



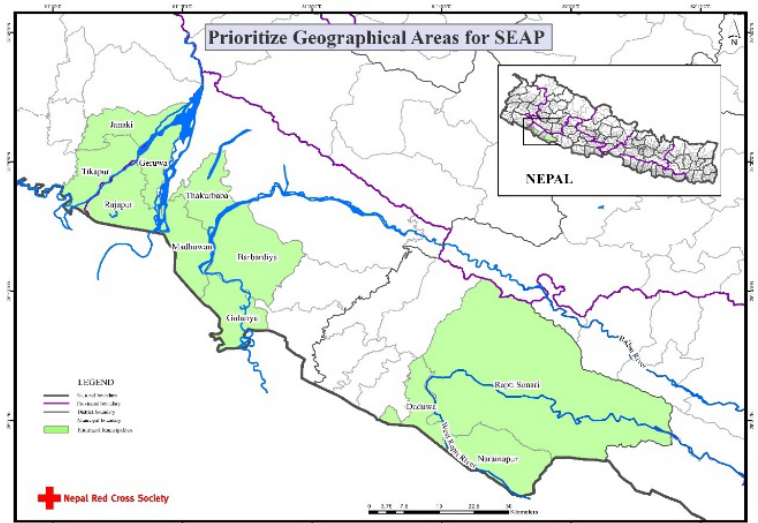
Nepal Red Cross Society volunteers are establishing Help Desk on the grounds of an identified Early Evacuation Center during simulation/drill exercise in Banke district. **(Photo: Nepal Red Cross Society)**

sEAP №: sEAP2024NP01	sEAP timeframe: 2 Year (10/06/2024 to 30/06/2026) Y1: June 2024 to June 2025 Y2: June 2025 to June 2026	Period covered by this annual report: 04/06/2024 to 30/06/2026
sEAP approved: 04/06/2024	Operation №: MDRNP017	

sEAP Budget: 199,964 CHF

SUMMARY OF THE SIMPLIFIED EARLY ACTION PROTOCOL

The IFRC Disaster Response Emergency Fund (DREF) allocated CHF 199,964 for the implementation of anticipatory actions to reduce and mitigate the impact of flood in Karnali, Babai, and West Rapti rivers, covering selected municipalities in Kailali and Bardiya districts, Nepal. The simplified Early Action Protocol (sEAP) allocated CHF 71, 485 for Readiness, CHF 58,229 for pre-positioning stock and CHF 70,250 for Early Action. The readiness and pre-positioning stock-related activities ensured the Nepal Red Cross Society (NRCS) was prepared to implement timely and effective implementation of early actions if the established trigger thresholds were reached during the sEAP timeframe. The early actions and activities planned for 2024 and 2025 were pre-agreed with and oriented to the National Society and are described in the [sEAP summary](#).



This report summarizes the annual readiness and prepositioning activities done during June 2024 to June 2026.

The sEAP for floods was approved in June 2024, just before the beginning of Nepal's monsoon season. The sEAP was funded by IFRC's DREF, where the Danish Red Cross, Finnish Red Cross and the IFRC Red Cross Climate Centre also provided technical engagement. The programme started in June 2024 and was implemented for two years (until June 2026), covering 22 high flood-risk communities in 12 municipalities in the Banke, Bardiya, and Kailali districts across the West Rapti, Babai, and Karnali River basins, respectively. Being the first approved early action protocol of NRCS, the sEAP is focused on safeguarding lives, household items, and livestock, while also ensuring access to safe water and hygiene. Key activities include early warning dissemination, evacuation to safer shelters, and advance preparedness measures carried out in collaboration with local governments.

Following its approval, NRCS conducted an orientation for national headquarters staff, volunteers, and staff from the targeted district chapters, with active participation from all 12 targeted local authorities. Based on this orientation, municipalities worked with district chapters to jointly select the communities for sEAP interventions and endorse the implementation of readiness, pre-positioning, and early action activities in the agreed locations. The NRCS engaged in the overall implementation of field activities, while the IFRC Country Delegation team provided operational and financial support to implement sEAP for floods in western Nepal. Under the shared leadership modality, the Danish Red Cross provided technical support to NRCS for the implementation on behalf of IFRC.

During the implementation period of the sEAP from June 2024 to June 2026, the NRCS, with the support of IFRC, Danish Red Cross, Finnish Red Cross, and the Red Cross Red Crescent Climate Centre, implemented readiness and early action activities under the sEAP for Floods in the targeted flood-prone areas. The operation focused on strengthening forecast-based preparedness, early warning, pre-positioning, community readiness, coordination, and timely early action.

During the initial reporting period from June to December 2024, most of the planned readiness activities were completed, although some activities remained pending because the sEAP plan was approved just one month before the monsoon started, and the time available to start readiness activities was short. A major achievement was the establishment of the sEAP Advisory Team at NRCS Headquarters, comprising representatives from NRCS, IFRC Country Delegation, the Red Cross Red Crescent Climate Centre, Danish Red Cross, and Finnish Red Cross. The Advisory Team provided strategic, technical, and managerial guidance continuously to support timely decision-making and effective implementation of readiness, pre-positioning, and early action activities.

Forecast monitoring mechanisms were also strengthened through the establishment of forecast monitoring teams at both NRCS Headquarters and the three targeted district chapters. These teams monitored weather and flood forecasts throughout the monsoon period, regularly updated forecast conditions, and compared forecast information against the agreed trigger statements to assess the need for activation.

The sEAP was partially activated in September 2024 (and later de-activated), providing an important opportunity to test the established systems and identify operational lessons. The experience contributed to strengthening subsequent readiness planning, coordination, trigger monitoring, and early action arrangements.

