

EARLY ACTION PROTOCOL ANNUAL REPORT

Kyrgyzstan | Cold Wave

20.02.2026



Picture 1 - The photo captures a care initiative during cold weather in Osh, where volunteers from the Osh Regional Branch distributed hot beverages and homemade pastries to municipal workers engaged in cleaning activities, with the activity funded by the organization's own resources. (18.12.2024)

EAP №: EAP2024KG03	Operation №: MDRKG020	Period covered by this report: 01/01/2025-31/12/2025
EAP approved: 01/09/2024	EAP timeframe: 01/09/2024-01/09/2029	

Annual Budget: 420'483 CHF

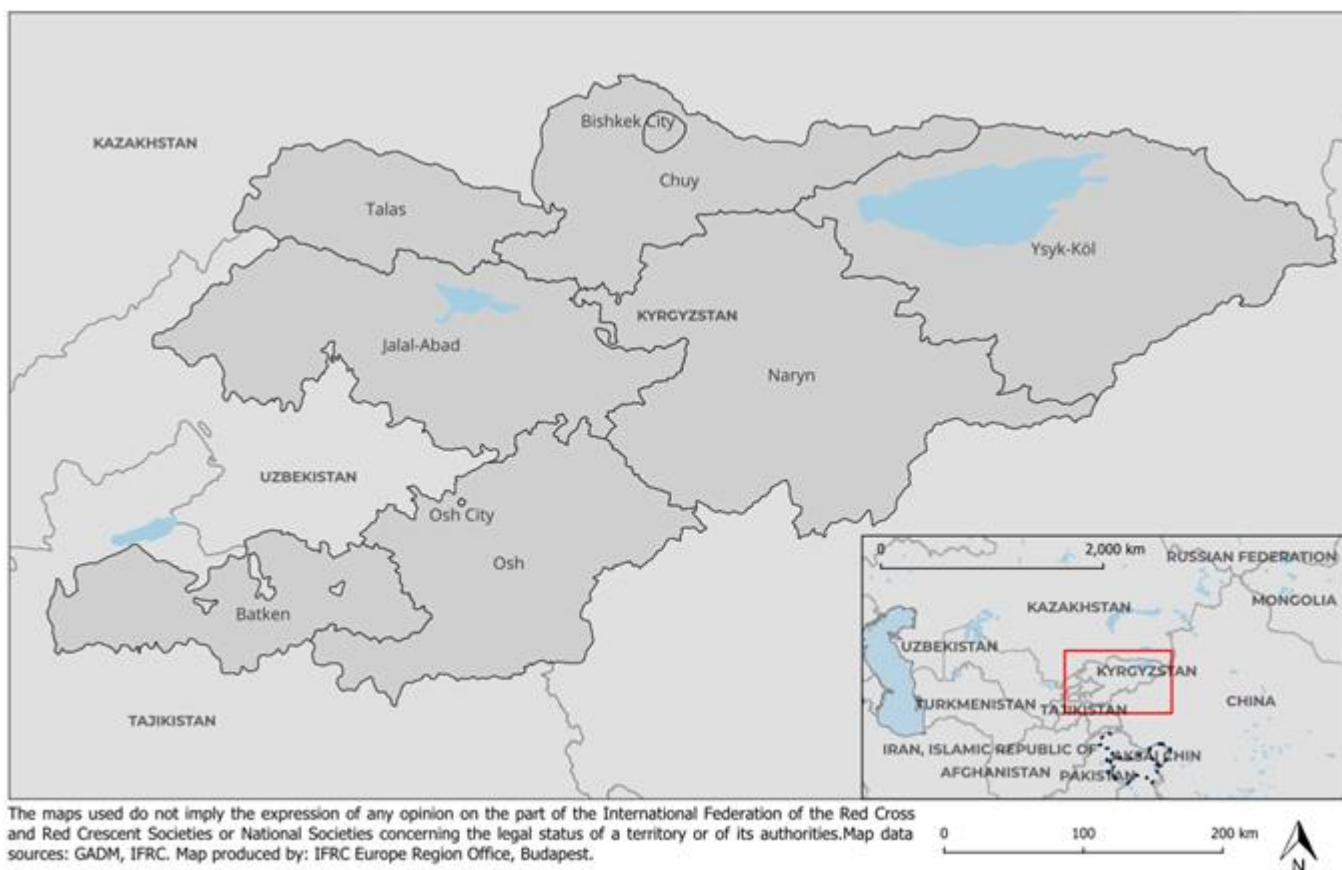
EA Budget: 105'566 CHF

Total Budget: 526'049 CHF

People reached: Total direct 7'650 / 1500 HHs (Male 1'914 / Female 5'736)

Indirect 191'250

SUMMARY OF THE EARLY ACTION PROTOCOL



Picture 2 – 7 provinces of Kyrgyzstan

The IFRC Disaster Response Emergency Fund (DREF) has allocated CHF 526'049 for the implementation anticipatory actions to reduce and mitigate the impact of Cold Wave in Kyrgyzstan. This Early Action Protocol includes an allocation of CHF 420'483 to preposition stock and undertake annual readiness activities in order 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 [Early Action Protocol summary](#).

This report summarizes the annual readiness and prepositioning activities executed in the reporting period. The report also includes changes and updates made to the initially agreed plan.

From 1 September 2024 to 20 February 2026, the Kyrgyz Red Crescent Society (RCSK), with technical support from the German Red Cross and funding from the IFRC Disaster Relief Emergency Fund (DREF), implemented the Early Action Protocol on Cold Wave (EAP for CW). The main objective of this protocol was to reduce the negative impact of the extreme cold weather on vulnerable populations of targeted areas in Kyrgyzstan, including large families, children in orphanages, and older people living in care centres.

Coordinator of project:

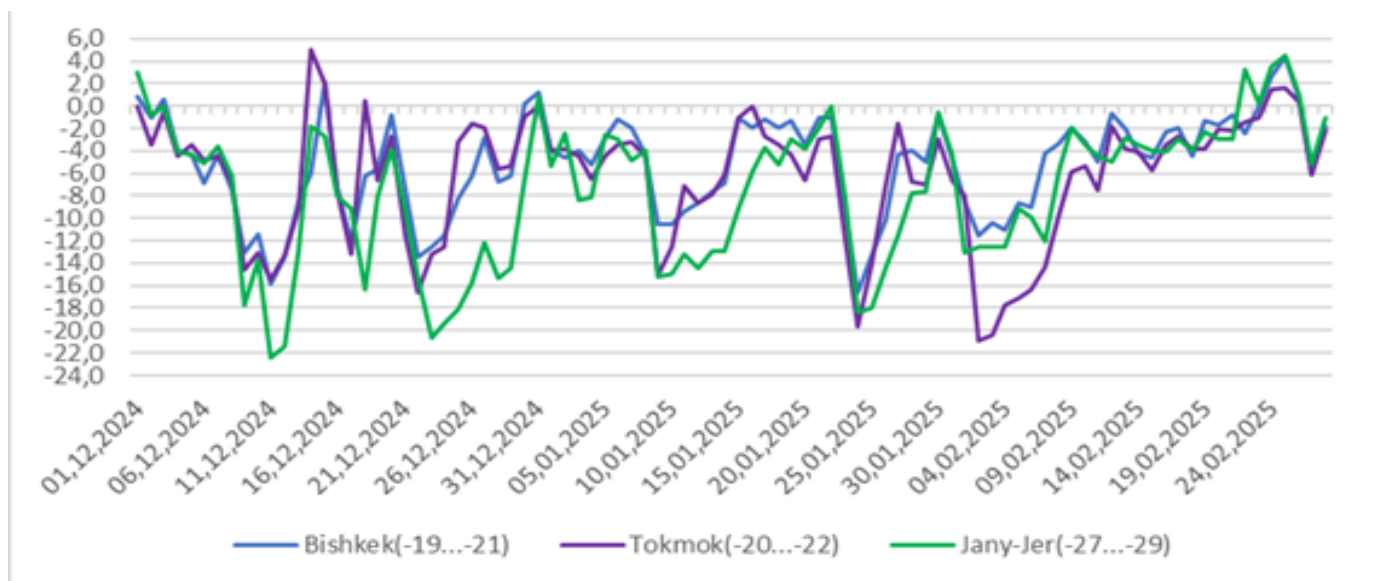
Adilet Azamatov (01.09.2024-19.01.2026)

