



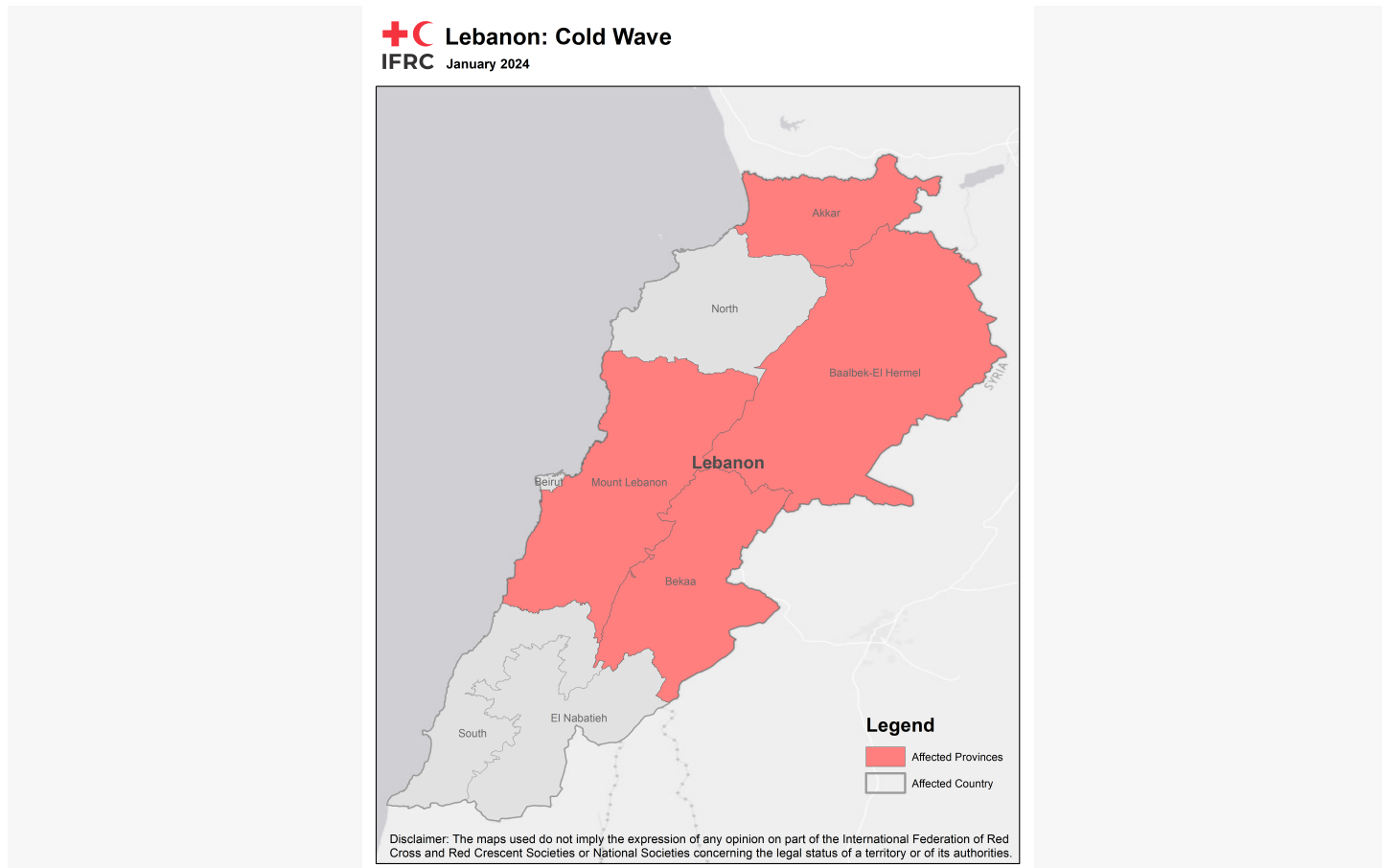
Appeal: MDRLB016	Country: Lebanon	Hazard: Cold Wave	Type of DREF: Response
Crisis Category: Yellow	Event Onset: Sudden	DREF Allocation: CHF 268,357	
Glide Number: CW-2024-000007-LBN	People Affected: 2,975,000 people	People Targeted: 13,000 people	
Operation Start Date: 2024-01-31	Operation Timeframe: 3 months	Operation End Date: 30-04-2024	DREF Published: 02-02-2024
Targeted Areas: Bekaa, Mount Lebanon, North, South			

Description of the Event

[Crisis Category Supporting Document](#)

Date of event

2024-01-26



What happened, where and when?