In 2025, NRCS continued and completed the remaining readiness activities, strengthening the systems established during the first year. The year-2 implementation began with a joint planning meeting involving NRCS Headquarters, district chapters, and targeted municipalities, followed by a refresher orientation on the flood sEAP. These activities helped align stakeholders on priorities, timelines, roles, responsibilities, activation triggers, early actions, coordination mechanisms, and reporting requirements, while incorporating lessons learned from the 2024 partial activation. During the activation, eight volunteers in Banke district were mobilized to manage two pre-identified evacuation sites and 32 volunteers (12 from Banke and 20 from Bardiya Districts) were mobilized to inform communities about the heavy rains and possible flooding. A total of 3,600 people were reached in Banke (2,000) and Bardiya (1,600) through awareness messages on SGBV and child protection, as well as early warning messages to alert communities to possible evacuation.

Key readiness activities undertaken during 2025 included the establishment and strengthening of early warning task forces, completion of household-level WASH assessments, simulation exercises on early warning dissemination and evacuation, strengthening of community engagement and accountability mechanisms, development and dissemination of early warning communication channels, and regular coordination with government authorities and other stakeholders.

Significant progress was also made in pre-positioning essential non-food items (NFIs) at strategic locations within the targeted district chapters. Shelter toolkits, NFIs, waterproof bags, dignity and hygiene kits, and equipment for early warning communication were strategically stored to facilitate rapid deployment to at-risk communities in the event that the sEAP trigger thresholds were reached.

Throughout the 2025 monsoon season, national and district-level forecast monitoring teams remained operational and regularly reviewed forecasts from the Department of Hydrology and Meteorology (DHM) against the established flood trigger thresholds. Although the monitored forecasts did not meet the predefined thresholds required for activation of the sEAP during the 2025 monsoon, the continued monitoring and coordination helped maintain operational readiness and ensured that NRCS remained prepared to act if the situation deteriorated.

Overall, the sEAP operation contributed to strengthening NRCS's institutional capacity for anticipatory action, particularly in forecast monitoring, early warning, community preparedness, coordination, pre-positioning and decision-making, while also strengthening collaboration with the Department of Hydrology and Meteorology (DHM) on anticipatory action. The implementation also generated valuable operational learning from the 2024 partial activation and the subsequent readiness activities undertaken in 2025.

As the sEAP timeframe ended in June 2026, before the next monsoon season, NRCS completed the operation and its activities in December 2025. As the existing sEAP could not be activated beyond the 2025 monsoon season, NRCS, with technical support from the IFRC country delegation team and the Red Cross Climate Centre, developed an sEAP for next two years (2026-2028) – [MDRNP021](#), targeting to start from coming monsoon season to ensure continued anticipatory action preparedness and to further incorporate the lessons, operational experience, and improvements identified during the 2024–2025 implementation period.

SUMMARY OF PROGRESS BY PLANNED OPERATION



Shelter, Housing and Settlements

Budget:

87,169 CHF

Actual:

22,841CHF

Narrative description of plan vs achievements

1. Identification of volunteers and community groups and orientation on evacuation process and logistics (Readiness)

The sEAP aimed to save lives and properties through early evacuation of people living in targeted flood prone areas. Therefore, the NRCS established a mechanism for community-level evacuation process, making necessary preparedness measures throughout the implementation period by building on the volunteer network established in 2024 and further strengthening their engagement in 2025. In 2024, a total of 110 volunteers (63 male and 47 female) from 22 communities were selected and oriented on evacuation procedures, roles, and responsibilities under the sEAP. These volunteers were subsequently integrated into the community-level Early Warning Task Forces.

In 2025, the NRCS retained and further engaged these volunteers through refresher and capacity-building sessions for the Early Warning Task Forces. Following these activities, 99 volunteers (57 male and 42 female) remained on standby to support evacuation efforts during early action activation in the targeted communities. While 110 volunteers were initially trained and engaged in 2024, 11 volunteers could not be retained in 2025 due to relocation to other areas or personal commitments and priorities whereas remaining volunteers are actively engaged in the communities.

The retained volunteers serve as an important community-level resource for disseminating early warning messages, supporting evacuation preparedness, assisting with the mobilization of at-risk households, and facilitating timely evacuation actions in the event of sEAP activation. These volunteers are linked with Municipal Ward office and NRCS Municipal chapters. It is expected that the team of Municipal authority, NRCS Municipal chapter and the volunteers will work collectively to continue anticipatory actions in the coming years.

2. Mapping and pre-arrangement of early evacuation centres (Readiness)

NRCS ensured that evacuation centres under the sEAP for floods remained fully functional and ready for activation. Building on the evacuation centre mapping conducted in July 2024 across sEAP-implemented municipalities in Kailali, Banke, and Bardiya, all 17 identified evacuation centres; six in Banke, eight in Bardiya, and three in Kailali were re-verified and confirmed to be operational. These centres, which include elevated safe shelters and community buildings designated by municipalities, have the capacity to accommodate approximately 1,000 people. The NRCS and municipal authorities selected community buildings and some of school buildings that can be used as early evacuation centre for 2-3 days. Throughout the monsoon season in 2024-2025, district chapters and targeted municipalities kept all evacuation centres on standby to support timely evacuation during early actions and potential flood events.

3. Regular Coordination at local level (Readiness)

In both years, NRCS District Chapters worked in close coordination with the respective municipalities to ensure that early actions were fully aligned with municipal priorities and ongoing disaster risk management system-strengthening efforts. Municipal authorities were oriented and engaged from the outset through joint planning meetings, where year-2 plans under the sEAP were discussed and shared. NRCS District Chapters maintained regular engagement with ward and municipal authorities, ensuring their active participation, facilitating regular monitoring and oversight by municipal authorities at the community level, and supporting the strengthening of readiness, early warning, and early actions in line with municipal planning and response mechanisms.

4. Simulation of early evacuation process in targeted municipalities (Readiness)

Simulation exercises (SIMEX) were an important component of the flood sEAP, designed to test and strengthen community-level preparedness, early warning dissemination, evacuation procedures, coordination, and the implementation of other early actions following a flood forecast.

