

EARLY ACTION PROTOCOL

SUMMARY

Burkina Faso | Floods

16/03/2026



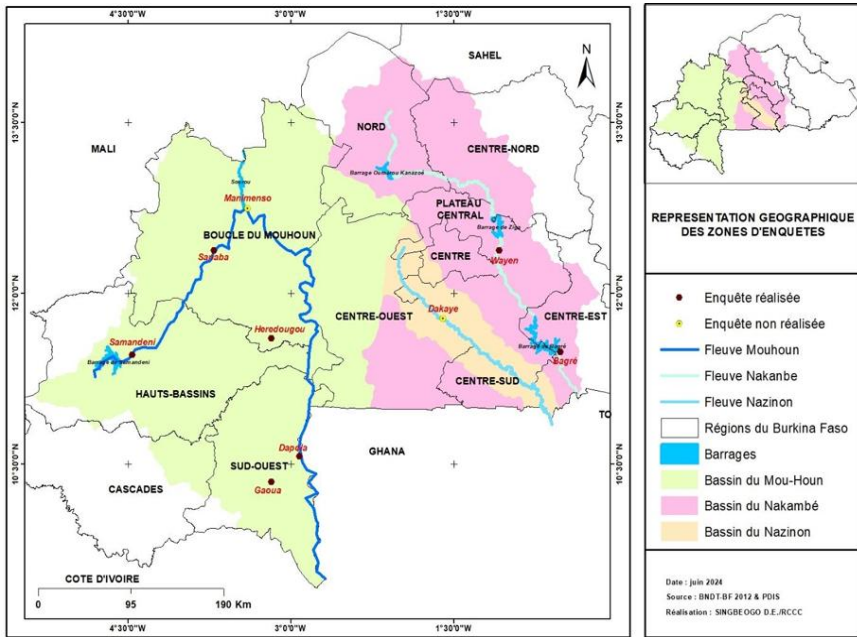
Briefing with authorities before the simulation of the EAP in Heredougou village

EAP №: EAP2025BF02	Early action lead time: 13 - 3 days (location dependent)	Operation №: MDRBF024
EAP approved: 16/03/2026	EAP timeframe: 5 Years	Operational timeframe: 3 Months

Budget: 876,576 CHF

To assist: 26,075 people

SUMMARY OF THE EARLY ACTION PROTOCOL



The IFRC Disaster Response Emergency Fund (DREF) has approved a total of CHF **876,576** CHF for the implementation of the (Name of the National Society and the hazard) EAP. The approved amount consists of an allocation of CHF **308,512** for readiness and prepositioning and CHF **568,064** allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code **MDRBF024**. Unearmarked contributions to DREF are encouraged to guarantee enough

funding is available for the Early Action Protocols being developed.

Summary

Burkina Faso, a Sahelian country in West Africa, is facing numerous hazards that hinder its development. From a climatic perspective, recurrent droughts and advancing desertification weaken agriculture, which is the main source of income for the population. In addition, sudden floods destroy crops and homes. From a security perspective, the country is experiencing an increase in attacks by armed groups, leading to large-scale population displacement and growing social instability.

Over the past decade, Burkina Faso has been affected by floods of various types (urban flash floods, river floods, etc.) and of varying magnitudes. Located in the Upper Volta Basin, the country is particularly vulnerable to climate change. Floods are among the climate-related risks that have a significant impact on populations and their livelihoods.

Two main types of flooding are observed:

- river floods caused by the overflow of rivers beyond their banks; and
- floods resulting from extreme and sudden rainfall.

Three main river basins cover the country (see Map No. 4):

- the Volta Basin, the largest, which includes the country's main rivers (the Mouhoun, the Nakanbé and the Nazinon);
- the Niger Basin, mainly located in the northernmost part of the country; and
- the Comoé Basin, located in the south-west.

According to the Directorate General of Water Resources (DGRE), flash floods are the most frequent type of flooding in Burkina Faso and have the greatest impact on populations and their livelihoods.

The Early Action Plan (EAP) was designed and will be implemented in collaboration with several partners, including government technical services, international organizations, and other partner NGOs. Each entity involved in this plan will play a key role in the preparation and activation of this anticipatory mechanism.

The EAP targets 3,725 households, representing 26,075 people, through all planned actions, with the objective of reducing the following impacts:

- destruction of crops, food stocks, and grazing areas;
- prevalence of waterborne and vector-borne diseases;
- damage to housing, sanitation facilities, and drinking water supply infrastructure;
- contamination of drinking water sources.

