

EARLY ACTION PROTOCOL 2025 ANNUAL REPORT

Bangladesh | Cold wave

5 March 2026

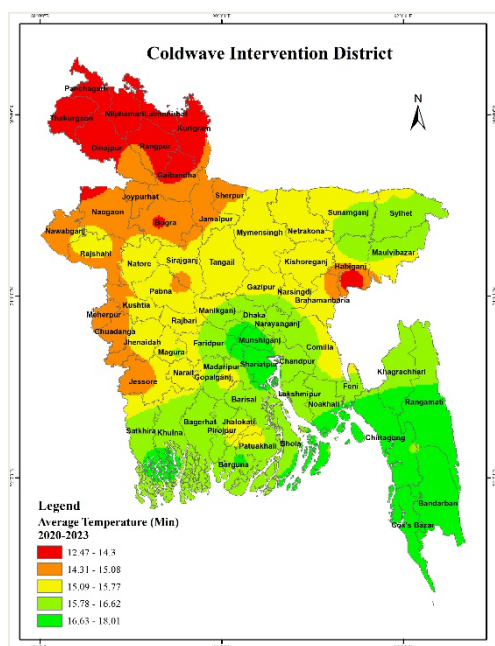


As part of Cold wave Early Action Protocol (EAP), a training has been organized on Anticipatory Action and Cold wave Early Action Protocol in Lalmonirhat District. (Photo: BDRCS).

<p>EAP №: EAP2024BD07</p>	<p>Operation №: MDRBD038</p>	<p>Period covered by this annual report: 16/07/2025 to 31/12/2025</p>
<p>EAP approved: 14/07/2025</p>	<p>EAP timeframe: 5 Years (16/07/2025-31/07/2030) Y1: Jul 2025-Jul 2026 Y2: Jul 2026-Jul 2027 Y3: Jul 2027-Jul 2028 Y4: Jul 2028-Jul 2029 Y5: Jul 2029-Jul 2030</p>	

Annual Budget: 115,625 CHF
EAP Budget: 499,980 CHF

SUMMARY OF THE EARLY ACTION PROTOCOL



In 2025, the IFRC Disaster Response Emergency Fund (DREF) allocated CHF 499,980 for the implementation anticipatory actions to reduce and mitigate the impact of Cold Wave in Bangladesh. This Early Action Protocol includes an allocation of CHF 176,675 for readiness, CHF 55,913 for pre-positioning stock and CHF 267,393 automatically allocated to implement early actions once the defined triggers are met including CHF 230,136 for Multipurpose Cash assistance which is 91 per cent of fund allocated for early action. The early actions to be conducted have been pre-agreed with the National Society and are described in the Early Action Protocol (EAP) [Summary](#).

The geographical coverage of this EAP is the most vulnerable cold wave prone districts of Bangladesh and is expected to be implemented in the most probable impacted districts based on Impact based Forecast (IbF) analysis. This EAP aims to provide humanitarian assistance to the vulnerable populations exposed to cold waves, particularly during the winter season. This EAP has been developed and implemented by BDRCS with support from IFRC,

Participating National Societies (PNSs), and Bangladesh Meteorological Department (BMD).

The objective of this Anticipatory Action (AA) mechanism is to provide Early Warning Messages (EWM) and timely assistance to households likely to be affected as well as frontline personnel in order to protect lives, reduce health risks, and safeguard livelihoods during cold wave events. In this EAP, along with the potential early actions, DRR interventions have been incorporated to strengthen preparedness at the community level. In addition, the readiness activities ensured that the trained BDRCS teams and systems were fully equipped to act and implement early actions on time. By addressing potential risks and impacts such as loss of lives and livelihoods, health-related mortality and injuries to the people, this EAP incorporates the following early actions to be implemented in pre-identified risk zones:

1. Early warning dissemination (approx. 150,000 people)
2. Distribution of Multi-Purpose Cash Grants (MPCG) (6,000 households)
3. Distribution of blanket/warm cloths/shawl to the most vulnerable households (10,500 people)
4. Provision of basic first aid services to the affected people

Through the combined implementation of early warning dissemination and anticipatory assistance, up to 190,000 at risk people in the cold wave-prone districts of Bangladesh will be reached under this AA mechanism. This EAP covers cold wave related early actions, that are triggered based on forecasts issued by BMD, along with other global forecast models such as ECMWF. The BDRCS AA team continuously monitored and analyzed weather forecasts throughout the winter season. However, the EAP was not activated during the reporting period, as the trigger criteria were not met. The EAP also includes preparedness measures and the pre-positioning of early action stocks at the local level to enable the timely implementation of pre-planned early actions when activation thresholds are reached.

