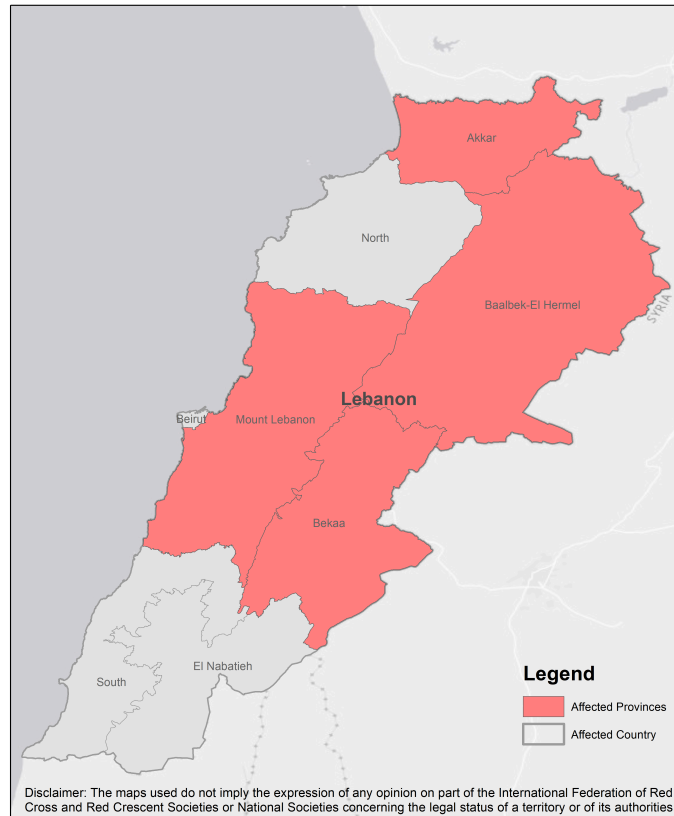




Appeal: MDRLB016	Total DREF Allocation: CHF 268,357	Crisis Category: Yellow	Hazard: Cold Wave
Glide Number: CW-2024-000007-LBN	People Affected: 2,975,000 people	People Targeted: 13,000 people	People Assisted: -
Event Onset: Sudden	Operation Start Date: 31-01-2024	Operational End Date: 30-04-2024	Total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

Description of the Event

Lebanon: Cold Wave IFRC January 2024



Date of event

26-01-2024

What happened, where and when?

Lebanon and the eastern basin of the Mediterranean Sea were 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 rainfall 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 was affecting areas across the country to varying degrees, the 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 the country during the winter months (December to February) was 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 the possibility to reach 2 degrees in Bekaa. These weather conditions were 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 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 the 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/

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 were 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 was 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 was 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 focused 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 received a food parcel sufficient to meet the basic nutritional needs of a family of five. This ensured a balanced diet for all 13,000 individuals during this month until the cold wave conditions weather. This assistance helped 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

Who was targeted by 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 were identified, LRC conducted blanket distributions to all households residing in the areas identified. Preliminary data from various scientific sources, alongside continuous monitoring with various stakeholders 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 was based on the areas that were heavily affected by the cold wave, had higher vulnerability scoring, and had 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
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.
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.

Has the child safeguarding risk analysis assessment been completed?

No

Implementation



Shelter Housing And Settlements

Budget: CHF 127,359

Targeted Persons: 13,000

Assisted Persons: 10,428

Indicators

Title	Target	Actual
Number of fuel vouchers for shelter heating distributed	2,600	2,500

Narrative description of achievements

The initial target was 2600 households (13000 beneficiaries), but due to the coverage of the transfer fees and taxes, the number of fuel vouchers distributed was 2,500, which is lower than the initial planned number. The provision of the fuel vouchers will enable the beneficiaries to purchase fuel that could be used for heating their residence or other purposes according to their immediate needs during this period.

