



Red Cross of Mali (CRM) volunteers reinforce protective dikes using sandbags during a simulation exercise ("Dry Test") of the Early Action Protocol for riverine flooding in the Sikasso region, aimed at testing anticipatory actions and community mobilization ahead of the rainy season.

EAP №: EAP2023ML002	Operation №: MDRML021	Period covered by this annual report: 19/03/2025 to 31/12/2025
EAP approved: 19/03/2025	EAP timeframe: Not triggered during the reporting period	

Annual Budget: 183,586 CHF
EAP Budget: 493 567 CHF

SUMMARY OF THE EARLY ACTION PROTOCOL



In March 2025, the International Federation of Red Cross and Red Crescent Societies (IFRC) Emergency Disaster Relief Fund (DREF) approved the Mali Red Cross (CRM) Early Action Protocol (EAP) to enable the implementation of anticipatory actions aimed at reducing the humanitarian impacts of riverine floods across Mali.

The Early Action Protocol (EAP) targets flood-prone areas and primarily aims to reduce loss of life, mitigate economic damage, and prevent waterborne diseases such as diarrhea

and cholera. The protocol is designed to reach up to 4,000 households, approximately 24,000 people, with a total budget of CHF 493,567.

Activation of the EAP is triggered by hydrological and meteorological forecasts produced by the National Directorate of Hydraulics (DNH), indicating that thresholds corresponding to at least a five-year return period have been reached. Once these thresholds are met, the Mali Red Cross (CRM) has a lead time of 4 to 8 days to activate the planned early actions and deploy its teams in the field.

Planned interventions include the activation of regional crisis committees, strengthened inter-agency coordination, community-based vulnerability assessments, door-to-door and radio-based awareness campaigns, distribution of WASH and health items, provision of empty sandbags for dike reinforcement, construction of emergency shelters, protection of critical infrastructure, and continuous monitoring of the evolving situation. These measures were defined through national dialogue platforms, community consultations, and simulation exercises (“dry tests”) conducted in 2019 and 2020, and were subsequently refined following the real activation of the EAP in September 2022. They were selected based on their effectiveness in reducing priority risks, their operational feasibility within short lead times, and their acceptance by at-risk communities.

The Mali Red Cross has strong institutional and operational capacity to implement the EAP, including a nationwide network of trained volunteers, experienced technical teams across sectors, pre-positioned stocks in multiple regions, framework agreements with local suppliers, and close collaboration with government technical services—particularly the General Directorate of Civil Protection (DGPC). These capacities ensure a timely, efficient, and well-coordinated response, even in hard-to-reach areas.

Beyond immediate response, the EAP contributes to strengthening long-term preparedness and community resilience to flooding, including in situations where anticipated events do not fully materialize. This is achieved through sustained awareness-raising, reinforcement of protective infrastructure, and improvements in early warning systems.

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

The Mali Red Cross (CRM) continued the implementation of preparedness and capacity-strengthening activities under the Early Action Protocol (EAP) for riverine flooding. These efforts, undertaken following the previous activation of the EAP, primarily aimed to consolidate the National Society’s operational capacity to anticipate flood impacts, enhance coordination with institutional and technical partners, and maintain adequate levels of pre-positioned stocks in high-risk areas.

Key achievements during the reporting period included the organization of simulation exercises and preparatory missions ("dry tests"), as well as the strengthening of national and regional coordination mechanisms. In parallel, the CRM pre-positioned emergency kits, including WASH, health, essential household items, and flood risk reduction equipment, thereby contributing to reduced response lead times in the event of a future EAP activation. Volunteer training could not be conducted during the first year due to operational and security constraints in certain areas; however, preparations are underway to ensure its effective rollout in the second year.

Finally, coordination, financial management, and operational monitoring systems were further strengthened through continued support to the Forecast-based Financing (FbF) programme teams, ongoing collaboration with the General Directorate of Civil Protection and other government technical services, and alignment of interventions with national disaster risk reduction strategies.

