



EARLY ACTION PROTOCOL ANNUAL REPORT

Lesotho | Cold Waves

Date: 17th April 2026



'Moteng, Botha-Bothe, Lesotho: Volunteers and stakeholders' engagement during a Cold wave Early Action Protocol simulation exercise. Photo credit: Lesotho Red Cross Society.

EAP No:
EAP2023LS02

EAP approved:
1/10/2024

Operation No:
MDRLS010

EAP timeframe:
5 Years

Period covered by this annual report:
01/10/2024 to 31/12/2025

Annual Budget: 172, 242 CHFCHF

EAP Budget: 550,000 CHF

Core Activities Enabling Effective EAP Implementation

Project launch and Orientation to LRCS NHQ, district chapters on EAP

To introduce the Cold Waves (Anticipatory Action Plan (AAP/ Early Action Protocol) and ensure effective coordination, LRCS conducted a project launch and orientation workshop from 6th to 8th March 2025. This meeting served as a platform to disseminate project information and to remind key stakeholders of their respective roles and responsibilities in the implementation process. This meeting brought together key stakeholders including the District Administrator, District Council, Disaster Management Authority (DMA), Lesotho Meteorological Services (LMS), Forestry and Range Departments, the Ministry of Education, the Ministry of Local Government, Social Development, Agriculture, and representatives from media platforms. These participants were mainly from the five implementing districts: Mokhotlong, Qacha's Nek, Thaba-Tseka, and Botha-Bothe.


The aim of the meeting was to officially launch the Anticipatory Action project and promote collaboration among government ministries and sectoral partners. The discussions focused on preparedness and response strategies to address the impacts of severe cold events in Lesotho. The meeting attracted a total of 33 participants (14 males and 19 females).

District-Level Introduction of the Cold Waves AAP/EAP

Following the national launch, LRCS district offices continued to hold introduction meetings at the district and community level in Botha-Bothe, Mokhotlong, Qacha's Nek, and Thaba-Tseka. These sessions continued to engage a diverse group of district-level stakeholders, including DMA, District Disaster Management Teams, Local authorities, Forestry and Range Departments, the Ministry of Education, and the Ministry of Local Government. The objective of these district and community level engagements was to officially introduce the Cold Waves AAP/EAP at all levels to strengthen inter-sectoral coordination and ensure that local actors and local are adequately prepared to support effective implementation and response to cold wave events.

The improved understanding of the Cold Waves EAP/ AAP at the district level enabled each district to independently conduct district-based cold waves risk assessments. These assessments provided evidence that allowed districts to clearly identify cold wave prone areas and agreed on the beneficiary targeting methodologies. In addition, the knowledge gained at the district level was cascaded down to the community level by District Disaster Management Teams through community awareness gatherings and community-based training. These engagements were designed to enhance community understanding of cold wave risks, early warning information, and the roles and responsibilities of communities in preparedness, response, and risk reduction. As a result of these awareness and capacity-building activities, more than 3,200 community members participated in trainings and public gatherings where communities gained an understanding of the overall goal of the Cold Waves EAP/AAP, the anticipatory actions proposed being and additional actions that communities themselves undertake to reduce vulnerability and strengthen resilience to cold wave impacts.

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 <p>Multipurpose Cash</p>	<p>Readiness Activities</p> <ul style="list-style-type: none"> - Pre-contract with Financial Providers - Targeting, verification, pre-registration of beneficiaries - Awareness campaigns on the use of cash - CVA refresher training for volunteers 	
	<p>CHF preposition budget:</p> <p>16,563</p>	<p>CHF preposition actual:</p>
	<p>CHF readiness budget:</p> <p>45,185</p>	<p>CHF readiness actual:</p> <p>61,748CHF</p>

Narrative description of plan vs achievements

Financial Service Providers

LRCS has secured financial service agreements with three mobile financial service providers, namely Vodacom Mpesa, Econet-Ecocash and Chaperone, which offers C-pay.

Operational Equipment and Assets:

To strengthen operational capacity of the LRCS during beneficiary targeting, verification and registering 5 Lenovo Core laptops were procured and distributed to 4 districts where the cold waves EAP is operational. This was to allow district managers to store data, report and manage LRCS projects operations. In addition, 20 data-collection gadgets were purchased and used during the targeting and beneficiary registration exercises in the targeted districts. One camera was also procured to support documentation, including the collection of success stories, field evidence, and visibility materials.