The Trigger will be activated when BMD forecasts that minimum temperature goes below ($\leq 7^{\circ}$ C) or when the departure from normal temperature is equal to or below the 2nd percentile (3 to 4^o C) and maximum temperature goes below or equal 5th percentile (18-20^oC) or wind speed exceeds 5th percentile (>5 km/hr) for three consecutive days, affecting three or more districts partially ($\geq 50\%$ area of the district). The lead time will be 4 days, and weather forecasts from BMD and ECMWF will be monitored throughout the season (December to February) and assessed against the criteria of activation.

This EAP provides step-by-step instructions for implementing selected actions in a specific sequence when activated. It also defines who takes what action, when, where, and with what funds.

This report summarizes the readiness and pre-positioning activities carried out in the reporting period **(July to December 2025)**. The report also includes any changes or updates made to the initially agreed plan.

BDRCS AA team regularly monitored weather conditions for potential trigger activation; however, temperature and wind speed did not cross the thresholds set in EAP. In 2025, BDRCS focused on strengthening readiness to ensure faster activation once thresholds are met. As part of these efforts, the pre-agreed beneficiary database was updated and expanded. High-risk unions in Panchagarh, Thakurgaon, and Nilphamari were identified using BMD temperature data and BBS vulnerability indicators, including poverty levels, vulnerable groups, housing conditions, and high-risk occupations.

To operationalize readiness, 120 RCY volunteers (male: 80, female: 40) were trained on KoBo Collect and deployed for household-level data collection. A total of 14,290 records were collected and scored, enabling prioritization of the most vulnerable 6,000 households within the 4-day lead time. A key operational challenge was the storage of winter items; therefore, BDRCS in consultation with IFRC shifted from blanket procurement to cash assistance to enhance flexibility and reduce logistics burdens.

Capacity-building activities included a three-day AA training for 22 volunteers from cold-wave-prone districts and orientations for 60 volunteers and NDRT members on Anticipatory Action, Impact-Based Forecasting, and PGI. Additionally, 40,000 leaflets, 300 festoons, and 30 X-stand banners were pre-positioned for early warning dissemination. CEA measures such as consultations, feedback channels, and hotline promotion improved transparency and community trust. Continued coordination with Movement partners, UN agencies, INGOs, government bodies, and academic institutions further strengthened harmonized anticipatory action efforts in Bangladesh.

During the reporting period, the DCRM Department faced challenges under the Anticipatory Action initiative, as the planned procurement of blankets was constrained by trigger-based distribution requirements, limited warehouse capacity, and the risk of quality deterioration. Forecast uncertainty further complicated timely activation, and no Multi-Purpose Cash Grant (MPCG) was disbursed since trigger thresholds were not met.

Lessons learned emphasize the importance of strengthening forecast monitoring and collaboration with the meteorological authority to reduce operational uncertainty and support timely decision-making. To improve efficiency and align with anticipatory action principles, it is recommended to reprogram blanket funds toward multipurpose cash assistance, providing a flexible, timely, and needs-based mechanism that avoids storage challenges and enhances operational agility.

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION



Multi-purpose cash

CHF readiness budget:

9,372

CHF readiness actual:

9,372

Narrative description of plan vs achievements

Develop pre-agreed beneficiary database to provide multipurpose cash assistance.

As part of the readiness phase, a pre-agreed beneficiary database was developed to facilitate the provision of Multipurpose Cash Grant (MPCG) during cold wave early actions. To establish this database, BDRCS organized orientation sessions on KoBo Collect for RCY volunteers, conducted community awareness miking prior to data collection, and carried out household-level data collection and verification in high-risk unions of Panchagarh, Thakurgaon, and Nilphamari districts. Through this process, a total of 120 RCY volunteers (male: 80, female: 40) were trained and mobilized to support accurate, timely, and verified beneficiary data collection.



Data Collection by RCY in Panchagarh and Nilphamari District. (Photo: BDRCS)



Orientation on Potential beneficiaries Data Collection process using Kobo tool for BDRCS Cold wave EAP MPCG Support in Panchagarh. (Photo: BDRCS)


Reviewing and updating the beneficiary database before cold wave season.

These high-risk unions were identified using temperature data from BMD and vulnerability indicators from Bangladesh Bureau of Statistics (BBS), Government of the People’s Republic of Bangladesh. The analysis considered multiple factors, including poverty status, the presence of vulnerable groups (women, children, older persons, and persons with disabilities), household conditions, and high-risk occupations such as day laborers, farmers etc. BDRCS also reviewed CVA feasibility and appropriateness for cold wave response, confirming that cash assistance would be suitable due to functioning local markets/bazars, beneficiary preferences and the need for rapid delivery. Field findings indicated that local markets remain operational during the winter season, enabling communities to meet their basic needs through CVA/MPCG assistance once the trigger is met.