Forecasts and Triggers

Two types of triggers will be used for activation:

a) Preparedness triggers

Enhanced preparedness measures are activated when, in April or at the latest in May, the DGRE forecasts above-normal river flows with a probability of 45% or higher in the Mouhoun River basin for the July–August–September period.

b) Early action triggers

Upper Mouhoun River: When the DGRE reports that the water level has reached 416 cm at the Yaran station, early actions are implemented in upstream communities, with an opportunity window ranging from 13 to 24 days.

Lower Mouhoun River: When the DGRE reports that the water flow has reached 130 m³/s (corresponding to a water level of 580 cm) at the Ténado station, early actions are triggered in Ouessa and downstream areas, with an estimated minimum lead time of three (3) days.

Grand-Balé River Basin: When the DGRE reports that the water level has reached 546 cm at the Pâ station and the National Meteorological Agency (ANAM) forecasts rainfall events within three (3) days or more in the basin, the EAP is activated.

Given the specific characteristics of each river course and basin, three lead times have been defined:

- Upper Mouhoun River: 13 days;
- Lower Mouhoun River: 3 days;
- Grand-Balé River Basin: 3 days.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

The Burkina Faso Red Cross (CRBF), founded on 31 July 1961 and officially recognized by Decrees No. 262/PRES/IS-DI/SPP of 9 July 1962 and No. 441/PRES/IS-DI of 20 September 1962, is an independent organization and an auxiliary to the public authorities. It is present in all 45 provinces of Burkina Faso through its local branches, supported by 313 staff members and more than 45,000 volunteers.

The CRBF benefits from official recognition by the Government of Burkina Faso and administrative authorities and has established strong relationships with both decentralized and deconcentrated state services, as well as with local authorities. This close collaboration, combined with in-depth knowledge of local contexts, strengthens its operational effectiveness, particularly in hard-to-reach areas or those affected by conflict and population displacement. Over the years, CRBF has demonstrated strong expertise in responding to humanitarian crises.

As part of the Early Action Plan (EAP) development project, the CRBF was equipped with computers and smartphones, and both volunteers and the project team were trained in the use of KoboCollect.

The Burkina Faso Red Cross has developed a 2015–2019 Strategic Plan, an updated Emergency Plan, and guidance for the development of a stock pre-positioning strategy.

The strategic plan of the Burkina Faso Red Cross aligns with national disaster management frameworks in Burkina Faso, including preparedness plans for floods, population movements, epidemics, and droughts. An Emergency Operations Center (EOC), currently under construction, will streamline interventions through improved coordination and management of emergency actions. This EAP complements the CRBF's response to the effects of climate change and disaster risk management related to flooding.

The financial capacity of the Burkina Faso Red Cross remains limited to cover activation costs. However, it can contribute to the logistics required to implement planned actions between the trigger activation and the disbursement of funds by the IFRC. To this end, the CRBF may rely on its internal resources by linking activities to existing projects implemented within the climate change context.

The main preparedness actions under this EAP include:

- Strengthening and/or establishing coordination and consultation mechanisms with technical services and populations at risk of river flooding;
- Signing framework agreements and memoranda of understanding with service providers and suppliers for logistical aspects;
- Conducting community-based assessments in flood-prone areas;
- Mapping key elements at risk (people, livelihoods, infrastructure);
- Identifying safe reception sites for households likely to be affected by river flooding;
- Identifying safe grazing areas for livestock belonging to populations at risk of flooding;
- Identifying secure locations for potential distributions;
- Identifying storage facilities for food and agricultural inputs;
- Pre-positioning kits (shelter, WASH, and household items/NFI);
- Strengthening the capacities of stakeholders.

Partners and their role in the development and the implementation of this EAP

Partners	Roles
Burkina Faso Red Cross	Ensure the implementation and coordination of the PAP as the Lead Partner
International Federation of Red Cross and Red Crescent Societies	Provide technical and financial support, as well as supervision.
Climate Center	Provide advice and guidance in the event of PAP activation
Other Movement members (PNS, ICRC)	Technical and financial support

2. How the EAP will be activated – The Trigger

Activation Thresholds

a) Thresholds for preparedness activities

Preparedness activities are activated when the Directorate General of Water Resources (DGRE) forecasts above-normal river flows with a probability of 45% or higher in the Mouhoun River basin for the July–August–September period.

b) Thresholds for early actions

Upper Mouhoun River: When the DGRE reports that the water level has reached 416 cm at the Yaran station, early actions are implemented in upstream communities, with an opportunity window of at least 13 days and up to 24 days.