Keneshov Ulukbek from 19.01.2026

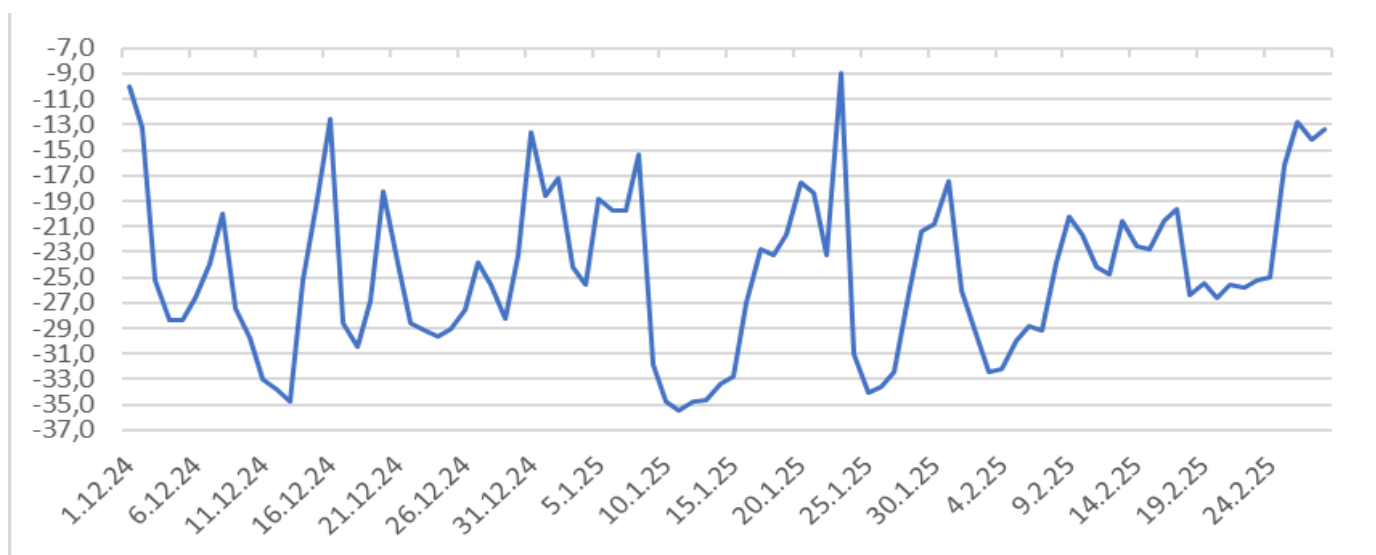
IMPLEMENTATION OF PROJECT ACTIVITIES

Monitoring of meteorological situation

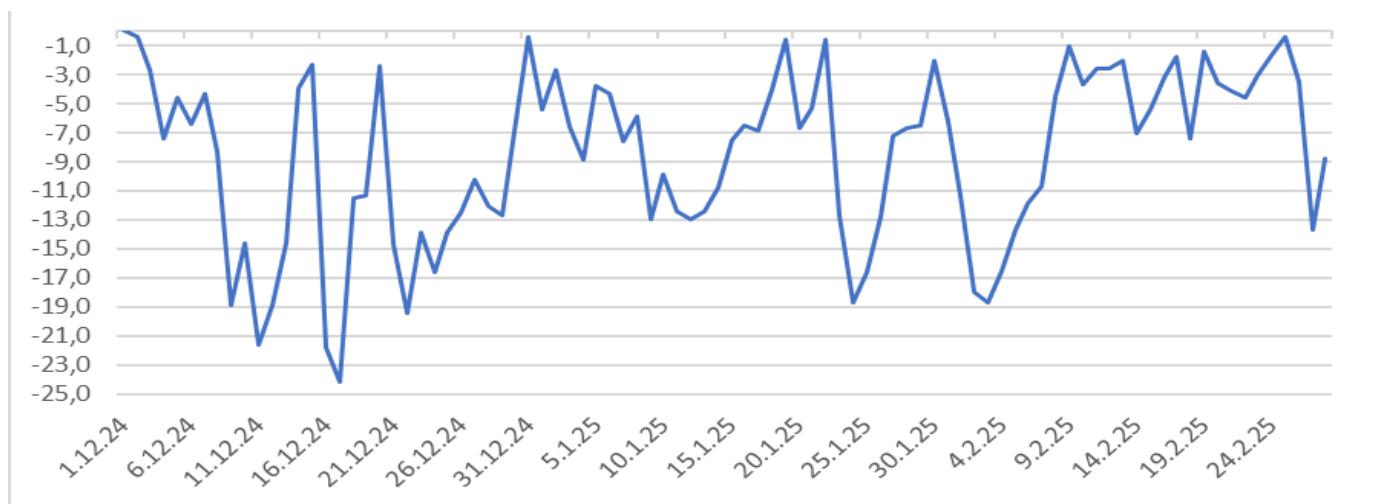
During the reporting period, meteorological conditions across the Kyrgyz Republic were characterized by a pronounced seasonal transition from autumn to stable winter conditions.



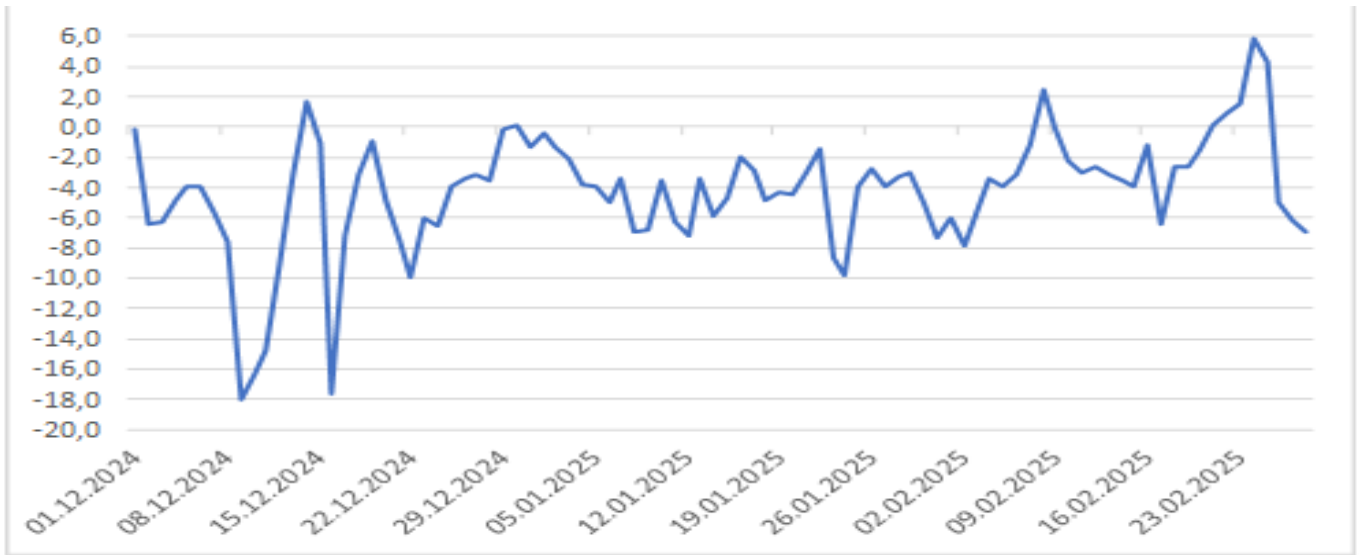
Picture 3 - The daily minimum air temperature in the Chuy region from December 2024 to February 2025.



