



Lebanese Red Cross Emergency Medical Service teams provide pre-hospital care and medical evacuations to people affected by the conflict. Photo: LRC

Appeal No: MDRLB017	IFRC Secretariat funding requirements: CHF 80 million Federation-wide funding requirements: CHF 100 million¹	
Glide No: CE-2024-000196-LBN	People affected/at risk: 2,770,000 affected 1,170,000 displaced	People to be assisted: 600,000
DREF allocation: N/A	Appeal launched: 05 November 2024	Appeal ends: 31 December 2026

¹ The Federation-wide funding requirement encompasses all financial support to be directed to the National Society in response to the emergency. It includes the domestic fundraising requests as well as the fundraising appeals of Participating Red Cross and Red Crescent National Societies of CHF 20 million, as well as the funding requirements of the IFRC secretariat of CHF 80 million. This comprehensive approach ensures that all available resources are mobilized to address the urgent humanitarian needs of the affected communities.

Rationale for the Lebanon Complex Emergency Appeal and complementarity to the Middle East Crisis Appeal

This Emergency Appeal is being launched in November 2024 to support the Lebanese Red Cross (LRC) to address the immense humanitarian impact of the escalation of hostilities in Lebanon.

Since October 2023, IFRC has been supporting LRC's efforts to prepare for and respond to the spill-over effects of the escalation of hostilities in Gaza through its [multi-country Emergency Appeal for the Middle East Complex Emergency](#), which addresses the regional implications of the humanitarian crisis in Gaza.

The escalation of hostilities in September 2024 led to widespread destruction and mass displacement, exacerbating an already dire socio-economic situation in Lebanon, necessitating a new appeal to address the rapidly evolving humanitarian situation more effectively. The launch of a separate Emergency Appeal for Lebanon will ensure a robust Federation-wide response to the current crisis while also addressing the longer-term consequences of this conflict through recovery efforts as the country faces one of its worst humanitarian crises in decades.

While this new Emergency Appeal has been launched for Lebanon, the Middle East Crisis Emergency Appeal will remain active until December 2025. From November 2024 onward, contributions to support the response efforts in Lebanon should be directed through this Lebanon Complex Emergency Appeal.

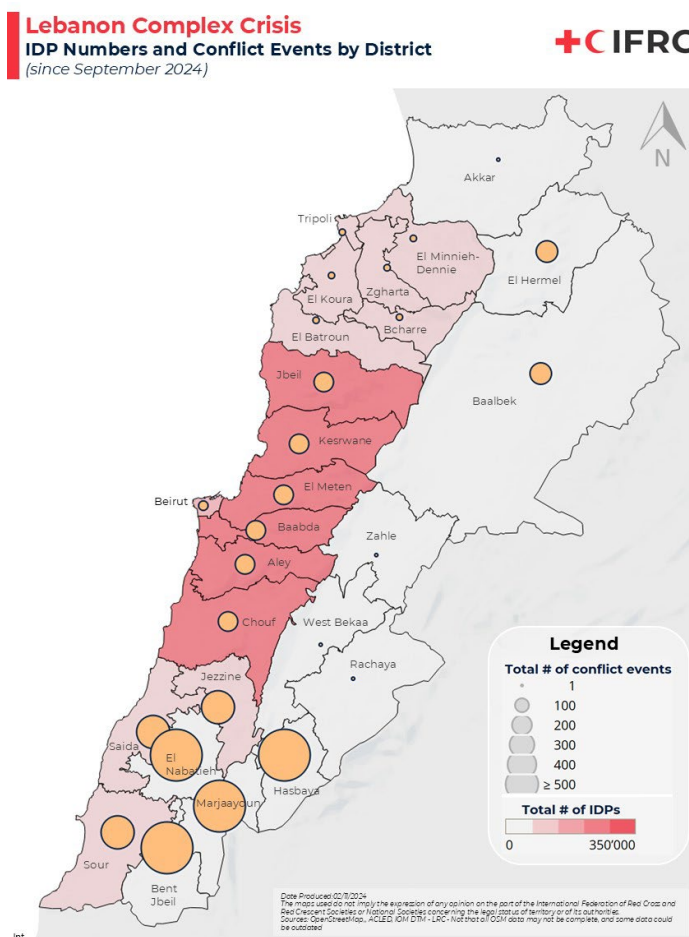
SITUATION OVERVIEW

Lebanon's southern border has been the scene of continued conflict since 8 October 2023, evoking memories of the 2006 conflict and its profound impact on the region. Following the explosion of thousands of pagers on 17 September 2024, the hostilities have escalated dramatically. **Southern Lebanon, the Bekaa region and Beirut's suburbs have seen a massive increase in airstrikes and attacks**, leading to over 2,710 deaths and 12,592 injuries as of 28 October 2024.² This recent escalation has led to widespread destruction and mass displacement of people, exacerbating an already dire socio-economic situation in the country.