Targeting, verification, pre-registration of beneficiaries in hotspots

LRCS worked closely with relevant stakeholders to identify vulnerable households with children in schools and headers to ensure that those most in need are accurately identified and appropriately supported. In 2025 LRCS worked with Department of Forestry, DMA, local government in hotspot for targeting and pre-registration of 2,500 herders and 1,950 school going children to ensure assistance reaches those most in need. A total of 3,748 (2021 Females, 1,727 Males) children were identified as vulnerable and however there is need to reduce the total to 1,950 while 2,500 were identified.

School going Children


A total of 3,748 (2021 Females, 1,727 Males) school-going children were pre-identified and registered for CVA to purchase warm clothing. The identification and registration process was conducted in collaboration with targeted school authorities, Ministry of Education and technical support from Department of Social Development to ensure accuracy, transparency, and ownership of the beneficiary lists. These children were selected from schools located in cold wave prone and highly vulnerable areas, where learners are mostly affected by extreme cold conditions due to limited access to adequate winter clothing and heating systems. This targeted approach aims to support school attendance, protect children from cold-related illnesses, and reduce learning disruptions associated with severe cold

weather The targeted schools were identified based on vulnerability of each district. Participating in school from this intervention are enrolled in the following schools:

Table 2: School Children target per district

District	Number of schools	Total target by district
Thaba Tseka	23	1, 389 (789 Females, 600 Males)
Mokhotlong	29	1,034 (554 Females, 480 Males)
Qacha's Nek	28	1,325 (678 Females, 647 Males)
Total target	80	3, 748 (2021 Females, 1,727 Males)

As part LRCS preparedness efforts to capacitated volunteers, LRCS trained 46 volunteers (13 males and 33 Females) from Mokhotlong, Botha Bothe, and Qacha's Nek. The selected volunteers were trained in cash transfer programming and the dissemination of early warning messages. This training was integrated into the Community-Based Disaster Response Teams (CBDRTs) capacity-building programme, which aims to equip volunteers with practical knowledge and skills in Disaster Risk Reduction as well as different response modalities available during emergencies. The sessions also covered key response procedures, coordination mechanisms, and other essential aspects to enhance timely and effective humanitarian action.

 <p>Disaster Risk Reduction</p>	Readiness Activities	<ul style="list-style-type: none"> - Capacity building of communities (VDMTS, CBDRTs, Association, Local authorities) on DRR and dissemination of EW information. - Annual training for volunteers/staff on the EAP protocols for delivery EWM - Warehouse maintenance and inventory
	CHF preposition budget:	CHF preposition actual:
	66, 916	
	CHF readiness budget:	CHF readiness actual:
88,780	77,264 CHF	

Narrative description of plan vs achievements

Mapping of Taxi and Herders Association and private sectors to foster collaboration

The stakeholder mapping exercises led by the District Disaster Management Teams (DDMTs), identified key actors essential to the effective implementation of the Cold Waves EAP/AAP in the targeted districts. Among the most critical stakeholders identified were taxi associations and herders' associations. Meetings were conducted with taxi associations and herders' (grazing) associations to jointly explore practical pathways for reducing and mitigating the impacts of extreme cold leading to snow on livelihoods, mobility (livestock and people), and agree on recommendations for safety. Taxi associations were recognized as a key stakeholder due to their central role in public transportation, particularly in remote and hard-to-reach areas. Taxi operators routinely transport passengers across districts and are often affected by cold wave events accompanied by heavy snowfall. Such conditions frequently result in vehicles being trapped, placing both drivers and passengers at heightened risk of exposure to extreme cold, accidents, and prolonged isolation in cases where roads are blocked by snow limiting movement. Through dialogues held with taxi associations particularly during Cold Waves simulation exercises revealed that



Photo: Taxi Association mapping and dialogue, Thaba Tseka Taxi Rank

these groups are sometimes overlooked in the dissemination of early warning messages. This gap limits their ability to take timely preventive actions to minimize risks. The engagement meetings therefore emphasized the importance of systematically including taxi associations in early warning communication channels and preparedness planning. A total of **12 taxi associations** were identified.