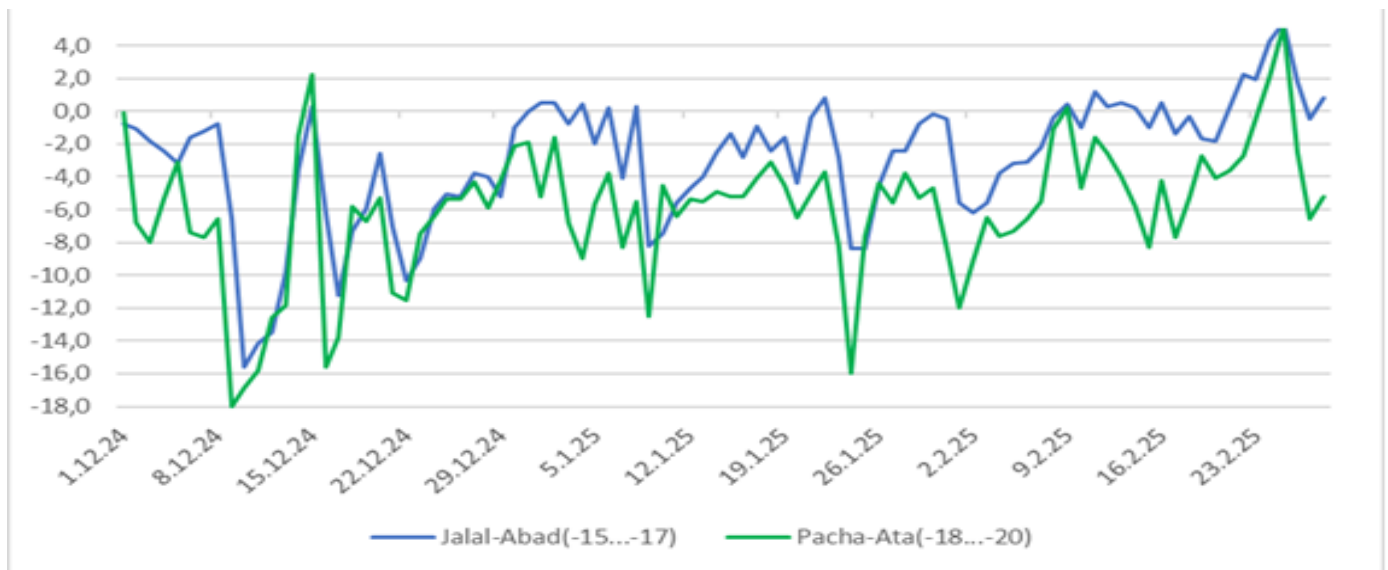
Picture 4 - The daily minimum air temperature in the Suusamyr (-40... -42) from December 2024 to February 2025.



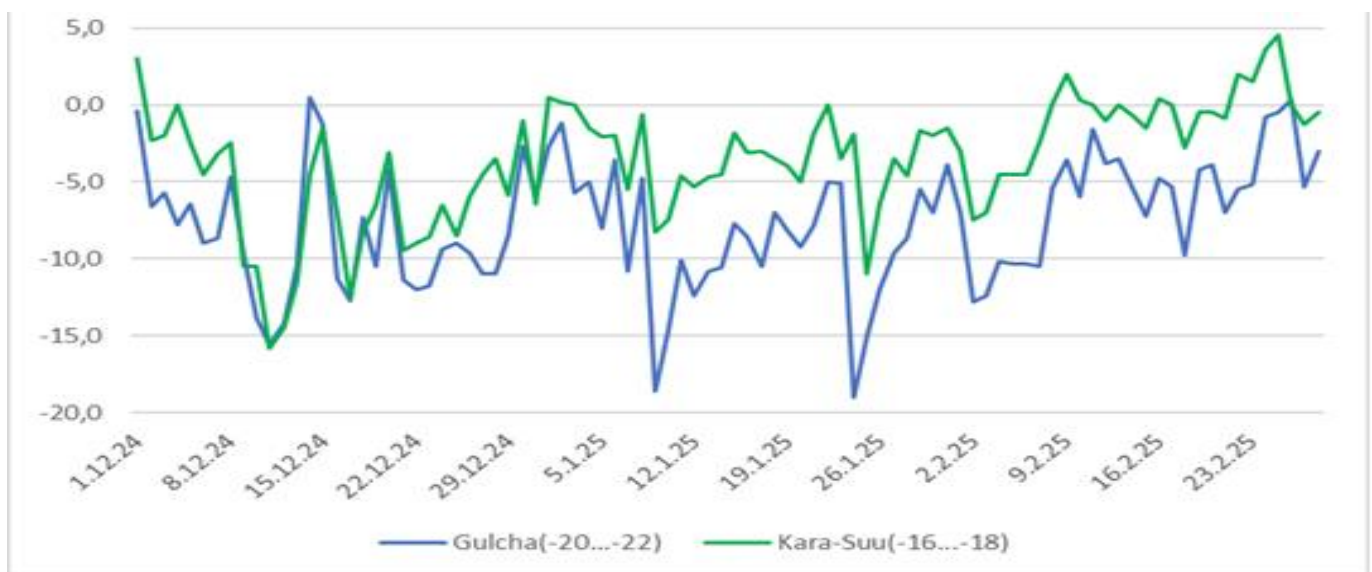
Picture 5 - The daily minimum air temperature in the Talas Valley (Kyzyl Adyr (-25... -27)) from December 2024 to February 2025.



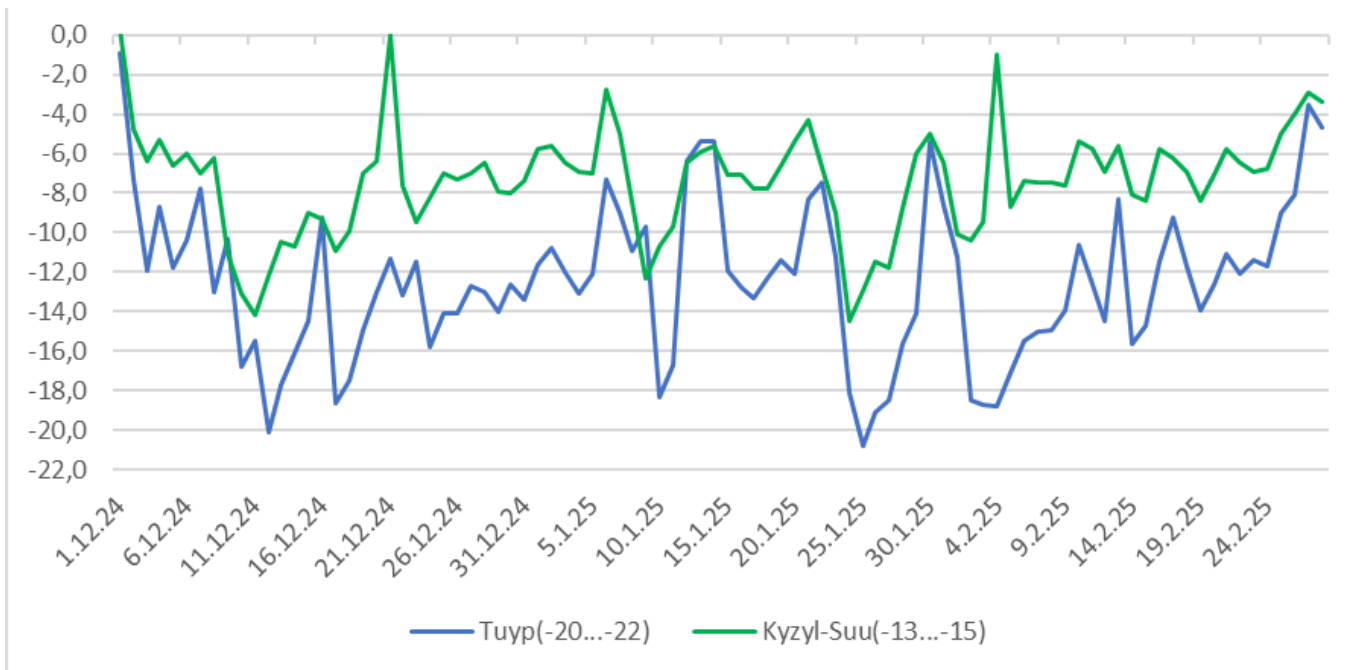
Picture 6 - The daily minimum air temperature in the Batken Valley (Isfana (-17... -19)) from December 2024 to February 2025.