The remaining 100 fuel vouchers will be distributed upon identification of new beneficiaries, in addition to 100 water packs, and an additional 100 Food Parcels from LRC contingency stock.

Lessons Learnt

- Comprehensive assessment and targeting: Effective coordination with local municipalities is crucial for timely and accurate beneficiary information. Inadequate communication and delays can significantly hinder the distribution process, impacting the delivery of essential aid to those in need. To mitigate this risk, establishing a robust follow-up mechanism with municipal authorities ensures that necessary information is obtained promptly. This proactive approach helps maintain the distribution schedule and enhances the



efficiency of aid delivery operations.

- Adequate planning is essential to address unexpected financial constraints, such as the need to allocate resources for transfer fees and taxes. Future planning should include a budget for potential extra costs in such intervention i.e. including it in the initial budget.

Challenges

- LRC had to allocate the money allocated to purchase the last 100 food parcels to cover the transfer fees and taxes, which directly impacted the ability to reach the initial target of beneficiaries. This hindered LRC to provide the initial target of assistance composing from Water Packs, Food Parcels and Fuel vouchers. To mitigate, LRC is planning to distribute the remaining water packs and fuel vouchers once more beneficiaries are identified, alongside 100 food parcels from LRC DMS stocks to ensure a full package delivery.

- Delays in getting the beneficiaries list from the targeted areas' municipalities which lead to delays in starting this intervention and in meeting the aim of the Cold Wave Intervention. To resolve this issue, the team constantly followed-up with the municipalities to ensure the beneficiary information was provided to accelerate this intervention.



Livelihoods And Basic Needs

Budget: CHF 109,270

Targeted Persons: 13,000

Assisted Persons: 10,428

Indicators

Title	Target	Actual
Number of households assisted with food parcels	2,600	2,500

Narrative description of achievements

Over multiple days and across four different sites, the distribution efforts aimed to reach 2,600 households, each with an average of five individuals, with food Parcel assistance. 100 Food Parcels weren't distributed due to financial constraints that will be clearly explained in the challenge section. Thus, LRC couldn't reach the initial target which affected on the overall distribution package.

In addition, and due to several interventions led by DMS in several areas of the country at the same time, the team also faced logistical challenges which they could overcome.

The remaining number of 100 food parcels will be distributed from LRC's contingency stock upon identification of new beneficiaries and will be complimented with the fuel vouchers and water packs.

Lessons Learnt

- It's crucial to anticipate and factor in fluctuations in exchange rates and bank transfer fees when budgeting for procurement, as they can directly influence the quantity of goods obtained. The reduction in the exchange rate from CHF to USD, combined with bank transfer fees, resulted in a decrease in the number of purchased food parcels from 2600 to 2500. This reduction subsequently affected the distribution of fuel vouchers and water gallons. Future budgeting should include financial buffers and contingency plans to accommodate potential variances, ensuring that aid programs can maintain their targets and provide consistent support to beneficiaries.

- Adequate logistical planning, including the availability of sufficient transport vehicles, is vital for the smooth execution of relief operations. Assessing and addressing logistical constraints beforehand can prevent disruptions and minimize project timeline extensions.

- Establishing clear communication channels with suppliers and proactively managing relationships can help mitigate delays in receiving essential supplies.

Challenges

- The reduction in the exchange rate from CHF to USD, combined with bank transfer fees, resulted in a decrease in the number of purchased food parcels from 2600 to 2500. This reduction, in turn, affected the distribution of fuel vouchers and water gallons. As a result of the fluctuation in the exchange rate (CHF to USD), the number of food parcels purchased was reduced to 2500. LRC will be using 100 Food Parcels from its stock to reach the overall 2600 HHs.

- The intervention was in 4 different locations, and this required the need for big trucks to apply this intervention. The team faced logistical constraint to secure the needed trucks as LRC is operating other interventions at the same time.



