

SIMPLIFIED EARLY ACTION PROTOCOL

Mali | Food insecurity



Red Cross volunteers and staff distribute food to food-insecure families in Mali's, Kayes region.

EAP Number: MDRML023 EAP2025ML03	Total Budget CHF 179 024	Préparation: CHF 59 423	Pre-positioning : CHF 10,258	First mesures: CHF 109 343
People to be assist: 2,000 people	Approved EAP : 07/08/2026	EAP Duration: 2 years	EAP lead time: 5 months Nov - Mar	Timeframe : 3 months

Priority geographical areas: The simplified PAP for food insecurity is national wide and can therefore be activated in all regions of Mali according to forecasts.

However, based on the recurrent food crises observed over the past five years, five regions are considered priorities: Mopti, Timbuktu, Gao, Menaka, and Kidal.

These areas have been regularly reported as food crises or worse, which justifies increased vigilance and preferential targeting in the event of EAP activation.

RISK ANALYSIS AND SELECTION OF EARLY ACTIONS

Prioritization of hazards and their historical impacts.

Mali, a country in the Sahel, remains particularly exposed to climatic, economic and security hazards that interact and fuel recurrent food crises.

1. Hazards and Identified Triggers

The main causes of food insecurity are:

- Rainfall variability / agricultural and pastoral drought: the historical episodes of the years 1970-1980, 2005, 2010, 2018 have led to sharp declines in agricultural production. The decadal bulletins of the GTPA (Mali-Météo) now make it possible to monitor rainfall anomalies (< 75% of the average), pasture deficits (NDVI < average more than 30% of pastoral areas) and parasitic attacks (> 20% of affected crops).
- Economic shocks and market dysfunctions: sustained rise in cereal prices compared to the five-year average and the previous year, reduced supply and disruptions to local supply, deterioration in the terms of trade for livestock/cereals.
- Civil insecurity and limited humanitarian access: Armed conflict, inter-communal violence and crime disrupt supply chains, lead to the abandonment of fields and limit access to pastoral rangelands.
- Health shocks and WASH: Limited access to safe drinking water and high morbidities aggravate malnutrition, especially among children under 5 years of age and FEFA.

These factors combine to create the conditions for acute food insecurity to occur.

Early actions were identified based on the analysis of historical impacts of food insecurity, the results of the Cadre Harmonisé (CH), and data collected by the CRM from communities during the food insecurity emergency appeal. These actions respond to the following logic: hazard → identified risk → early action → expected impact. This approach is a simplified theory of change :

- *Climatic and economic hazards are leading to a drop in production and limited access to food.*
- *The risks identified are loss of livelihoods, malnutrition and worsening poverty.*
- *The first selected actions are mainly based on multi-purpose cash transfers, complemented by nutrition awareness, protection and community engagement activities.*

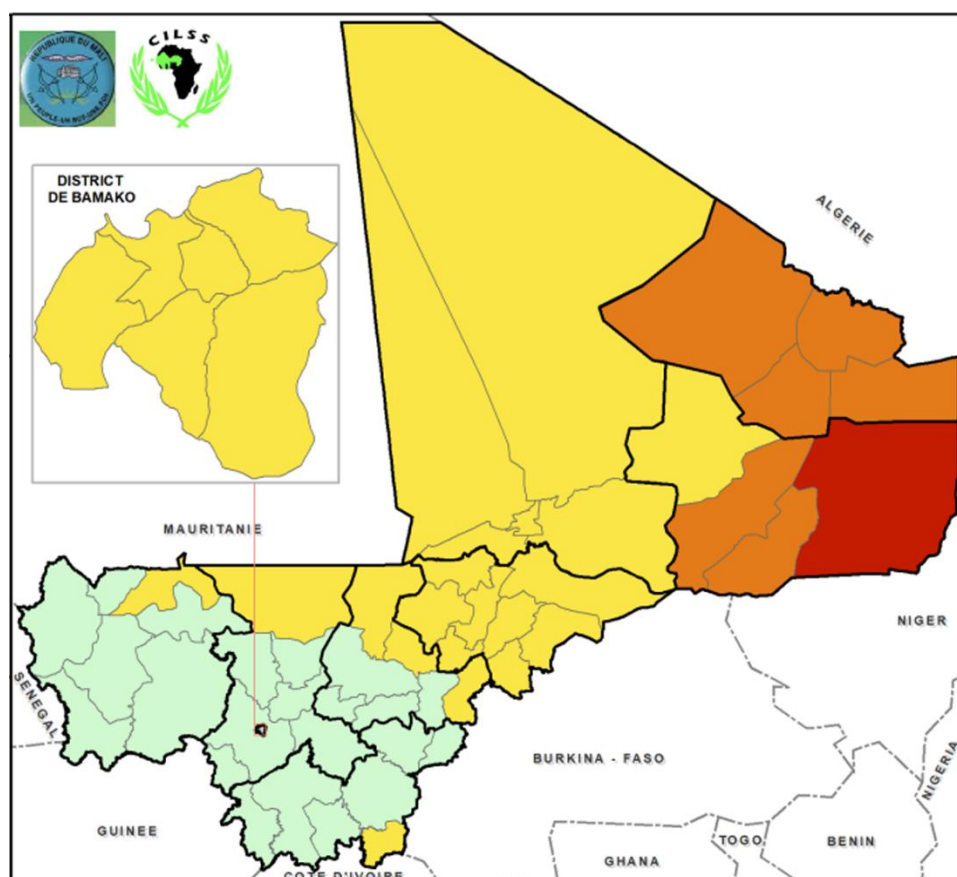
Historical data and forecasts available

According to the results of the November 2024 CH analysis, 819,092 people (3.48%) are in phase 3 or worse (October-December 2024), including 34,387 in the emergency department (phase 4+). In projection for June-August 2025, this number is expected to reach 1,470,114 people (6.25%), including 100,941 in phase 4+ (emergency), (source: communication sheet CH Nov.2024)

The areas of greatest concern are **Menaka, Kidal, Gao, Timbuktu and Mopti**, where production deficits linked to floods, livestock losses, massive displacement (378,363 IDPs recorded in September 2024), market disruptions and persistent insecurity coexist. (source: Communication sheet CH Nov.2024)

Specific vulnerabilities

Poor farm households, pastoralists, IDPs and female-headed households are the most affected. Insecurity limits access to fields and markets, increasing dependence on assistance. The CRM incorporates PGI (Protection, Gender and Inclusion) considerations into its analysis and ensures that these groups are prioritized from the outset of the action.