Lebanese authorities estimate that **over 1.1 million individuals have been displaced**, including many Syrian and Palestinian refugees, with some households being displaced multiple times. Many people left their homes quickly, without their essential items. Livelihoods are also severely disrupted, particularly for farming communities.

Around half of all displaced people are currently living in host settings, often in overcrowded conditions. The Lebanese Government has also opened 1,118 new collective shelters in public schools and other buildings that currently host over 188,690 displaced individuals (43,586 families), based on the household registration efforts of the Lebanese Red Cross and the Lebanese Government.³ However, limited access to safe and adequate shelter for internally displaced people (IDPs), as well as registration for displaced refugees and migrants, remains a challenge, particularly as winter approaches, increasing the humanitarian needs for those in makeshift housing and overcrowded centres.

The large-scale displacement has heightened demand for essentials like bread, water and shelter, placing the market system under pressure, and with prices already significantly inflated in some areas. Moreover, the



² Ministry of Public Health, 28 October 2024

³ Lebanese Red Cross and Disaster Risk Management Unit (DRM), 31 October 2024

hostilities have not only inflicted heavy civilian casualties, but have also severely damaged civilian infrastructure, including water and sanitation facilities, cutting off access to clean water for tens of thousands of people. The lack of effective sanitation services, with most wastewater treatment plants non-operational due to power shortages, heightens the risk of disease outbreaks like cholera, which was already severely affecting Lebanon by late 2022.

Lebanon's healthcare sector, already strained by the economic crisis and COVID-19, faces critical shortages of medical staff and supplies, making it increasingly challenging to meet the needs of displaced people and those with chronic health conditions. Lebanese hospitals and health facilities are overwhelmed by the surge in casualties, and out of 207 primary health care centres and dispensaries in conflict-affected areas, 100 are already closed.⁴ Mobile Medical Units (MMUs) from the Lebanese Red Cross have been deployed to mitigate this, but the overall healthcare system remains severely overwhelmed.

TARGETING

In recent years, Lebanon has faced multiple crises that have cumulatively affected its population. Notably, the financial crisis that began in October 2019 led to a tripling of poverty rates among Lebanese citizens, increasing from 12 per cent in 2012 to 44 per cent in 2022. The local currency lost over 90 per cent of its value, leading to skyrocketing inflation, widespread unemployment and a decline in living standards. Even prior to the conflict, key public services, including electricity, water and waste management, were significantly impaired. Water quality and accessibility issues also increased due to insufficient infrastructure investment. The COVID-19 pandemic and the Beirut Port explosion have both significantly worsened the country's socio-economic situation and public services too, including increasing unemployment, driving up the cost of essential goods and straining the national healthcare system.

The Lebanese Red Cross (LRC) is concentrating its response efforts on populations facing the greatest risk and displacement due to the recent escalation. LRC has prioritized the most severely impacted areas, including southern Lebanon, the Bekaa region and the southern suburbs of Beirut, where widespread infrastructure damage has critically affected access to healthcare, shelter and essential services. Simultaneously, the Palestine Red Crescent Society-Lebanon branch (PRCS-L) has a specific mandate to work in the Palestinian refugee camps, serving those who are displaced as well as those who are still residing in conflict zones.

Women, children, the elderly, people with chronic illnesses and people with disabilities are at increased risk and may require access to specialized health and protection services. LRC targets their programming to prioritize particularly vulnerable and/or marginalized groups, including IDPs, refugees, stateless people and ethnic minorities. These groups continue to face significant challenges in terms of inclusion in society.

It is estimated that **Lebanon hosts over 1.5 million Syrian refugees**, up to 310,000 of whom have recently fled back to Syria due to the escalation of hostilities.⁵ Since 23 September 2024, 58,500 refugees have been identified who are now secondarily displaced within Lebanon, 98 per cent of them being Syrian. This places individuals and families who were already in precarious situations in even more dire need of humanitarian support. Lebanon also hosts at least 11,000 refugees from other countries, along with a large number of other migrant populations, including 176,000 registered migrant domestic workers who face specific risks.⁶

Moreover, it is estimated that **between 200,000 and 300,000 Palestinian refugees are living in Lebanon.**⁷ They have been particularly impacted by the ongoing conflict due to the disruption of services and pre-existing socio-economic vulnerabilities. There are six Palestinian refugee camps located in the South governorate, with 36 per cent of all Palestinian refugees registered in Saida district and 15 per cent in Sour district.⁸ As of 24 October 2024, 3,679 internally displaced Palestinian refugees were being hosted in 11 emergency shelters across Lebanon.⁹

⁴ WHO (16 October 2024).