Lower Mouhoun River: When the DGRE reports that the river discharge has reached 130 m³/s (equivalent to a water level of 580 cm) at the Ténado station, early actions are triggered in Ouessa and downstream areas, with an estimated minimum lead time of three (3) days.

Grand-Balé River Basin: When the DGRE reports that the water level has reached 546 cm at the Pâ station and the National Meteorological Agency (ANAM) forecasts rainfall events within three (3) days or more in the basin, the Early Action Plan (EAP) is activated.

Historical Data

• Grand-Balé River Basin

Based on a 45-year historical period, the water level of 546 cm was observed 10 times. Of these events, the level of 649 cm was reached five times, resulting in 50% successful activations and 50% false alarms. Therefore, this threshold is likely to be reached at least once every five (5) years. It is expected that the inclusion of additional rainfall forecast information will increase the success rate and reduce the rate of false alarms.

• Main course of the Mouhoun River (Upper Mouhoun)

Historical water level data at the Yaran station span 33 years as of 2023. During this period, the five-year return level (439 cm) was reached seven times, while the three-year return level (416 cm) was reached 14 times. This indicates that a trigger based on the three-year return level would be activated twice every five years, with a 50% success rate and 50% false alarm rate.

However, it should be noted that a three-year flood already causes impacts, meaning that early actions taken would not be in vain. The minimum observed time between the 416 cm and 439 cm levels is 13 days, which can be considered the minimum action window. The average lead time between these two levels is 13 days, and the maximum observed lead time is 24 days.

• Lower Mouhoun River

In the lower Mouhoun River, there is a series of hydrometric stations and no water reservoir. As a result, it is possible to define a trigger based on flood wave propagation. Using these stations and considering the historically observed minimum flood propagation time between stations, activation will be possible starting from the Ouessa station downstream.

The period used to calculate flood propagation time is relatively short (2015–2019) and does not provide a reliable estimate.

Responsibilities

The Directorate General of Water Resources (DGRE) is responsible for monitoring flood levels along the Mouhoun River through all identified hydrometric stations, according to their monitoring schedules throughout the year.

If a defined activation threshold is reached, the DGRE focal point immediately informs the Burkina Faso Red Cross (CRBF) through the National Coordinator of the Burkina Faso Red Cross Flood Preparedness Programme. The CRBF will then convene the National Crisis Committee, upon instruction from the Secretary General of the CRBF or the technical services involved in this EAP, to inform them of the trigger activation. This information will subsequently be transmitted to CONASUR, which will formally activate the mechanism. The CRBF is a member of CONASUR at the national, regional, and provincial levels.

Once the mechanism is activated, operational decision-making and planning will be carried out by the CRBF through its Emergency Operations Center (EOC), where the technical services involved in this EAP will also be present. At the regional and provincial levels, the same technical services will participate in coordination meetings held either at the Governor's office or at the regional branch of the CRBF.

Target Population Selection

The target population will be selected using a combination of approaches, including information collected from local communities, government beneficiary data, and the expertise of the Burkina Faso Red Cross to identify the most vulnerable households. Criteria such as poverty level, geographical accessibility, household size, and the number of vulnerable individuals (pregnant women, children, elderly persons, persons with disabilities, etc.) will be used to identify households most at risk.

If the total number of households in a community is less than or equal to 3,725, all households will be targeted for early actions. If the number exceeds 3,725 households, the methodology described below will be applied.

The household selection process will be conducted in a participatory manner with the community, ensuring community oversight and involvement in targeting. Community representatives will consist of legitimate and legally recognized representatives from each community (village chief, women's representative, youth representative, religious and traditional leaders, and community leaders). These representatives will participate in all stages of targeting, monitoring and evaluation, including early actions and post-action review meetings to draw lessons learned and improve future preparedness.

Community-level data will be collected with the support of community volunteers and local authorities. Data will be collected rapidly using simple tools adapted to the local context (KoboCollect). The data will then be reviewed to identify households meeting vulnerability and exposure criteria.