Similarly, engagement with herders' or grazing associations focused on mapping existing structures that can serve as crucial during for information dissemination to herders. These associations play a critical intermediary role between district-based stakeholders and individual herders, particularly those operating in remote grazing areas and often decision makers on what actions must be especially for the safety of their livestock. Through the mapping exercise, **7 herders' associations** were identified across the five targeted districts. However, it was noted that further mapping is required to identify additional associations and informal groups as part of ongoing preparedness and readiness efforts. Continued engagement and capacity strengthening of herders' associations are essential to ensure that they fully understand their roles and responsibilities in mitigating and reducing the impacts of cold

waves. Strengthening these linkages will enhance early warning dissemination, promote timely anticipatory actions, and ultimately reduce losses to livestock, livelihoods, and human safety during severe cold events.

Capacity building of communities (VDMTs, LRCS volunteers' local authorities) on DRR and dissemination of EW messages Capacity building of Community based DRR structures

A total of 90 members of CBDRTs (42 Males and 48 females aged between 18 to 40) were trained in Botha Bothe; Phelandaba, 'Moteng, Linakeng, and Makeneng. The training aimed at enhancing preparedness and awareness around cold waves prone areas and the discussions on appropriate early actions. The target was LRCS volunteers, local leaders, and community groups. On the contrary, a total of 66 members of CBDRT (40 males and 26 females aged between 18 and 35) in Qacha's Nek; Sekake, Noosi, White Hill, and Central were trained.



Photo: VDMT training, Ha Sepechele, Qacha's Nek

Simulation Exercise (SimEx)

In complementarity with the Drought EAP, LRCS conducted a simulation exercise in collaboration with the Disaster Management Authority (DMA) and the Lesotho Meteorological Services (LMS), conducted a Cold Waves Anticipatory Action Simulation Exercise (SimEx) in Moteng, Butha-Buthe District where 190 community members attended exercise and 30 stakeholders participated. The simulation was designed to test the district's preparedness and operational readiness in responding to extreme cold wave and drought hazards through anticipatory actions. With more emphasis on Cold Waves EAP, the primary objective of SimEx was to assess the functionality of trigger activation mechanisms for anticipatory action and the timely dissemination of early warning messages (EWMs) to communities to further reinforce the capacity building efforts given to the VDMTs and the CBDRTs mentioned above. Additionally, the simulation focused on the real-time use of Early Warning Systems (EWS), the activation of anticipatory actions following a forecast-based trigger, and the practical distribution of protective clothing during the critical lead time immediately before the hazard's anticipated impact. Findings and lessons learned from the exercise were documented in the Cold Waves Simulation Exercise Analysis Report, which will inform improvements to future preparedness, coordination, and response under the Cold Waves EAP/AAP. It also evaluated coordination structures at district and community levels to ensure effective implementation of the Cold Waves Anticipatory Action Plan following a tabletop simulation exercise.

Key simulated actions implemented during the exercise included:

- Road safety drills for commuters, particularly focusing on safe travel during snow and icy conditions.
- Support 93 vulnerable herders, who are among the most exposed populations during extreme cold events.
- Community education and awareness sessions on how to interpret and respond to early warning messages.

The simulation exercise was conducted in strong coordination with the DMA and brought together members of the District Disaster Management Team (DDMT) and a wide range of key stakeholders. These included the Lesotho Mounted Police Service (LMPS), Ministry of Health, Ministry of Education, Forestry Department, Lesotho Meteorological Services, Roads Directorate, Kao Mine, Vitality Clinic, local authorities, and LRCS staff and volunteers. This multi-sectoral participation strengthened collaboration and reinforced a shared understanding of roles and responsibilities during cold wave emergencies.



Picture: Simulation Exercise, Moteng, Botha-Bothe

Headers targeting and Headers association Mapping



Photo: Herder's verification, 'Moteng, Qacha's Nek

A total of 2,500 herders (2,500 males) were pre-identified and registered as potential beneficiaries under the Cold Waves EAP/AAP who will receive winter packages and early warning messages once the EAP/AAP triggers have been activated. The exercise was done under the technical lead of the Department of Forestry and Rangelands at the department mandated to work with rangelands, headers associations and header. The targeting followed community-based targeting and involving community leaders, headers and headers associations to verify the lists. The exercise led to identifications of seven children who were under aged and were out of school and the matter was referred to Social Development for further investigations and support.