Lebanon and the eastern basin of the Mediterranean Sea are currently affected by a low depression accompanied by polar winds, leading to a noticeable drop in temperatures and unstable weather conditions since the start of the winter. From 24 to 29 January 2024, the Met Services released a statement about the escalation of the depression, accompanied by a mass cold wave forming Storm Daniella which led to snowfall with peak impact on 26 January 2024. The storm also caused heavy rainfalls across the country with severe winds and snowfall. There was a heavy decline in the temperature, reaching subzero degrees in mountainous areas and 3 degrees in Bekaa. This storm impacted several governorates in Lebanon specifically mountainous areas in Bekaa, Mount Lebanon, North and South regions. The cold wave has impacted the affected communities in varying degrees.



Scope and Scale

While the cold wave is affecting areas across the country to varying degrees, most affected places include Akkar, Baalbak-Hermel, Beqaa, and Mount Lebanon Governorate as highlighted by Lebanese Red Cross (LRC) collection and analysis teams. Indeed, the National Society has noted significant impacts on these communities' ability to provide heating and basic needs, which if not addressed will lead to health conditions and negative coping mechanisms.

To note, the average temperatures in country during the winter months (December to February) is around 15 degrees centigrade. The current polar winds have resulted in further decrease of the temperatures. Following storm Daniella, the meteorological centre released a report alerting that starting from 28 January 2024, a new storm called (Hayan) is being formed due to the polar winds which are resulting in a further decrease in temperature in mountainous terrains with possibility to reach 2 degrees in Bekaa. These weather conditions are expected to continue through February 2024 with the effects of the cold wave likely persisting beyond the indicated period. Indeed, the forecast suggests continued severe conditions, likely to further strain the resources of families who have already exhausted their means of coping with the earlier cold waves of late 2023 and early 2024.

Lebanon is facing compounded economic challenges, especially with the current political tensions and the displacement of tens of thousands of people from the south regions. The current weather conditions have added to the current complex context with soaring heating costs and disrupted food supplies, deepening the financial hardships for families living in the targeted regions who are already burdened by skyrocketing living expenses. Despite these escalating challenges, the government's response has been limited.

While it is known that Lebanon has suffered severe cold waves in previous years causing significant humanitarian effects, the current socio-economic and humanitarian context in country further erodes community capacity to cope without support. It is estimated by LRC that approximately 2.9 million people are overall exposed to the harsh weather as they reside in the areas that are most prone to these adverse weather conditions.

Source Information

Source Name	Source Link
1. Lebanon Meteorological Service	https://www.meteo.gov.lb/



Previous Operations

Has a similar event affected the same area(s) in the last 3 years?	Yes
Did it affect the same population group?	Yes
Did the National Society respond?	Yes
Did the National Society request funding form DREF for that event(s)	Yes
If yes, please specify which operation	MDRLB013

If you have answered yes to all questions above, justify why the use of DREF for a recurrent event, or how this event should not be considered recurrent:

The repeated application for the Disaster Response Emergency Fund (DREF) by the Lebanese Red Cross (LRC) is primarily driven by the unique geographical and meteorological conditions of the region. These conditions, although persistent, present varying and unpredictable challenges in each occurrence, distinguishing each event with unique intensity.

In response to these challenges, the LRC, in collaboration with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the German Red Cross, has initiated the development of an Early Action Protocol (EAP). This protocol aims to enhance community preparedness and resilience against the severe cold waves. The proactive nature of the EAP, with its focus on early warning and readiness, underlines the evolving approach of the LRC in managing these disaster events.

