

SIMPLIFIED EARLY ACTION PROTOCOL ANNUAL REPORT

Lebanon | Cold Wave

February 2026



Figure 1 Training being provided in a community in relation to contingency planning.

sEAP No: EAP2023LB01	sEAP timeframe: 2 Years	Period covered by this annual report:
sEAP approved: 05/06/2025	Operation No: MDRLB019	5/06/ 2025 to 31/12/2025

Annual Budget: 44,907
sEAP Budget: 209,801

SUMMARY OF THE SIMPLIFIED EARLY ACTION PROTOCOL

The IFRC Disaster Response Emergency Fund (DREF) has allocated CHF 209,801 for the implementation of anticipatory actions to reduce and mitigate the impact of the Cold Wave in Lebanon. This simplified Early Action Protocol includes an allocation of CHF 44,907 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 simplified Early Action Protocol.

This report summarizes the annual readiness and prepositioning activities done in the reporting period.

During the reporting period, the Lebanese Red Cross advanced all key readiness activities under the simplified Early Action Protocol for cold waves. Although no trigger was reached, substantial progress was made in strengthening anticipatory systems, refining targeting tools, and improving operational preparedness in high-risk areas.


Field assessments were successfully completed in Fnaydek and Yammouneh, supported by updated vulnerability-scoring tools, community consultations, and verification processes to ensure accuracy and accountability. Market assessments confirmed the feasibility of delivering anticipatory cash assistance should activation be required.

The operating context in Baalback–El Hermel was affected by heightened security tensions, requiring adapted data-collection modalities. Close coordination with local authorities enabled continued access and ensured community acceptance of the process.

Partnerships with government counterparts, municipal authorities, and sectoral actors were further reinforced. Collaboration with national stakeholders supported the validation of early-warning messages and alignment of risk data. Internal coordination across LRC sectors and with IFRC contributed to a coherent, well-prepared operational framework.

Overall, the National Society strengthened its technical readiness, community engagement, and coordination mechanisms, positioning it to activate early actions efficiently once trigger thresholds are met.

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 Multi-purpose Cash	CHF preposition budget:	CHF preposition actual:
	N/A	N/A
	CHF readiness budget:	CHF readiness actual:
	15,030.79 CHF	14,692.6 CHF

Narrative description of plan vs achievements

During the reporting period, no trigger was reached, and therefore, no early action cash distribution was implemented. The focus remained on strengthening readiness components to ensure that the National Society is fully prepared to activate the cash assistance within the 7-day lead time once the trigger conditions are met.

In line with the plan, beneficiary data collection was initiated in the prioritized high-risk areas, Yammouneh in Baalback - El Hermel Governorate, and Fnaydek in Akkar Governorate. To ensure a structured and evidence-based targeting approach, a Winter Storm Anticipation Assessment ([Annex 1](#)) was jointly developed by the Disaster Management Sector (DMS) and the Disaster Risk Reduction Unit (DRR). Alongside the assessment, a dedicated scoring tool ([Annex 2](#)) was designed to systematically measure household vulnerability using a door-to-door methodology.

This tool enabled field teams to assess household vulnerability across multiple weighted components, including shelter conditions (structural damage, overcrowding, tenancy status), access to energy for heating and cooking, winter preparedness (availability of fuel, food stocks, medications, emergency kits), financial vulnerability (income-expenditure gaps, debt levels, borrowing patterns), food consumption and coping strategies, access to health services, and protection-related risks. Based on the scoring results, a total of 1,834 households will be selected for potential assistance upon trigger activation.

To officially launch field-level activities, DMS and DRR teams conducted coordination visits in early November 2025 to the Governors and Heads of Municipalities of Fnaydek (Akkar) and Yammouneh (Baalback-El Hermel). These meetings aimed to present the overall simplified Early Action Protocol (sEAP), explain its anticipatory nature and operational workflow, and align on expected timelines for implementing the door-to-door assessment. This engagement ensured local authority buy-in, strengthened coordination, and facilitated community-level access.

The door-to-door assessment began on November 7, 2025. As of the end of the reporting period, LRC has reached:

- 1608 households in Akkar – Fnaydek village, reaching approximately 7,442 individuals.
- 432 households in Baalback-El Hermel – Yammouneh village, reaching approximately 1777 individuals (covering all the village from different nationalities).

Data collected through these visits is being entered, verified, and cross-referenced with available internal sources to enhance accuracy and minimize duplication. This verification process is particularly important given that Baalback-El Hermel has also been part of ongoing interventions related to the escalation of hostilities. As the Lebanese Red Cross has been responding in the same geographical area under emergency operations, cross-checking ensures clear separation between beneficiary lists, avoids duplication of assistance, and maintains accountability across different operational streams. The data collection adhered to LRC data protection and confidentiality standards.

