



EARLY ACTION PROTOCOL 2025 ANNUAL REPORT

Viet Nam | Heatwave

5 March 2026



Representatives of the Viet Nam Red Cross Society (VNRC) and IFRC met with colleagues from the Vietnam Institute of Meteorology, Hydrology and Climate Change (IMHEN) in May 2025 to discuss technical aspects of the Early Action Protocol. (Photo:VNRC)

EAP №:
EAP2021VN01 (MAA51001)

EAP approved:
09/04/2021

Period covered by this annual report:
01/01/2025 to 31/12/2025

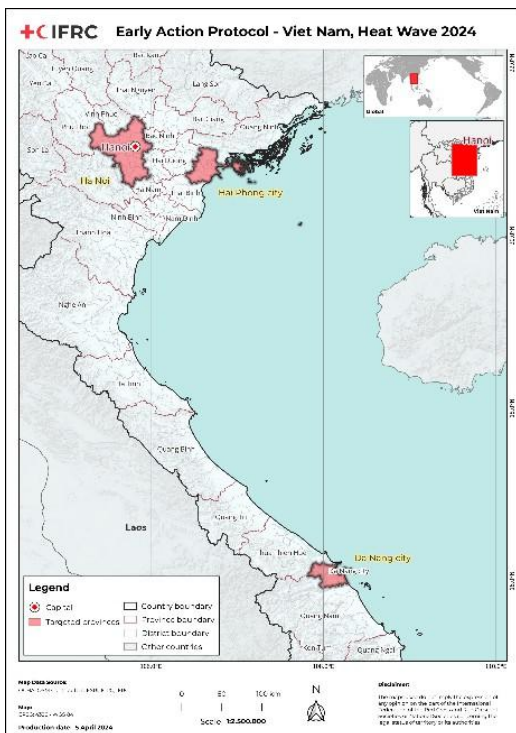
EAP timeframe:
5 Years

Annual Budget: 11,565 CHF¹

EAP Budget: 225,285 CHF

¹ The EAP budget is presented as a five-year total, while the annual budget reflects expenditures during the calendar reporting period.

SUMMARY OF THE EARLY ACTION PROTOCOL



The IFRC Disaster Response Emergency Fund (DREF) has allocated CHF 225,285 for the implementation of anticipatory actions to reduce and mitigate the impact of heatwave in Viet Nam. This Early Action Protocol (EAP) includes an allocation of CHF 111,390 to preposition stock and to undertake annual readiness activities to implement early actions, if and when the trigger is reached. The early actions to be conducted have been pre-agreed with the National Society and are described in the EAP [summary](#).

This report summarizes the annual readiness and prepositioning activities done during the reporting period. The report also includes any changes or updates to the initially agreed plan.

Since receiving approval from the relevant ministries in Viet Nam to launch the heatwave EAP in three targeted provinces of Ha Noi, Hai Phong and Da Nang, the Viet Nam Red Cross Society (VNRC) has been working closely with the Institute of Hydrometeorological Sciences and Climate Change (IMHEN) to monitor the heat index, to ensure the accuracy of the EAP, and to be ready to activate the protocol once the trigger is reached. In 2022, 2023, 2024, and 2025, temperature approached at least twice. However, unexpected

fluctuation in temperature, coupled with VNRC's internal approval procedures, has prevented the activation of the EAP.

Throughout 2025, VNRC continued to undertake **regular monitoring, inspections, and evaluations** to assess volunteer capacity and ensure the functionality and quality of pre-positioned equipment under the EAP. Routine warehouse visits and supervision were conducted across the three targeted provinces, including Ha Noi, Hai Phong, and Da Nang. These visits covered the replacement, maintenance, and repair of equipment, with associated warehousing allowances provided to provincial chapters in Hai Phong and Da Nang. Pre-positioned stocks—including ice storage boxes, stainless steel thermal bottles, thermometers, loudspeakers, foldable medical beds, and communication materials—were stored in line with operational requirements as needed.