During the first year of implementation in 2024, a total of 12 simulation exercises were planned across the targeted areas. However, due to time and human resource constraints, as well as the engagement of district chapters in other priority activities, only five simulation exercises were conducted—two in Kailali and three in Banke, reaching out to 292 people (189 male and 103 female). These exercises were integrated with simulations of early warning communication, recognizing the strong linkage between timely warning dissemination and early evacuation. The simulations aimed to familiarize communities with the actions required following a flood forecast and to strengthen their capacity as well promote their practices to protect lives and livelihoods, reduce flood-related risks, and ensure access to safe drinking water and appropriate hygiene practices prior any flooding happens, during and after flood events. The exercises were conducted using structured flood scenarios based on forecasts issued by the Department of Hydrology and Meteorology (DHM), with participants practicing the corresponding early actions.

In Bardiya, where the sEAP was implemented across 14 communities in two river basins, simulations could not be conducted during the first year due to human resource and time constraints and the district chapter's involvement in other priority activities.

Building on the experience and lessons from 2024, 11 simulation exercises were conducted in 2025 across 11 flood-prone communities, targeting the most vulnerable populations and significantly strengthening the coverage and quality of community-level preparedness activities. A total of 636 participants (418 male and 218 female) participated in the exercises, including local government representatives, disaster management committee members, security forces, Red Cross volunteers, and community members.



NRCS volunteers supporting injured people to evacuate during simulation exercise in Banke district. **(Photo: Nepal Red Cross Society)**

The 2025 simulation exercises were conducted following refresher training and orientation sessions, ensuring the active participation of trained volunteers and members of the community-level Early Warning Task Forces. Prior to each exercise, volunteers were oriented on their specific roles and responsibilities during flood early action and evacuation, including team preparedness, early warning message dissemination, evacuation procedures, evacuation site management, and relief item distribution.

The simulations were based on a three-day flood forecast issued by DHM and rising water levels in the Karnali, Babai, and West Rapti rivers. The exercises followed a staged early warning and evacuation scenario, beginning with the dissemination of early warning messages at the 72-hour forecast stage and progressing through the early actions outlined in the sEAP. Evacuation procedures were subsequently simulated based on rising river levels and the crossing of predefined danger thresholds at the respective hydrometeorological stations. The integration of early warning communication and evacuation simulations helped demonstrate the critical link between timely forecast information, effective warning dissemination, community decision-making, and early evacuation.

Overall, the simulation exercises conducted during the 2024–2025, implementation period, provided an important platform for communities and stakeholders to practice the sEAP procedures in a controlled environment. While the number of simulations was limited during the first year due to operational constraints, the significant scale-up in 2025 enabled broader community participation and strengthened the practical application of early warning and evacuation procedures. The exercises helped to clarify the roles and responsibilities of volunteers, local authorities, security personnel, and other responders; strengthened coordination and communication mechanisms; and increased community-level readiness and confidence to undertake timely early actions following sEAP activation.

5. Develop a volunteer mobilization protocol for early evacuation and other early actions (Readiness)

A volunteer mobilization protocol was established under the flood SEAP in each community, with specific orientation provided to volunteers regarding their roles and responsibilities. The protocol primarily defines the volunteers' duties during early actions, including early evacuation. Terms of Reference (TORs) were developed for all sectoral volunteers, outlining their respective responsibilities.

The protocol was developed in 2024 and the previously established protocol continued to be applied in 2025, with no changes introduced.

6. Pre-arrangements of transportation services (Readiness)

The District Chapter had established formal agreements with local transport service providers to ensure the timely availability of transport vehicles during early action interventions. These arrangements significantly supported for timely evacuation of vulnerable individuals, their essential assets, and livestock from high-risk areas. Agreements initially put in place for the 2024 monsoon season were renewed ahead of the 2025 monsoon season, ensuring uninterrupted transportation support for flood-related early actions.

7. Prepositioning of the shelter relief items, shelter tool kits, and the waterproof plastic bags. (Pre-positioning)

In 2024, a total of 80 shelter toolkit sets¹ were purchased and distributed proportionally across the three district chapters and are stored at NRCS subchapters/municipal chapters, ensuring they are ready for deployment during early action. Additionally, 2,000 waterproof bags were purchased through the district chapters and are stored at the NRCS subchapters.

In 2025, the NRCS strengthened readiness for flood early actions through continued pre-positioning of shelter and non-food relief items across the targeted districts. As continuous process of pre-positioning of items started in 2024, these 80 shelter toolkit sets and 2,000 waterproof bags remained strategically stored at NRCS subchapters and ready for deployment during early action activation.

IFRC facilitated the procurement of Shelter relief items, resulting in prepositioning of 800 tarpaulins, 800 blankets, and 800 mattresses across District Chapters/subchapters. The items were allocated proportionally based on the number of targeted communities and beneficiaries and stored at strategic locations across all targeted district chapters to ensure equitable distribution and readiness for early action.

There was a partial activation of early action in 2024; however the threshold was not reached, and therefore the actual evaluation process did not take place. The prepositioned items were not utilized which will remain available for future use in the same communities. The NRCS district chapters, collaborating with respective municipalities, will use the items in these communities in case of any disaster in future. NRCS district chapters will monitor the condition of materials regularly.

¹ Shelter tool kit includes Handsaw-1 piece, shovel-1 piece, machete- 1 piece, combination pliers- 1 piece, hammer- 1 piece, crowbar- 1 piece, woven sack-1 piece.



Water, Sanitation and Hygiene

Budget:

27,292 CHF

Actual:

34,096 CHF

Narrative description of plan vs achievements.