Map 1: Analysis of the harmonized framework for food and nutrition in Mali: June-August 2026 (source: https://fscluster.org/sites/default/files/2025-12/Mali_Fiche%20de%20communication_novembre_2025_VD.pdf)

Explain what risks have been selected for this protocol and why

Food insecurity is a major problem for Mali, with multiple causes and serious consequences for the population and development. Several factors contribute to this critical situation, including the high frequency and severity of food crises, exacerbated by climate change, social, political and economic instability, as well as natural phenomena such as insufficient rainfall in some localities.

In some areas, insecurity is hampering access to fields, reducing agricultural production, while low food supplies in markets and price inflation are exacerbating difficulties in accessing adequate food. Added to these factors is the rising cost of transportation, which makes food even more inaccessible to vulnerable populations.

Historically, Mali has faced severe food crises, such as the one in 2012, which have resulted in high rates of malnutrition, especially among children, massive population displacements, increased infant mortality, and limited access to basic services such as clean water, food, health, education, etc. clothing and housing.

Table: Historical data on food insecurity (Phase 4+ – Emergency, CH 2020-2024)

Year	March-May	June-august
2020	68 461	129 874
2021	29841	61 504
2022	14 864	172 860
2023	39054	76 234
2024	60315	120 923
2025		19 239

The consequences of food insecurity on lives, livelihoods, well-being and other aspects of development are profound and varied. These include the soaring prices of basic necessities making the situation even more precarious for households who cannot cover their annual consumption due to low rainfall and flooding, acute malnutrition, especially among children and FEFA, loss of livelihoods, sale of productive assets, The massive displacement of populations, etc.

Vulnerable populations, including unaccompanied children, female heads of households, the sick, persons with disabilities, the elderly and people with chronic diseases, are further deteriorating. Social impacts also include begging, theft, school dropouts, prostitution, destocking of goods (such as livestock), and early marriage of women, who are often disproportionately affected by these crises.

In addition, insecurity in the north of the country is leading to the displacement of populations to safer horizons, which is impacting the economy and livelihoods of host populations and increasing community tensions in some localities.

In the face of this complex and multifactorial situation, anticipatory measures must be multidimensional, targeting both the root causes of food insecurity, such as climate change and instability, and its manifestations, such as malnutrition and limited access to basic services.

As a result, the priority risks selected in the framework of this early action protocol are the following:

- 1- Rapid deterioration of economic access to food and basic needs Deterioration of health and well-being.
- 2- Increased poverty and economic vulnerability.

The CRM implements several Early Action Protocols (PAPs) in order to respond in advance to the main risks affecting the populations in Mali. This Food Insecurity PAP is designed as a complementary mechanism to the Flood PAP, with distinct hazards, activation periods, triggers, indicators and early actions. It is important to understand that this Food Insecurity PAP and the River Flood PAP are distinct but complementary. The targeted hazards are different, the Flood PAP is only activated during the rainy season, based on hydrological forecast thresholds (water levels of stations, flood volumes) while the Food Security PAP is activated mainly before the lean season, based on the Results of the Cadre Harmonisé (CH/IPC) or agro-climatic deterioration signals from the GTPA bulletins. The activation periods do not overlap, for flooding (July to September) and the lean season (April to August). The targeted beneficiaries are different for the PAP Flood which targets households directly exposed to flooding and loss of shelter/WASH needs; The Food Insecurity PAP targets households identified in CH Phase 3 or 4 at high risk of food crisis.

- ✓ **Différence in activation periods**
 - PAP Floods: Rainy Season (July–September)
 - Food insecurity: lean seasons (April–June and November–March)
- ✓ **Operational coordination in overlapping areas**
 - Use of the Internal Coordination Mechanism (IOC)
 - Systematic comparison of beneficiary lists
- ✓ **Specific added value of the Food Insecurity PAP**
 - Multi-purpose cash transfers
 - Targeted contribution to household resilience
- ✓ **Integration of Security, ERP and CEA dimensions**
 - Local volunteers
 - Security and CEA Focal Points
 - Rapid analysis of protection risks
 - PSEA, women's participation, complaint mechanisms

These two protocols are therefore **complementary and not redundant**, and the CRM has set up an internal coordination mechanism (IOM) to **ensure that no activity or household is targeted twice for the same type of assistance**, while promoting synergies if the two risks occur at different times in the same area.



Calendrier saisonnier et suivi des indicateurs

Clendrier agricole du Mali & Période de collecte des données de l'ENSAN												
Mois	Janv.	Fév.	Mar.	Avr.	Mai	Juin	Juil.	Août	Sept.	Oct.	Nov.	Déc.
Climat	Saison sèche					Saison des pluies				Saison sèche		
Opérations agricoles	Récolte contre saison (riz/maraichage)			Préparation sols		Semis				Récolte principale		
Migration bétail						Sud/Nord				Nord/Sud		
Période soudure				Période soudure pastorale			Période soudure agricole					
Migration/Exode	Départ migrants exode				Retour migrants exode					Départ migrants exode		
Besoin main d'œuvre					Pic demande main d'œuvre préparations terres et semis				Pic demande main d'œuvre préparations récoltes			
Collecte données ENSAN		Fev, 2025							Sept, 2024			

As the forecast of food insecurity is directly linked to the agricultural calendar, the Mali Red Cross has integrated a seasonal reference calendar (based on the Cadre Harmonisé and ENSAN analyses). This helps specify critical periods when triggers and early actions of the PAP can be activated.

- Pastoral lean season: March to May.
- Agricultural lean season: June to September, corresponding to the period of great food insecurity and high assistance needs.
- The results of the Cadre Harmonisé (CH): available in March and November, they offer two windows of anticipation. The November results anticipate the next lean season, which leaves 4 to 6 months for the implementation of early actions (April-June). The March results can also be used, although the anticipation window is shorter (3 months or less).
- ENSAN data collection: February and September, which aligns community monitoring and IPC/CH indicators with actual trends on the ground.

Describe the initial actions selected and explain how they will mitigate the risks and achieve the expected outcome.