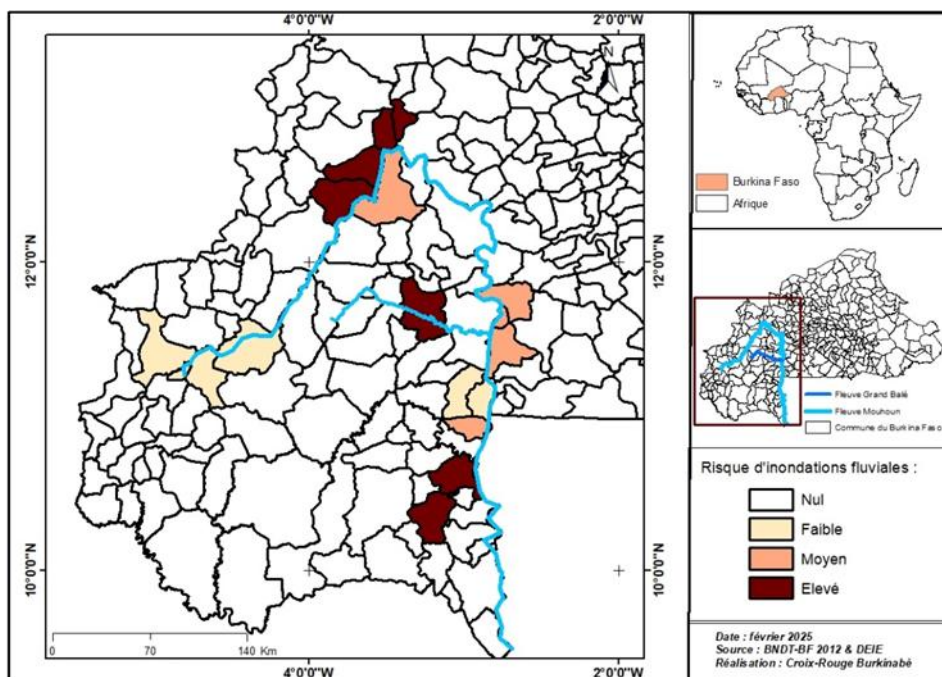
The identification of target households will be carried out as soon as possible after the activation threshold has been reached. This process must be completed within a short timeframe to ensure that kit distributions and other early actions are implemented in a timely manner before extreme flooding occurs.

Stop Mechanism

Due to the short lead time, there is no deactivation mechanism for the lower Mouhoun River and the Grand-Balé River Basin. For the Upper Mouhoun, deactivation will occur if, after activation, the DGRE reports a decrease in water levels at the Yaran station based on daily observations. Crisis Committees will be immediately informed.

The decision to cancel the activation rests with the National Crisis Committee, which is the only body authorized to decide on the deactivation of the mechanism.

The deactivation mechanism must be triggered as soon as updated forecasts indicate that the event is no longer likely to occur; if early assessments in the affected area indicate that populations and assets are not at risk from rising floodwaters; if insecurity constitutes a red line preventing intervention teams from operating; or if any other external factor leads to the cancellation of activities.



Map of Flood-Vulnerable Areas Along the Mouhoun River

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

The actions proposed under this Early Action Plan (EAP) are based on lessons learned and similar interventions implemented during previous operations by the Burkina Faso Red Cross (CRBF). The CRBF has already carried out response activities that provide valuable experience for this plan, particularly in the areas of WASH, Health, and Shelter.

During the EAP development process, close collaboration took place with key technical services and the Burkina Faso Red Cross. These stakeholders were strongly involved in identifying and validating the impacts of river flooding, as well as in selecting preparedness and early actions through a series of workshops.


The process of selecting early actions followed these steps:


- Community consultations to identify early measures and preparedness actions suggested by communities;
- Group work with stakeholders to define the actions to be implemented;
- A validation workshop on impacts and selected early actions.


This process led to the selection of the following early actions:

- Dissemination of early warning messages to exposed communities: This action aims to inform communities of the imminent risk of flooding so that they can take appropriate protective measures.
- Construction of emergency shelters and latrines: Emergency shelters and latrines will be constructed at pre-identified sites prior to evacuations. Evacuated populations will have access to adequate shelter and functional sanitation facilities, helping to reduce risks to health and protection.
- Distribution of hot meals to evacuated populations: Displaced persons will receive access to hot meals for a minimum of three days.
- Distribution of WASH and NFI kits to vulnerable households: Evacuated households will have access to safe drinking water and essential hygiene and household items.
- Distribution of protective sacks to at-risk households: Households will use the sacks to protect their homes and fields and to safely store food stocks.
- Construction of community protection dikes: Agricultural fields, homes, and drinking water sources will be protected from floodwaters.
- Evacuation of households at risk of flooding: Households will be evacuated in a timely manner to protect lives.
- Relocation of livestock to safe areas: Livestock will be evacuated and protected from flood impacts.