1. Pre-identification of households that have poor access to drinking water (Readiness)

In 2024, NRCS developed an assessment template and shared it with district chapters; however, assessments were not conducted in the first year due to time constraints. Building on this experience, consultations held in 2025 between NRCS, municipal authorities and communities clarified that the pre-identification of households with limited access to safe drinking water was not required under the current early action mechanisms. This was because the main aim of the sEAP was to evacuate people from their communities to pre-identified evacuation centres once early action was activated and to provide integrated services at the evacuation centres, including temporary shelter, food, safe water and sanitation services.

Therefore, NRCS, local authorities and communities established relevant mechanisms to support the early evacuation process.

2. Orientation to volunteers on the process of water purification and treatment. (Readiness)

In 2025, a total of 60 NRCS volunteers (15 female and 45 male) attended refresher orientation sessions on water purification using bleaching powder and purification tablets, enabling them to support the provision of safe drinking water for targeted populations following evacuation to safe shelters. These volunteers had been trained on the water purification process in July and August 2024 and were mobilized during the activation of the sEAP in September 2024, where they played a crucial role in implementing WASH early actions. However, the water level did not reach the danger level, and the early action was deactivated on the second day.

The refresher sessions, integrated into the capacity-building of the Early Warning Task Teams, included practical, hands-on demonstrations and the active involvement of government water and sanitation experts, strengthening technical understanding and coordination for safe water management. These volunteers remained on standby in 2025 and were planned to be mobilized during early action to ensure access to safe drinking water for people likely to be affected by the predicted floods.

Pre-positioning of jerry cans (Preparedness)

The NRCS District Chapters has an existing stock of 10-liter buckets in their warehouses and NRCS planned to use these buckets (1,000 pieces) instead of procuring jerry cans. Buckets were commonly used and preferred by the targeted communities upon jerry cans. Although the sEAP was not activated and the buckets were not deployed for early action, they remain prepositioned and ready for use in the same locations in future flood events. If activated, these buckets would be used to support safe drinking water storage and water purification for affected households during evacuation and sheltering.

3. Pre-positioning of hygiene kits (Preparedness)

IFRC facilitated the purchase of 1,100 dignified hygiene kits, using the standard specifications that was jointly revised and endorsed by the NRCS WASH Division and the Gender Equality and Social Inclusion (GESI) Department, merging components of existing hygiene and dignity kits into a single standardized kit². The kits were dispatched to the District Chapters/subchapters and allocated proportionally based on the number of targeted communities and beneficiaries. All kits are stored at strategic locations across all targeted district chapters to ensure readiness for early action. As no trigger thresholds were met in 2024 or 2025, these items remain pre-positioned and will be utilized for early action in the same location during future flood seasons.

² Dignified hygiene kit: cotton towel- 5 piece, bathing soap- 10 pieces, cloth washing soap- 5 pieces, soap case- 2 pieces, shampoo- a bottle containing 650 ml, tooth brush for children- 2 pieces, tooth brush for adults- 3 pieces, toothpaste- 3 pieces, comb for adult- 3 pieces, comb for children- 1 piece, sanitary pad- 4 packets containing 8 pieces in each packet, female underwear adult- 2, female underwear children- 2 pieces, nail cutter- 2 pieces, nylon rope- 10 m, plastic peg/clip- 12 pieces, safety pin- 12 pieces, torch light- 1 piece, whistle- 1 piece, female shawl- 2 pieces, kit bag-1 piece



1. Training and refresher for staff and volunteers on SGBV and child protection (Readiness)

Throughout the sEAP implementation period, the NRCS team engaged in preventive measures to address sexual and gender-based violence (SGBV) and ensure child protection during early action, evacuation and displacement. As part of this effort, NRCS conducted a series of two-day orientation sessions on SGBV in Emergencies and Child Protection from 21 to 26 July 2025 across the three targeted districts.

A total of 88 participants (29 female and 59 male), including NRCS staff, volunteers, sub-chapter representatives and community leaders from river basin communities, participated in the orientations. The sessions were delivered using the standard SGBV training manual of the NRCS Gender Equality and Social Inclusion (GESI) Department, which is widely used for NRCS capacity-building activities.

The orientations covered key areas including SGBV prevention and protection, Protection, Gender and Inclusion (PGI), safeguarding principles, child protection, survivor-centred approaches, sensitive feedback mechanisms and referral pathways. The training recognized the potentially heightened protection risks faced by women, children, persons with disabilities and other vulnerable groups during early warning, evacuation, displacement, shelter management, relief distribution and other emergency response activities. Trained NRCS staff and volunteers were equipped to integrate protection considerations into early actions, including evacuation support, shelter management, relief distribution and WASH interventions. Their roles included identifying and mitigating protection risks, promoting safe and dignified practices, supporting community-level protection monitoring, and ensuring that the specific needs of vulnerable groups were considered during early action implementation.

During potential sEAP activation, NRCS teams were prepared to work in close coordination with local authorities, protection actors and community structures to promote gender- and child-responsive emergency arrangements. This included supporting appropriate shelter arrangements, functional help desks, safe and accessible WASH facilities, effective Community Engagement and Accountability (CEA) mechanisms, and clear referral pathways for protection concerns. Feedback mechanisms included help desks, door-to-door visits by volunteers and NRCS hotline services, ensuring direct engagement with communities.

Overall, the integration of SGBV prevention, child protection, PGI and safeguarding within the sEAP strengthened NRCS's capacity to ensure that anticipatory actions were safe, inclusive, gender- and child-responsive, and sensitive to the protection needs of at-risk communities

2. Standby agreement with vendors for dignity kit

As mentioned above, the NRCS revised content and developed combined kit for hygiene and dignity kit, the IFRC procured the dignified hygiene kits and dispatched them to the strategic location across the targeted districts for prepositioning.

In 2025, District chapters initially explored the possibility of establishing standby agreements with local vendors for dignity kit items. However, challenges related to the availability of reliable vendors and consistent quality of standard items were identified during market assessments. As a result, it was decided that procurement would be undertaken by IFRC to ensure quality, standardization, and timely availability of the kits. As a result, the procurement was timely with no implication on lead time and need for the dignity kits are fulfilled through this procurement.