The Malian Red Cross (RCM) has voluntarily limited the number of early actions to ensure a Fast, anticipatory and easily expandable, in line with the objectives of this Simplified Early Action Protocol (SPAP). The actions selected aim to mitigate the immediate impacts of projected acute food insecurity and prevent any deterioration towards the Phase 5 of the Cadre Harmonisé (Disaster), especially for the most vulnerable households.

The selection of early actions is based on the analysis of the historical impacts of food crises in Mali, the Cadre Harmonisé (CH/IPC) projections, as well as lessons learned from the anticipatory and emergency responses previously implemented by the CRM. The actions follow a simple and coherent theory of change: **early detection of projected degradation → rapid financial support to households → protection of food consumption and basic needs → prevention of negative and irreversible coping strategies.**

Key Early Action: Multi-Purpose Cash Transfers

The central early action of this SPLP is the implementation of multi-purpose cash transfers (MPURs) to households identified as most at risk of acute food insecurity. Cash assistance allows households to cover their food and essential needs according to their priorities, while preserving their dignity and supporting local markets.

Transfers will be aligned with the minimum expenditure basket (MIP) defined by the national Cash Working Group, and adapted to household size and local market conditions. This action aims to:

- maintaining a minimum level of food consumption;
- prevent the sale of productive assets and the use of negative coping strategies;

- reduce the risk of households switching to phase 5 of the Cadre Harmonisé.

The CRM has a strong track record in cash transfers and pre-existing framework agreements with financial service providers, allowing for rapid deployment of assistance after the activation of the protocol.

Complementary early actions

In order to enhance the effectiveness of cash transfers and ensure an integrated anticipatory response, the following complementary actions will be implemented:

- **Livelihoods (SAME)**

To support the livelihoods of food-insecure households, the Mali Red Cross will implement actions to build community capacity and improve understanding of local economic dynamics in at-risk areas. These actions will include capacity building for community groups through training and coaching sessions on household identification. In addition, existing government sentinel sites will be strengthened to improve data collection and reporting on the evolving food situation. If the protocol is activated, rapid assessments of the food situation and livelihood needs will be carried out in the targeted regions, and sensitization sessions will be organized to inform beneficiaries to support production and build household resilience to food shocks.

- **Nutrition and Community Health**

Nutritional awareness and community-based screening activities (including through MUAC/MUAC) will be organized to promote early identification of the risks of malnutrition in children under five years of age as well as in pregnant and lactating women. These actions will help prevent the deterioration of nutritional status during the critical period.

- **Community Communication, Engagement and Accountability (CEA)**

Two-way communication mechanisms will be activated to ensure transparency on targeting criteria, assistance modalities and implementation timelines. Accessible, confidential and inclusive feedback and complaint mechanisms will allow communities to voice their concerns and strengthen the quality of interventions.

- **Protection, Gender and Inclusion (PGI)**

Protection considerations will be integrated in a cross-cutting manner into all early actions. Particular attention will be paid to female-headed households, people with disabilities, the elderly and displaced people. Volunteers will be trained in the Prevention of Sexual Exploitation and Abuse (PSEA) and women's participation in community structures will be encouraged.

- **Risk Reduction and Community Capacity Building (SAME)**

In order to strengthen community preparedness for the risks of deteriorating food security, the Malian Red Cross will set up and train community focal points specializing in Food Security and Livelihoods (FSL) in the targeted areas. These focal points will contribute to the early identification of signs of deteriorating livelihoods, the collection and reporting of community information as well as raising awareness among the population on prevention and adaptation measures. The establishment of communication and coordination networks between communities, CRM branches and local actors will improve early warning mechanisms, facilitate the early identification of the most vulnerable households and support the effective implementation of the anticipatory actions provided for in the protocol.

Scope and operational feasibility

The early actions selected under this SPAP are deliberately limited in number and scope in order to ensure:

- Rapid implementation within the available anticipation window.
- operational feasibility in constrained security contexts;
- a strong coherence between the narrative, the planned operations and the budget.

All the early actions outlined in this protocol are fully reflected in the planned operations and budget, ensuring internal consistency of the document and operational feasibility.

EARLY ACTION INTERVENTION

<u>General objective of the intervention</u>	The objective of the PAP is to reduce the immediate impact of food insecurity on the most vulnerable populations, by implementing early actions that protect their access to sufficient and adequate food, and by limiting serious humanitarian consequences during critical periods.
<u>Potentially high-risk geographies targeted in the simplified PAP</u>	Target regions are those with high rates of food insecurity and are at high risk of economic, climatic and security disruptions. Vulnerable populations that have been identified by the Cadre Harmonisé and who need immediate assistance to meet their food and nutrition needs. This is an intervention aimed at preventing a further deterioration of the food situation in these regions and reducing the immediate humanitarian impacts and preventing the deterioration towards phases 4 and 5 of food insecurity.
<u>Who will be assisted in this operation and what will be the selection criteria?</u>	These are the people most at risk of food insecurity in the areas indicated. The selection criteria for identifying these individuals are as follows: • Results from the geographical areas most affected by food insecurity identified by the Cadre Harmonisé. • Resident/displaced households in the "very poor" or completely deprived categories according to HEA data, with no assets (assets) for sale or economic activity to support themselves • Vulnerable resident/displaced households that have lost their means of production (agricultural and livestock) and cannot resettle or resume economic activities with "borderline" and "poor" food consumption scores. • The most vulnerable households, such as pregnant women, lactating women and/or women with children under 5 years of age or whose children under five years of age are affected by severe malnutrition due to lack of resources or extreme poverty. • Older adults and people with chronic conditions who have specific nutritional needs. • Internally displaced persons, including refugees and internally displaced persons, who may face difficulties in accessing adequate food. • People living in remote or hard-to-reach areas, who may face difficulties in accessing basic services. The selection of individuals and groups of people is based on the Cadre Harmonisé food and nutrition situation analysis, for this protocol, the targets will focus on vulnerable people classified in Phase 4 or higher of the Cadre Harmonisé. A Household Economic Analysis (HEA) survey will be carried out by the CRM in order to identify the most vulnerable people in the villages/fractions/neighborhoods in complementarity with the list of the National Directorate of Social Development (Unified Social Register-RSU).
<u>Instruction of the trigger(s)</u>	The triggers for the activation of this early action protocol are based on the Cadre Harmonisé (CH) results for the month of November: I. If the food insecurity classification level has reached Phase 4+ (Emergency): This early action protocol will be triggered when the Cadre Harmonisé results indicate that the number of people reaching Phase 4+ (Emergency) exceeds the threshold of 130,000 people for the expected situation. In this case, the following

early actions will be implemented to mitigate the impacts of food insecurity at the end of the disaster phase (phase 5):

- If the trigger threshold is reached, the following early actions will be activated:– implementation of multi-purpose cash transfers for the most vulnerable households;– complementary nutrition awareness-raising activities, PGI and ACE. **Market information:** Intensified market surveillance to anticipate and respond to fluctuations in food prices and availability, particularly in areas classified as phase 4 or 5. This market surveillance and background nutrition activities are part of contextual monitoring and preparedness, and do not constitute triggered actions.