Through this process, 14,290 household records were collected and verified. During trigger activation, this pool will be narrowed down to the funded target of 6,000 households using a pre-defined vulnerability scoring system that ranks households based on weighted indicators. Only the highest-scoring households, those with the greatest exposure and lowest coping capacity will be selected within the 4-day lead time. This ensures that MPCG assistance reaches the most vulnerable households in a transparent and evidence-based manner ahead of any cold-wave event. Based on field findings, local markets remain operational during the winter, which is expected to enable communities to meet their basic needs through CVA/MPCG assistance once the trigger is met.

Reviewing and updating multi-purpose cash assistance package for Cold wave.

In the first year of the EAP, BDRCS focused on data collection and this preparatory work was completed during the reporting period. The review and update as required in the EAP will be carried out in the remaining years of the EAP cycle.

 Health & Care	CHF preposition budget:	CHF preposition actual:
	39,050	39,066 ¹


Narrative description of plan vs achievements

Provide First aid training volunteers and staff.

BDRCS is updating its first aid training manual to place greater emphasis on cold-wave-related issues. During the second year of the EAP, BDRCS will roll out first aid training for staff and volunteers using the revised materials.

Procurements of blankets/warm clothes/Shawal and pre-positioning in BDRCS warehouse.

During the reporting period, the Anticipatory Action (AA) under the Disaster & Crisis Risk Management (DCRM) Department initially committed to procuring 10,500 blankets as per the agreed plan and budget of the Cold Wave EAP supported by IFRC. However, according to the EAP guidelines, distribution of these items can only occur upon activation of the trigger threshold (minimum temperature of $\leq 7^{\circ}\text{C}$ sustained for the required duration). This means that blanket distribution is fully dependent on trigger activation. Storing such a large quantity of blankets for at least one year would require substantial warehouse space and pose a risk of quality deterioration. Considering the above it is agreed that instead of procuring blankets, cash assistance will be provided to ensure efficient use of resources and to implement timely anticipatory actions.

 Protection, Gender and Inclusion	CHF preposition budget:	CHF preposition actual:
	1,953	2,095
	CHF readiness budget	CHF readiness actual:
	142	0

Narrative description of plan vs achievements

¹ Reflects Cash transfer to National Society

Develop the beneficiary database for people with special needs

The beneficiary database has been developed; BDRCS is in process to segregate the database base on special needs, age and sex.

PGI Orientation for staff and volunteers

As part of the readiness activities, BDRCS provided orientation on Protection, Gender, and Inclusion (PGI) to 60 RCY Volunteers (male: 35, female: 25) as well as staff, National Disaster Response Team members, and volunteers at Lalmonirhat and Panchagarch RC units, alongside AA orientation on 5-6 November 2025. Key topics covered during the PGI orientations included: understanding PGI in AA, Gender and Diversity, Dignity, Access, Participation, and Safety (DAPS), Sex and Age Disaggregated Data (SADD), Sexual and Gender-Based Violence (SGBV), and policies such as the Child Protection Policy, the Prevention and Response to Sexual Exploitation and Abuse (PSEA) Policy, and the Code of Conduct (CoC). As a result, volunteers and response teams are now better equipped to identify and address protection risks, ensuring that early actions are inclusive and responsive to the needs of vulnerable groups.



Risk Reduction, climate adaptation and Recovery

CHF preposition budget:

8,520

CHF preposition actual:

8,520

CHF readiness budget:

2,556

CHF readiness actual:

2,556

Narrative description of plan vs achievements

EAP Orientation for staff and volunteers

As part of the readiness activities for the Cold wave EAP, a three-day training on AA with a focus on cold waves was organized for 22 RCY volunteers (male: 14, female: 8) from cold wave prone districts-Panchagarh, Dinajpur, Gaibandha, Sirajganj, Sherpur, Kurigram, Lalmonirhat, and Jamalpur from 13 to 15 October 2025.



Training on Anticipatory Action and Coldwave EAP (Photo: BDRCS)

BDRCS also provided training to 60 RCY volunteers (male: 35, female: 25) on Cold wave EAP, AA, Impact-Based Forecasting, and PGI, in cold wave prone district RC Unit levels (Lalmonirhat and Panchagarh) in November 2025. The objective of these capacity-building initiative was to enhance the knowledge and capacity of Unit Level Volunteers in broader Anticipatory Action.