Risk Reduction, climate adaptation and Recovery

Budget:

Actual:

26,066 CHF

21,427 CHF

Narrative description of plan vs achievements

1. Development and pre-agreement on early warning message with relevant authorities (Readiness)

Early Warning messages, which were already developed by other anticipatory action projects were adopted and disseminated through FM radio, loudspeakers, and volunteer mobilization during the early action period. Additional few messages were developed in year two in consultation with the respective relevant authorities.

Early warning messages that had already been developed under other anticipatory action projects were adopted and disseminated through FM radio, loudspeakers and volunteer mobilization during the early action period. A few additional messages were developed in Year 2 in consultation with the relevant authorities.

As part of the flood sEAP, NRCS strengthened early warning communication mechanisms to ensure that timely, accessible and inclusive information reached vulnerable populations and communities living in flood-prone areas. Building on the early warning systems and communication mechanisms established during the initial phase of implementation, NRCS collaborated with the Disaster Management Department, relevant government authorities and technical stakeholders to further develop and standardize early warning messages for different communication channels.

A key milestone was the joint workshop conducted on 26 June 2025, which brought together representatives from the NRCS Communication and Disaster Management Departments, the National Disaster Risk Reduction and Management Authority (NDRRMA), the Department of Hydrology and Meteorology (DHM), and other relevant stakeholders. The workshop focused on developing early warning messages tailored to the specific needs and communication contexts of vulnerable populations in flood-prone communities.



NRCS volunteers disseminating early warning message making people alert for evacuation during partial activation of early action in Banke district. **(Photo: NRCS)**

The workshop resulted in the development of three key categories of early warning messages: i) SMS and Interactive Voice Response (IVR) alerts; ii) Public Service Announcements (PSAs), including radio jingles; and iii) social media content, including TikTok videos. The messages were designed to provide clear, timely, and accessible and actionable information through multiple communication channels, recognizing differences in access to information, literacy, language and communication preferences among at-risk communities.

The developed messages were subsequently shared with the respective District Chapters and translated into local languages to enhance their relevance, accessibility and reach. During the implementation period, the messages were disseminated to targeted communities through local FM radio, SMS, social media platforms and multi-hazard siren systems, enabling NRCS and local stakeholders to use multiple and complementary channels for early warning dissemination.

Overall, the strengthened early warning communication system enhanced NRCS's capacity to deliver timely, accessible, inclusive and actionable warnings to at-risk communities. The integration of multiple communication channels, local-language messaging, and coordination among NRCS, government authorities and technical agencies contributed to strengthening the link between forecast information, community awareness and timely early action under the flood sEAP.

2. Meeting with municipalities, ward offices and communities for the formation of early warning teams/task force (Readiness)

Although community-level disaster management committees existed in some communities, dedicated early warning task forces were not in place at the community level. To address this gap, NRCS coordinated with municipalities and local authorities to establish early warning task forces. NRCS organized orientation during the period of June to July 2025 to the volunteers and formed task force for early warning dissemination, evacuation support, hygiene promotion, and community engagement and accountability were organized into these task forces within the respective municipalities, in agreement with local authorities. The local authorities took the lead in initiating the formation of these task teams in the communities, ensuring strong local ownership.

3. Develop an early warning communication channel/mechanism (Readiness)

As previously reported in the 2024 sEAP annual report, early warning communication channels (EWCC) were established in all municipalities but required some contextual revisions, which were made in Year 2.

In 2025, NRCS conducted a contextual revision of the early warning communication channels established in Year 1 across all municipalities. The channels were made more inclusive by engaging diverse community-level stakeholders, ensuring that communities received early warning messages in a timely, accurate and accessible manner. The Department of Hydrology and Meteorology (DHM) was recognized as the primary early warning provider, and formal channels were established to transmit alerts from DHM and the Local Emergency Operations Centres (LEOCs) to municipalities and local communities. These channels also included the mobile numbers of key stakeholders to ensure direct and reliable communication through multiple trusted communication methods, enabling two-way information sharing and feedback.

For real-time monitoring of rivers, gauge readers at the respective hydrometeorological stations relayed information to the LEOCs, which then disseminated alerts to municipalities and communities to support timely action and response. While the sEAP was not activated in 2025, NRCS and communities did not have the opportunity to fully operationalize the mechanism. However, the system remains in place and will support future activations, contributing to strengthened community preparedness and resilience.

4. Print and publicize the agreed early warning communication channel (Readiness)

To further strengthen the reach and accessibility of the early warning messaging and forecast information, the revised early warning communication channels were printed and widely disseminated by all three District Chapters across their respective municipalities and targeted communities. Copies were shared with local authorities, community leaders, NRCS volunteers, and other relevant stakeholders to ensure that critical contact information and procedures for receiving alerts were readily available at the community level.

In addition, the communication channels were also printed on flex banners and installed in all ward offices across the municipalities, enabling community members could easily access the information, particularly in areas with limited digital connectivity. This approach supported local governments and community leader to have better understanding about the early warning system and strengthened preparedness for both upward and downward information flow during potential flood events.

5. Capacity building of early warning teams/task forces (Readiness)

In 2025, one-day orientation sessions were conducted in each community to strengthen the capacity of community early warning teams and task forces. The sessions focused on establishing task forces, clarifying roles and responsibilities, building knowledge and skills to support early actions, and strengthening overall preparedness based on weather forecasts. Participants were also oriented on both downward and upward communication related to forecasts and the functioning of the forecast monitoring system, enabling timely

dissemination of warnings to communities and effective feedback to relevant authorities. A total of 656 people (496 male and 160 female) participated in the capacity-building sessions.