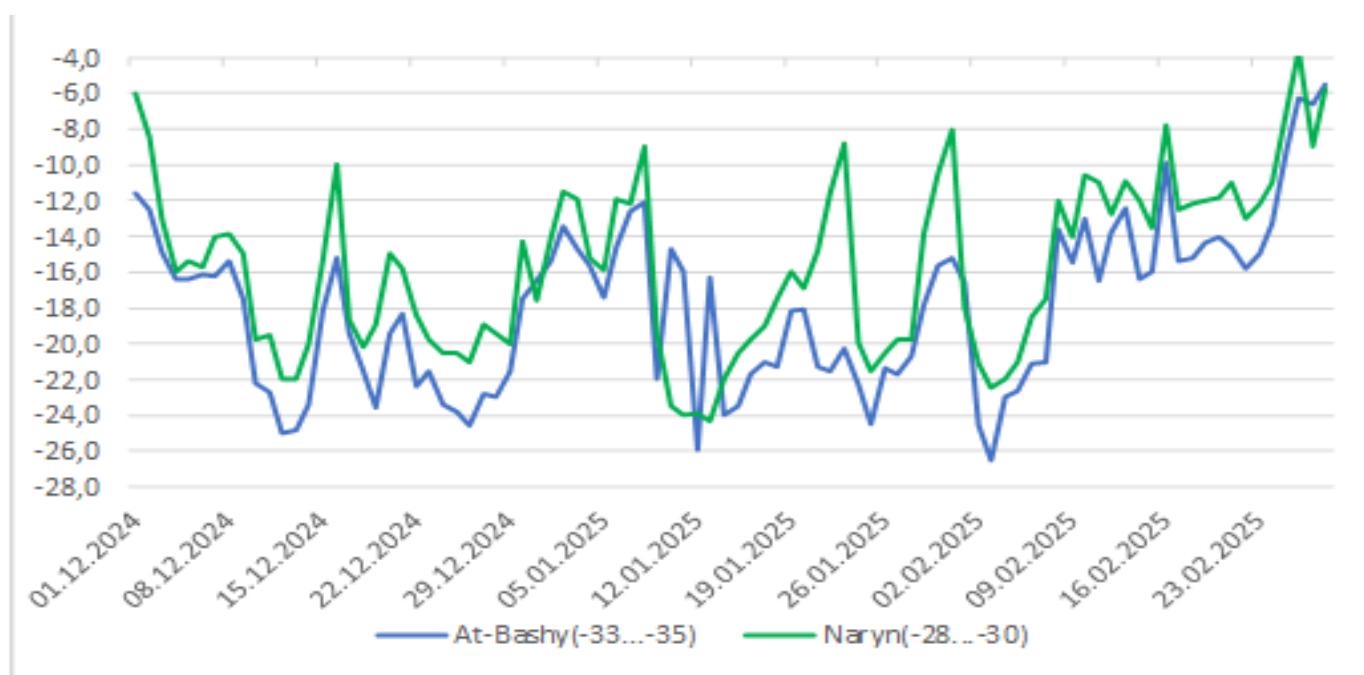
Picture 7 - The daily minimum air temperature in the Jalal-Abad region from December 2024 to February 2025.



Picture 8 - The daily minimum air temperature in the Osh region from December 2024 to February 2025.



Picture 9 - The daily minimum air temperature in the eastern part Issyk-Kul region from December 2024 to February 2025.



Picture 10 - The daily minimum air temperature in Naryn region from December 2024 to February 2025.

September – October 2024 (Autumn Transition Period)

The beginning of autumn was relatively stable and warm, with a gradual decrease in temperature in October. Across most regions, the following patterns were observed:

- moderate daytime temperatures,
- cooler nights,
- increasing diurnal temperature variation.

Precipitation was generally short-term and did not show significant anomalies.

November 2024 (Onset of the Cold Season)

In November, a steady decline in air temperature was observed:

- the first frost events were recorded in lowland areas,
- sustained sub-zero temperatures appeared in mountainous regions,

- precipitation frequency increased, often in the form of rain and wet snow.

This period marked the beginning of winter season formation.

December 2024 – February 2025 (Winter Period)

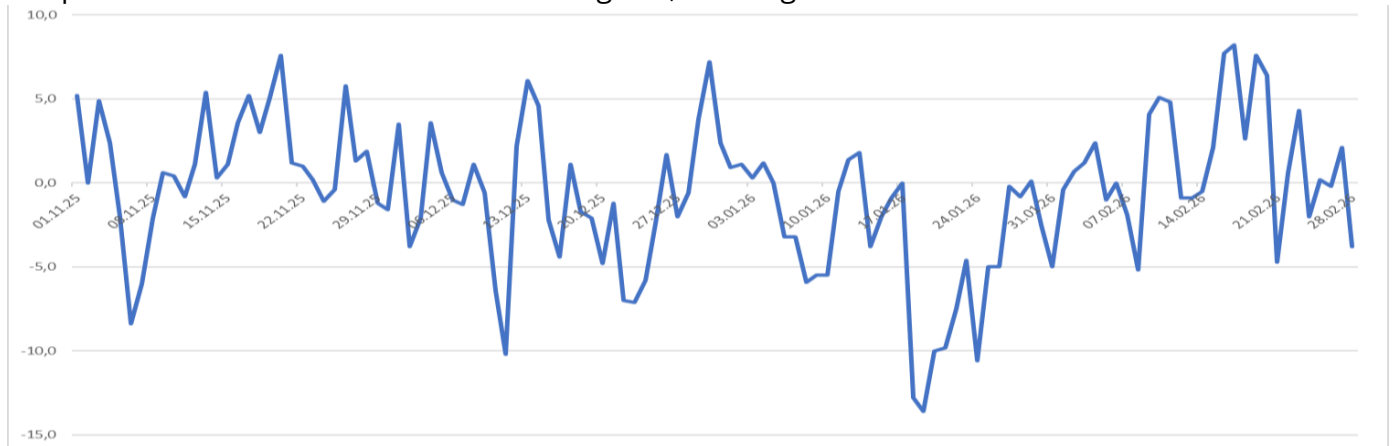
The winter season was characterized by persistent cold conditions, including periods of significantly low temperatures approaching thresholds used for cold wave activation.

According to the monitored minimum temperature data used for assessing cold conditions:

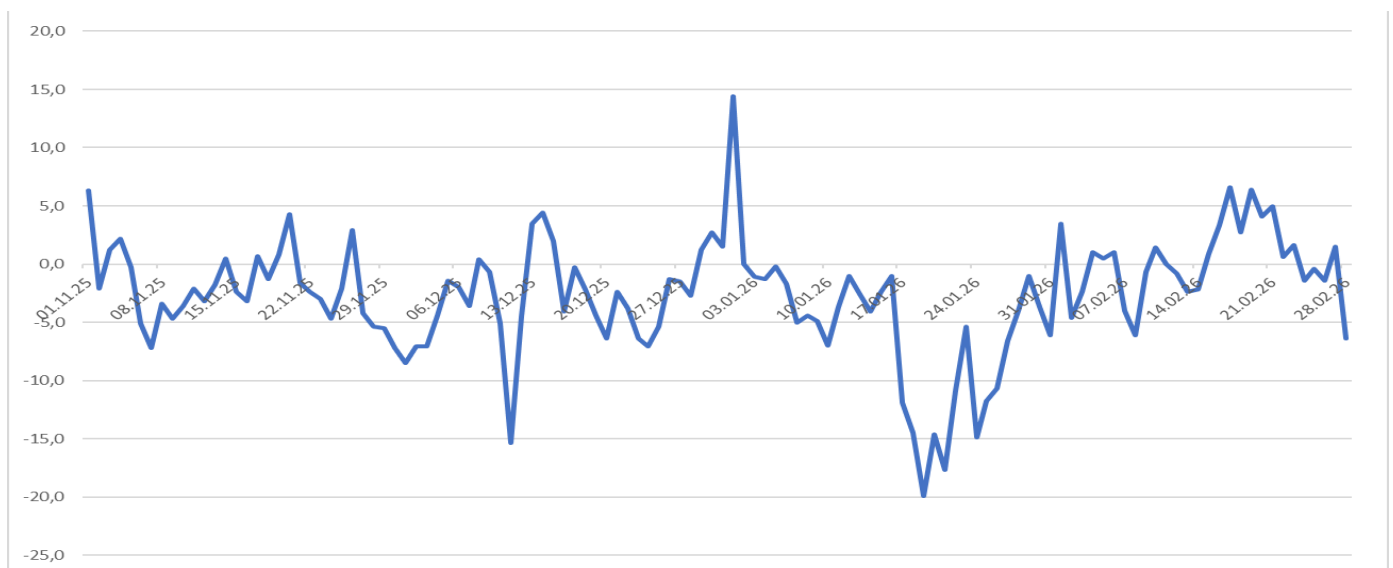
- notable drops in nighttime temperatures were observed,
- low temperatures were recorded in several regions,
- in some locations, temperature reached trigger thresholds for cold wave activation, but duration of the days did not reach.