⁵ Syrian Arab Red Crescent (SARC) registration data, 29 October 2024

⁶ ACAPS Briefing Note | <https://www.thenewhumanitarian.org/news-feature/2024/09/26/lebanons-migrant-workers-left-stranded-homeless-israeli-attacks>

⁷ Based on assessments from PRCS Lebanon branch

⁸ UNRWA (June 2024); ACAPS Briefing Note (July 2024)

⁹ UNRWA Situation Report (October 2024)

PLANNED OPERATIONS

Since the onset of the crisis in 2023, LRC has led the humanitarian response as the main provider of pre-hospital care in the country. It has focused on readiness actions for potential escalation while already assisting those in conflict-affected areas, displaced individuals and host families. The main LRC response activities are ambulance services and pre-hospital care, blood transfusion, primary healthcare and psychosocial support (PSS), urban search & rescue and the distribution of essential relief items and food. Following the dramatic escalation of hostilities in September 2024, LRC quickly scaled up all its key services, successfully building on its preparedness efforts. In parallel, LRC's Disaster Risk Reduction (DRR) unit supported the Lebanese Government to activate 21 Emergency Operations Rooms (EORs) across Lebanon. LRC volunteers are strategically embedded in the EORs to provide technical support, to track IDPs, and to facilitate overall coordination at the national, governorate and municipal level.

Given that the situation remains extremely volatile and unpredictable, with rapidly evolving humanitarian needs, **this Emergency Appeal aims to ensure sustainable support for LRC's operational priorities until December 2026.** The protracted nature of the crisis requires a shift to an integrated approach that encompasses LRC's immediate response to the escalation of hostilities, as well as a robust plan to address the immense longer-term impact on the population in Lebanon, including recovery efforts. **This Emergency Appeal aims to provide direct assistance to 600,000 people affected by the conflict,** while ensuring maximum flexibility to adapt response activities based on the evolution of the situation and the anticipated recovery needs.

The humanitarian response from LRC is complemented by specific response activities from PRCS-L. This branch offers free health and social services to Palestinian refugees, Syrian refugees, migrant workers and other vulnerable groups through hospitals and through community and healthcare centres that are strategically embedded in Palestinian camps. The PRCS-L health facilities that are located in conflict zones, for example in Saida and southern Beirut, are critical to ensuring continuous access to healthcare despite damage to infrastructure and safety concerns.

Through this Emergency Appeal, LRC is pursuing several operational priorities:

Health services: Due to the destruction or closure of healthcare infrastructure in the country, a significant increase in health services is urgently needed. LRC is mandated by the Government of Lebanon to be **the main provider of ambulance services in the country,** and they are **part of the Government's disaster coordination mechanism.** LRC operates 51 permanent and temporary ambulance stations, 13 blood transfusion centres, 36 primary healthcare centres, 8 MMUs and 21 disaster management centres, with over 12,000 volunteers across the country. In addition, PRCS-L has a specific mandate of responding to the **secondary and tertiary healthcare and psychosocial needs of Palestinian refugees** in Lebanon through 7 Community and Healthcare Centres and 5 hospitals.¹⁰

Urban Search and Rescue (USAR): With the recent escalation of hostilities and massive destruction of residential buildings around the country, the need to scale up LRC's USAR capacities is more important than ever, in order to locate and extract people when buildings have been destroyed. Currently, LRC operates 15 USAR teams and five SAR vehicles to extract injured and dead people and provide transport to safer areas and hospitals.

Food Security and Shelter: Providing adequate food and support in shelters remains a cornerstone of LRC's humanitarian response. These elements are vital for maintaining the health and dignity of displaced people, offering protection from the elements and preventing malnutrition, which is especially critical for children and other at-risk groups. LRC aims to distribute multi-purpose cash assistance, food parcels and essential items, ensuring that people's immediate needs are met.

Water & Sanitation: Access to clean water and proper sanitation facilities is a priority to prevent the spread of waterborne diseases. LRC is committed to implementing measures that ensure the availability of these necessities, which are fundamental to the health and well-being of the population during and after the crisis.

