HHs)

H. ANNEX:

A: Common Beneficiary Database checklist (link is given- https://ee.humanitarianresponse.info/x/zFCNRhVy
B: List of 140 vulnerable unions in the Jamuna Basin (further fine tuning of the union list is in progress and updated version will share latter)
C: A step by step guide on the checklist (preparation is in the final stage share to you later)

Annex 4 – DRAFT trigger messages

From: Hassan (RCCC)
To: Mia Seppo (Resident Coordinator) mia.seppo@un.org
CC: eturusbekov@unicef.org; mkhatun@unicef.org; tananya@unicef.org; tshinohara@unicef.org; richard.ragan@wfp.org; piet.vochten@wfp.org; alpha.bah@wfp.org; rezaul.karim@wfp.org; jo.jacobsen@wfp.org; jesse.mason@wfp.org; siddiqul-islam.khan@wfp.org; niger.dilnahar@wfp.org; ezaz.nabi@wfp.org; paris.kazis@wfp.org; nafi.zaman@wfp.org; shreya.mukherjee@wfp.org; narita@unfpa.org; makhter@unfpa.org; pervin@unfpa.org; odutayo@unfpa.org; abiswas@unfpa.org; rkhan@unfpa.org; azyei@unfpa.org; rumana@unfpa.org; Peter.Agnew@fao.org; daniel.wachira@fao.org; Catherine.Jones@fao.org; ShamsunNaima.Rahman@fao.org; md.shahjahan@bdrcs.org; md.salauddin@bdrcs.org; khairul.sheikh@germanredcross.de; nazmun.nur@savethechildren.org; JSanz@savechildren.org; towhidul.tarafder@savethechildren.org; slatif@savechildren.org; shahidur.rahman@one.un.org; gilmand@un.org; mossd@un.org; longj@un.orglang@un.org; pfisterd@un.org; omtzigt@un.org; daniel.ham@un.org; rostn@un.org; jensen7@un.org; wittigj@un.org; christoph.baade@un.org; leonardo.milano@un.org; monica.turner@un.org; werne@un.org; michel.saad@un.org; mould@un.org; marinosj@un.org; hassan.ahmadul@gmail.com; ahmadul@climatecentre.org

[readiness trigger]

Dear Mia, dear colleagues,

The readiness trigger is reached as the discharge flow at the Bahadurabad gauging station over a period of three consecutive days is forecasted by the GloFAS model with a maximum 15-day lead time to be more than 50% likely to cross the 1-in-5-year return period water discharge value of 100,000 m3/s on [DATE] and remain above to [date].

Details are attached.

Best wishes and good luck,

Hassan

[action trigger]

Dear Mia, dear colleagues,

Government flood forecasting warning centre (FFWC) forecast on [DATE], the action trigger is reached as the water level at Bahadurabad is forecasted by the FFWC 5-day lead time deterministic model to cross the government-defined "Danger Level" + 0.85 meters over a period of three consecutive days from [DATE].

[Any additional information on flood levels]

Further details are attached.

Best wishes and good luck,

Hassan