 Shelter, Housing and Settlements	CHF preposition budget:	CHF preposition actual:
	45,193 CHF	
	CHF readiness budget:	CHF readiness actual:
	17,880.00 CHF	

Narrative description of plan vs achievements

Shelter sector activities focused on the procurement and pre-positioning of essential items for households exposed to riverine flooding, in line with the Early Action Protocol (EAP). These procurements were conducted through framework agreements with suppliers across multiple regions, enabling the strategic allocation of stocks at branch level.

The Mali Red Cross (CRM) procured and pre-positioned shelter kits and essential household items, including:

- 80 emergency shelter kits,
- 80 kitchen kits,
- 1,680 mats,
- 840 blankets,
- 4,000 mosquito nets,
- as well as complementary items (WASH, health, and logistics kits).

These stocks were equitably distributed across the four priority intervention zones (Kayes, Sikasso, Mopti, and Gao), with a standard allocation per region comprising:

- 20 shelter kits,
- 20 kitchen kits,
- 420 mats,
- 210 blankets,
- 1,000 mosquito nets,
- along with additional complementary items pre-positioned in regional branch warehouses.

This distribution ensured balanced coverage of high-risk areas and strengthened the capacity for a rapid, decentralized response in the event of EAP activation

The overspend on shelter preposition stock is an error in the finance system. The transfer has been registered (8402) under AP005.



Health & Care

CHF preposition budget:

13,806 CHF

CHF preposition and readiness actual:

CHF readiness budget:

2,235 CHF

CHF readiness actual:

Narrative description of plan vs achievements

Health sector activities focused on the prevention of flood-related diseases, particularly malaria and waterborne illnesses, in line with the Early Action Protocol (EAP) guidelines.

In this context, a total of 4,000 insecticide-treated mosquito nets were procured and pre-positioned across the four priority intervention zones, namely:

- Kayes (1,000 mosquito nets),
- Sikasso (1,000 mosquito nets),
- Mopti (1,000 mosquito nets),
- Gao (1,000 mosquito nets).

These mosquito nets were stored in regional branch warehouses to enable rapid distribution to vulnerable households in the event of EAP activation, thereby contributing to the reduction of malaria transmission risks in flood-affected areas.

The variance in Health is because the budget in ERP is for the lifespan of the ERP of five years. The budget for health was not placed in 2025 whereas this year's report is for 2025. This will be corrected before the next report.



Water, Sanitation and Hygiene

CHF preposition budget:

15,488 CHF

CHF preposition actual:

CHF readiness budget:

6,705.00 CHF

CHF readiness actual:

Narrative description of plan vs achievements

WASH sector activities focused on operational preparedness, like the health sector, particularly through the pre-positioning of essential supplies aimed at preventing public health risks associated with riverine flooding.

These interventions sought to reduce community exposure to waterborne diseases and strengthen local capacities for safe water management in emergency contexts.

In this regard, the Mali Red Cross (CRM) pre-positioned WASH supplies across the four priority intervention zones—Kayes, Sikasso, Mopti, and Gao.

Pre-positioned stocks included:

- 50 cartons of water treatment products per region (200 cartons in total),
- stocks of soap to support hygiene promotion,
- bottles of disinfectant for sanitation purposes,
- bleach for disinfection,
- jerrycans for water collection, storage, and transport.

All items were stored in regional branch warehouses, enabling rapid mobilization in the event of Early Action Protocol (EAP) activation.

The variance on WASH is as the transfer was incorrectly registered. This will be corrected by the next financial report as actually the NS has made expenses under WASH as described in the narrative and the financial justifications have also been provided.

 Protection, Gender and Inclusion	CHF preposition budget:	CHF preposition actual:
	6,347 CHF	
	CHF readiness budget:	CHF readiness actual:
	2,235.00 CHF	

Narrative description of plan vs achievements

Some activities under the Protection, Gender, and Inclusion (PGI) components could not be implemented as initially planned. This includes the participatory selection and procurement of dignity kits, as well as volunteer training on PGI-related topics.