2025-2026 period:

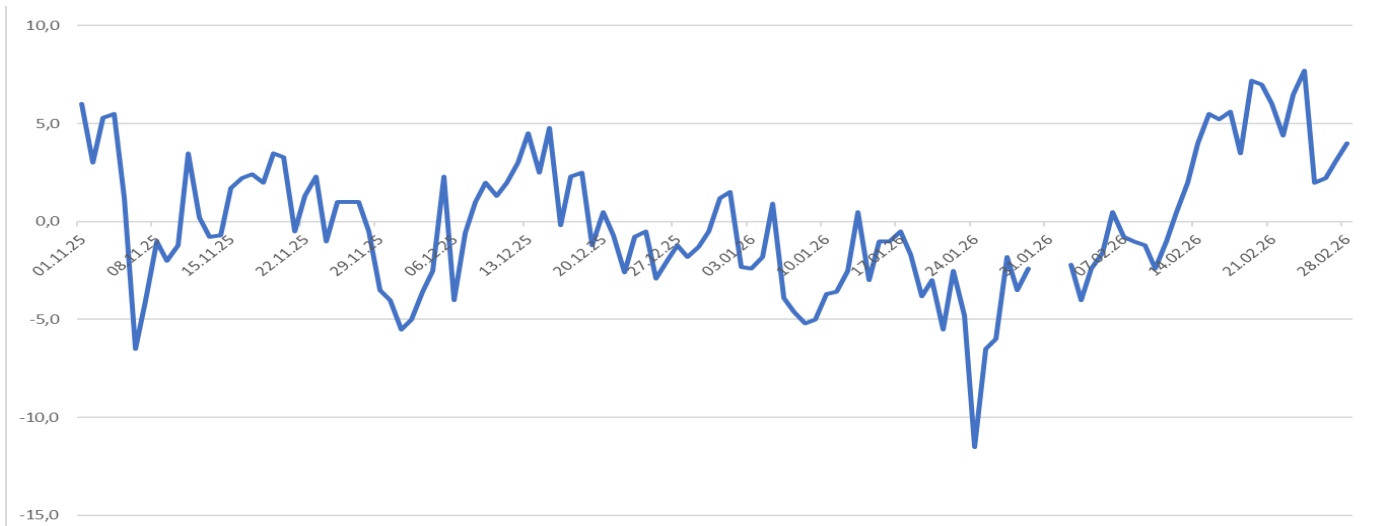
The analysis of daily minimum air temperatures across Kyrgyzstan for the period from November 2025 to February 2026 shows a clear transition from relatively mild autumn conditions to prolonged and winter cold. In November, temperatures fluctuated around zero with occasional drops below freezing, indicating the onset of colder conditions. From mid-December onwards, a stable pattern of sub-zero temperatures was observed across most regions, marking the full establishment of winter conditions.



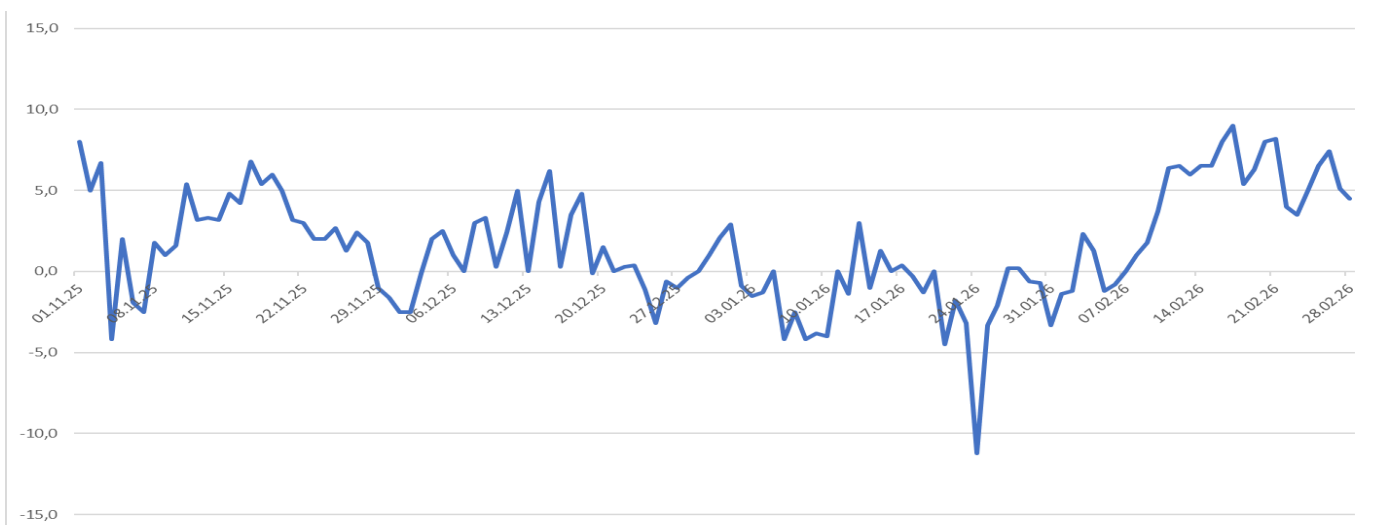
Picture 11 - The daily minimum air temperature in Bishkek city from November 2025 to February 2026.



Picture 12 - The daily minimum air temperature in Chui Valley (Jany-Jer, Tokmok) from November 2025 to February 2026.



Picture 13 - The daily minimum air temperature in Osh region (Gulcha and Kara-Suu) from November 2025 to February 2026.



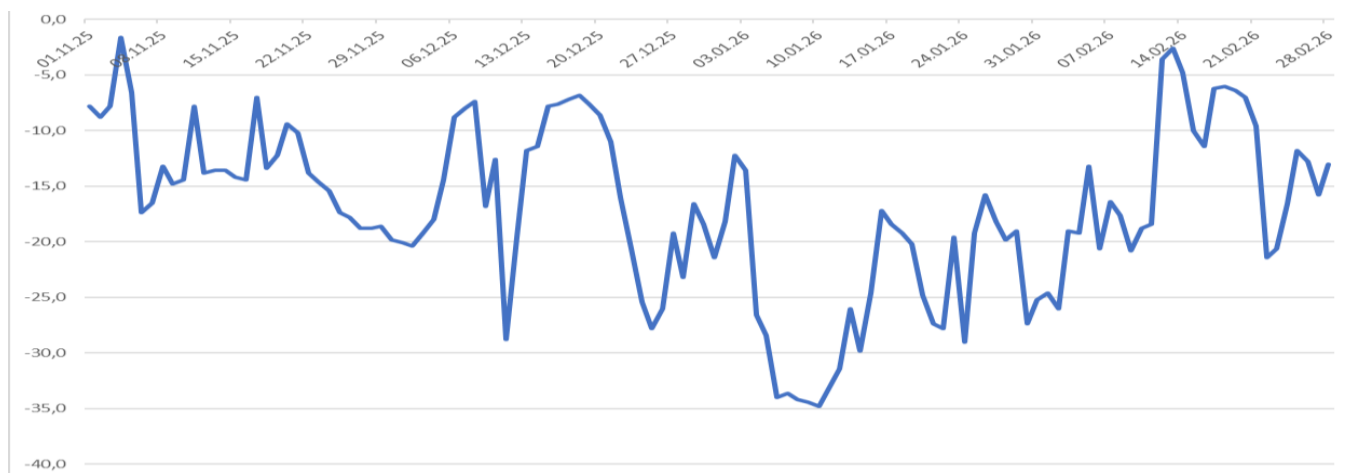
Picture 14 - The daily minimum air temperature in Jalal-Abad region (Manas city (ex-name Jalal-Abad) and Pacha ata) from November 2025 to February 2026.