The initial version of this strategic EAP has been reviewed and is in the final stages of amendment based on feedback from the Validation Committee. This ongoing refinement process highlights LRC's commitment to a dynamic and adaptive response strategy, which further supports the argument that each incident, although similar in nature, possesses distinct characteristics that justify a response.

LRC's strategic shift towards an anticipatory action model, coupled with the unique characteristics of each incident, supports the justification for using DREF in this response for what might superficially seem like recurrent events, but are in fact distinct occurrences requiring tailored responses.

Lessons learned:

The major challenge faced in previous operations was the delay in the delivery of aid which was mainly a result of delayed initiation of the DREF which LRC took into consideration and has now set a particular trigger, which has been utilized now, in order to ensure timely response.

Current National Society Actions

Start date of National Society actions

2024-01-22

Livelihoods And Basic Needs	The Lebanese Red Cross has been coordinating with various actors from the food security interagency actors and has collectively responded to the floods that occurred during the early days of 2024 through the evacuation of people from affected locations, and distributions of drinking water and food items.
Risk Reduction, Climate Adaptation And Recovery	As part of its ongoing projects, LRC is conducting winterization activities to mitigate the effects of the winter storms and cold waves. The sustainable solution that are currently being discussed include raising the awareness of the communities through various channels to ensure that they are well prepared to self-prepare when feasible. Aside from early warning against the seasonal risks, the communities have extremely limited capacity to suggest longer term solutions due to the overall financial situation the country.
Coordination	The Lebanese Red Cross is in ongoing discussions with various stakeholders to identify potential gaps in the areas that are highly vulnerable through sectoral interagency



	meetings. LRC has been in ongoing discussions with the IFRC to identify potential early actions and response modalities.
National Society Readiness	<p>The Lebanese Red Cross operates nationwide, bolstered by a dedicated team of approximately 400 staff members and over 12,000 active volunteers. This extensive network ensures a deep-rooted presence at the grassroots level, establishing the LRC as a well-respected and integral part of Lebanese society. Recognized and mandated by the government as the primary provider of ambulance services, the LRC is uniquely positioned to respond effectively to various emergencies.</p> <p>LRC is distinguished by its cadre of highly trained volunteers, equipment, and a robust fleet, all of which are critical in our comprehensive winter storm and emergency response initiatives. The LRC's extensive experience and proven track record in managing winter storm emergencies further consolidate our role as a key responder in these challenging situations.</p>

IFRC Network Actions Related To The Current Event

Secretariat	IFRC Lebanon Delegation is coordinating with members and other stakeholders.
Participating National Societies	Several IFRC members have expressed interest in supporting LRC's winterization response through existing projects and rapid response funds.

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	At a national level, authorities are responding to winter weather conditions and preparing for upcoming ones through the Disaster Risk Management Unit at the Presidency of the Council of Ministers and the Civil Defense with the engagement and coordination of relevant local government actors.
UN or other actors	In the autumn months, partners coordinated efforts to prepare for the onset of storms at both the household and site levels, as part of a wider inter-sectoral winter season response documented in the Overview of Lebanon Winter Preparedness & Response for 2023-2024. Actions included revising Emergency Standard Operating Procedures (SOPs), reviewing the RNA(Rapid Needs Assessment) tool and online dashboards, updating the geographical distribution of organizations responding in different areas, conducting RNA(Rapids Needs Assessment) refresher training for partners throughout the country, and updating prioritization maps, risk matrix, and contingency stocks. Other measures involved distributing shelter weatherproofing kits and clothing, conducting site improvements, providing fuel for institutions, and activating communication trees and linkages with Disaster Risk Management (DRM).

Are there major coordination mechanism in place?

The Lebanese Red Cross collaborates closely with other humanitarian organizations and government entities to provide targeted support to host community members and refugees in ITSs(Informal Tented Settlements). The coordination mechanisms vary but are mostly done through the interagency working groups and operation-specific working groups.