The capacity strengthening of community early warning task forces has enhanced the practices for effective dissemination of early warning messages and supported timely evacuation in flood-prone areas. It has enhanced the skills of task force members in promoting hygiene and safe practices during emergencies and conducting practical simulations to prepare for real-life scenarios. The training also strengthened coordination with local authorities, NRCS sub-chapters, and other stakeholders, ensuring a well-coordinated response. In addition, it reinforced two-way communication channels, enabling task forces to share critical alerts with communities and relay feedback to improve early warning effectiveness. As a result, the community task forces are better equipped, confident, and accountable in reducing flood-related risks at the community level.

6. Agreement with cellular companies or relevant preparation for mass SMS system (Readiness)

During consultations with the DHM on establishing agreements with cellular companies for the mass SMS system, DHM confirmed that it already has a standby MOU with the NCELL (cellular company) for the mass large-scale dissemination of early warning messages via SMS. This arrangement is supported by NCELL through its corporate social responsibility mechanism, and no additional funding allocation is required for this specific activity. Based on this, NRCS did not initiate a separate agreement with Cellular company. The existing arrangement with NCELL provides coverage across all sEAP targeted areas. There is no need for a further agreement as DHM has confirmed they will cover the mass SMS.

7. Coordination with key local and national stakeholders on clear roles and responsibilities for early warnings dissemination

In 2025, NRCS ensured close coordination with local and National stakeholders throughout the development of the early warning messaging, with a focus on accessibility for vulnerable populations in at risk communities. The NDRRMA and DHM were actively engaged in the development of early warning messaging which were subsequently validated by local level.

Similarly, roles and responsibility for early warning dissemination at both national and local level were further clarified and shared with all stakeholders involved in Early warning communication channel development. DHM regularly shared the forecast bulletin to local level via email, while NDRRMA issued advisories outlining weather forecasts, possible impacts, geographic locations, risk level and recommended actions. Municipal authorities then disseminated this information from this bulletin and advisories to the at-risk local communities using established communication channels, ensuring timely and coordinated early warning support. The DHM and NDRRMA have been using mass SMS through mobile networks as well as television and radio channels for dissemination of early warning messages up to the local level. At municipal and community level, local FM stations and mobilisation of the task force with handheld mikes are being used as the communication channels.

8. Drills/Simulation Exercises on Early Warning Messaging (Readiness)

The NRCS conducted five simulation exercises in Banke (3 events) and Kailali (2 events) in 2024 and additional 11 Simulation Exercises (SIMEX) in 2025 across 11 flood-prone communities to strengthen flood preparedness, early action, and coordination at the community level. These simulation exercises supported communities to familiarize with early warning dissemination and evacuation procedures following flood forecasts and agreed trigger thresholds. A total of 636 participants (418 male and 218 female), including local government representatives, disaster management committees, security forces, Red Cross volunteers, and community members, took part in these exercises.

Following refresher trainings and orientation sessions, community-level simulation exercises were carried out in above mentioned 11 communities within their respective municipalities, ensuring the engagement of all trained volunteers and early warning task force members. Prior to the simulations, volunteers were oriented on their specific roles and responsibilities during flood early action and evacuation, including team preparedness, early warning message dissemination, evacuation site management and relief items distribution.

The simulations were based on a three-day flood forecast issued by DHM and rising river levels in the Karnali and Babai and West Rapti river basins. In response to this scenario, early warning messages were triggered, and evacuation procedures were simulated following a staged early warning system, with alerts issued at 72 hours commencing the early warning messages and other early actions outlined in protocol. Evacuation exercises were conducted once river levels crossed the danger level at the respective hydrometeorological stations.

Overall, the SIMEX helped to further clarify roles and responsibilities among volunteers, local authorities, and other responders, strengthened coordination and communication mechanisms, and significantly enhanced community-level readiness and confidence to implement early action following sEAP activation.

These drills were integrated with simulations of early evacuation, recognizing the strong linkage between warning dissemination and evacuation actions.

9. Disseminate Awareness messages through jingles and IEC in targeted municipalities (Readiness)

During 2025 monsoon season, all three district chapters continued broadcasting radio jingle for the communities in Babai, West Rapti and Karnali River Basins aiming to raise awareness about flood preparedness, early actions and safety measures to be followed. The jingle delivered practical tips on early preparedness, timely evacuation process, use of safe shelter, hygiene practices and flood forecast and early warning information. It was aired through five radio stations, reaching a wide range of audience, including remote and hard to reach communities, and reinforcing key messages under the Early Action Protocol.

The radio campaign ensured increased awareness of flood risks and preparedness measures, encouraged early action and timely evacuation, promoted hygiene and safe drinking water practices, and strengthened understanding of the Flood Early Action Protocol among communities. Through multiple radio stations, the campaign indirectly reached an estimated 634,023 people, including 323,351 women of 12 municipalities in remote and hard-to-reach areas.

10. Procurement of hand mike (Prepositioning)

NRCS Bardiya District Chapter procured seven handheld microphones (hand mikes) to promote community level early warning dissemination. The five hand mikes purchased in 2024 are placed in Banke district (3 units) and Kailali district (2 units). Normally hand mikes are commonly used in Nepal to gather people in public spaces, where volunteers make announcements through hand mikes directly to groups of community members. The devices are strategically positioned within sub-chapters to ensure coverage across vulnerable areas, enabling task force members and volunteers to broadcast timely alerts, instructions, and safety messages during early actions. These handheld mikes will be used for community-level early warning dissemination, evacuation guidance, and awareness raising activities, with NRCS volunteers mobilized to deliver messages directly within communities.

 Community Engagement and Accountability	Budget:	Actual:
	1,567 CHF	479 CHF
Narrative description of plan vs achievements		
1. Establish feedback mechanism to collect feedback, complaints and suggestions based on the community preferred and accessible communication channel. (Readiness)		
A joint feedback mechanism established through existing NRCS projects remained functional in all targeted municipalities throughout 2024-2025. The mechanism enabled communities to share feedback, complaints,		

and suggestions through preferred and accessible communication channels including, door-to-door visit, NRCS hotline number, community meeting, and the direct engagement with the flood risk communities.