These delays were primarily due to operational and contextual constraints, notably the prioritization of multi-sector pre-positioning activities (shelter, health, WASH) within a limited timeframe, as well as the intensified response to the Complex Emergency Appeal, which heavily mobilized the Mali Red Cross's human and logistical resources.

However, these activities remain a priority and are scheduled for implementation at the beginning of 2026, including:

- Organizing community consultations to define dignity kits adapted to local needs.
- Procuring and pre-positioning PGI kits.
- Training volunteers on Protection, Gender, and Inclusion principles, including measures to prevent flood-related risks.

 Risk Reduction, climate adaptation and Recovery	CHF preposition budget:	CHF preposition actual:
	19,727.60	
	CHF readiness budget:	CHF readiness actual:
	10,430.00 CHF	

Narrative description of plan vs achievements

Activities under Disaster Risk Reduction, Climate Adaptation, and Recovery focused on strengthening the operational preparedness of the Mali Red Cross (CRM) and flood-exposed communities, in line with the Early Action Protocol (EAP) guidelines. Key achievements included the organization of simulation exercises and preparatory missions in the Sikasso region, which allowed for testing of activation thresholds, decision-making chains, coordination mechanisms, and the rapid deployment capacity of teams and pre-positioned stocks. These exercises involved national and regional crisis committees, community volunteers, government technical services, and operational partners.

Activities also encompassed the mobilization of technical teams, deployment of key personnel, logistical and transport support, operational communication, and community preparedness initiatives through information sessions and practical demonstrations on flood protection measures, including the use of sandbags and securing essential household items.

 Community Engagement and Accountability	CHF preposition budget:	CHF preposition actual:
	6,347 CHF	
	CHF readiness budget:	CHF readiness actual:
	4,761 CHF	

Narrative description of plan vs achievements

Community Engagement and Accountability (CEA) activities focused on raising awareness among flood-exposed communities and strengthening pre-crisis communication mechanisms, in line with the Early Action Protocol (EAP).

The Mali Red Cross (CRM) conducted community information activities in the Sikasso region, notably during simulation exercises (“Dry Tests”) and preparatory missions in Loulouni. These included dialogue sessions with community leaders, dissemination of key messages on recommended behaviors ahead of floods, and the use of communication tools such as flyers, local radio broadcasts, and community messaging.

As part of accountability efforts, a simulated Community Feedback and Complaints Committee was established in Loulouni, composed of community representatives (men, women, and youth), a Mali Red Cross representative, and a local authority representative. This mechanism was tested during the simulation and proved relevant, receiving strong acceptance from community leaders, who expressed their willingness to maintain it beyond the exercise.

Although the mechanism was tested in a simulated setting, it allowed for the collection of qualitative community feedback, including concerns related to:

- The management of community activities (cleaning, mobilization);
- Expectations regarding support.
- Understanding of the roles of different actors.

However, no formal system for collecting and quantifying complaints was fully operationalized during this pilot phase, which explains the absence of consolidated numerical data on the number of feedback submissions received.

The variance observed under CEA is attributable to the fact that the supporting documentation and justifications from the National Society are still being finalized and submitted. While the reporting documentation is pending, the activities described in the narrative have been implemented as planned. The ongoing submission of supporting evidence is intended to ensure complete documentation, traceability, and compliance with reporting requirements, and does not affect the implementation or quality of the activities delivered.

Enabling approaches



Coordination and Partnerships

CHF preposition budget:

CHF preposition actual:

CHF readiness budget:

CHF readiness actual:

12,888.50 CHF

Narrative description of plan vs achievements

Coordination and partnerships were central to the implementation of activities during this first year. This was achieved through the facilitation of national and regional crisis committees, as well as close collaboration with government technical services, including the National Directorate of Hydraulics (DNH), the General Directorate of Civil Protection (DGPC) and Mali-Météo, the Directorate General of Health and Public Hygiene (DGSHP), the National Directorate of Social Development (DNDS), and the National Early Warning Center (CNAP).

