

Appeal: MDRJO003	Total DREF Allocation: CHF 291,629	Crisis Category: Yellow	Hazard: Cold Wave
Glide Number: CW-2023-000242-JOR	People Affected: 2,000 people	People Targeted: 2,000 people	People Assisted: 2,000 people
Event Onset: Sudden	Operation Start Date: 30-11-2023	Operational End Date: -	Total Operating Timeframe: 4 months
Targeted Regions: Ajloun, Karak, Mafraq, Amman, Tafileh, Irbid, Maan			

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+ Jordan: Cold Wave
IFRC November 2023

The map displays the administrative divisions of Jordan. Provinces are color-coded: red for 'Affected Provinces' and grey for 'Provinces'. The affected provinces are Irbid, Ajlun, Jarash, Ma'raq, Balqa, Madaba, Amman, Karak, Tafilah, Ma'an, and Aqaba. The provinces shown in grey are Zarqa, Irbid, Ajlun, Jarash, Balqa, Madaba, Karak, Tafilah, Ma'an, Aqaba, and Zarqa. The map includes a north arrow, a scale bar (0-80 miles), and a legend.

Legend

- Affected Provinces
- Provinces
- Affected Country

The maps used do not imply the expression of any opinion on part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

19-11-2023

On the evening of Sunday, 19 November 2023, the Hashemite Kingdom of Jordan experienced a severe weather depression, marked by heavy rainfall, strong winds (exceeding 65 km/h), and a sharp temperature drop across all governorates. The depression brought torrential rains and flooding to several areas, particularly affecting Ma'an in the south and Irbid in the north, as well as tented settlements in remote areas. The Ministry of Water reported unusually high rainfall, resulting in 4 million cubic meters of rainwater being stored in dams within 24 hours, with total storage reaching 23.78% of the national capacity.

Floodwaters entered homes in affected governorates and severely impacted tented settlements, prompting evacuations and rescue operations by the civil defense. Affected households include vulnerable Jordanians, Syrian refugees, and other non-Jordanian groups (e.g., Iraqis, Sudanese, Yemenis, Pakistanis), many of whom lack proper identification and live in poor shelter and livelihood conditions.

Although similar winter conditions occur annually, the 2023 response was hindered by insufficient humanitarian funding, attributed to shifting donor priorities toward other global crises, limiting the ability of JNRCS and other actors to adequately meet the increasing needs.

Jordan experiences harsh winter conditions that have a significant negative impact on lives, livelihoods, well-being, and infrastructure—particularly among already vulnerable populations. During winter months, temperatures drop to an average of 7.5°C in January and often reach subzero levels, especially in remote and underserved regions. Heavy rainfall, snow, and hail are common, leading to flooding, damaged infrastructure, and unsafe living conditions.

The most affected populations are those living in informal settlements or substandard housing, particularly in the northern and southern governorates such as Ma'an and Irbid, as well as parts of Amman. These areas are home to poor Jordanians, Syrian refugees (regardless of registration status), Iraqi and Yemeni refugees, Pakistani daily workers, and Sudanese asylum seekers. Many live in overcrowded and inadequately insulated rented basements or makeshift tents, with little or no access to safe heating, warm clothing, or essential household items.

Vulnerable groups—including children, the elderly, persons with disabilities, and families without legal documentation—are at heightened risk of illness, exposure, and fire hazards due to the unsafe use of heating methods like open flames in tents. Historical data illustrates this danger: in 2021, a family of four died in a tent fire, and in 2022, a similar incident claimed the lives of five more people. Both incidents involved agricultural laborers living in unsafe, informal shelters.

Assessments conducted by JNRCS branches confirmed widespread damage in communities such as Qurain, Al-Marigha, Al-Mudawara, and Shoubak, where roofs collapsed and homes cracked due to excessive rainfall. These damages also affected basic household items, clothing, and health conditions, further straining families' already limited resources.

The socioeconomic vulnerability of these groups is further exacerbated by the sharp rise in the Minimum Expenditure Basket (from 462 JOD in 2019 to over 726 JOD in 2022), while average wages remain low (around 543 JOD), limiting their ability to prepare for or recover from winter hazards. Additionally, many affected individuals lack legal status or identification, preventing access to formal services or aid.