Printing of IEC materials and pre-positioning in strategic locations.

As part of the pre-positioning activities, Information, Education, and Communication (IEC) materials were prepared and made available to support cold wave awareness and the implementation of early actions. A total of 40,000 leaflets, 300 festoons, and 30 X-stand banners were pre-positioned across targeted areas. Under the BDRCS Cold wave (EAP), these materials are used to disseminate preparedness and safety messages to communities during the early action implementation, ensuring timely awareness, risk reduction, and improved community preparedness ahead of and during cold wave events.



Community Engagement and Accountability

CHF readiness budget:

426

CHF readiness actual:

426

Narrative description of plan vs achievements


BDRCS integrated strong Community Engagement and Accountability (CEA) approaches into its cold wave readiness activities to ensure that communities were informed, involved, and able to influence decisions affecting them. This included detailed door-to-door assessment, community consultations that helped identify community vulnerabilities priority needs and preferred communication channel during cold waves. Feedback and complaints were actively collected through household interactions and community meetings, allowing teams to verify information, address concerns, and refine the beneficiary database.

Insights from these consultations are systematically incorporated into early warning messaging and trigger communication. Community-preferred channels, such as miking, volunteers' direct outreach, and phone communication, are used to ensure that alerts are timely, context-specific, and easily understood. Messages are adapted based on community feedback, for example, simplifying technical terms, including locally relevant examples, and clarifying actions to be taken during short lead times. During data collection, volunteers also disseminated CEA materials such as stickers and hotline numbers, enabling households to submit concerns or suggestions before and during activation.

To further institutionalize CEA within anticipatory action, BDRCS conducted CEA orientations for volunteers involved in cold-wave readiness. These sessions strengthened their skills in community consultation, feedback handling, and ethical data collection. All feedback received continues to be managed by the CEA team in a timely and appropriate manner, ensuring accountability at all stages of the readiness process. Additionally, BDRCS applies vulnerability-based household ranking strictly for preparedness and prioritization purposes.

Through these participatory approaches, BDRCS strengthened trust, improved the accuracy of household data which will allow BDRCS to reach vulnerable households timely through early actions.


Enabling approaches

 Coordination and partnership	CHF readiness budget:	CHF readiness actual:
	1,278	852

Narrative description of plan vs achievements

A Movement-wide coordination meeting was held prior to beneficiary selection in cold wave prone district on 23 November 2025 at DCRM department, BDRCS. During the meeting, Movement partners discussed the procedure of prioritizing the most at risk districts. High-risk unions were identified using temperature data from BMD and vulnerability indicators from BBS, including poverty status, the presence of vulnerable groups (children, older persons, and persons with disabilities), household conditions, and high-risk occupations such as day labourers and farmers. This coordinated approach strengthened information sharing and alignment among Movement partners and government stakeholders, promoting transparency and consistency in the beneficiary selection process.


BDRCS and IFRC also engaged with UN agencies, INGOs, government stakeholders, and academic institutions through national working groups, reinforcing harmonized anticipatory action efforts in Bangladesh.

 Secretariat Services	CHF readiness budget:	CHF readiness actual:
	8,094	477

Narrative description of plan vs achievements

The IFRC Bangladesh Country Delegation provided technical and operational support to BDRCS in implementing the Cold Wave EAP. This included strengthening readiness systems ahead of the winter season, developing IEC materials, refining household assessment tools, and guiding data collection, analysis, and decision making processes. IFRC also supported capacity building of BDRCS volunteers and staff, enhanced the Emergency Operations Centre (EOC), and contributed to improved reporting, monitoring, and preparedness coordination across concern departments. IFRC has been playing an important role in advancing cash readiness by supporting a framework agreement with a Mobile Financial Services Provider, enabling rapid cash assistance during activation.

The delegation maintained close coordination with Movement partners, the IFRC Asia Pacific Regional Office, and the Geneva Secretariat to align with global anticipatory action standards and share learning.

 National Society Strengthening	CHF preposition budget:	CHF preposition actual:
	6,390	6,390
	CHF readiness budget:	CHF readiness actual:
	37,844	37,844

Narrative description of plan vs achievements

To further enhance operational readiness, BDRCS procured and pre-positioned essential visibility items to support safe and effective volunteer deployment. A total of 300 Red Jackets (vests), 300 T-shirts, and 300 caps were distributed across Panchagarh, Thakurgaon, Nilphamari, Rangpur, Dinajpur, and Lalmonirhat RC units. These items improved volunteer identification, safety, and visibility during field mobilization, contributing to more coordinated and professional engagement in community outreach and preparedness activities.