The Mali Red Cross (CRM) also strengthened its strategic role within the Forecast-based Action group of the National Disaster Risk Reduction Platform (PNRRC), where it serves as co-lead, facilitating multi-actor coordination and the sharing of technical and operational information.

Within this framework, the CRM, with support from additional funding sources, actively contributed to the organization of the first National Dialogue Platform on Forecast-based Action, linked to the National Disaster Risk Reduction Forum, thereby reinforcing the institutionalization of the approach at the national level.

Several coordination meetings were also organized with the crisis management unit led by Civil Protection, ensuring better alignment between early warning mechanisms, decision-making processes, and the implementation of anticipatory actions.

Simulation exercises ("Dry Tests") conducted in the Sikasso region provided key operational frameworks to test inter-institutional coordination mechanisms, particularly among crisis committees, technical services, local authorities, and CRM volunteers. These exercises helped identify areas for improvement and enhanced the fluidity of communication across all levels.



Secretariat Services

CHF preposition budget:

CHF preposition actual:

CHF readiness budget:

CHF readiness actual:

5,811.00 CHF

Narrative description of plan vs achievements

The Secretariat services played a key role in supporting the implementation of the Early Action Protocol (EAP) during its first year by managing the administrative, financial, and operational aspects of the program at both national and regional levels. The main expenditure was related to the mobilization and remuneration of key personnel involved in program activities. These resources contributed to strategic planning, intersectoral coordination, activity monitoring, liaison with the IFRC and technical partners, as well as the supervision of simulation exercises ("Dry Tests") and preparatory missions.

The Secretariat also supported contract management with suppliers, processing payments related to the procurement and pre-positioning of stocks and ensured compliance with financial and logistical procedures in accordance with Red Cross Red Crescent Movement standards and IFRC requirements.

The Secretariat team comprised:

- Program Delegate based in Mali.
- National Program Coordinator based in Mali.
- Senior Forecast-based Action Officer based in Niamey, providing remote technical and strategic support.

 National Society Strengthening	CHF preposition budget:	CHF preposition actual:
	56,751 CHF	
	CHF readiness budget:	CHF readiness actual:

Narrative description of plan vs achievements

Key achievements included the active mobilization and engagement of branches and volunteers, particularly during simulation exercises and preparatory missions conducted in the Sikasso region, where local teams were directly involved in testing EAP activation and the deployment of pre-positioned stocks. Strengthening of internal coordination mechanisms was reflected in technical meetings with regional crisis committees, joint planning with government technical services, and operational coordination between the headquarters and the Sikasso branch.

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Challenges

The implementation of preparedness activities and simulation exercises faced several operational and organizational challenges. During the scouting mission in Sikasso, a traffic accident—fortunately causing no injuries or fatalities, disrupted the initial schedule and required rapid rescheduling of planned meetings with regional stakeholders, preventing IFRC participation in the Sikasso mission.

At the start of the Dry Test in Loulouni, the initial lack of formal administrative engagement from technical services posed a major challenge, forcing CRM teams to mobilize participants at the last minute through phone calls and support from the Governor's office to ensure effective participation of the relevant institutions.

On the ground, community mobilization, particularly of youth during canal-cleaning activities—was more limited than expected, with some perceiving these tasks as the responsibility of local authorities or expecting financial compensation.

Finally, the planned volunteer training in Ségou and Mopti were suspended due to security constraints affecting team mobilization in these areas. This led the Finance Department to cancel the allocated advances for these activities in the respective locations.

Lessons Learned

The simulation exercises highlighted the critical importance of formalizing institutional mobilization in advance through official letters issued by supervisory authorities, to ensure the full and timely participation of regional technical services in future activations.

The strong engagement of the Governor's office, regional directorates, and local CRM committees confirmed the added value of structured and regular inter-institutional coordination, reinforcing the credibility of the forecast-based action mechanism at the local level.