The Jordan National Red Crescent Society (JNRCS), due to its neutral and inclusive mandate, plays a critical role in supporting these groups. Although JNRCS typically assists around 4,000 people each winter with household items and heating support, limited humanitarian funding—redirected toward other crises—has hindered the scale of response this year, leaving many vulnerable families exposed and in need.

National Society Actions

Have the National Society conducted any intervention additionally to those part of this DREF Operation?	No
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IFRC Network Actions Related To The Current Event

Secretariat	An alert was shared by IFRC with the NS before the onset of the event. The Federation is in constant contact with the National Society to keep abreast of the developments of the situation and is ready to provide support as needed.
Participating National Societies	N/A

ICRC Actions Related To The Current Event

N/A

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	The National authorities issued warnings of the expected exceptional weather conditions and advised citizens to stay away from the sides of valleys and places where floods were expected. They also warned of low horizontal visibility on external roads in case of strong storms. The Public Security Directorate called on citizens not to hesitate to call the unified



	emergency number (911) if the need arises. The Electricity Distribution Company announced raising its readiness in preparation for the winter conditions to be prepared to restore service as soon as possible in the event of any outage. The Meteorological Department warned of the formation of torrential rains and high-water levels in valleys and low-lying areas, due to the chances of heavy rain accompanied by hail showers along with lightning and thunder, in some areas of Jordan. Several municipalities, in addition to the Greater Amman Municipality, declared a state of emergency to deal with the depression and the expected weather situation. The Ministry of Local Administration has allocated emergency numbers at the Ministry's center in Amman to receive comments from all over the Kingdom on the phone number (4641393 06 extended, or 4622372 06 direct, or 4631987 06 direct, or fax number 4652269 06) Civil defense managed to evacuate some of the affected families especially those living in proximity to flood areas (for example valleys) and relocated them to emergency shelters temporarily.
UN or other actors	The Danish Refugee Council (DRC) was in contact with JNRCS to identify people in need, many of whom visited their community centers seeking assistance. A cooperation agreement was discussed between the two parties to establish a referral system, and data sharing was carried out in accordance with data protection standards observed by both organizations.

Needs (Gaps) Identified



Shelter Housing And Settlements

People living in the underserved areas faced extreme conditions during the winter months, when temperatures drop to an average of 7.5°C in January and can reach subzero degrees. Most of these families live in small, overcrowded spaces shared with up to 3 other families, and have extremely limited access to adequate winter clothing, blankets, and other household items. The majority of their shelters are rented spaces in the basements of buildings, where insulation is often non-existent and, without access to heat sources, families are at high risk of developing illnesses during the cold and damp winter months. The remaining families are living in tented settlements with even worse shelter conditions.

The priority needs under shelter, as reported by the affected families, include the need for warm clothes, blankets, and a means of heating are a priority to Supporting these families and covering their needs for the winter and reducing their exposure to respiratory illnesses. The families have other shelter needs that were not covered under this operation, however, JNRCS continued to coordinate with other actors to secure the needed assistance.



Livelihoods And Basic Needs

The affected population suffered from poor livelihood conditions. They were mostly informal seasonal workers, in addition to some families with unemployed heads of households. The affected areas had very limited services, and the targeted families resided in remote locations with no access to basic services or with access that required extra transportation expenses.

In the winter, the priorities of the families changed to increase the coverage of health needs, especially with seasonal illnesses and poor living conditions. This directly impacted their ability to secure their basic needs and had implications for their spending on the food security of these families.



Water, Sanitation And Hygiene

As mentioned under the livelihoods and basic needs section, since the families prioritized their needs under health among other needs, the hygiene needs became less important, exposing them to further health implications.

Hygiene kits would help prevent the spread of diseases and also provide families with the basic WASH items they need.

Operational Strategy

Overall objective of the operation

This DREF allocation aimed at providing the 2,000 people most affected by the cold waves in remote vulnerable areas across 7 governorates in Jordan (Ajloun, Karak, Mafrqa, Amman, Tafleeh, Irbid, Maan) with Shelter, WASH, and livelihoods assistance for 4 months.

Operation strategy rationale

To achieve the objective of the operation, JNRCS successfully reached the identified people in need through its branch teams and referrals coordinated with other humanitarian actors. The support provided included:

Shelter support:

JNRCS reached 2,000 people, providing each family with blankets, a heater, and a voucher for heating. In addition, vouchers for clothing were distributed to help families cope with the winter season.