LRC is part of the DRM Unit at the Presidency of the Council of Ministers which is the lead government unit in overseeing operations at the national level.



Needs (Gaps) Identified



Shelter Housing And Settlements

In Lebanon, particularly in the higher altitude regions, the need for fuel for heating is a pressing and critical issue. The harsh winters in these elevated areas bring plummeting temperatures, often accompanied by snow and severe weather conditions with temperatures reaching subzero levels. This makes access to reliable and affordable heating sources not just a matter of comfort, but of survival. The population in these regions faces numerous challenges in this regard, including the high cost of fuel, and logistical difficulties in transporting fuel to remote and mountainous areas. This situation is compounded by the broader economic challenges that Lebanon is currently grappling with, which exacerbates the struggle for many families to secure adequate heating.



Livelihoods And Basic Needs

Earlier in 2023, about 2 million people, including 1.29 million Lebanese and 700,000 Syrian refugees, were already facing acute food insecurity, with the districts of Akkar and Zahle experiencing the highest levels among Lebanese and Syrian refugees, respectively.

Moreover, food and fuel poverty are significant issues, with the inability to afford adequate heating during cold waves leading to heightened health risks and further draining limited resources. Tackling both fuel poverty and food insecurity is essential, ensuring that affected communities have access to necessary food items and sufficient heating during these challenging cold periods.

According to WFP's Integrated Food Security Phase Classification (IPC) report published in December 2023, 15% of the Lebanese population corresponding to about 582,000 people, 27% of the Syrian refugee population corresponding to 411,000 people, 26% of Palestinian refugees (Lebanon) PRL population corresponding to 46,000 people and 35% of Palestinian Refugees (Syria) PRS population corresponding to 10,600 people are estimated to be in IPC Phase 3 (Crisis) or above requiring urgent humanitarian action to reduce food gaps, diversify food intake, protect, and restore livelihoods and prevent acute malnutrition. While the situation of 41,000 Lebanese residents, 28,000 Syrian refugees, 4,000 PRL and 1,500 PRS were classified in IPC Phase 4 (Emergency) requiring urgent delivery of adequate humanitarian food assistance. The targeted governorates are within the governorates showing most severity.

The report recommends urgent action to save lives and reduce food consumption gaps of population categorized IPC phase 4 and 3. Three out of every four children under the age of five live in food poverty (among Lebanese and refugee population). North and Akkar followed by Beirut, Mount Lebanon, Bekaa, Baalbek and Hermel regions had the highest rates of admission to malnutrition program.

Although the basic needs and food security needs are a result of the protracted crisis in Lebanon, winter conditions add an extra layer of challenge on the affected people to access livelihood opportunities to secure their daily income and also adds additional season related priorities expenses especially on heating and health among other pressing demands.



Water, Sanitation And Hygiene

In 2024, Lebanon is grappling with critical water, sanitation, and hygiene (WASH) challenges, significantly influenced by recurring cold waves. These extreme weather conditions have compounded the difficulties in managing water infrastructure, which was already strained by the aftermath of the 2020 Beirut explosions and the ongoing COVID-19 pandemic. Over four million residents, including a million refugees, are facing the imminent threat of losing access to safe water. The country's ability to provide reliable water services is further weakened by frequent power outages and fuel shortages. Since 2019, the water supply from Water Establishments has been highly inconsistent, often not meeting minimum requirements. Consequently, many households are turning to expensive alternatives, such as private water trucking and bottled water, to meet their drinking water needs.

According to a Multi Sectoral Needs Assessment (MSNA) published by OCHA and REACH in January 2024, around 54% of Lebanese HHs living in the targeted areas under this operation reported relying on bottled water as the primary source for drinking water while 45% of Palestinian refugees and 71% of live-out migrants reported the same.

The crisis affects not only households but also hospitals, health centers, and schools. Inadequate supplies of safe water increase the vulnerability of infants and young children to water- and sanitation-related diseases, which are among the leading causes of death for children under age 5.