The hydrological and meteorological forecasts from the Multidisciplinary Working Group for Assistance to the Rural World (GTPA) will be used only for the purposes of monitoring, context and complementary analysis. They will have no direct impact on the decision to activate the PAP, which is based exclusively on the Cadre Harmonisé/IPC projections.

The GTPA's decadal bulletins (DNA, Mali-Météo, DNH, DNDS, CSA, CRM, etc.) will however continue to provide valuable information to:

- Monitor agro-climatic and hydrological trends (rainfall deficit, grazing conditions, water supply);
- Guide operational planning (logistical positioning, forecasting of regional needs);
- Support intersectoral coordination (with the Food Security and Water-Sanitation-Hygiene clusters).

This way, in the event of severe anomalies reported by the APWG — such as **prolonged drought, localized flooding, or severe pasture degradation** — the CRM will be able to strengthen **community surveillance** and the **preparation of regional teams**, without automatically triggering the protocol. This information will feed into **anticipatory monitoring** and make it possible to adjust resilience and community communication actions in areas at risk.

Activation logic and link to triggers

The single trigger chosen for the activation of this PAP is based exclusively on the Cadre Harmonisé/IPC projections. Agro-climatic information from the GTPA will be used only for contextual monitoring and operational planning purposes, with no direct impact on activation.

Trigger Type	Key indicators monitored	Activation threshold	Source and frequency
CH/IPC Trigger	Number of people in phase 3+	≥ 130,000 people in Phase 4+ (emergency) nationwide, or a region's long-term transition to Phase 3 with worsening	CH Results (March and November)
Forecasts from the GTPA	- Rainfall < 75% seasonal	Combination of ≥ 2 unfavourable	Decade-long GTPA

	(Hydrometeorological) bulletin average-Degraded pastures ≥ 30% pastoral areas- Water levels < 80% average-Pest attacks ≥ 20% crops indicators in the same area Bulletins (Mali-Weather)
Justification of the trigger level	A. Cadre Harmonisé (CH) classification : The first trigger is based on the classification level of food insecurity reaching phase 4+ (emergency), according to the HC. This mechanism is used to assess food and nutrition security and is based on quantitative and qualitative indicators, including food availability, access to food, utilization and stability of the food supply over time. Historical Data 2020-2024 March 2020 Cadre Harmonisé Current status: March to May 2020 • Emergency phase: Approximately 68,461 people (0.33% of the population). • Crisis phase: 688,756 people (3.35% of the population). • Pressure phase: 2,810,085 people (13.68% of the population). Projected status: June to August 2020 • Emergency phase: 129,874 people (0.63% of the population). • Crisis phase: 1,210,867 people (5.90% of the population). • Pressure phase: 3,654,887 people (17.80% of the population). December 2020 Cadre Harmonisé Current status: October to December 2020 • Emergency phase: Approximately 13,776 people (0.1% of the total population). • Crisis phase: 423,090 people (2% of the total population). • Pressure phase: 2,717,842 people (12.9% of the total population). Projected status: June to August 2021 • Emergency phase: 33,848 people (0.2% of the total population). • Crisis phase: 923,403 people (4.4% of the total population). • Phase 2: 3,791,914 people (18% of the total population). March 2021 Cadre Harmonisé Current status: March to May 2021 • Emergency phase: Approximately 29,847 people (0.14% of the total population). • Crisis phase: 837,144 people (3.97% of the total population). • Pressure phase: 3,256,239 people (15.42% of the total population). Projected status: June to August 2021 • Emergency phase: 61,504 people (0.29% of the total population). • Crisis phase: 1,245,569 people (5.90% of the total population). • Phase 2: 4,084,276 people (19.35% of the total population). November 2021 Cadre Harmonisé Current status: October to December 2021

- **Emergency phase:** Approximately 57,543 people (0.27% of the total population).
- **Crisis phase:** 1,187,363 people (5.47% of the population).
- **Pressure phase:** 3,585,989 people (16.53% of the country's population).

Projected status: June to August 2022

- **Emergency phase:** 172,868 people (0.80% of the total population).
- **Crisis phase:** 1,708,133 people (8.29% of the population).
- **Phase 2:** 4,533,157 people (20.89% of the country's population).

November 2022 Cadre Harmonisé

Current status: October to December 2022

- **Emergency phase:** Approximately 14,864 people (0.07% of the total population).
- **Crisis phase:** 616,820 people (2.8% of the population).
- **Pressure phase:** 2,734,725 people (12.3% of the population).

Provisional situation: June to August 2023

- **Disaster:** 1,671 people (0.01% of the population).
- **Emergency phase:** 106,816 people (0.48% of the population).
- **Crisis phase:** 1,137,919 people (5.10% of the population).
- **Pressure phase:** 4,035,889 people (18.10% of the population).

March 2023 Cadre Harmonisé

Current situation: March to May 2023

- **Emergency phase:** Approximately 39,054 people (0.18% of the total population).
- **Crisis phase:** 721,833 people (3.24% of the population).
- **Pressure phase:** 2,915,871 people (13.08% of the population).

Provisional situation: June to August 2023

- **Disaster:** 2,507 people (0.01% of the population).
- **Emergency phase:** 76,234 people (0.34% of the population).
- **Crisis phase:** 1,183,337 people (5.31% of the population).
- **Pressure phase:** 4,090,567 people (18.35% of the population).

November 2023 Cadre Harmonisé

Current status: October to December 2023

- **Emergency phase:** Approximately 15,962 people (0.17% of the total population).
- **Crisis phase:** 724,005 people (3.16% of the population).
- **Pressure phase:** 2,840,059 people (12.4% of the population).