CHALLENGES, LESSONS LEARNED, PROPOSED ADJUSTMENTS

Challenges:

- During the reporting period, the DCRM Department under the Anticipatory Action (AA) initiative planned to procure 10,500 blankets as per the Cold Wave EAP supported by IFRC. However, the EAP only allows distribution once the trigger is activated (temperature $\leq 7^{\circ}\text{C}$ for the required duration). Since distribution depends entirely on the trigger, storing such a large quantity of blankets for at least a year would require significant warehouse space and may lead to quality deterioration.
- Forecast uncertainty also remained a challenge during this cold wave period, as it affected the ability to determine potential trigger activation timing. The EAP was not activated during the reporting period due to trigger thresholds not being met; therefore, no Multi-Purpose Cash Grant (MPCG) was disbursed this year.

Lessons Learned:

- Strengthening forecast monitoring and improving collaboration with the meteorological authority can help reduce operational uncertainties related to trigger activation and support more timely and informed decision-making for early actions.

Adjustments:

- To ensure efficient resource use and uphold the EAP's objective of timely, needs based support, it is recommended to reprogramming the blanket procurement funds toward multipurpose cash assistance. Cash transfers offer a flexible and timely mechanism to support vulnerable households when triggers are activated and eliminate storage-related constraints. This adjustment will enhance operational agility, reduce wastage risks, and better align the response with anticipatory action principles focused on protecting lives and livelihoods

FINANCIAL REPORT

Item	Amount (CHF)	%
Total Approved Budget (5 Years)	499,980	100%
Budget Allocated – Year 2025	115,625	-
Expenditure – Year 2025	107,598	93.05% (annual utilization)
Cumulative Expenditure to Date	107,598	21.52% (overall utilization)
Remaining Balance (Overall EAP)	392,382	78.48%

The annual budget was **CHF 115,625** for prepositioning and implementing readiness activities in 2025 of the Cold Wave EAP, with a recorded expenditure of **CHF 107,598** (93.05% of annual budget).

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).

Contact information

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

At the Bangladesh Red Crescent Society

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- **Head of Delegation** Alberto Bocanegra; phone: +880 01711 521 615; email: alberto.bocanegra@ifrc.org.
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- **DREF Coordinator:** Sarah Mohammad Iqbal; email: sarah.iqbal@ifrc.org
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At IFRC Geneva

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

Reference



Click here for:

- [EAP Summary and budget](#)
- Annual reports from previous years (*not applicable*)

FBAF Early Actions

Interim FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/7-2025/12	Operation	PBD605
Budget Timeframe	2025/7-2030/7	Budget	APPROVED

Prepared on 27/Feb/2026

All figures are in Swiss Francs (CHF)

MDRBD038 - Bangladesh - Cold Wave EAP / EAP2024BD07

Early Actions Timeframe: 16 Jul 2025 to 31 Jul 2030

I. Summary

Opening Balance	0
Funds & Other Income	499,980
DREF Anticipatory Pillar	499,980
Expenditure	-107,598
Closing Balance	392,382

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	43,682	8,520	35,162
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	226,490	9,372	217,118
AOF4 - Health	42,000	39,066	2,934
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion	7,683	2,094	5,589
AOF7 - Migration			0
Area of focus Total	319,855	59,052	260,803
SFI1 - Strengthen National Societies	126,393	47,217	79,176
SFI2 - Effective international disaster management	1,466		1,466
SFI3 - Influence others as leading strategic partners	8,532	852	7,680
SFI4 - Ensure a strong IFRC	43,734	477	43,257
Strategy for implementation Total	180,125	48,546	131,579
Grand Total	499,980	107,598	392,382

FBAF Early Actions

Interim FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/7-2025/12	Operation	PBD605
Budget Timeframe	2025/7-2030/7	Budget	APPROVED

Prepared on 27/Feb/2026

All figures are in Swiss Francs (CHF)

MDRBD038 - Bangladesh - Cold Wave EAP / EAP2024BD07

Early Actions Timeframe: 16 Jul 2025 to 31 Jul 2030

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	1,334	366	968
Other Supplies & Services	1,334	366	968
Personnel	34,000		34,000
National Staff	34,000		34,000
Workshops & Training	6,133		6,133
Workshops & Training	6,133		6,133
General Expenditure	3,733	97	3,636
Travel	3,733	82	3,651
Financial Charges		15	-15
Contributions & Transfers	424,265	100,568	323,697
Cash Transfers National Societies	424,265	100,568	323,697
Indirect Costs	30,515	6,567	23,948
Programme & Services Support Recover	30,515	6,567	23,948
Grand Total	499,980	107,598	392,382