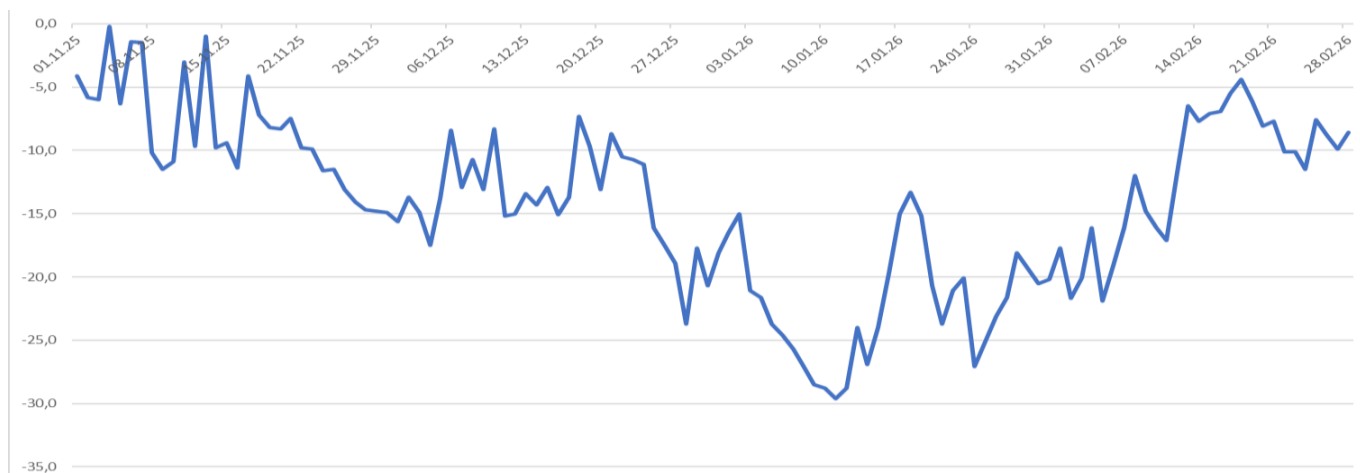
Picture 15 - The daily minimum air temperature in the eastern part Issyk-Kul region (Kyzyl-Suu, Tup and Balbai) from November 2025 to February 2026.

The most critical period occurred between mid-January and early February 2026, when cold temperatures were recorded across the country, particularly in high-altitude areas. In locations such as Suusamyr, temperatures dropped to approximately -34°C , while At-Bashy and Naryn recorded temperatures below -28°C and -25°C respectively. These conditions represent the peak of the cold wave.

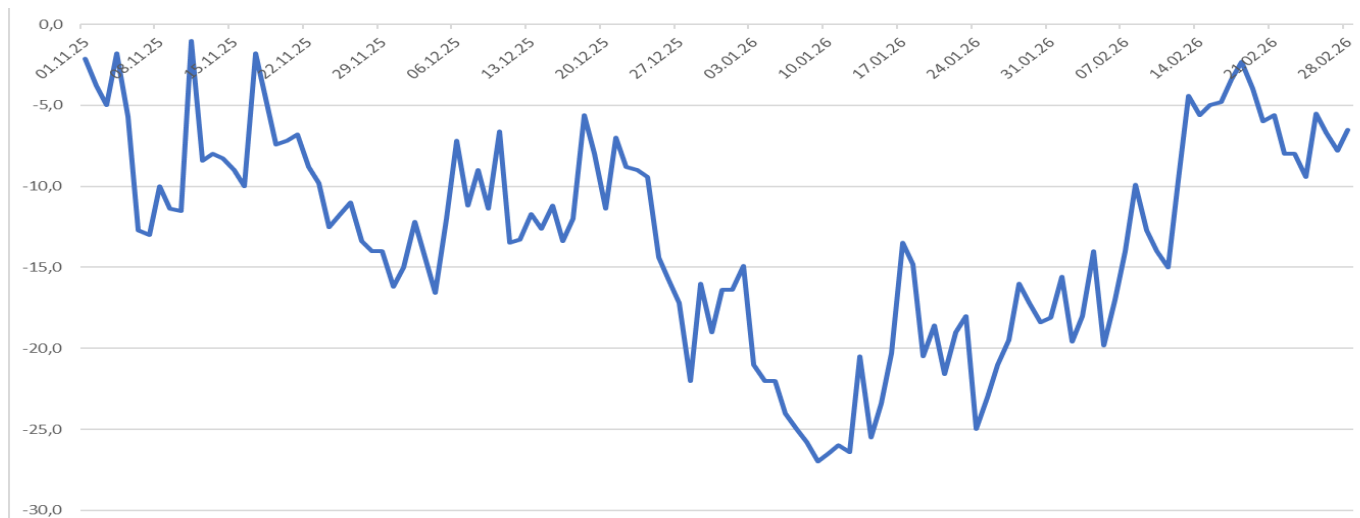
However, despite the severity of these temperatures, the Early Action Protocol (EAP) for cold wave was not activated. According to the activation criteria, trigger thresholds must be reached and sustained for at least three consecutive days. While temperatures in several locations approached or briefly met the defined thresholds, they did not consistently remain below the trigger levels for the required duration. As a result, the formal activation conditions of the protocol were not fulfilled.



Picture 16 - The daily minimum air temperature in Suusamyr from November 2025 to February 2026.



Picture 17 - The daily minimum air temperature in At-Bashy from November 2025 to February 2026.



Picture 18 - The daily minimum air temperature in Naryn city from November 2025 to February 2026.

According to the activation rules of the EAP for cold wave, trigger thresholds must be reached and sustained for at least three consecutive days. The defined trigger thresholds are as follows: Bishkek below -19°C , Jany-Jer below -27°C , Suusamyr below -40°C , Kyzyl-Adyr below -25°C , Kara-Suu below -

16°C, Manas below -15°C, Kyzyl-Suu below -13°C, At-Bashy below -33°C, and Naryn below -28°C (see below for the full version).

Name of the selected point (station)	Region	1 st percentile	Return period for 3 (or more) consecutive days for period from December 1980 to February 2022	2 nd percentile	Return period for 3 (or more) consecutive days for period from December 1980 to February 2022	3 rd percentile	Return period for 3 (or more) consecutive days for period from December 1980 to February 2022	Triggers in temperature values (°C) to be monitored in a weather bulletin corresponding to the 2 th percentile
Bishkek	Chuy	-21.1	8	-19.1	5	-17.9	3	-19...-21
Jany-Jer		-29.8	14	-26.7	5	-24.5	3	-27...-29
Tokmok		-23.1	10	-20.2	5	-18.7	3	-20...-22
Suusamyr		-41.2	14	-39.8	6	-38.3	4	-40...-42
Kyzyl-Adyr	Talas	-28.2	14	-24.9	5	-22.7	3	-25...-27
Gulcha	Osh	-21.4	14	-19.7	5	-18.6	4	-20...-22
Kara-Suu		-17.1	14	-15.7	6	-14.6	4	-16...-18
Jalal-Abad	Jalal-Abad	-18	10	-15.3	5	-13.4	3	-15...-17
Pacha Ata		-20	10	-17.9	5	-16.7	3	-18...-20
Isfana	Batken	-18.9	11	-17.3	5	-15.6	4	-17...-19
Kyzyl-Suu	Ysyk-Kul	-14.5	14	-13.3	6	-12.7	4	-13...-15
Balbai		-22	14	-20.4	5	-19.6	3	-20...-22
At-Bashy	Naryn	-34.3	14	-32.7	6	-30.5	2	-33...-35
Naryn		-29.2	10	-27.6	4	-26.6	3	-28...-30

Source: Kyrgyzhydromet

The analysis indicates that while low temperatures were recorded, particularly in mountainous regions, most locations did not consistently reach or maintain the defined trigger thresholds for three consecutive days. However, temperatures in several high-altitude areas, especially At-Bashy, Naryn, and Suusamyr, approached critical levels, indicating a high likelihood of near-trigger conditions and elevated risk for vulnerable populations.

Significant regional disparities were observed. Mountainous areas, including Suusamyr, At-Bashy, and Naryn, experienced prolonged and consistently low temperatures, frequently below -20°C, making them the most vulnerable zones. In contrast, cities as Bishkek, Kara-Suu, and Manas showed more moderate conditions, with temperatures fluctuating around freezing and experiencing shorter cold spells. Transitional regions such as Kyzyl-Suu and Jany-Jer displayed mixed patterns, with both moderate and sharp drops in temperature.