Recovery: In the coming months and years, even if the situation de-escalates, hundreds of thousands of people will remain in dire need of support to regain stable living arrangements, livelihoods and both their physical and mental health. As the situation remains highly uncertain, the details of the recovery activities planned by LRC will

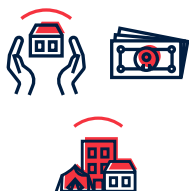
¹⁰ Lebanese Red Cross can respond in the hospitals outside the camps (Hamshari-Nasera).

be outlined more clearly in the forthcoming Operational Strategy. This will include a strong focus on health services, cash for rehabilitation and shelter solutions for IDPs.

This Emergency Appeal aims to support LRC and the IFRC Secretariat in scaling up their efforts to ensure high-quality and inclusive interventions for the most affected populations, focusing on the following areas:

Integrated assistance

(Shelter, Livelihoods and Multi-purpose Cash)



This Emergency Appeal will ensure the continued provision of essential assistance to the populations affected by the conflict, including IDPs, refugees, evacuees and host communities, through **shelter solutions, support for people who have lost their livelihoods and the distribution of in-kind relief items such as food, household essentials and shelter items.**

Another core component of LRC's response will be Cash & Voucher Assistance (CVA), including a **Multi-Purpose Cash Assistance** programme targeting 20,000 conflict-affected households and a **Cash-for-Rehabilitation** programme to support people's longer-term recovery. All CVA programmes will be implemented ensuring PGI mainstreaming in order not to exacerbate barriers or discrimination for populations at risk.

Health & Care including Water, Sanitation and Hygiene (WASH)

(Mental Health and Psychosocial Support/Community Health)



This appeal will support LRC's response to address the urgent health needs of people affected by the conflict by providing essential health services, including **emergency medical services (EMS), blood transfusion services (BTS), primary healthcare**, as well as other health services through designated clinics and hospitals, and by deploying Mobile Medical Units.

Ensuring **mental health and psychosocial support (MHPSS)** to the affected population is also a key priority, with a special focus on the impacts on children and other vulnerable groups.

Comprehensive WASH services will be provided, including targeted efforts to ensure access to clean and safe water, the provision of sanitation facilities and the restoration of infrastructure, for example in collective shelters.

Finally, the Emergency Appeal will contribute to the scale up of LRC's **Urban Search and Rescue capacities** to locate, extract and stabilize people trapped in damaged or destroyed buildings.

Protection and Prevention

(Protection, Gender, and Inclusion [PGI], Community Engagement and Accountability [CEA], Migration, and Risk Reduction)

LRC will continue to strengthen **PGI mainstreaming** in all of its services, according to the minimum PGI standards in emergencies. This involves the establishment of child-friendly spaces, for instance in collective shelters.



To ensure that affected people are able to safely access services, LRC will use **referral pathways** to protection services and provide referrals as needed. It will also raise awareness among affected populations on protection risks, such as human trafficking and gender-based violence.



Internal safeguarding mechanisms will be strengthened, for instance by providing refresher briefs and on-the-job trainings to all staff and volunteers on **Prevention of Sexual Exploitation and Abuse (PSEA).**

Community Engagement and Accountability (CEA) is central, ensuring that the support provided is based on people's diverse needs and preferences. Building on LRC's well-functioning 1760 hotline, a multi-channel Complaints & Feedback Mechanism is under development, including digital feedback forms and community feedback sessions to inform programme adjustments.

IFRC will also work to facilitate **strengthened cross-border collaboration** between LRC, the Syrian Arab Red Crescent (SARC) and other actors in order to ensure continuity of support for people on the move.

Enabling approaches

The sectors outlined above will be supported and enhanced by the following enabling approaches:

Coordination and Partnerships

There will be a comprehensive, Federation-wide resource strategy for the response covering fundraising initiatives, reporting, grant management and provision of relevant technical support.



Collaboration and synergies within the Red Cross Red Crescent Movement will be promoted, as will partnerships with external stakeholders, including the private sector, foundations, governments, international financial institutions and United Nations agencies.

IFRC Secretariat Services

IFRC, ICRC and Participating National Societies (PNSs) will work together to ensure well-coordinated international support for LRC response efforts. While implementing the operations funded by the appeal, a holistic, sustainable approach will be incorporated that ensures positive long-term impacts on the National Societies during and after this emergency.



The IFRC delegation and the Middle East and North Africa (MENA) Regional Office will ensure that necessary personnel are in place to provide efficient management of appeals and pledges. IFRC also offers security management capacities, risk management, information management, safeguarding, humanitarian diplomacy and other critical services.

National Society Strengthening

The IFRC Network offers support to LRC in its institutional development, focusing on volunteering management, youth engagement, logistics development, Human Resource development, Protection, Gender and Inclusion (PGI), Humanitarian Diplomacy (HD) and strengthening the auxiliary role.