To ensure that selection criteria reflect community realities, Community-Based Targeting (CBT) was applied through Focus Group Discussions (FGDs) conducted in both targeted locations ([Annex 3](#)). The FGDs aimed to capture community perceptions of winter impact, coping strategies, and socially accepted vulnerability criteria

for cold wave anticipatory cash assistance. Existing feedback and complaints mechanisms will be activated alongside cash distribution to ensure accountability and responsiveness.

In Al Yammouneh ([Annex 4](#)), participants described winter as a period of complete isolation, with roads blocked for extended periods, shortages of heating fuel, food, and medications, and severe constraints in accessing health services. Approximately 60% of households were reported as unable to afford heating fuel. Priority groups identified by the community included low-income households, elderly people, chronically ill individuals, farmers affected by drought and climate shocks, and large families with high dependency ratios. The community strongly emphasized heating fuel as the primary survival need and expressed a clear preference for flexible financial assistance to allow households to prioritize fuel, food, or medication depending on their situation.

In Fnaydek ([Annex 5](#)), winter conditions were described as exceptionally harsh and prolonged, with snow lasting for months, frozen water systems, power outages, and frequent isolation of certain neighborhoods. Participants estimated that around 70% of households cannot adequately prepare for winter due to income instability and rising costs. Vulnerability criteria identified by the community included households with continuous medical needs (e.g., dialysis patients, respiratory conditions), elderly persons, pregnant women, persons with disabilities, large households, families living in poorly insulated housing, and those residing in geographically isolated or sun-deprived areas. Participants highlighted negative coping mechanisms such as borrowing, selling assets, and postponing critical home repairs.

Across both locations, participants identified the following common selection criteria:

- Low-income households are unable to afford heating fuel
- Households with unstable, irregular, or insufficient income
- Unemployed individuals and families
- Households with chronically ill members requiring continuous medical care
- Elderly people
- People with disabilities
- Large households with many dependents
- Households with high dependency ratios
- Families living in poor or damaged housing (e.g., leaking roofs, inadequate insulation)
- Households lacking adequate heating systems
- Households unable to stockpile heating materials before winter
- Households residing in geographically isolated or hard-to-reach areas
- Households with limited or no social support networks

These qualitative findings were used to contextualize and validate the scoring tool developed, ensuring that the door-to-door assessment reflects both technical vulnerability indicators and community-defined priorities. After concluding this step, 1834 out of 2040 households reaching 8,304 individuals were considered eligible to receive anticipatory cash assistance as an early action.

Community consultations and previous operational experience confirmed a strong preference for cash assistance over in-kind support. Households highlighted the flexibility of cash to prioritize heating fuel, food, and other urgent needs depending on their specific circumstances during cold waves.

In addition, agreements with the contracted FSP were reviewed to ensure operational readiness, and FSP agent offices in prioritized areas were verified as functional and accessible. The transfer value was also reviewed in line with updated SMEB and heating cost data collected through coordination platforms.

In parallel, an updated market assessment in both areas was conducted to verify that local markets would remain functional and accessible during cold wave conditions ([Annex 6](#) and [Annex 7](#)). The assessments reviewed several operational “layers” to ensure feasibility, including: (i) availability and stock levels of essential commodities such as food staples, heating fuel, and medicines; (ii) trader surge capacity and ability to restock within days if supply routes remain open; (iii) price behavior in the 72 hours preceding cold waves and during

shock periods; (iv) physical and economic accessibility of markets; and (v) functionality of financial systems in a predominantly cash-based environment. Findings confirmed that markets in both areas are currently supplied and functioning, with most traders reporting the ability to scale supply by 25–50% or more in the short term. No systematic pre-shock price manipulation or price discrimination was observed. However, the assessments highlighted structural sensitivities, including short stock buffers for certain commodities (particularly fuel and some staple items), high dependence on transport and upstream supply chains, limited electricity availability, and exposure to regulatory and macroeconomic constraints.

All the above reaffirmed the feasibility and appropriateness of implementing Cash and Voucher Assistance (CVA) under the sEAP framework.

In conclusion, the full package of the readiness activities has been completed as planned, and the cash component of the sEAP is operationally ready for swift activation once the trigger conditions are met.