The Dry Test also identified the need to strengthen volunteer logistical briefings prior to field deployment, as well as to improve signage and visibility during distribution operations, in order to optimize flow management and uphold dignity principles.

Community-based simulations, including the establishment of complaints management mechanisms, demonstrated strong ownership by local populations and emphasized the importance of systematically integrating accountability mechanisms into all early action interventions.

Proposed Adjustments

Based on lessons learned from simulation exercises, scouting missions, and operational constraints encountered during the year, several adjustments are proposed for the next phases of EAP implementation.

It is recommended to systematically formalize regional activation through circular notes issued via the Regional Directorate of Social Development (DRDS) and the Governor's offices, to anticipate institutional mobilization of technical services. In addition, the community mobilization strategy will be strengthened, particularly targeting youth and local leaders, with increased emphasis on collective benefits and the importance of preventive actions.

Mandatory logistical briefings will now be integrated before each volunteer deployment, and more visible signage will be provided during distribution operations and simulation exercises to improve flow management and uphold dignity principles.

Annual training plans will be adjusted to better account for security and operational constraints, including the identification of alternative scenarios to avoid late cancellations. Procurement and tendering procedures (RFPs) will also be launched earlier to ensure the effective availability of stocks ahead of the rainy season.

Community accountability mechanisms will be consolidated and systematically integrated into all future simulations and activations, particularly through the establishment of functional local complaints and feedback committees.

Several preparatory activities originally planned for the first year of the EAP—such as branch-level volunteer trainings, staff training on early action, development of community awareness messages, and bi-monthly meetings with technical services—could not be carried out according to the initial schedule. To optimize the use of available resources, CRM has proposed examining the possibility of rescheduling these activities during the following year's exercise.

In this context, the preparatory workshop for the rainy season, initially intended for the National Crisis Committee, is proposed to be reoriented as a flood review workshop to capitalize on operational lessons learned over the past year. Additionally, the bi-monthly meetings with technical services, funded in 2025 through the Mali Red Cross's own resources with support from Danish Red Cross, could be continued in 2026.

Finally, the Mali Red Cross has requested guidance from the IFRC on the possibility of rolling over unspent funds from the first year of the EAP to the following fiscal year, to ensure the full implementation of planned preparedness activities and maintain the multi-year program's budgetary coherence.

Contact information

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

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Reference



Click here for:

- [EAP Summary and budget](#)

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/3-12	Operation	PML520
Budget Timeframe	2025/3-12	Budget	APPROVED

Prepared on 24/Apr/2026

All figures are in Swiss Francs (CHF)

MDRML021 - Mali - Flood EAP / *

Early Actions Timeframe: 19 Mar 2025 to 31 Mar 2030

I. Summary

Opening Balance	0
Funds & Other Income	493,567
DREF Anticipatory Pillar	493,567
Expenditure	-180,581
Closing Balance	312,986

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	121,181	120,337	843
AOF2 - Shelter	73,725	126,905	-53,180
AOF3 - Livelihoods and basic needs			0
AOF4 - Health		12,469	-12,469
AOF5 - Water, sanitation and hygiene		-84,219	84,219
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	194,906	175,493	19,413
SFI1 - Strengthen National Societies			0
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC		5,088	-5,088
Strategy for implementation Total		5,088	-5,088
Grand Total	194,906	180,581	14,325

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/3-12	Operation	PML520
Budget Timeframe	2025/3-12	Budget	APPROVED

Prepared on 24/Apr/2026

All figures are in Swiss Francs (CHF)

MDRML021 - Mali - Flood EAP / *

Early Actions Timeframe: 19 Mar 2025 to 31 Mar 2030

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
General Expenditure		4,778	-4,778
Travel		266	-266
Financial Charges		4,512	-4,512
Contributions & Transfers	164,782	164,782	0
National Society Expenditure	164,782	164,782	0
Indirect Costs	30,124	11,021	19,102
Programme & Services Support Recover	30,124	11,021	19,102
Grand Total	194,906	180,581	14,325