Livelihood and basic needs support:

JNRCS provided 400 families with food parcels covering their needs for three months.

WASH support:

JNRCS also distributed hygiene kits to 400 families, sufficient to meet their needs for three months.

This assistance aimed to cover the minimum essential needs of the affected families, in line with the Minimum Expenditure Basket (MEB) for Jordan, and to help prevent the use of negative coping mechanisms during the harsh winter period. As per UNHCR (Basic Needs Working Group Chair), the MEB per capita for 2022 stood at 145.37 JOD, amounting to 726.84 JOD for a family of five—a level that significantly exceeds the average income in Jordan, posing a challenge for families even under normal circumstances.

This DREF allocation enabled JNRCS to respond effectively to the needs of families affected by the winter conditions, especially in light of the limited availability of winterization funding in the country during this period.

Targeting Strategy

Who was targeted by this operation?

2,000 people of the most affected by the cold wave in the different governorates, including Jordanians and non-Jordanians.

Explain the selection criteria for the targeted population

The JNRCS targeted the people most affected by the winter conditions around Jordan. The identification was done through JNRCS teams and referrals from other humanitarian actors. The selection was based on needs, with special emphasis on highly vulnerable groups, including:

- Female-headed households
- Families whose households were partially or completely destroyed
- Families with persons with disabilities
- Families with elderly people or children



Total Targeted Population

Women	-	Rural	-
Girls (under 18)	-	Urban	-
Men	-	People with disabilities (estimated)	-
Boys (under 18)	-		
Total targeted population	2,000		

Risk and Security Considerations (including "management")

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
- access might be limited to remote areas in case of severe weather conditions	- JNRCS prepositioned available stocks in the nearby branches

Please indicate any security and safety concerns for this operation: N/A

Has the child safeguarding risk analysis assessment been completed?	Yes
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Implementation



Shelter Housing And Settlements

Budget: CHF 155,831
 Targeted Persons: 2,000
 Assisted Persons: 2,000

Indicators

Title	Target	Actual
#of people supported with blankets	2,000	2,000
#of families supported with heaters	400	400
#of families supported with 3-month voucher for heating	400	400
#of families supported with vouchers for winter clothes	400	400



Narrative description of achievements

The following actions have been undertaken to address the pressing needs of individuals who are most affected by the harsh weather conditions. These individuals, identified as particularly vulnerable, were contacted and included on distribution lists to ensure they received vital assistance during this challenging time.

1. Distribution of 2,000 blankets: Aimed at providing immediate warmth and comfort to vulnerable individuals facing harsh winter conditions.
2. Distribution of 400 heaters: Furnished families with a crucial source of warmth, particularly beneficial for children and the elderly, mitigating health risks associated with cold weather.
3. Distribution of 400 three-month vouchers for heating fuel: Facilitated access to essential heating fuel, ensuring sustained warmth throughout the winter season for families in need.
4. Distribution of 400 vouchers for winter clothing: Provided individuals and families with essential winter clothing vouchers so they can get suitable clothes, including coats, gloves, and hats, enhancing their resilience against the cold.
5. Continued awareness-raising efforts: JNRCS utilized social media platforms and distribution channels to disseminate vital information on coping strategies and preventive measures during adverse weather conditions, empowering communities to stay safe and healthy.

Lessons Learnt

The need to build volunteer skills continuously, verify beneficiary data rigorously, designate clear focal points for distribution management, and ensure accurate mapping of locations. Recommendations include switching from parcel-based to coupon-based assistance to ease redemption, enhancing coordination with headquarters for accurate data sharing, and upgrading the fleet to better navigate difficult terrains.

Challenges

- During implementation, experienced volunteers facilitated rapid support despite harsh terrains. Yet, challenges such as lack of formal distribution training, difficulties in reaching beneficiaries due to inaccurate locations and long distances, and limited driver availability were significant. Some beneficiaries also struggled with redeeming assistance due to unfamiliarity with the modality.