PLANNED OPERATIONS


 Shelter, Housing and Settlements	Female:	364	86,294 CHF
	Male:	336	AP Code: 005
Indicator:	Number of people reached with shelter, housing and settlement interventions in advance of a hazard		
	Number of emergency shelters to be constructed: 100		
Readiness Activities:	1. Train and refresh volunteers on emergency shelter construction and maintenance techniques		
Prepositioning Activities:	1. Procurement of gable-type emergency shelter kits		
	2. Procurement of tarpaulins for gable-type emergency shelters		
	3. Procurement of tools for the construction of gable-type emergency shelters		
	4. Procurement of tools for the construction of gable-type emergency shelters		
Priority Early Actions:	1. Volunteers' motivation for shelter construction		
	2. Refresh volunteers on emergency shelter construction and maintenance techniques		
	3. Distribution of emergency shelter kits		

 Livelihoods	Female:	13 560	78,270 CHF
	Male:	9 835	AP Code: 007
Indicator:	Number of people reached with livelihoods interventions in advance of a hazard		
	Quantity of safe food stocks		
	Number of food kits distributed		
Readiness Activities	1. Identification and signing of framework agreements with local suppliers of empty sacks		
Prepositioning Activities	N/a		
Priority Early Actions:	1. Acquisition of 2500 empty bags		
	2. Distribution of 2,500 bags for packaging food and inputs in stock for 625 households (trigger 1, 2, and 3)		
	3. Support for the construction of protective field dikes		
	4. Provision of hot meals to evacuated communities (100 households) (trigger 1, 2, and 3)		


 Water, Sanitation and Hygiene	Female:	2 730	12,793 CHF
	Male:	2 520	AP Code: 110, 111
Indicator:	Number of people reached with WASH interventions in advance of a hazard		
	Number of people who received Aquatabs		
Readiness Activities:	1. Identification of emergency latrine and shower construction sites		
	2. Signing of agreements with service providers and Aquatabs suppliers		
Prepositioning Activities:	1. Pre-position 10 emergency latrine and shower construction kits (slabs, wood, tarpaulin) for 100 evacuated households		
	2. Procure 100 WASH kits for 100 households		
	3. Procure 1,500 water treatment tablets (AQUATAB) for 750 households		

Priority Early Actions:	1. Construct 10 emergency latrines and showers for 100 evacuated households (trigger 1, 2, and 3)
	2. Distribute WASH kits and water treatment tablets (AQUATAB) to 750 households (trigger 1, 2, and 3)
	3. Raise awareness among beneficiaries on the use of WASH and dignity kits, and on the risks of waterborne diseases (trigger 1, 2, and 3)
	4. Brief volunteers on the proper use of WASH kits



 Protection, Gender and Inclusion	Female:	6 552	10, 825 CHF
	Male:	6 048	AP Code: 114, 116,117
Indicator:	Number of people reached with PGI interventions in advance of a hazard		
	Number of volunteers and staff trained on cross-cutting topics		
	Number of dignity kits distributed		
	Number of households sensitized on PGI (Protection, Gender, and Inclusion)		
Readiness Activities:	N/a		
Prepositioning Activities:	1. Procure 100 dignity kits for 100 vulnerable women		
Priority Early Actions:	1. Distribute the 100 dignity kits (trigger 1, 2, and 3)		
	2. Integrate PGI (Protection, Gender, and Inclusion) considerations into activities (trigger 1, 2, and 3)		
	3. Brief volunteers on the PSEA and PGI approach, including persons with specific needs		

 Risk Reduction, climate adaptation and recovery	Female:	6 552	75, 847 CHF
	Male:	6 048	AP Code: 101, 103, 105,106
Indicator:	Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		
	Number of community assessments conducted		

	Number of people trained
Readiness Activities:	1. Organize annual simulation exercises in each at-risk locality
	2. Organize awareness sessions followed by annual simulation exercises in each at-risk locality
Prepositioning Activities:	N/a
Priority Early Actions:	1. Brief volunteers for the pre-registration of beneficiaries
	2. Brief volunteers on the pre-registration of beneficiaries
	3. Pre-register 18,000 beneficiary households in at-risk villages