The data also indicates notable temperature variability, particularly during transitional periods in November–December and February, where fluctuations of 5–10°C within short timeframes were observed. Such variability suggests unstable atmospheric conditions and contributes to increased uncertainty in temperature forecasting, especially during the onset and decline of cold waves.

Overall, the winter season of 2025–2026 can be characterized as severe and prolonged, with extended periods of extreme cold in high-altitude regions and significant implications for vulnerable populations. While the formal activation criteria of the EAP cold wave were not fully met due to the lack of sustained threshold exceedance over three consecutive days, the observed conditions highlight the importance of maintaining preparedness measures, including pre-positioning of supplies, early warning systems, and flexible response mechanisms such as cash and voucher assistance to effectively mitigate the impact of extreme cold on at-risk populations.

For monitoring and preparation of the detailed forecasts, RCSK used the data from ECMWF (European Centre for Medium-Range Weather Forecasts) and the Ensemble Prediction System (EPS) of the Japan Meteorological Agency (JMA). RCSK also used the data of the local models (LAM) and the meteorological sensor data from the observation network of the Kyrgyzhydromet.

The accuracy of the daily minimum air temperature forecast was assessed. The assessment was carried out by statistically comparing the predicted and actual air temperature values with a deviation of 2 degrees. The accuracy of forecasting meteorological elements is influenced by many factors, such as atmospheric conditions, the orography of the area, and the precision of hydrometeorological model data.

The analysis of the issued forecasts showed that the highest uncertainty in minimum temperature forecasts was observed during periods of rapid temperature drops, when air temperature decreased sharply by 5–10 degrees within a short period of time. Such sudden temperature declines during the cold season are difficult to predict due to limited information on the movement and intensity of cold air masses, as well as the influence of local factors such as terrain, snow cover, and temperature inversions.

Temperature and declaration of emergency

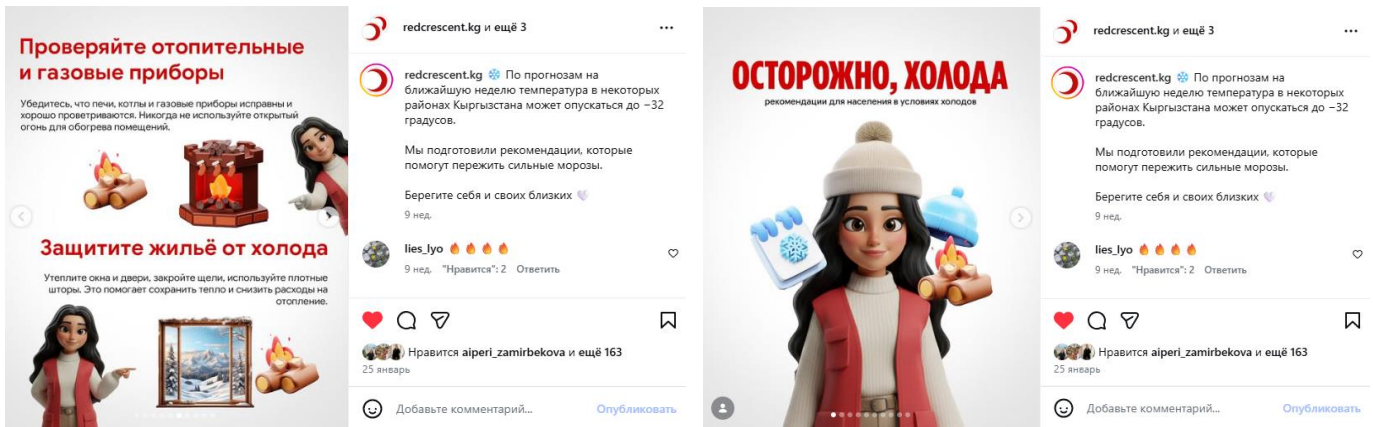
On 15 January 2026, the press service of the Ministry of Emergency Situations announced that abnormally cold weather was expected on 16–17 January^{1 2}. According to the Ministry, based on information from Kyrgyzhydromet, a sharp deterioration in weather conditions was forecast across the country starting from 16 January, including snowfall and icy road conditions. Periodic snowfall, with heavy precipitation in some areas, was expected. Roads were projected to become slippery and icy, while mountainous areas faced risks of snow drifts. Additional hazards included wet snow accumulation on power lines and trees, as well as fog. In agricultural zones and mountainous areas of Naryn oblast, nighttime temperatures were expected to drop to -23 to -28°C, with daytime temperatures ranging between -9 and -14°C.

In response, RCSK launched an information campaign providing recommendations for coping with extreme cold. As part of this campaign, RCSK volunteers conducted information sessions for communities in public places.

In addition, RCSK organized a series of activities aimed at raising public awareness of the risks associated with extreme cold across all regions of Kyrgyzstan, reaching approximately 10,000 people.

¹ The [official Instagram page of the Ministry of Emergency Situations of the Kyrgyz Republic](#) “URGENT ANNOUNCEMENT! 15.01.2026”

² The [news web-site 24.kg](#) “Frosts down to -28 degrees and icy conditions: Kyrgyzstan is expected to face severe weather conditions.”.



Picture 19&20 – Information campaign with recommendations (Information was posted on RCSK official Instagram page)

However, according to Kyrgyzhydromet, the recorded temperature values did not reach the trigger thresholds defined in the EAP for cold wave. (As a reminder, in the current cold wave protocol, RCSK applies threshold values based on historical temperature data.)

IMPLEMENTATION OF ACTIVITIES FUNDED BY THE ORGANIZATION’S OWN RESOURCES

Social care for elderly people living alone is particularly important during the cold season, when low temperatures significantly increase health risks and vulnerability. In Naryn city, 14 elderly individuals living alone were identified as requiring regular support and monitoring. Throughout the winter period, volunteers of the Naryn Branch ensured continuous social outreach to these individuals. Despite extremely low temperatures and challenging weather conditions, volunteers maintained regular visits even on the coldest days. During these visits, volunteers:

- monitored the well-being of elderly individuals,
- provided basic psychosocial support,
- assisted in clearing pathways from snow and ice around households,
- conducted safety awareness sessions on how to cope with cold weather conditions.

These efforts played an important role in reducing the risks associated with cold weather and ensuring that vulnerable individuals were not left without support.



Picture 21 – Volunteers of the Naryn branch (19/02/2025)

Volunteers conducted a community outreach activity in Talas city on 17 February, providing hot drinks and homemade food to individuals working outdoors in cold weather conditions. Informational

brochures on extreme cold and safety recommendations were also distributed to raise awareness. This activity was aimed at mitigating the immediate effects of exposure to cold.



Pictures 22 – Volunteers of the Talas branch (07/02/2025)

As part of the “Share the Warmth” campaign, volunteers from the Osh Oblast Branch of the Red Crescent Society of the Kyrgyz Republic conducted a community outreach activity for municipal workers from “Osh Tazalyk” and “Zelenkhoz,” who continue their duties despite freezing temperatures. Hot drinks and freshly prepared cupcakes were provided as a gesture of appreciation for their work during the cold season. In addition, safety awareness sessions were conducted, providing guidance and recommendations on how to stay safe during extreme cold conditions. The activity aimed to support individuals exposed to low temperatures and acknowledge their essential role in maintaining public services.



Picture 23 – Volunteers of the Osh branch (18.12.2024)



Picture 24 – Volunteers of the Osh branch (17.12.2024)

IMPLEMENTATION OF ACTIVITIES FUNDED BY THE PARTNERS

With the support of the Qatar Red Crescent (2024) and Turkish Red Crescent (2025), assistance in the distribution of coal was provided to vulnerable households in Naryn and Chui oblasts during the cold period. In total, coal was distributed to 100 families living in remote areas. This support served as an important contribution during the harsh winter conditions and limited access to essential resources. In addition, coal was also provided to social institutions, including orphanages, elderly care homes, boarding facilities, and hospices, in order to ensure adequate heating and safe living conditions for their residents. The assistance contributed to reducing risks associated with low temperatures and improving living conditions for vulnerable households as well as residents of social institutions during the winter period.