The feedback mechanism was expected to be more active during the sEAP activation. Since there was no full activation during reporting period, NRCS did not receive any significant feedback. This two-way communication mechanism continues to operate across all municipalities to ensure continued effectiveness and responsiveness. Community people proactively participated in all community level activities such as community awareness sessions, evaluation drills exercises, and the management of local transport for evacuation during the drills.

Enabling approaches



**Secretariat
Services**

Budget:

13,329 CHF

Actual:

9,648 CHF

Narrative description of plan vs achievements

As per the shared leadership practice in Nepal, the Danish Red Cross serves as the technical lead supporting the NRCS under the guidance of the sEAP Advisory Committee. The IFRC supported NRCS with administrative and operational support, financial management, monitoring and quality assurance, and the procurement of various non-food items (NFIs) necessary for early actions. IFRC also provided assistance across different phases of reporting, ensuring accountability and transparency.

The IFRC and Danish Red Cross focal staff provided full support to NRCS for the implementation of the project. The Danish Red Cross team focused more on supporting District Chapters on operational and technical aspects. With financial support from ECHO, the Danish Red Cross has been implementing crisis modifier initiatives in the targeted areas, mainly focusing on the distribution of early action cash. Therefore, this sEAP did not include a cash component but focused more on the early evacuation process and ensuring complementarity between the two initiatives.



National Society Strengthening

Budget:

26,318 CHF

Actual:

10,534 CHF

Narrative description of plan vs achievements

1. Orientation to staff and volunteers on EAP and its implementation (Readiness)

The implementation of the Flood sEAP for the second year commenced with a joint planning meeting and refresher orientation organized on 30 April 2025. The event was attended by representatives from the targeted municipalities, NRCS staff and volunteers from all three District Chapters and sub-chapters, and representatives from NRCS National Headquarters. The meeting aligned participants on Year 2 priorities, implementation timelines and sectoral responsibilities, while incorporating lessons learned from the partial activation in September 2024.

The refresher orientation built on the comprehensive Flood sEAP orientations conducted in June and July 2024. While the 2024 sessions focused on building a foundational understanding of the DREF, the Flood sEAP framework, implementation modalities, early actions, and roles and responsibilities, the 2025 refresher reinforced activation triggers, coordination mechanisms, early actions and reporting requirements. This

ensured a shared operational understanding across all levels ahead of the monsoon season. A total of 29 participants (3 female and 26 male) attended the 2025 joint planning and refresher event.

2. Recruitment of staff (Readiness)

An Anticipatory Action Coordinator had overall responsibility for overseeing sEAP activities from NRCS headquarters, as well as supporting all anticipatory action programmes and initiatives within NRCS. District Chapter staff continued to receive partial support through the sEAP to implement activities related to the protocol.

3. BIPAD-IBF system functioning and new risk data integration (Readiness)

The budget was revised in 2025, and this activity was removed from the plan as the budget allocated in 2024 was insufficient to proceed with implementation.

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Challenges:

- **Geographical Coverage and Operational Constraints:** Similar to the first year, implementation during 2025 remained challenging due to the wide geographical coverage across three river basins, 12 municipalities, and 22 hard-to-reach communities. Bardiya District Chapter faced particular operational constraints, as it covered seven municipalities and 14 communities with limited human resources. This placed additional pressure on staff and volunteers and created challenges in coordination, supervision, and the timely execution of planned activities across dispersed and remote locations.
- **Decisions for activation/de-escalation of Early Action due to sudden changes in weather pattern:** The DHM issued weather forecast along with special flood forecast advisories on 26 September 2024, indicating that water levels in the West Rapti and Babai rivers were expected to reach above the danger level, which was the trigger threshold for this sEAP. NRCS activated early action, and mobilized volunteers in the field for forecast messaging dissemination, initiated necessary preparations at emergency evacuation centres, dissemination of SGBV prevention messages, and made pre-arrangements for evacuation. Ultimately, the water level did not reach the danger level and began to recede as rainfall decreased. NRCS therefore immediately stopped mobilizing volunteers and de-escalated the early action on 28 September. Sudden changes in the weather patterns can create challenges or dilemmas in making decisions on the activation and de-activation of early action.

Lessons learned:

- Community-level task forces are critical for last-mile delivery of early warning messages and early actions.
- Adequate staffing and sufficient human resources are essential when covering large geographic areas and multiple municipalities, to avoid overburdening district chapters and to ensure quality implementation.
- Although the sEAP was not activated, the completion of readiness activities improved confidence and preparedness to take action if needed.
- Regular refresher orientations help maintain readiness by reinforcing knowledge, addressing volunteer turnover, and keeping task forces operationally prepared.
- Regular communication with gauge readers strengthens real-time information flow and enhances trust in early warning messages.
- During the partial activation of early action in 2024, it was realized that quick and decisive activation of the SEAP facilitated the effective execution of early actions. Timeliness in decision-making was essential to mobilize resources and support when needed. Additionally, ensuring readiness measures completed before the onset of the monsoon season was critical. This proactive approach allowed for effective planning and execution of early actions, minimizing risks to vulnerable communities. For further details on lessons learned, please refer to: [Lessons Learned Exercise - DREF/EAP Nepal Floods \(MDRNP017\) | IFRC](#)

FINANCIAL REPORT

IFRC allocated CHF 199,964 for the sEAP, including CHF 71,485 for Readiness, CHF 58,229 for Pre-positioning Stock and CHF 70,250 for Early Action. By the end of the operation, a total of CHF 104,203 had been spent, representing **52 per cent of the total allocation** of CHF 199,964 and **80 per cent of the cumulative budget allocated for Readiness and Pre-positioning Stock**. Major flooding events did not occur during the operation period, and early action was not activated; therefore, the CHF 70,250 allocated for **Early Action** was not spent. This also resulted in significant variances between sector-specific budgets and expenditures.