 Health & Care	CHF preposition budget:	CHF preposition actual:
	8,354.02 CHF	5,039 CHF
	CHF readiness budget:	CHF readiness actual:
	N/A	N/A

Narrative description of plan vs achievements

The IFRC Cold Wave project focused on strengthening the continuity of emergency response in the Yammouneh region and other high-risk locations by securing the critical resources required for safe mobility and uninterrupted EMS station operations.

1. **Traction chains** for EMS vehicles to maintain safe mobility on snow-covered and icy roads (invoice in not recorded yet).
2. **Diesel fuel support** to guarantee stable power supply and operational continuity at EMS stations during severe weather.

The fuel support component to meet urgent operational requirements ahead of the winter season which ensured that key targeted stations remained fully functional and capable of responding to emergencies throughout periods of harsh weather. This investment directly contributed to maintaining ambulance readiness, heating, and essential station operations, thereby preserving uninterrupted emergency response services during cold waves.

While the prepositioning of diesel was fully implemented as planned, the procurement of traction chains was not and will be finalized in the upcoming reporting period prior to the next winter season.

 Risk Reduction, climate adaptation and Recovery	CHF preposition budget:	CHF preposition actual:
	4,402 CHF	809.14 CHF
	CHF readiness budget:	CHF readiness actual:
	9,380 CHF	N/A

Narrative description of plan vs achievements

During the reporting period, LRC successfully completed all readiness activities outlined in the Risk Reduction, Climate Adaptation, and Recovery component of the sEAP for cold waves. In alignment with the requirements detailed in the simplified Early Action Protocol documentation, LRC finalized the development of tailored Early Warning (EW) messages and secured their validation with government counterparts. Continuous updates of risk datasets were maintained to keep assessments aligned with evolving seasonal patterns, and risk maps were also updated to reflect emergent risk factors after the latest conflict, ensuring the accuracy of choosing target areas. In coordination with relevant LRC sectors and community stakeholders, joint planning meetings were conducted to avoid duplication, align interventions, and establish a unified plan of action with the targeted communities. Accordingly, a comprehensive set of preparedness and readiness activities was implemented in preparation for the winter season.

LRC conducted the required simulation exercises for the cold wave sEAP in the two communities identified as high-risk areas, including 2 table-top simulations to test coordination, decision-making, and readiness for activation. In parallel, refresher training sessions were delivered for 2 CERT teams, DRM committees, and relevant community actors, covering key operational areas including firefighting, search and rescue (SAR), community-based surveillance (CBS), shelter management, contingency planning and table top simulation, ensuring that teams and local stakeholders clearly understood roles, responsibilities, and operational workflows during winter storm response.

To strengthen preparedness beyond capacity building, the two CERT teams were also equipped with winter storm response equipment, provided as a contribution through another ongoing project funded by the German Red Cross (GRC). This complemented the training by ensuring teams are not only technically prepared but also operationally enabled with the necessary tools to respond effectively during winter storms.

Overall, LRC implemented a total of 50 preparedness and readiness activities, including the mentioned refresher trainings, in addition to winter storm awareness sessions, and the 2 table-top simulations. These activities reached 434 beneficiaries (224 males and 210 females), with deliberate inclusion measures applied to ensure participation of vulnerable groups, including 17 persons with disabilities, reflecting LRC's commitment to inclusive preparedness and risk-informed community readiness.

These activities aimed to clarify roles and responsibilities, strengthen inter-sectoral coordination, and enhance operational readiness for potential activation.

Additionally, LRC held the planned series of coordination meetings and internal workshops, with further capacity-building sessions scheduled for early 2026 to ensure a coherent and harmonized operational approach across implementing teams. The design of IEC materials was completed, and pre-positioning activities were finalized as the final step to ensure full readiness for activation.

Collectively, these achievements confirm that the full package of readiness activities under this result area has been completed as planned.

 <p>Community Engagement and Accountability</p>	CHF preposition budget:	CHF preposition actual:
	N/A	N/A
	CHF readiness budget:	CHF readiness actual:
	1,405 CHF	N/A

Narrative description of plan vs achievements

During the reporting period, the focus of work under the Multi-Purpose Cash Assistance component centered entirely on strengthening readiness systems to ensure the National Society's ability to activate anticipatory cash assistance within the required lead time.

Although no trigger was reached and therefore no cash distribution took place, nor training on AA, cash, or CEA mainstreaming took place, several key preparatory actions fully aligned with the spirit of the planned capacity-building and tool-review activities were implemented:


- **Strengthening targeting systems**
A full review and enhancement of beneficiary identification and selection tools was completed through:
 - Development of the Winter Storm Anticipation Assessment (Annex 1).
 - Design of a structured vulnerability scoring tool (Annex 2) informed by technical indicators and community-defined criteria.
 - Field validation of targeting criteria through Focus Group Discussions in both targeted communities (Annex 3–5).
 - Verification and cross-checking processes to ensure accuracy, minimize duplication, and align with ongoing emergency operations.