Provisional situation: June to August 2024

- **Disaster:** 1,717 people (0.01% of the population).
- **Emergency phase:** 66,749 people (0.29% of the population).
- **Crisis phase:** 1,375,547 people (6.01% of the population).
- **Pressure phase:** 4,190,039 people (18.3% of the population).

March 2024 Cadre Harmonisé

Current status: March to May 2024

- **Disaster:** 858 people (0.0037% of the population).
- **Emergency phase:** 60,315 people (0.26% of the population).
- **Crisis phase:** 734,410 people (3.21% of the population).

- **Pressure phase:** 2,858,779 people (11.38% of the population).

Provisional situation: June to August 2024

- **Disaster:** 2,575 people (0.01% of the population).
- **Emergency phase:** 120,923 people (0.53% of the population).
- **Crisis phase:** 1,246,750 people (5.44% of the population).
- **Pressure phase:** 4,051,701 people (17.69% of the population).

Threshold Adjustment

The thresholds are based on historical data from the emergency phases (phase 4+), we have analysed the trends observed in the Cadre Harmonisé (CH) results of previous years to set a threshold that, once reached or exceeded, will trigger early interventions:

Analysis of historical data

Based on the results of the 2020 to 2024 harmonized frameworks, the Phase 4+ (emergency) populations for each critical period are listed below:

Definition of the threshold

People in Phase 4+ can be averaged during these periods to establish a threshold, which gives an estimate of the number of people who are generally food insecure.

1. **Calculating the average:**
 - **Sum of people in phase 4 :** 708,892 people
 - **Total time periods analyzed :** 10
 - **Average :** 70,889 people.
2. **Determination of the threshold:**

The analysis of historical data from the Cadre Harmonisé (CH) for Mali over the period 2020–2024 shows that the number of people projected into phase 4 (emergency) has regularly fluctuated between 60,000 and 130,000 people, depending on the severity of seasonal shocks and the evolution of agro-climatic and security conditions.

These trends reveal an almost annual repetition of food deterioration situations, particularly in the regions of Mopti, Timbuktu, Gao, Menaka and Kidal.

Historical evolution of the number of people projected into phase 4 (CH)

Year	March-May	June-august
2020	68 461	129 874
2021	29841	61 504
2022	14 864	172 860
2023	39054	76 234
2024	60315	120 923
2025		19 239

Analysis and interpretation

- Over the past five years, the number of people in phase 4+ has exceeded 100,000 on four occasions, showing a structural trend of chronic food insecurity.

- If the activation threshold had been set at 100,000 people, the PAP would have been triggered almost every year (2020, 2022, 2023, 2024), making it look more like a recurring preparedness measure than an exceptional anticipatory intervention.
- To avoid this overactivation, it is therefore necessary to adopt a higher threshold, representative of years of exceptional crisis, and not of normal seasonal fluctuations.

Threshold used:

The activation threshold is therefore set at 130,000 people ($\approx 0.6\%$ of the national population) projected to phase 4 (emergency) or higher according to the Cadre Harmonisé/IPC.

This level corresponds to:

- an event of above-average intensity (estimated probability of occurrence at 2 out of 10 years);
- a threshold reflecting a significant national deterioration, beyond the normal interannual variations;
- a compromise between anticipatory reactivity and selectivity of critical situations.

Operational consequences

This threshold allows:

- activate the PAP only when the severity of the projected crisis warrants a coordinated anticipatory response;
- avoid systematic activation every year, while maintaining the ability to act before the real deterioration of food conditions;

Monitoring and Tuning

- **Monitoring and evaluation:** We will continuously monitor the Cadre Harmonisé data.
- **Annual review:** Thresholds will be reassessed each time the PAP is activated to revise the most recent data and trends, which will ensure that the PAP remains effective and relevant.

B. Hydrometeorological information (contextual monitoring):

Hydrometeorological information from the Multidisciplinary Working Group for Assistance to the Rural World (GTPA), including Mali-Météo, the DNH and the other technical services, will be used only for context monitoring and additional analysis of the food risk.

These decadal bulletins will continue to inform the **anticipatory monitoring** of agro-climatic conditions (rainfall, pasture conditions, water availability, risks of drought or flooding), but **will not have a direct impact on the decision to activate the PAP.**

The information from the GTPA will make it possible to:

- refine **operational planning** and logistics in risk areas;
- adjust **community communication and preparedness measures** of regional branches;
- and to **coordinate analyses** with the national technical services (DNDS, CSA, DNH, Mali-Météo).

	GTPA Historical Data from 2023 The GTPA bulletins cover various aspects such as rainfall, the hydrological and agricultural situation and market conditions and are published on a ten-year basis: Rainfall situation Rainfall varies from normal to excessive in most regions, except in some areas where it is deficient, notably in Nara, Taoudéni, northern Ségou, Bandiagara, Douentza, Mopti and Kidal. The comparison with the previous year often shows a lower cumulative for 2023, indicating drier conditions in places. Hydrological situation A rise in water levels has been observed on almost all rivers. The Sélingué and Manantali dams continue to be filled, although the average river heights are lower than the previous year and the annual average, with the exception of the Niger at Banankoro, the Bani at Douna, the Baoulé at Bougouni and the Bagoé at Pankourou. Agricultural situation Agricultural activities include the continuation of plantings, the maintenance of crops, and the start of harvests for some first plantings. The northern regions also practice the preparation of nurseries and the transplanting of rice. Agricultural market situation Agricultural markets remain active, but variations are observable, influenced by weather and hydrological conditions, as well as accessibility due to insecurity in some areas. Phytosanitary and pastoral conditions Phytosanitary conditions are monitored due to potential infestations that can affect crops. The pastoral situation is highly dependent on access to pasture and water, which is crucial for livestock in areas affected by rainfall variations. In short This synthesis of historical data allows us to identify trends and material anomalies that can be used to refine the thresholds of this protocol. This information is used to contextualize the analysis and support operational planning.
<u>Next steps – For National Societies that intend to develop a full PAP (optional)</u>	The Mali Red Cross will take advantage of this PAP to set up a comprehensive PAP on the food situation in Mali. To achieve this, we will follow the steps below. • Identification of gaps in this PAP and determination of what needs to be added or improved for the development of the full PAP. • Additional data will be collected to support the assessments and analyses required to develop the full APP. • The establishment of a technical team for the development of the entire PAP, with members with relevant experience in the fields of food security, nutrition, health and other relevant areas. • The comprehensive PAP will integrate, in a distinct development and resilience logic, agricultural and livelihood interventions, complementing the anticipatory APS. Maintain goodwill Collaborate with other key actors,

	such as government authorities, humanitarian partners and local communities to develop an effective and coordinated action plan. • Planning the implementation of actions that will take into account resource mobilization, training of field teams, coordination with other actors and communication with communities.
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PLANNED INTERVENTION

Details of the shares by sector

Livelihoods: Livelihoods are protected exclusively through multi-purpose cash transfers to cover basic needs and prevent negative coping strategies. Market research helps to validate the economic relevance and feasibility of multi-purpose cash transfers. Finally, the CRM will use existing sentinel sites, in coordination with government structures, to monitor local trends; These sentinels will be reinforced, but not created from scratch, in order to meet operational deadlines. Monitoring through sentinel sites is purely contextual monitoring and preparedness, and is not an action triggered by the SPAP.