Annual field visits by VNRC headquarters further verified the availability, condition, and maintenance status of the equipment.

No new **procurements** were carried out in 2025. However, VNRC successfully renewed its engagement with IMHEN in May, and a headquarters-level consultant was engaged between 21 August and 30 September 2025 to review and validate heatwave trigger thresholds, strengthening the technical robustness of the EAP. Framework agreements with bus service providers, initially established in 2022, remained in place to enable the rapid deployment of buses as cooling shelters immediately upon EAP activation.

Coordination and preparedness efforts were reinforced through annual stakeholder meetings held in Hai Phong and Da Nang, as well as three broader coordination meetings across the targeted provinces. These meetings provided operational updates, strengthened coordination with local authorities, and reinforced technical understanding of EAP implementation. Preparedness activities also included monitoring training for VNRC staff in Hai Phong, Hanoi and Da Nang and site assessments of cooling centres and buses to ensure readiness for activation happened in July 2025 reached 66 people in person (29 male, 37 female) and 580 volunteers via online platform (285 male, 295 female).




Coordination meeting and refresher training for VNRC staff and volunteers in Hai Phong province 2025. (Photo: VNRC)

Volunteer mobilization and capacity strengthening remained a core focus in 2025. VNRC conducted annual volunteer recruitment and mobilization activities, complemented by online refresher trainings for volunteers in Hai Phong and Da Nang. In total, 111 local staff and 580 volunteers (Ha Noi: 300; Hai Phong: 140; Da Nang: 140) participated in trainings covering updated standard operating procedures, actions to be taken upon EAP activation, financial reconciliation processes, and health-related aspects of Public EAP activation, with particular emphasis on heat shock and heat-related illnesses.

SUMMARY OF ANNUAL PROGRESS BY AREA OF FOCUS

Please note that the budget figures reflected in each of the areas of focus are cumulative for the entirety of the EAP duration (five years).

 Health	CHF preposition budget: NA	CHF preposition actual: NA
	CHF readiness budget: 111,390 ²	CHF readiness actual: 11,565 ³
Narrative description of plan vs achievements 2025 activities: <ul style="list-style-type: none"> Annual stakeholder meeting (HQ, chapter, district and ward, and other partners i.e. IMHEN to plan for implementation and VNRC district and ward training in Standard Operating Procedure (SOP) 		


² cumulative for the entirety of the EAP duration (five years).

³ recorded expenditures for 2025

- Annual training of VNRC chapter staff in monitoring
- Annual sites and routes assessment (for cooling centres, buses and slum visits)
- Annual volunteers' mobilization and on-line training
- Warehousing in city/district level warehouse
- Annual inventory and materials maintenance
- Annual market assessment (for consumables and buses rental)

Further details to the activities mentioned above are reflected below under the strategies for implementation.

STRATEGIES FOR IMPLEMENTATION


 <p>Influencing others as leading strategic partner</p>	<p>CHF preposition budget:</p> <p>NA</p>	<p>CHF preposition actual:</p> <p>NA</p>
	<p>CHF readiness budget:</p> <p>(include annual readiness budget)</p> <p>0</p>	<p>CHF readiness actual:</p> <p>(include annual readiness actual)</p> <p>0</p>

Narrative description of plan vs achievements

IFRC Country Cluster Delegation (CCD) Bangkok worked closely with IFRC Programme Officer in Viet Nam to provide continuous support to VNRC. However, VNRC did not activate the heat threshold or conduct any response activities during the year as the targeted thresholds were not reached. As a result, IFRC did not deploy any international staff to support VNRC in annual monitoring visits or EAP activation monitoring visits.

An annual meeting with the stakeholders that coincided with the refresher trainings mentioned above was undertaken on 24 April 2025 in Da Nang and 22 May in Hai Phong engaging VNRC representatives from the HQ, provinces and partners involved, such as the bus operation centres, local authorities and business sectors. The meeting led to improved coordination between the stakeholders and VNRC, as well as a commitment from the stakeholders to support the activation of the EAP in the near future.