Picture 25 – Distribution of coal for vulnerable families during Cold Weather by support Qatar Red Crescent (2024)



Picture 26 – Distribution of coal for vulnerable families during Cold Weather by support Turkish Red Crescent (2025)

On 5 February 2025, the Red Crescent Society of Kyrgyzstan conducted a charitable distribution of warm clothing (Waikiki) for low-income, large families across all regions of the country, including Bishkek city. The majority of the assistance was provided in Naryn oblast, where the lowest temperatures and prolonged cold conditions were recorded. For instance, more than 100 families from the Emgek-Talaa ayl aimak received winter clothing to help them cope with the cold season in greater comfort and safety.

The distribution covered residents of Emgek-Talaa, Ak-Talaa, 8-Marta, Ak-Kuduk, and Shoro villages in Naryn oblast. For many families, this support was critical, as not all households have the financial capacity to purchase adequate warm clothing for themselves and their children.



Picture 27 – Volunteers of the Naryn branch (19/02/2025)

Starting from early December, the RCSK annually begins the provision of Cash and Voucher Assistance under the Winter Assistance Programme (WAP), aimed at supporting vulnerable households during the winter season by supporting with Swiss Red Cross.

In 2024, under WAP 8, assistance was provided to 581 households. In 2025, under WAP 9, the support was expanded, reaching 643 households across the country.

The programme aims to support large families with a single breadwinner, who are particularly vulnerable during the winter period. The financial assistance helps cover expenses for:

- food and medical supplies;
- winter clothing;
- electricity and heating costs;
- purchase of coal for heating.

Cash assistance is distributed through Aiyl Bank, ensuring that support is accessible and convenient for each household.



Picture 28 - Distribution of cash through Aiyl Bank for vulnerable families during Cold Weather in frame Winter Assistance Programm by support Swiss Red Cross (2025)

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 <p>Shelter, Housing and Settlements</p>	CHF preposition budget:	CHF preposition actual:
	293'565 CHF	293'565 CHF
	CHF readiness budget:	CHF readiness actual:
	0 CHF	0 CHF

Narrative description of plan vs achievements

The Red Crescent Society of Kyrgyzstan (RCSK) requested adjustments to the procurement and budget of the Cold Wave EAP (MDRKG020) due to rising market costs. The primary change involves a reduction in the quantity of items such as blankets and mattresses to accommodate a doubling in unit prices. Despite these volume reductions, the National Society is shifting toward higher-quality, more durable goods to ensure better long-term protection for beneficiaries. Importantly, the total number of families and individuals receiving support remains unchanged. The remaining balance from previous visibility procurement has been reallocated to purchase branded vests for staff and volunteers. While a transition from food parcels to vouchers was discussed, it was decided to continue using food parcels for the time being to avoid delays in operational strategy validation. The budget was also updated to include a missing IFRC-specific portion and transitioned to a new required template.

The proposed changes to the procurement list and the use of the remaining balance for visibility equipment were formally accepted and approved by the Global DREF AA team on October 9, 2025.

After, the tender process had been announced and a meeting of the tender commission was conducted; however, the procurement process was postponed due to unforeseen circumstances at the warehouse. The designated warehouses were found to be infested with rats, and chemical disinfection was required before NFIs could be stored there. By the time these issues were addressed, the submitted commercial proposals had expired. Following the disinfection, the RCSK also decided to carry out cleaning works and roof repairs.

After an assessment by the Swiss Red Cross Logistics Specialist, a number of recommendations were provided to the RCSK. The National Society is willing to strengthen its overall logistics capacity, including fleet management and warehousing, but is currently unable to implement the necessary improvements due to limited resources. In addition, the PER and due diligence exercises also highlighted the need to improve the logistics system. The National Society is therefore currently seeking available resources to address these gaps.

According to the implementation plan, the procurement and warehousing process for the approved stock items will be completed before the start of the 2026 winter season in order to ensure timely preparedness for possible protocol activation.



**Risk Reduction,
climate
adaptation and
Recovery**

CHF preposition budget:

4'775 CHF

CHF preposition actual:

424.72 CHF

CHF readiness budget:

0 CHF

CHF readiness actual:

0 CHF

Narrative description of plan vs achievements

As part of preparedness activities under the Cold Wave Early Action Protocol, the RCSK maintains a stock of informational brochures on extreme cold and recommended safety measures.

At present, sufficient quantities of these materials are available in RCSK warehouses. Therefore, additional procurement of informational brochures was not required during the reporting period.

Stickers with FbF logo were successfully procured.



**National Society
Strengthening**

CHF preposition budget:

3'877 CHF

CHF preposition actual:

1708.08CHF

CHF readiness budget:

74'087 CHF

CHF readiness actual:

15'826.41 CHF

Narrative description of plan vs achievements.

Under the Cold Wave EAP, several readiness activities were implemented to maintain operational preparedness and coordination capacity. RCSK conducted regular coordination meetings with relevant stakeholders and partners involved under cold wave preparedness activities. Communication and coordination with government counterparts, including the Ministry of Emergency Situations and Kyrgyzhydromet, were maintained throughout the reporting period to support information sharing daily forecast and preparedness.

In addition, annual refresher sessions related and EAP implementation were conducted for relevant staff and volunteers to strengthen understanding of activation procedures, roles, and response mechanisms. RCSK also continued engagement with suppliers and reviewed procurement arrangements to ensure preparedness for potential activation and rapid response.

As discussed in October 2025, it was agreed that the remaining funds from the procurement of uniforms would be reallocated for the purchase of branded vests. The procurement process will be completed before the onset of the cold season in 2026.

In 2024, staff uniforms were successfully procured.

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Implementation challenges during the reporting period were mainly related to procurement and operational planning under the Cold Wave EAP (MDRKG020). Due to rising market prices, the Red Crescent Society of Kyrgyzstan (RCSK) requested significant adjustments to the procurement plan and budget. The increase in market costs, particularly for blankets and mattresses, required a reduction in procurement quantities as unit prices had nearly doubled. To address this challenge, RCSK shifted towards the procurement of higher-quality and more durable items to ensure improved long-term protection for beneficiaries, while maintaining the overall target number of supported families and individuals. In addition, savings from previous visibility-related procurement were reallocated towards the purchase of branded vests for staff and volunteers. The proposed revisions to the procurement list and budget adjustments were formally reviewed and approved by the Global DREF AA team on 9 October 2025.

Another implementation concern raised during the planning process related to the procurement of heaters in the context of possible electricity shortages during winter. In response, RCSK referred to the officially approved national response plan for extreme cold conditions of the Government of the Kyrgyz Republic. According to this plan, electricity supply is prioritized and redirected from other areas to regions experiencing extreme temperature drops in order to ensure uninterrupted power supply during severe cold periods. Based on these government measures and contingency arrangements, the procurement of heaters was maintained as part of the response preparedness activities under the Cold Wave EAP.

Together with colleagues from the IFRC Regional Office, we have started exploring the possibility of replacing in-kind assistance with the inclusion of Cash and Voucher Assistance (CVA) response modalities into RCSK Early Action Protocols (EAPs). At present, we are working on the development of the operational component of the response in case of protocol activation. Technical support is being provided by Bektur Imankulov and Moosa Shifaz.

FINANCIAL REPORT

FBAF Early Actions Interim FINANCIAL REPORT

Selected Parameters		
Reporting Timeframe	2024/8-2025/12	Operation *
Budget Timeframe	2024/8-2025/8	Budget APPROVED

Prepared on 24/Apr/2025

All figures are in Swiss Francs (CHF)

MDRKG020 - Kyrgyzstan - Cold Wave EAP / EAP2024KG003

I. Summary

Opening Balance	0
Funds & Other Income	526,049
DREF Anticipatory Pillar	526,049
Expenditure	-324,879
Closing Balance	201,170

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	94,216	7,854	86,361
AOF2 - Shelter	260,849		260,849
AOF3 - Livelihoods and basic needs	62,411		62,411
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	437,476	7,854	429,621
SFI1 - Strengthen National Societies	88,573	315,240	-226,667
SFI2 - Effective international disaster management		1,785	-1,785
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC			0
Strategy for Implementation Total	88,573	317,025	-228,451
Grand Total	526,049	324,879	201,170

Contact information

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

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Reference



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