- Delays in receiving food parcels from the supplier, which consequently delayed the distribution process. This impacted on the ability to provide timely assistance to beneficiaries. To resolve this issue, the team did a close follow-up mechanism with the supplier to ensure prompt delivery, allowing us to minimize further delays and proceed with the distribution as efficiently as possible.



Water, Sanitation And Hygiene

Budget: CHF 3,395

Targeted Persons: 13,000

Assisted Persons: 10,428

Indicators

Title	Target	Actual
Number of Households assisted with drinking water	2,600	2,500

Narrative description of achievements

The initial target was to reach 2600 households, however owing to financial constraints and aligned with the distribution of food parcels and fuel vouchers, 2500 drinkable water packs were distributed. Some of the challenges encountered was the damage of 50 water pack while transporting it to the distribution sites. The remaining number of 100 water packs will be distributed in which 50 packs of it will be taken from LRC's contingency stock upon identification of new beneficiaries and will be complimented with 100 fuel vouchers and 100 food parcels.

Lessons Learnt

- The incident of several water containers being damaged highlights the importance of using durable packaging and careful handling methods. Additionally, maintaining a contingency stock proved invaluable, allowing us to cover shortfalls and continue support despite unexpected damages. Future logistics planning should prioritize secure transport methods and include contingency reserves to mitigate the impact of such issues.

Challenges

- Several water containers were damaged during transportation. While this could have potentially disrupted the aid efforts, it did not significantly affect the distribution since DMS was already short by 100 water packs to reach the initial number of beneficiaries. To resolve this issue, 50 water gallons will be distributed from LRC's contingency stock, ensuring that all beneficiaries still receive the necessary support despite the damages incurred.



Secretariat Services

Budget: CHF 9,229

Targeted Persons: 0

Assisted Persons: 0

Indicators

Title	Target	Actual
Number of deployments in support of the operation	1	1

Narrative description of achievements

- Roving finance for emergencies supported this operation





Budget: CHF 19,104

Targeted Persons: 0

Assisted Persons: 0

Indicators

Title	Target	Actual
Number of lessons learned workshops conducted	1	0
Number of volunteers provided with per diems	-	827

Narrative description of achievements

A Lessons Learnt workshop will be conducted between the IFRC and LRC to capture all lessons from the DREF operations, reflecting on successes and challenges to improve future responses. During the DREF activities, 827 DMS volunteers led and implemented the distributions related to all the activities of the intervention.



Financial Report

DREF Operation

Selected Parameters			
Reporting Timeframe	2024/1-2024/12	Operation	MDRLB016
Budget Timeframe	2024/1-2024/12	Budget	APPROVED

FINAL FINANCIAL REPORT

Prepared on 07/Mar/2025

All figures are in Swiss Francs (CHF)

MDRLB016 - Lebanon - Cold Wave

Operating Timeframe: 31 Jan 2024 to 31 May 2024

I. Summary

Opening Balance	0
Funds & Other Income	268,357
DREF Response Pillar	268,357
Expenditure	-241,971
Closing Balance	26,386

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items			0
PO02 - Livelihoods			0
PO03 - Multi-purpose Cash			0
PO04 - Health			0
PO05 - Water, Sanitation & Hygiene	3,198	3,395	-197
PO06 - Protection, Gender and Inclusion			0
PO07 - Education			0
PO08 - Migration			0
PO09 - Risk Reduction, Climate Adaptation and Recovery	238,554	225,330	13,224
PO10 - Community Engagement and Accountability			0
PO11 - Environmental Sustainability			0
Planned Operations Total	241,752	228,725	13,027
EA01 - Coordination and Partnerships			0
EA02 - Secretariat Services	8,665	6,388	2,278
EA03 - National Society Strengthening	17,938	6,858	11,080
Enabling Approaches Total	26,603	13,245	13,358
Grand Total	268,355	241,971	26,385

[Click here for the complete financial report](#)

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[Click here for reference](#)