The expenditures under this sector have been recorded under Health to maintain reporting consistency.

 <p>Strengthening National Society</p>	<p>CHF preposition budget:</p> <p>NA</p>	<p>CHF preposition actual:</p> <p>NA</p>
	<p>CHF readiness budget:</p> <p>0</p>	<p>CHF readiness actual:</p> <p>0</p>

Narrative description of plan vs achievements

In 2025, the VNRC maintained the team, which consists of a Project Manager, a Project officer, and a Project Assistant at headquarters (HQ) and chapter levels, responsible for the preparedness activities including trainings related to the EAP. The team closely coordinated with IMHEN to monitor the forecast information.

In April and May 2025, VNRC held refresher training sessions for 111 VNRC staff (male: 56, female: 55) across 29 wards (15 in Hanoi, 7 in Da Nang, and 7 in Hai Phong) and 580 volunteers (Ha Noi: 300; Hai Phong: 140; Da Nang: 140) participated in trainings covering updated standard operating procedures, actions to be taken upon EAP activation, financial reconciliation processes, and health-related aspects of Public EAP activation, with particular emphasis on heat shock and heat-related illnesses. The training focused on how to implement health-related activities once the EAP activation is launched, especially on heat shock response. Similar to the previous years, it also included topics such as how to read the heat index data and the technical procedure to activate EAP. Financial guidance on reconciliation was also discussed during the training to ensure the transparency and accountability of the project. Information on heat-induced issues was also provided to the participants in the IEC materials to be distributed to the people once the EAP is activated.

The expenditures under this sector have been recorded under Health to maintain reporting consistency

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Challenges:

- The government restructuring and administrative reforms in 2025 that saw an entire administrative layer removed, impacted the capacity and coordination efforts established previously, leading to the need for renewed access and sensitization with authorities and the loss of institutional memory at some levels. As a result, institutional capacity was weakened, affecting the continuity of preparedness and response efforts.

Lessons Learned:

- Fortunately, experienced volunteers who had participated since the early years of the project played a core role, possessing practical experience in operating heat shelters, supporting and coordinating with local authorities (new and merged), and supporting communities during prolonged heatwaves. These volunteers served as key mentors for newly recruited volunteers. Meanwhile, new volunteers received training and operational guidance to quickly understand their roles and integrate into existing teams.

Proposed Adjustment:

- As the EAP concluded in April 2026, VNRC, with support from IFRC and partner national societies, intends to renew the EAP with revised thresholds and adjustments based on their experience to date. To support this and given the tight timeframe and the importance of a lessons learned workshop, as advised by the Global DREF Anticipatory Action Advisor, this report seeks a no-cost extension for four months until 31 August 2026. The extension will enable VNRC, with support from IFRC and partners, to carry out the lessons learned workshop and inform the next EAP application.
- During the extension period, VNRC will maintain readiness and retain the capacity to implement a significant portion of the planned early actions if triggers are met. In parallel, VNRC will continue reviewing and adjusting the protocol between April and June 2026 to support the rapid submission of the revised EAP after the current operation. In addition, VNRC is proposing revised activation thresholds for the May-July heat season, positioned between the annual and percentile-based trigger threshold, to improve the feasibility and timeliness of activation while maintaining operational relevance and effectiveness.

FINANCIAL REPORT

Item	Preparedness (Readiness and Prepositioning)	Early action/ response	Total amount (CHF)	%
Total Approved Budget (5 Years)	111,390	113,895	225,285	
Expenditure - Year 2025	11,565	0	11,565	
Cumulative Expenditure to Date	97,275	0	97,725	43% (overall utilization)
Remaining Balance	14,115	113,895	128,011	57%

As of 31 December 2025, the **cumulative expenditure** on readiness activities is **CHF 97,275**, with a balance of CHF 14,115 carried over into 2026. Expenditures in 2025 amount to CHF 11,565.