These steps collectively serve the same purpose as the planned activity on reviewing and updating beneficiary selection, assistance satisfaction, and PDM tools, by strengthening the evidence base, refining criteria, and improving accountability mechanisms.

- **Community engagement and accountability preparedness**

Community-based targeting and direct consultations ensured that community perspectives shaped the vulnerability criteria. Feedback and complaints mechanisms were confirmed for activation during cash assistance, maintaining the principles of CEA integration into CVA processes.

Enabling approaches

 <p>Coordination and Partnerships</p>	CHF preposition budget:	CHF preposition actual:
	N/A	N/A
	CHF readiness budget:	CHF readiness actual:
	3,746 CHF	N/A

Narrative description of plan vs achievements

Under this component, regular coordination meetings with GRC are ongoing to review progress on the Cold Wave sEAP and follow up on related implementation activities. These meetings serve as a platform to assess readiness status, identify gaps, and ensure alignment on technical and operational aspects of the sEAP.

In addition, LRC is currently planning for an upcoming GRC visit to Lebanon, during which a dedicated review session of the sEAP will be conducted. This visit will provide an opportunity for in-depth technical discussions, reflection on lessons learned, and identification of any required updates to strengthen the activation framework and operational readiness.

Regarding the annual stakeholder workshop to update the sEAP and the annual workshop to review the National EWS communication line SoP, these activities are planned to be conducted in the upcoming months. Preparatory coordination with relevant stakeholders is ongoing to ensure a comprehensive and participatory

review process. The objective remains to maintain an updated, context-specific, and well-coordinated early warning and early action framework aligned with national systems and operational needs.

 National Society Strengthening	CHF preposition budget:	CHF preposition actual:
	N/A	N/A
	CHF readiness budget:	CHF readiness actual:
	24,836	1,438.08

Narrative description of plan vs achievements

Under the National Society Strengthening enabling approach, the Lebanese Red Cross budgeted a partial coverage for an Anticipation Officer within the sEAP, with utilization of this budget line scheduled to begin in 2026. Nevertheless, the position was already in place during the reporting period, and the Officer has been actively engaged in closely following up on all sEAP-related workstreams, including operational coordination with relevant LRC sectors, technical teams, and counterparts. This ensured continuous oversight and alignment of readiness actions, even before the formal activation of the dedicated budget line.

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Challenge:

During the reporting period, Baalbek-Hermel was simultaneously affected by the escalation of hostilities. In Yammouneh specifically, the operational context created heightened community sensitivities around data collection. As the assessment was conducted using tablets that automatically capture GPS coordinates, field teams faced resistance from local actors who were concerned about collecting household location data during a period of insecurity. As a result, access to conduct door-to-door assessments was temporarily restricted.

Mitigation Measure:

Following coordination with local authorities and municipal representatives, an alternative data collection modality was agreed upon. Household assessments were conducted in a designated common municipal space instead of individual home visits. Each household was invited separately and interviewed in a private setting by trained LRC volunteers to ensure confidentiality and adherence to data protection principles. Volunteers had been previously trained on the assessment tool and data collection protocols to maintain quality and consistency despite the adapted approach.

Lessons Learned:

- **Community Engagement Strengthens Targeting Accuracy:** FGDs in both locations provided critical contextual insights that strengthened the vulnerability scoring tool and improved transparency. Community-defined criteria increased local acceptance of the targeting approach.
- **Early Coordination with Local Authorities Facilitates Access:** Early engagement with Governors and Municipalities eased field-level operations and enhanced community trust in the sEAP process.

FINANCIAL REPORT

FBAF Early Actions INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/6-12	Operation	PL6513
Budget Timeframe	2025-2027	Budget	APPROVED

Prepared on 02/Apr/2026

All figures are in Swiss Francs (CHF)

MDRLB019 - Lebanon - Cold Wave sEAP / *

Early Actions Timeframe: 05 Jun 2025 to 30 Jun 2027

I. Summary

Opening Balance	0
Funds & Other Income	209,801
DREF Anticipatory Pillar	209,801
Expenditure	-44,937
Closing Balance	164,864

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	209,801	44,937	164,864
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs			0
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	209,801	44,937	164,864
SFI1 - Strengthen National Societies			0
SFI2 - Effective International disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC			0
Strategy for Implementation Total			0
Grand Total	209,801	44,937	164,864

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Reference



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