Shelter and Basic Household Items: A total of CHF 87,169 was planned in the sEAP. The final report shows that CHF 22,841 was utilized, representing 26 per cent of the total budget allocated for Shelter and Basic Household Items. The variance was mainly due to early action not being activated. In addition, the actual cost of relief items was lower than the allocated budget, resulting in a significant surplus in this sector. The budget allocated under the relief items heading also included transportation and logistics costs; however, these costs are reflected under separate budget lines in the final financial report.

WASH: A total of CHF 27,292 was planned in the sEAP. The final report shows expenditure of CHF 34,096, representing 125 per cent of the budget. NRCS revised its previous dignity kit and hygiene kit and developed a combined kit for both purposes in June 2024. The kit was standardized as a "Dignified Hygiene Kit." The cost of this kit was almost double that of the previous kits, resulting in higher expenditure in this sector.

Protection, Gender and Inclusion (PGI): A total of CHF 18,223 was planned in the sEAP. The final report shows that CHF 5,180 was utilized, representing 28 per cent of the budget. NRCS revised its previous dignity kit and hygiene kit and developed a combined kit for both purposes in June 2024. The kit was standardized as a "Dignified Hygiene Kit." The cost of this kit was almost double that of the previous kits and was charged under the WASH section, resulting in the variance under PGI.

Risk Reduction, Climate Adaptation and Recovery: A total of CHF 26,065 was planned in the sEAP. The final report shows that CHF 21,427 was utilized, representing 82 per cent expenditure against the budget.

Community Engagement and Accountability (CEA): A total of CHF 1,567 was planned in the sEAP. The final report shows that CHF 479 was spent, representing 31 per cent expenditure against the budget. As most activities were planned during the early action phase and early action was not activated, a variance was observed under this sector.

Secretariat Services: A total of CHF 13,329 was planned for this section in the sEAP. The final report shows that CHF 9,648 was spent, representing 72 per cent of the budget. Some of the budget was allocated for technical staff to support the early action phase. However, as early action was not activated, a variance was observed under this section.

National Society Strengthening: A total of CHF 26,218 was planned for this section in the sEAP. The final report shows expenditure of CHF 10,534, representing 40 per cent of the budget. Some of the budget was allocated for National Society staff and monitoring activities to support the early action phase. However, as early action was not activated, a variance was observed under this section.

Please see the financial report attached for details.

Contact information

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

At the Nepal Red Cross Society

- **Director, Disaster Management:** Buddhi Sagar Shrestha; phone: +977 9803202129; email: sagar.shrestha@nrsc.org
- **Anticipatory Action Coordinator:** Pramod Adhikari; phone: +977 9843318227; email: Pramod.adhikari@nrsc.org

At the IFRC Nepal Country Delegation

- **DRM Programme Manager:** Prajwal Acharya; phone: +977 9851215946; email: prajwal.acharya@ifrc.org
- **Programme and Operations Coordinator:** Shrinkhala Thapa; phone: +977 9851221996; email: shrinkhala.thapa@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:** Farah Nur Wahyuni Zainuddin; 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:

- [sEAP Summary and budget](#)
- [Activation \(2024\)](#)
- [Operation Update \(de-activation\)](#)
- [sEAP Annual Report 2024](#)
- [sEAP Annual Report 2024](#)

MDRNP017 - Nepal - Floods EAP

Operating timeframe: *Start date: 10-Jun-2024 End date: 30-Jun-2026*

Appeal launch date: *12-Jun-2024*

I. Summary

	Actual (CHF)
Opening Balance	0
Funds & Other Income	199,964
DREF Response Pillar	
DREF Anticipatory Pillar	199,964
Expenditure	-104,203
Closing Balance	95,761

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items	87,169	22,841	64,328
PO02 - Livelihoods			
PO03 - Multi-purpose Cash			
PO04 - Health			
PO05 - Water, Sanitation & Hygiene	27,292	34,096	-6,804
PO06 - Protection, Gender and Inclusion	18,223	5,180	13,043
PO07 - Education			
PO08 - Migration			
PO09 - Risk Reduction, Climate Adaptation and Recovery	26,066	21,427	4,639
PO10 - Community Engagement and Accountability	1,567	479	1,088
PO11 - Environmental Sustainability			
Planned Operations Total	160,317	84,022	76,295
EA01 - Coordination and Partnerships			
EA02 - Secretariat Services	13,329	9,648	3,681
EA03 - National Society Strengthening	26,318	10,534	15,784
Planned Operations Total	39,647	20,182	19,465
Total	199,964	104,203	95,761

III. Expenditure by budget category & group

Date from: 10 Jun 2024 to 31 Jul 2026

Description	Budget	Expenditure	Variance
Stock variation accounts		0	0
		0	0
Housing items	24,456	16,002	8,454
Kits, Modules and Sets items	22,286	31,294	-9,008
Services items	3,185	728	2,457
WatSan items	0		0
Relief items, Construction, Supplies	49,927	48,024	1,903
Transport & Vehicles Costs		1,987	-1,987
Logistics Services		2,500	-2,500
Logistics, Transport & Storage		4,487	-4,487
National Staff	5,732	4,985	747
Personnel	5,732	4,985	747
Financial Charges		-1,334	1,334
Other General Expenditure	6,369		6,369
General Expenditure	6,369	-1,334	7,703
National Society Expenditure	124,593	39,575	85,018
Contributions & Transfers	124,593	39,575	85,018
Programme & Services Support Recovery	12,116	6,360	5,756
Indirect Costs	12,116	6,360	5,756
Pledge Reporting Fees	1,227		1,227
Pledge Specific Costs	1,227		1,227
Shared Office and Services Costs		2,106	-2,106
SOSC Allocations		2,106	-2,106
Total	199,964	104,203	95,761