The variance (budget vs expenditure) in 2025 is primarily due to corrections made as a result of the IFRC ERP system transition period.

Please refer to the interim financial report attached for more details (note: the financial report shows the cumulative expenditure from the start of the EAP till 31 December 2025).

Following the conclusion of the EAP in 2026, a detailed EAP Final Report will be issued within three months of the end date, presenting overall five-year achievements and reconciled expenditures.

Contact information

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

At the Viet Nam Red Cross Society

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At the IFRC Country Cluster Delegation in Bangkok

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- **Programme Coordinator:** Pascal Bourcher; email: pascal.bourcher@ifrc.org

At the IFRC Asia Pacific Regional Office, Kuala Lumpur

- **DREF Coordinator:** Sarah Mohammad Iqbal; email: sarah.iqbal@ifrc.org
- **Regional Coordinator, Anticipatory Actions:** Raymond Etienne Zingg; email: Raymond.zingg@ifrc.org
- **Operations Coordinator:** Nusrat Hassan; email: opscoord.southasia@ifrc.org
- **PMER in Emergencies Coordinator:** Mursidi Unir; email: pmeremergencies.apkl@ifrc.org

At the IFRC Geneva

- **DREF Senior Officer:** Malika Noisette; email: malika.noisette@ifrc.org

Reference



Click here for:

- [EAP Summary and budget](#)
- [Annual Report 2023](#)
- [Annual report 2024](#)

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2021/1-2025/12	Operation	*
Budget Timeframe	2021/1-2025/12	Budget	APPROVED

Prepared on 24/Feb/2026

All figures are in Swiss Francs (CHF)

MDRVN022 - Vietnam - Heat Wave (EAP2021VN01) / EAP2021VN01

I. Summary

Opening Balance	0
Funds & Other Income	225,286
DREF Anticipatory Pillar	225,286
Expenditure	-97,275
Closing Balance	128,011

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs			0
AOF4 - Health	178,021	74,905	103,117
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	178,021	74,905	103,117
SFI1 - Strengthen National Societies	40,874	22,370	18,504
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners	6,390		6,390
SFI4 - Ensure a strong IFRC			0
Strategy for implementation Total	47,264	22,370	24,894
Grand Total	225,285	97,275	128,011

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2021/1-2025/12	Operation	*
Budget Timeframe	2021/1-2025/12	Budget	APPROVED

Prepared on 24/Feb/2026

All figures are in Swiss Francs (CHF)

MDRVN022 - Vietnam - Heat Wave (EAP2021VN01) / EAP2021VN01

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	57,134	37,281	19,852
Clothing & Textiles	7,900		7,900
Water, Sanitation & Hygiene	3,450		3,450
Utensils & Tools	44,434	37,281	7,152
Other Supplies & Services	1,350		1,350
Logistics, Transport & Storage	22,464	824	21,640
Storage	1,264	485	779
Distribution & Monitoring	2,280		2,280
Transport & Vehicles Costs	18,920	339	18,581
Personnel	52,237	11,386	40,851
National Society Staff	29,320	11,028	18,292
Volunteers	22,917	358	22,559
Consultants & Professional Fees	5,300	1,825	3,475
Consultants		1,792	-1,792
Professional Fees	5,300	33	5,267
Workshops & Training	44,717	6,039	38,678
Workshops & Training	44,717	6,039	38,678
General Expenditure	29,684	8,295	21,389
Travel	13,614	164	13,450
Information & Public Relations	11,104	7,063	4,041
Communications		773	-773
Financial Charges		18	-18
Other General Expenditure	4,966	277	4,689
Contributions & Transfers		25,689	-25,689
National Society Expenditure		25,689	-25,689
Indirect Costs	13,750	5,937	7,813
Programme & Services Support Recover	13,750	5,937	7,813
Grand Total	225,285	97,275	128,011