1. **Multi-purpose cash transfers through food vouchers:** The CRM has already conducted feasibility studies and is actively participating in the national working group on cash transfers. Cash transfers through food stamps are therefore possible in the target areas and are widely accepted by communities and authorities. The amount of 75,000 CFA francs will be set in accordance with the CWG's minimum expenditure basket ratio, differentiated by household size and status and by region. Distribution will be done through financial service providers (FSPs) with which the CRM has already signed framework agreements. Post-distribution follow-up (PDM) will be systematically organised two to three weeks after each transfer. The assistance would reach a total of 250 households, these households will receive two tranches for a period of two months of assistance.
2. **Health and care:** The provision of malnutrition kits (budget-adjusted and specified quantity: 100 kits) will be accompanied by prior agreements with providers approved by the Ministry of Health. The kits will include nutritional care inputs (RUTF, basic medicines). CRM also includes training volunteers in CP (mid-arm circumference) screening, as well as nutritional awareness in communities. Whenever possible, the distribution of nutritious ready-to-eat food will be organized for severe cases detected.
3. **Protection, Gender and Inclusion (PGI):** PGI training modules will be adapted from existing materials. The goal is to prevent and respond to gender-based violence and strengthen inclusive participation. The objective is 200 people in total.
4. **Risk reduction and adaptation:** The 20 identified FSL (Food Security and Livelihoods) focal points will have the role of coordinating community monitoring and liaising with local management committees. They will receive hands-on training in risk management and food security monitoring, to strengthen anticipation and rapid response in communities.
5. **Community Engagement and Accountability (CEA):** The focus will be on two-way communication with communities, with a focus on participatory approaches (community meetings, workshops, suggestion boxes). The aim is to ensure transparency on targeting criteria and distribution methods, and to prevent any exploitation or abuse.
6. **Strengthening the National Society:** Some activities related to the FSL focal points were mentioned both in the RRD section and in institutional strengthening; This duplicate will be corrected. The "reinforcement" part will focus solely on the development of the skills of volunteers and staff (PGI, CEA, PSS training). The strengthening of community groups through the training sessions aims to organize them, provide them with advisory support and strengthen their autonomy.
7. All preliminary actions outlined in this protocol are fully accounted for in the planned operations and budget, ensuring internal consistency and operational feasibility.

	Livelihood	Budget	CHF 15,706
		Number of people targeted	100 people
Indicator :	# of people who have benefited from livelihood support measures.		
Preparation activities :	1. Capacity building of community groups: identification of activities, training and advisory support (4 sessions). 2. Market research in risk areas. 3. Strengthening existing government sentinel sites for data collection and reporting (5 sites).		
Pre-positioning activities :	1. N/A		
Priority Early actions :	1. Assessment of the food situation and livelihood needs in the regions of (Kayes, Koulikoro, Ségou, Mopti and Timbuktu) at risk (5 assessments).		

	<u>Multi purpose cash</u>	Budget	CHF 69,400	
		Number of people targeted	1,750People	
Indicator :	# of households that received financial support measures to meet their basic needs.	Target :	250 households	
Préparation activities :		1. Conducting market research to identify the best money transfer modalities 2. Review/signature of a framework agreement with the service providers. 3. Preparation of funds for cash transfers (allocation planned for 250 households). 4. Preparation of beneficiary lists by FbF community committees, in coordination with local authorities.		
Pre-positioning activities :		1. Review/Signature of the Framework Agreement with Service Providers (FSPs)		
Priority Early Actions :		1. Assessment of the food situation and livelihood needs in areas at risk (2 assessments). 2. Implementation of cash transfer activities for the most vulnerable households. 3. Funds for cash transfer (2 tranches of MT). 4. Fees commission Financial service provider. 5. Post-distribution Evaluation.		

	Health and care	Budget	CHF 12,249	
		Number of people targeted	Participants in awareness sessions	
Indicator :	# People reached by messages about good nutrition and/or preparedness	Target :	1,750 people	
Preparation activities :		1. Drafting of agreements with 5 specialized health structures. 2. Creation and dissemination of 10 awareness-raising messages on nutrition and health. 3. Development of 20 boxes of educational images in several local languages to facilitate understanding.		
Pre-positioning activities :		1. Supply of 100 kits for the management of malnutrition cases (RUTF, basic medicines) to health care facilities.		
Priority Early actions :		1. Raising awareness of preventive measures to combat malnutrition (4 sessions).		

	Protection, Gender and Inclusion	Budget	CHF 7,365	
		Number of people targeted	# of beneficiaries who participated in ERP activities	
Indicator:	# of women, children, persons with disabilities and other vulnerable groups affected by the activities of the LES.	Target :	200 people	
Preparation activities :		1. Adapt training materials on rights, gender-based violence (GBV) and case management to the national context 2. Identify and train local trainers. 3. Set up committees to manage feedback. 4. Involve local organizations in the implementation of protection and inclusion programs.		
Pre-positioning activities :		1. Awareness-raising kits and training tools adapted to local needs.		
Priority Early actions:		1. Establishment of support and protection mechanisms for vulnerable people, especially women and children.		

	Risk reduction, climate change adaptation and recovery	Budget	CHF 1,503	
		Targeted Persons	05 Focal Points	
Indicator :	# of focal points and networks established for disaster management.	Target :		
Preparation activities :		1. Identification, establishment and training of Food Security and Livelihoods (FSL/SAME) Focal Points in the targeted area (20 focal points). 2. Signing of agreements with relevant government technical services.		