Access to clean drinking water under these extreme weather conditions constitutes a challenge to most of these families especially with the movement challenges due to snow accumulation. It is also noted that the cold wave and accompanying storms impact the affected families' ability to afford drinking water as many of these households are daily workers and with the inability to secure daily wages, the families are pushed to resolve to negative coping mechanisms and prioritize their basic needs, WASH needs and health needs among other needs to manage during the season. The MSNA reported several coping mechanisms undertaken by the families including, reduction of water consumption, prioritize water expenses over other purposes that could be very critical, rely on other sources for water consumption including unreliable surface water sources.



Operational Strategy

Overall objective of the operation

The objective of this DREF operation is to mitigate, reduce, and respond to the impact of the ongoing severe weather conditions on the most vulnerable population residing in areas that will be mostly affected in Bekaa, Mount Lebanon, and the North and South governorates, with in-kind and voucher-based assistance to meet their basic needs in a 3-month operation. As the national society started their response, the operation will be a mix of replenishment and response.

Operation strategy rationale

The LRC acknowledges that the factors leading to the vulnerabilities of the target population under the current event are due to compounded elements that will not be resolved completely with this response. The LRC has taken steps to increase the community's resilience and preparedness to address the seasonal events in light of a very complex context. This includes the development of a Simplified Early Action Protocol (sEAP) with an early warning system and early actions components to mitigate the impacts of winter storms, however, since the sEAP was not fully complete at the time of the onset of this event, the LRC took the decision to apply for DREF support to help the NS respond to the impacts of this event.

During the creation of the sEAP, LRC engaged with community members and leaders to understand their priority needs. The primary needs identified were food, drinking water, and heating fuel. In response, this DREF has been specifically designed to address these community identified needs. Grounded in this understanding and the initial assessment with the community, the LRC is dedicated to a responsive, community-centered approach. LRC aims to meet the immediate needs of the most vulnerable efficiently and effectively.

To meet the objective of this operation, the LRC's operation will focus on reaching a total of 13,000 most affected individuals (2,600 households) with the following services:

Livelihoods and Basic Needs: Each of the 2,600 households will receive a food parcel sufficient to meet the basic nutritional needs of a family of five. This will ensure a balanced diet for all 13,000 individuals during this month until the cold wave conditions weather. This assistance will help reduce the vulnerabilities of these families and relieve some of the strain on their expenditure which leads families to negative coping mechanisms.

Shelter: Recognizing the critical need for warmth under the severe cold wave (temperatures reaching subzero levels), each of the 2,600 households will receive fuel vouchers, enabling them to maintain adequate heating throughout the cold period.

WASH: To address safe drinking water needs, every household will be provided with two 9L gallons of drinking water, ensuring availability of immediate drinking water supply for all family members. LRC understands that this amount of water is not enough for an extended period of time, it is mostly intended to cover the needs in case families are stranded due to accumulating snow restricting families' ability to purchase drinking water.

The LRC has already started their response by releasing some of the stocks they have to distribute to some families, hence, a part of this operation will be for replenishing the national society's stocks and continue their response efforts during the period of this operation (3 months).

Targeting Strategy

[Targeting Strategy Supporting Document](#)

Who will be targeted through this operation?

The households targeted within this operation will be the households residing in areas that are being heavily affected by the cold wave, once locations are identified, LRC will conduct blanket distributions to all households residing in the areas identified. Preliminary data from various scientific sources alongside continuous monitoring with various stakeholders throughout the upcoming days will determine the exact geographical locations.

The geographical areas will be further narrowed down depending on the continuous impact of the cold wave which will be measured through collaboration with the scientific bodies supporting LRC along with the layering of the various results that have been gathered through multiple sectors LRC such as the Lebanese Vulnerability Census, the eVCA and discussions with community stakeholders.



Explain the selection criteria for the targeted population

The targeted population will be based on the areas that are to be heavily affected by the cold wave, have higher vulnerability scoring, and have low coping capacity.