Livelihoods And Basic Needs

Budget: CHF 47,542

Targeted Persons: 2,000

Assisted Persons: 2,000

Indicators

Title	Target	Actual
#of families supported with 3-month food parcels	400	400

Narrative description of achievements

The committee tasked with receiving and inspecting the items, assessed 400 food parcels, each intended to sustain a family for three months. These vital provisions were diligently stored within the Jordan National Red Crescent Society (JNRCS) warehouse until the scheduled distribution to families impacted by the cold wave.

The communication team remained vigilant, constantly monitoring weather updates and official notices from relevant authorities regarding the challenging weather conditions. They took immediate action to share these updates across various social media platforms, ensuring that vital information reached community members promptly. By doing so, they played a crucial role in keeping our communities informed about potential risks and safety measures, ultimately contributing to their well-being and resilience during the harsh weather period.



Lessons Learnt

The recent distribution process has shown how electronic vouchers (e-vouchers) can bring great advantages to future aid operations. Unlike physical parcels, e-vouchers offer a simpler and more efficient approach to logistics and administrative tasks. With e-vouchers, beneficiaries have the freedom to choose items based on their own needs, which empowers them in the assistance process. In addition, e-vouchers make transactions faster and more transparent, ensuring that aid reaches those in need on time. By incorporating e-vouchers into future relief efforts, we can improve the overall effectiveness of humanitarian assistance initiatives and make operations run more smoothly.

Challenges

Encountering heavy and space-consuming physical parcels prompted consideration for more suitable alternatives like e-vouchers, especially given the difficulties in doorstep delivery due to curious neighbors and congested streets. This situation led to traffic disruptions and requests for aid from unqualified individuals.

To tackle these obstacles, an innovative solution was implemented: establishing a mobile warehouse using loaded trucks stationed remotely. This allowed for efficient distribution via smaller vehicles, ensuring swift delivery to beneficiaries. By decentralizing distribution and using smaller vehicles, logistical challenges were mitigated, while unqualified aid requests were minimized.



Water, Sanitation And Hygiene

Budget: CHF 31,694

Targeted Persons: 2,000

Assisted Persons: 2,000

Indicators

Title	Target	Actual
#of families supported with 3-month hygiene kits	400	400

Narrative description of achievements

The receiving committee examined 400 hygiene kits, each intended to cover the needs of a family for a duration of three months. These kits were securely stored within the warehouse facilities of the JNRCS, ready to be distributed to families impacted by the cold wave. As temperatures drop, these supplies will provide crucial support to those facing the harsh conditions of winter.

Lessons Learnt

Emphasis on the importance of sharing experiences across teams, engaging relevant stakeholders, and involving affected populations in selecting support modalities. In line, the recommendations focus on enhancing fleet capacity, improving procurement procedures, and fostering better coordination to ensure more effective and timely planning.

Challenges

Encountering heavy and space-consuming physical parcels prompted consideration for more suitable alternatives like e-vouchers, especially given the difficulties in doorstep delivery due to curious neighbors and congested streets. This situation led to traffic disruptions and requests for aid from unqualified individuals.

To tackle these obstacles, an innovative solution was implemented: establishing a mobile warehouse using loaded trucks stationed remotely. This allowed for efficient distribution via smaller vehicles, ensuring swift delivery to beneficiaries. By decentralizing distribution and using smaller vehicles, logistical challenges were mitigated, while unqualified aid requests were minimized.





Secretariat Services

Budget: CHF 6,284

Targeted Persons: 0

Assisted Persons: 0

Indicators

Title	Target	Actual
#of finance in emergencies advisors supporting the operation	1	0



National Society Strengthening

Budget: CHF 50,278

Targeted Persons: 0

Assisted Persons: 0

Indicators

Title	Target	Actual
#of lessons learned workshops conducted	1	1
% of people reporting satisfaction of the assistance received	70	99
# of volunteers supported with per diem	50	58
# of emergency needs assessment trainings held	1	1
#of PDM trainings held	1	1

Narrative description of achievements

With the 6.5% cost contribution, JNRCS managed to fund several essential initiatives, ensuring efficient and effective operations. The contribution was allocated as follows:

1. **Salary Coverage:** The contribution covered the salary of a dedicated program officer for two months, ensuring continuity and expertise in managing the DREF efforts.
2. **Transportation Costs:** Funds were allocated to cover the transportation expenses associated with delivering relief items to affected areas, ensuring timely and efficient distribution.
3. **Procurement of Winter Jackets:** The contribution enabled the procurement of winter jackets for response teams, ensuring their safety and comfort while carrying out relief activities in harsh weather conditions.
4. **Volunteer Transportation:** Funds were used to cover the transportation expenses of volunteers, facilitating their mobility to and from affected areas, thereby maximizing their contribution to relief efforts.
5. **Volunteer Per Diem:** The contribution supported the provision of per diem allowances for 50 volunteers for six days, recognizing and appreciating their dedication and service.
6. **Workshops and Training:** The contribution facilitated the organization of crucial workshops and training sessions, including a lessons-



learned workshop aimed at improving future response strategies, as well as Post Distribution Management (PDM) training sessions, enhancing the capacity of staff and volunteers in disaster management and response.

7. Post-Distribution Monitoring (PDM): JNRCS also conducted post-distribution monitoring. This involved volunteers reaching out to beneficiaries to gather feedback, ensuring timely delivery of relief items, and providing assistance during adverse weather conditions.

Overall, the 6.5% cost contribution played a vital role in enabling JNRCS to execute its DREF relief operations effectively, ensuring that resources were allocated where they were most needed and maximizing the impact of humanitarian assistance efforts.

Lessons Learnt

Key takeaways: The procurement process experienced significant delays, surpassing anticipated timelines. Moving forward, it's imperative to pre-identify the capacities of local suppliers and ensure long-term agreements all in place. In addition to having a comprehensive logistics plan to ensure resources are utilized effectively and efficiently within the net framework.

Challenges

- Procurement Process: The procurement process encountered hurdles, leading to delays and inefficiencies.
- Volunteer Participation: Despite efforts to engage volunteers through workshops, only a fraction—8 out of 44—attended. This low turnout posed a challenge to effectively disseminating information and fostering collaboration among volunteers.
- Assessment revealed challenges related to the theoretical nature of the process and the sharing of inaccurate secondary data by external parties. These issues highlighted the necessity of comprehensive, practical training for volunteers to ensure readiness for emergencies. The recommendation to conduct proper training and improve coordination with focal points aims to address these gaps and enhance the accuracy and timeliness of initial assessments.



Financial Report

DREF Operation

FINAL FINANCIAL REPORT

MDRJO003 - Jordan - Cold Wave

Operating Timeframe: 30 Nov 2023 to 31 Mar 2024

Selected Parameters			
Reporting Timeframe	2023/11-2025/04	Operation	MDRJO003
Budget Timeframe	2023/11-2025/04	Budget	APPROVED

Prepared on 30/May/2025

All figures are in Swiss Francs (CHF)

I. Summary

Opening Balance	0
Funds & Other Income	291,629
DREF Response Pillar	291,629
Expenditure	-270,604
Closing Balance	21,025

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items	155,831	140,381	15,450
PO02 - Livelihoods	47,542	47,542	0
PO03 - Multi-purpose Cash			0
PO04 - Health			0
PO05 - Water, Sanitation & Hygiene	31,694	31,694	0
PO06 - Protection, Gender and Inclusion			0
PO07 - Education			0
PO08 - Migration			0
PO09 - Risk Reduction, Climate Adaptation and Recovery			0
PO10 - Community Engagement and Accountability			0
PO11 - Environmental Sustainability			0
Planned Operations Total	235,067	219,617	15,450
EA01 - Coordination and Partnerships			0
EA02 - Secretariat Services	6,104	1,815	4,289
EA03 - National Society Strengthening	50,458	49,172	1,286
Enabling Approaches Total	56,562	50,987	5,575
Grand Total	291,629	270,604	21,025



Contact Information

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

National Society contact: Mutlaq AL-Hadid, Head of programs and Operations - JNRCS, Mutlaq.melhadid@jnrcs.org

IFRC Appeal Manager: Hosam Faysal, Regional Head of Health, Disasters, Climate & Crises (HDCC) Unit - MENA, hosam.faysal@ifrc.org

IFRC Project Manager: Ibrahim Al Ajlouni, Programme Coordinator-Delegation IFRC Jordan, ibrahim.al-ajlouni@ifrc.org

IFRC focal point for the emergency: Nader Bin Shamlan, Operations Coordinator-MENA, nader.binshamlan@ifrc.org

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