Pre-positioning activities :	N/A
Priority Early actions :	1. Establishment of effective communication and coordination networks within and between National Societies.

	<u>Community Engagement and Accountability</u>	Budget	CHF 9,807	
		Targeted Persons	Members of community management committees, potential beneficiaries and other key actors within the communities.	
Indicator :	# active and functional management and grievance committees within the communities.	Target :		
Preparation activities :		1. Development of training modules on Communication, Engagement and Accountability (CEA) and grievance mechanisms.		
Pre-positioning activities :		1. Printing of CEA communication materials. 2. Buy suggestion boxes		
Priority Early actions :		1. Identification and selection of community committee members. 2. CEA training for management, complaints and targeting committees 3. Activation/establishment of targeting committees 4. Activation/establishment of management and complaints committees 5. Setting up suggestion boxes 6. Needs assessment for reporting channels 7. Purchase of communication credits		

ENABLING APPROACHES

	Secretariat	Budget	CHF 17,224	
		No. Targeted Persons		
Indicator :			Target :	
Preparation activities :	1. Implementation support			
Pre-positioning activities :	N/A			
Priority Early actions :	1. Bank Transfer Fees 2. IFRC mission (monitoring and evaluation Finance, log, PMER and DCPRR) 3. Cost of IFRC communication			

	<u>Strengthening National Societies</u>	Budget	CHF 40,539	
		Targeted Persons	Volunteers and staff	
Indicator :	Number of volunteers and staff trained in specific skills (PSS, ERP, CEA, etc.)	Target :	50 People	
Preparation activities :		1. Preparation of the teaching materials and tools necessary for the training. 2. Establishment of procedures and agreements for the implementation of activities.		
Pre-positioning activities :		N/A		
Priority Early actions :		1. Establishment of effective communication and coordination networks within and between National Societies. 2. Coordination and logistics of meetings, training and other PAP activities. 3. Organized a national workshop on post-activation lessons learned.		

	<u>Partnership and coordination</u>	Budget	CHF 5,230	
		Targeted Persons		
Indicator :	# of formal partnerships established and coordination meetings held.	Target :	10 Meetings	
Preparation activities :		1. Development of partnership agreements with the technical services involved in this PAP. 2. Organization of annual training courses for branches and technical services (ST). 3. Active participation in thematic groups (e.g. AS groups). 4. Establishment of regular communication channels with partners. 5. Planning of meetings and coordination schedules.		
Pre-positioning activities :		1. N/A		
Priority Early actions :		1. Energization and active participation in meetings of the Technical Working Groups (TWGs) / Food Security and Livelihoods (SAME). 2. Participation in the cluster 3. Participation in monthly PA meetings		

THE CONDITIONS FOR SUCCESSFUL RAPID ACTION

<u>Experience and/or ability to implement the first actions.</u>	The Mali Red Cross (MRC) is a non-profit humanitarian organization, founded on August 20, 1965 on the basis of the Geneva Conventions of August 1949. It is recognized as a public utility by the Government of the Republic of Mali by Decree No. 123 of 13 September 1965. It is an auxiliary of the public authorities and acts independently of them. The Mali Red Cross has extensive experience and capacity to effectively implement early actions related to food insecurity and other crises. National Society Experience and Capabilities CRM experience in AA: Field presence: The CRM has an extensive presence throughout Mali, with regional, circular, and communal committees, allowing it to have quick and effective access to food-insecure communities. Volunteering: With over 8,000 active volunteers, the CRM has a dedicated workforce that can respond quickly when needed. Partnerships: The CRM works closely with other members of the International Red Cross and Red Crescent Movement, as well as with governmental and non-governmental partners, which strengthens its response capacity. Crisis Management Experience : The CRM has managed many crises in the past, including food crises, floods, and epidemics, which has allowed it to develop expertise in rapid needs assessment, emergency planning, and implementation. Training and preparedness: CRM volunteers and staff are regularly trained in first aid, psychosocial support, water and sanitation management, nutrition, and other areas relevant to emergency response. Minimum assumptions or conditions Secure access : In view of the continuing civil insecurity and armed attacks in the North and Centre regions (Mopti, Timbuktu, Gao, Ménaka, Kidal), the CRM will implement specific measures to ensure safer access to the intervention teams, as well as to the beneficiary communities: The CRM applies the International Red Cross and Red Crescent Movement's safer access framework, including continuous context scanning, perception management, and neutral visibility to foster community acceptance. The volunteers mobilized are from local communities, which promotes their acceptance and safe access to risk areas. In each region, security focal points ensure the collection and analysis of security information, training in security management and orientation of teams before any deployment. Any intervention is conditional on their validation. Safe emergency plans will be prepared (evacuation procedures, safe routes, local contacts) and regularly updated. Access to agricultural land will be secured thanks to: community consultations and local agreements with traditional and administrative authorities to limit the risk of land tensions or violence, The mobilization of joint community committees (men/women, youth) to supervise the use of the inputs distributed and avoid discrimination. The CRM will also ensure that a gender, protection and inclusion (IGP) analysis is integrated into this approach:
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	Women, children, the elderly and people with disabilities will be specifically considered in the access risk assessment and safety plans. Safe and confidential complaint and feedback mechanisms will be put in place to prevent gender-based violence (GBV) and any form of sexual exploitation or abuse (PSEA). The PRA/ECA focal points will monitor compliance with these measures throughout the implementation. Availability of resources: The availability of financial, material and human resources is crucial to activate interventions quickly. This is included in this PAP and will be available as soon as the PAP is validated. Information and communication: Effective information and communication systems are also needed to assess needs, monitor situations and coordinate actions. The communication plan will be activated to meet these needs. Questions to be answered Coordination with humanitarian actors: There is a need to improve coordination between the CRM and other humanitarian actors in order to avoid duplication and optimize resources. Logistics and storage capacity: Storage capacity for food and other emergency supplies should be assessed and, if necessary, increased to ensure efficient distribution. Continuous training: The need for continuous training of volunteers and staff, in particular in new approaches to anticipating food crises, must be addressed. Problem solving Strengthening partnerships: Work to strengthen and expand existing partnerships with local, national and international actors to improve coordination and access to resources. Improve logistics: Invest in logistics solutions, including increasing storage capacity in strategic areas and improving distribution mechanisms. Regular training: Conduct regular training and simulation exercises for volunteers and staff, to ensure optimal preparedness for crisis response. • Cash Assistance and Vouchers : ○ <i>The CRM is an active member of the National Cash Working Group (CWG) and has already successfully carried out several cash interventions during emergency responses and preventive actions (floods, food security, migration).</i> ○ <i>It has treasury SOPs and formalized partnerships with multiple financial service providers (FSPs) operating in all targeted regions, allowing cash to be delivered within 3-7 days of triggering.</i> • Health and nutrition: ○ <i>The CRM regularly implements campaigns for the detection and community management of malnutrition (with BP and referral in the CSCoM), in partnership with the National Directorate of Health and Public Hygiene (DNSHP) and UNICEF.</i> ○ <i>It has volunteers trained in community health and nutrition, as well as validated standard kits and tools.</i> • Livelihoods and food security: ○ <i>The CRM has already carried out several distributions of agricultural inputs and livestock feed in the regions of Ségou, Mopti and Gao, in</i>
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	<i>partnership with the Institute of Rural Economy (IER), ICRISAT and the decentralized services of the Ministry of Agriculture and Livestock.</i> ○ <i>She also facilitates community production and IGA groups, supported by training in sustainable agricultural practices and small business management.</i> • Protection, Gender and Inclusion (IGP) / Communication and Community Engagement (CEA): ○ Human resources planning and ECA focal points are present in each region. ○ They ensure that gender, gender-based violence, inclusion and community responsibility considerations are systematically integrated into all CRM interventions.
<u>Red Cross and Red Crescent Movement partners, government agencies and other actors were consulted or participated in this simplified PAP</u>	The development of this simplified PAP for early action on food insecurity is the result of close collaboration between the Mali Red Cross (RCC) and various partners, including members of the International Red Cross and Red Crescent Movement, government agencies, as well as other humanitarian actors. Here is an overview of the people who were involved in the development of this plan, how they participated and their role in implementing the planned actions: Participation in the development of the plan Danish Red Cross: The Danish Red Cross has provided significant technical and financial support to the CRM in the development of this PAP. This support includes assistance with strategic planning, technical expertise to assess risks and define actions upstream, and financial support for preparatory and anticipatory activities that are not directly covered by the PAP. International Federation of Red Cross and Red Crescent Societies (IFRC): The IFRC also played a major role in providing technical support to the CRM in the development of the PAP. These include exchanges through the Niger cluster, strategic orientations and assistance in establishing the criteria for activating the plan, as well as in defining monitoring and evaluation mechanisms. Government agencies: Malian government agencies were consulted and involved, particularly those with responsibilities in disaster and food insecurity management. Their role has been to ensure that the PAP is aligned with national response strategies in the event of the activation of the PAP and to strengthen collaboration between state actors and the MRC. Role in the implementation of actions CRM: As the lead agency, the CRM coordinates and implements interventions on the ground, drawing on its network of volunteers and national presence. It also plays a key role in mobilizing IFRC resources, coordinating with partners and assessing the needs of affected communities. Red Cross and Red Crescent Movement partners: These partners, including the Danish Red Cross and the IFRC, can provide additional support during the implementation of actions, whether in the form of financial resources, technical expertise or equipment. Government agencies: They play a critical role in facilitating access to affected areas, providing information and warning data, and providing logistical support. They are also important to ensure coherence and complementarity of emergency interventions with long-term development efforts. Institutional partners and rôles :