Procurement of Winter Packs and Relief Items:

As part of pre-positioning efforts, LRCS procured winter protection items for 500 household heads to enable timely response once trigger thresholds are met. The procured items included personal protective equipment (PPE) and winter relief materials as follows (Jackets – 100, Freezer jackets – 600, Gumboots – 500, Blankets – 500, Hats – 500).

Warehouse Maintenance and Management

Plans to maintain and renovate LRCS central warehouse located in Maqhaka have been initiated. The proposed structural design has been submitted and formally approved. Once all preparatory stages are finalized, the contractor will proceed with the implementation of the works. The Maqhaka facility, situated in Berea District, will serve as the LRCS central warehouse and, upon completion of the renovation, will be used to safely store and manage relief materials to support timely and effective humanitarian response operations. The warehouse will be completed by June 2026.

ENABLING APPROACHES

 <p>National Society Strengthening</p>	CHF preposition budget:	CHF preposition actual:
	CHF readiness budget:	CHF readiness actual:
	88,383	22,992

Narrative description of plan vs achievements

Stakeholder engagement

Through the EAP the LRCS was able to engage with more stakeholders and to ensure that the EAP complements the priorities of the NS and strengthen the work they are doing with various stakeholders including the government, private sector mining companies, private health sectors, the police etc. The LRCS was able to develop some [visibility materials](#) of this work they are doing.

Operational Equipment and Assets:


To strengthen operational capacity, five laptops were procured to support project implementation and coordination activities. In addition, 20 data-collection gadgets were purchased and used during the targeting and beneficiary registration exercises in the targeted districts. One camera was also procured to support documentation, including the collection of success stories, field evidence, and visibility materials.

Operational Support

The LRCS HQ was able to support with monitoring field activities and ensuring good implementation management. The EAP further contributed to the salary of the Preparedness and Operations Officer.

Staff and Volunteer Visibility:

To enhance staff and volunteer visibility during project implementation and emergency response, visibility materials were procured, including: (branded pull up banners, tents, *Shirts – 25, T-shirts – 50, Flasks – 50, Notebooks – 50, Scarves – 25*). These visibility materials are used whenever there is an operation to raise awareness on AA considering it is a cross-cutting topic that is well applicable in Health, CEA, etc,

 <p>Secretariat Services</p>	CHF preposition budget:	CHF preposition actual:
	N/A	N/A
	CHF readiness budget:	CHF readiness actual:
	39,253	9,960

Narrative description of plan vs achievements

The IFRC supported the implementation of the Coldwave EAP through close collaboration with the LRCS. During the Coldwave Simulation Exercise, the IFRC developed a simulation guide for the LRCS, which following

consultations with the DMA, was adopted for use in the multi-stakeholder exercise. This significantly contributed to the overall success of the activity.

The IFRC Secretariat has further strengthened LRCS capacity by extending invitations to various Anticipatory Action (AA) trainings and workshops, positioning the LRCS as a leading AA partner of choice. In addition, LRCS participated actively in peer-to-peer simulation exercises conducted in Mozambique and South Africa, which provided valuable practical learning and motivated them to organize their own simulation exercise.

The Federation also organized a GIS and data collection training in collaboration with FAO in Zimbabwe, in which LRCS took part. Through this training, LRCS enhanced its GIS skills and obtained certification, enabling them to develop risk and hazard maps that will support AA planning and implementation.

Furthermore, the LRCS received support to develop a concept note for the CREWS funding opportunity, which has been submitted to the IFRC and is currently awaiting feedback.

Salary Costs and Administration Cost

A 50% salary allocation was provided for the accountant to ensure effective financial management, accountability, compliance with project requirements, and overall financial oversight throughout the project implementation period. In addition, for the initiative lifecycle, receives administration fee of ten percent of the total budget.



Picture: Simulation Exercise, Moteng, Botha-Bothe

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Lessons Learned

Working closely with all relevant stakeholders that included government ministries and departments (Disaster Management Authorities, the Department of Forestry and Rangelands, and local government leaders), private sector actors like mining companies, taxi associations, and herder associations as well as other non-governmental entities enhanced effective and successful implementation. This, collaboration among these

partners did not only enhance coordination but also strengthened the overall capacity for the smooth and effective implementation of anticipatory actions in Lesotho.