Total Targeted Population

Women	3,250	Rural	-
Girls (under 18)	3,250	Urban	-
Men	3,250	People with disabilities (estimated)	-
Boys (under 18)	3,250		
Total targeted population	13,000		

Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

Risk	Mitigation action
Poor weather conditions inhibit access to affected populations	Continuous monitoring of weather reports coming from reliable scientific sources, monitoring of needs and capacities across the operational areas, and dynamic allocation of resources to ensure efficient response.
Staff and volunteers face exposure to transmissible illnesses	Ensure that all staff and volunteers are equipped with PPEs and the knowledge on modes of transmission of illnesses.
Lebanon's economic crisis leads to volatility in the price of item and consumables.	Maintain ongoing communication with RCRC Movement Partners and non-Movement Partners about the financial status and existing shortages, while actively seeking their assistance to offset funding deficits. Continuously provide updates and follow-ups to stakeholders and suppliers. Emphasize the utilization of locally sourced materials.

Has the child safeguarding risk analysis assessment been completed?

No

Planned Intervention



Shelter Housing And Settlements

Budget: CHF 127,359

Targeted Persons: 13,000

Indicators

Title	Target
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Number of fuel vouchers for shelter heating distributed	2,600
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Priority Actions

- Distribute Fuel Vouchers for shelter heating to 2600 Households



Livelihoods And Basic Needs

Budget: CHF 109,270

Targeted Persons: 13,000

Indicators

Title	Target
Number of households assisted with food parcels	2,600

Priority Actions

- Distribute food parcels to affected Households
- LRC will utilize food parcels available within their warehouses and utilize the funds from the DREF to replenish the stock.



Water, Sanitation And Hygiene

Budget: CHF 3,395

Targeted Persons: 13,000

Indicators

Title	Target
Number of Households assisted with drinking water	2,600

Priority Actions

- Distribute two 9L drinking water gallons(filled)



Secretariat Services

Budget: CHF 9,229

Targeted Persons: -

Indicators

Title	Target
Number of deployments in support of the operation	1



Priority Actions

- Deployment of finance in emergencies support for 1 month
- Communications activities including visits to take photos and videos of the operation



National Society Strengthening

Budget: CHF 19,104

Targeted Persons: 0

Indicators

Title	Target
Number of lessons learned workshops conducted	1
Number of volunteers provided with per diems	827

Priority Actions

- contribute to the national society core cost (5%)
- Conduct lessons learnt workshop
- Provide volunteers per diem for 827 DMS volunteers

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

LRC's DREF operation will involve volunteers and staff from Disaster Management Sector, and support sections depending on the need. There are currently 827 DMS volunteers and 23 DMS staff members. Volunteers and staff in these teams will lead the implementation of activities and coordination with operational partners. LRC's Planning Section will facilitate overall Planning, Monitoring, Evaluation, Accountability, and Learning (PMEAL) for the operation.

If there is procurement, will it be done by National Society or IFRC?

LRC will conduct the procurement for this DREF. The DREF will be partially used to replenish food parcels and procurement of water gallons and fuel vouchers will be done.

How will this operation be monitored?

Monitoring for the DREF operation will be done on a continuous basis through field visits and LRC will report the actuals against the targets on a regular basis.



Budget Overview



DREF OPERATION

MDRLB016 - Lebanese Red Cross Lebanon Cold Wave 2024

Operating Budget

Planned Operations	240,024
Shelter and Basic Household Items	127,359
Livelihoods	109,270
Multi-purpose Cash	0
Health	0
Water, Sanitation & Hygiene	3,395
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	0
Environmental Sustainability	0
Enabling Approaches	28,333
Coordination and Partnerships	0
Secretariat Services	9,229
National Society Strengthening	19,104
TOTAL BUDGET	268,357

all amounts in Swiss Francs (CHF)



Contact Information

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

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IFRC Project Manager: Cristhian Cardoza, Head of Delegation IFRC-Lebanon, cristhian.cortez@ifrc.org

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[Click here for the reference](#)