- The DND (National Directorate of Social Development) and the CSA (Commissariat for Food Security): provide socio-economic data, the national social register and support community targeting.
- DGS-HP / DNS (Public Health and Hygiene): support the screening of malnutrition and the referral of cases.
- DNA / IER / ICRISAT / Decentralized services of the Ministry of Agriculture and Livestock: participate in the selection of agricultural inputs and animal feed, their certification and technical monitoring during distribution.
- DNH and Mali-Météo (via the GTPA): produce rainfall, hydrological and agro-climatic data used to monitor anticipation triggers.
- DGPC (Civil Protection): member of the Emergency Operations Centre (EOC) of the CRM and participates in operational coordination.
- AVASAN and CNAP (analysis and seasonal forecasts): participate in the production and interpretation of agroclimatic forecast data.

Coordination with existing national initiatives:

The CRM ensures that this PAP is aligned with the National Response Plan (NRP) developed each year by the Humanitarian Country Team (EHP) and the Government of Mali following the results of the Cadre Harmonisé (CH).

The target areas, lean seasons and vulnerability profiles retained in this PAP are consistent with those of the NRP in order to avoid any overlap and to strengthen the complementarity of efforts.

The CRM actively participates in the meetings of the Food Security Sectoral Group (GSSA), which ensures good coordination with WFP, FAO, UNICEF, OCHA, and national/international NGOs involved in food security.

Pre-agreements and technical partnerships:

- The CRM has concluded memoranda of understanding with agricultural and veterinary extension services.
- These partners intervene at no major additional cost, since their support is integrated into their annual work plans, with logistical support from the CRM if necessary.
- **Role of the GTPA and anticipatory logic:**
- The GTPA's ten-year bulletins are produced under the coordination of Mali-Météo, with the participation of the CRM, and contain agro-climatic and market indicators monitored in a logic of anticipation.
- The GTPA's ten-year bulletins, produced under the coordination of Mali-Météo with the participation of the CRM, continue to feed into the national anticipatory watch and the planning of anticipatory interventions.

BUDGET



Early Action Protocol Summary

EAPcode - Croix-Rouge Malienne
Insécurité Alimentaire - MALI

Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	22,620	10,258	83,152	116,030
Shelter and Basic Household Items	0	0	0	0
Livelihoods	10,821	0	4,885	15,706
Multi-purpose Cash	4,208	0	65,192	69,400
Health	225	9,018	3,006	12,249
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	5,110	752	1,503	7,365
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	1,503	0	0	1,503
Community Engagement and Accountability	752	488	8,567	9,807
Environmental Sustainability	0	0	0	0
Enabling Approaches	36,803	0	26,191	62,994
Coordination and Partnerships	3,006	0	2,224	5,230
Secretariat Services	16,623	0	601	17,224
National Society Strengthening	17,174	0	23,365	40,539
TOTAL BUDGET	59,423	10,258	109,343	179,024

all amounts in Swiss Francs (CHF)

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Reference



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