The active involvement of the District Disaster Management Teams (DDMTs), which led the initiative across all five districts, played a crucial role in the successful implementation of the initiative. Their leadership ensured strong coordination at the local level, facilitated timely decision-making, and strengthened accountability throughout the process.

Challenges

Despite the strong collaboration, coordination among multiple stakeholders required continuous communication, alignment of roles and responsibilities, and sustained commitment. Differences in operational procedures and occasional delays in information flow sometimes affected the pace of implementation. Strengthening structured coordination mechanisms and clarifying responsibilities early on remain important areas for improvement.

FINANCIAL REPORT

The total EAP budget is CHF 550,000. For year one, CHF 172,242 was allocated, of which CHF 172,004 has been expended. Expenditure is expected to rise as implementation accelerates. The detailed financial report is provided below.

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	*	Operation	PLS606
Budget Timeframe	*	Budget	APPROVED

Prepared on 23/Mar/2026

All figures are in Swiss Francs (CHF)

MDRLS010 - Lesotho - Cold Wave EAP / *

Early Actions Timeframe: 03 Oct 2024 to 31 Oct 2029

I. Summary

Opening Balance	0
Funds & Other Income	550,000
DREF Anticipatory Pillar	550,000
Expenditure	-172,004
Closing Balance	377,996

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	153,633	77,264	76,369
AOF2 - Shelter		•	0
AOF3 - Livelihoods and basic needs	242,121	61,748	180,373
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	395,755	139,013	256,742
SFI1 - Strengthen National Societies	107,388	22,992	84,396
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners		39	-39
SFI4 - Ensure a strong IFRC	46,857	9,960	36,897
Strategy for implementation Total	154,245	32,991	121,254
Grand Total	550,000	172,004	377,996

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	*	Operation	PLS606
Budget Timeframe	*	Budget	APPROVED

Prepared on 23/Mar/2026

All figures are in Swiss Francs (CHF)

MDRLS010 - Lesotho - Cold Wave EAP / *

Early Actions Timeframe: 03 Oct 2024 to 31 Oct 2029

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Personnel	23,250	4,205	19,045
National Staff	23,250	4,205	19,045
General Expenditure	23,607	5,569	18,038
Travel	23,607	421	23,186
Communications		19	-19
Shared Office and Services Costs		5,128	-5,128
Contributions & Transfers	469,575	151,732	317,843
National Society Expenditure	469,575	151,732	317,843
Indirect Costs	33,568	10,498	23,070
Programme & Services Support Recover	33,568	10,498	23,070
Grand Total	550,000	172,004	377,996

Contact information

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

In the Lesotho National Society

- **Secretary General** (or equivalent); Sechaba Mokhameleli, smokhameleli@redcross.org.ls, phone
- **Operational coordination:** Sebongile Hlubi, Operations and Disaster Management Manager, shlubi@redcross.org.ls, +266 58014081

In the IFRC

- **IFRC Country Cluster Support Team:** Tawonga Dalikeni, AA Officer, Tawonga.dalikeni@ifrc.org, +27664242562
- **IFRC Regional Office for AA coordinator:** Emmah Mwangi, AA Africa Coordinator, Emmah.mwangi@ifrc.org, +254720966680

IFRC Geneva DREF Team: Name, title, email, phone

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- **IFRC Regional Office for Africa:** Louise Daintrey, Head of Strategic Engagement and Partnerships; louise.daintrey@ifrc.org; +254 110 843 978

For In-Kind donations and Mobilization table support:

- IFRC Africa Regional Office for Logistics Unit: Nicolas Boyrie, Head, Global Humanitarian Services & Supply Chain Management, Africa Region, DREF Lead, nicolas.boyrie@ifrc.org, +41 79 152 5147

For Performance and Accountability support (planning, monitoring, evaluation, and reporting enquiries)

- **IFRC Regional Office for Africa** Beatrice Okeyo, Regional Head of PMER & QA, beatrice.okeyo@ifrc.org, Phone: +254 732 404022

Reference



Click here for:

- [EAP Summary and budget](#)