	Community Engagement and Accountability	Female:	6 552	124,974 CHF
		Male:	6 048	AP Code: 129
Indicator:	Number of people reached with community engagement and accountability interventions in advance of a hazard:			
Readiness Activities:	1. Produce radio programs on AA			
	2. Establish complaint management and feedback committees			
Prepositioning Activities	N/a			
Priority Early Actions:	1. Disseminate early warning messages to communities for the benefit of 1,800 households (12,600 people) (Trigger 1, 2, and 3)			
	2. Hold community meetings (CEA) on AA (Trigger 1, 2, and 3)			
	3. Carry out communication and visibility activities on the PAP (Trigger 1 and 2)			
	4. Facilitate community access to information through the CRBF toll-free hotline (Trigger 1, 2, and 3)			
	5. Activate listening groups within local committees (Trigger 1, 2, and 3)			
	6. Satisfaction survey of communities affected by the project's activities			

Enabling approaches

 <p>Coordination and Partnerships</p>	<p style="text-align: right;">166,986 CHF</p> <p style="text-align: right;">AP Code: 118, 119, 127, 128</p>
<p>Readiness Activities:</p>	<ol style="list-style-type: none"> 1. Hold concertation frameworks with technical services and at-risk communities 2. Organize joint monitoring missions 3. Participate in workshops on Anticipatory Actions 4. Support the Directorate General for Water Resources (DGRE) in the development and implementation of community guidelines for water management. 5. Capacity building of key services technical services (DGRE, DGPC, ANAM, SP/CONASUR)
<p>Prepositioning Activities</p>	<p>N/a</p>
<p>Priority Early Actions:</p>	<ol style="list-style-type: none"> 1. Organize a joint workshop on lessons learned 2. Rent and maintain vehicles for joint monitoring of activities 3. Contribute to the SN's fuel costs 4. Organize joint missions to monitor and evaluate activities after triggering 5. Monitor water level changes after triggering (DGRE)
 <p>Secretariat Services</p>	<p style="text-align: right;">50,000 CHF</p> <p style="text-align: right;">AP Code: 122</p>
<p>Readiness Activities:</p>	<ol style="list-style-type: none"> 1. Communication costs 2. IFRC staff costs 3. Monitoring of actions by the IFRC
<p>Prepositioning Activities:</p>	<ol style="list-style-type: none"> 1. Visibility kits
<p>Priority Early Actions:</p>	<ol style="list-style-type: none"> 1. IFRC monitoring costs 2. Communication costs 3. Monitoring of actions by the IFRC



**National Society
Strengthening**

270, 588 CHF

AP Code: **124,125,126**

Readiness Activities:

1. Contribute to the salary of the Project Manager
2. Contribute to the salaries of PRC Coordinators
3. Contribute to the salary of the CCDD Program Officer
4. Contribute to the salary of the Logistician
5. Contribute to the salary of the accountant
6. Staff insurance
7. Support two (02) volunteers to assist with project activities
8. Volunteer insurance
9. Strengthen staff capacities on Anticipatory Actions
10. Train volunteers on basic safety best practices and safer access
11. Support the operations of the Emergency Operations Center (EOC)

Prepositioning activities:

N/a

Priority Early Actions:

N/a

Budget



Early Action Protocol Summary

Code - Croix-Rouge Burkinabè
Inondations Fluviales
EA Protocol - EAP#

Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	10,219	106,656	272,127	389,002
Shelter and Basic Household Items	0	76,302	9,992	86,294
Livelihoods	0	17,410	60,860	78,270
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	9,311	3,482	12,793
Protection, Gender and Inclusion	0	3,633	7,191	10,825
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	6,813	0	69,035	75,847
Community Engagement and Accountability	3,406	0	121,568	124,974
Environmental Sustainability	0	0	0	0
Enabling Approaches	180,202	11,435	295,937	487,574
Coordination and Partnerships	42,087	0	124,899	166,986
Secretariat Services	26,302	1,595	22,103	50,000
National Society Strengthening	111,813	9,841	148,935	270,588
TOTAL BUDGET	190,421	118,091	568,064	876,576

all amounts in Swiss Francs (CHF)

Contact information.

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

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