The planned response reflects the situation as of November 2024 and is based on the information available at the time of the launch of this appeal, considering different scenarios on how the humanitarian situation in Lebanon may evolve. The Operational Strategy will provide further details on the operation and on the Federation-wide approach, which includes the response activities of all contributing PNSs, and the Federation-wide funding requirement.

RED CROSS RED CRESCENT FOOTPRINT IN COUNTRY

IFRC Membership coordination

LRC is part of the IFRC Network New Way of Working initiative being piloted in 14 countries. This aims to establish a new model of membership coordination and instil change in how the IFRC Network works, placing the Operating National Society at the centre. This includes prioritizing effective coordination and optimizing the power of working as one network by sharing resources, learning and common standards. Being part of the pilot has laid a strong foundation of membership coordination structures in Lebanon, which are currently being leveraged to facilitate the significant contributions of PNSs to LRC’s response plan for this complex emergency.

To date more than 20 PNSs have supported LRC’s response to the conflict through over CHF 10 million in bilateral and multilateral funding, in-kind donations and technical expertise. This includes Austrian Red Cross, British Red Cross, Canadian Red Cross, Danish Red Cross, Egyptian Red Crescent, Emirates Red Crescent, French Red Cross, German Red Cross, Hong Kong Red Cross, Italian Red Cross, Japanese Red Cross, Netherlands Red Cross, Norwegian Red Cross, Qatar Red Crescent Society, Spanish Red Cross, Swedish Red Cross, Swiss Red Cross and Turkish Red Crescent, among others. Many of these partners have continued to provide support to LRC during the recent escalation, while many international staff have been relocated from the country. IFRC will continue to mobilize its membership to support LRC via this Emergency Appeal, and the upcoming Operational Strategy will provide a more detailed overview of the collective IFRC Network response.

IFRC provides technical and financial support to LRC through the Country Delegation in Lebanon and through the Regional Office for MENA, based in Lebanon as well. It has set up a dedicated coordination architecture for the broader crisis in the Middle East, and actively engages the membership to work together to support a collective and strategic response.


Movement coordination

Movement Partners in Lebanon, LRC, ICRC, IFRC and the exceptionally large number of PNSs, have established longstanding collaboration and partnerships, reflecting a collaborative and complementary approach. Given the nature of the current context, robust and constant coordination with ICRC is ensured at all levels to maximize the impact of the Red Cross Red Crescent Movement. This Emergency Appeal is part of a Movement-wide approach, based on the response priorities of LRC. IFRC plays a constructive and proactive role in supporting the collective Movement response, working closely with LRC and ICRC. Coordination efforts in Lebanon are guided by Movement Coordination Mechanisms, which have been continuously strengthened, particularly following the conflict escalation in September 2024.


In accordance with the Seville Agreement 2.0, LRC has been designated as the convener and ICRC is the co-convener of the Movement response in Lebanon. A “mini summit” was held on 25 September to agree on the strategic direction for the Movement response and to agree on appropriate coordination structures. Daily operational Movement Coordination meetings are conducted, complemented by regular tripartite meetings at the strategical level.

The Emergency Appeal will facilitate linkages between all response activities, including activities funded domestically or through bilateral contributions to LRC, and will assist in leveraging the capacities of all members of the Federation in-country, ensuring complementarity to the mandate of the ICRC to maximize our collective humanitarian impact.

Lebanese Red Cross



Core areas of operation



Number of staff	400
Number of volunteers	15,000
Number of branches	32

External coordination

In partnership with LRC and the ICRC, IFRC has engaged in inter-agency coordination through the Humanitarian Coordination Team (HCT), which includes all relevant UN agencies and international non-governmental agencies since the start of this crisis. IFRC is also engaged at the global leadership level under the Inter-Agency Standing Committee (IASC) structure.

This Emergency Appeal will help IFRC in supporting LRC to further enhance its auxiliary role and ensure strong partnerships with key external organizations while also helping build their capacity.

IFRC welcomes further and ongoing cooperation with Red Cross and Red Crescent National Societies, government donors, the United Nations system, the European Union, multilateral development banks, other intergovernmental partners and the private sector on resourcing this Emergency Appeal.

**After 31 December 2026, activities in the response to this emergency will continue under the IFRC Network Country Plans for [Lebanon](#) 2027. The IFRC Network Country Plans take an integrated view of ongoing emergency responses and longer-term programming tailored to the needs in the country, as well as a Federation-wide view of the country's actions. This aims to streamline activities under one plan, while still ensuring that the needs of those affected by the disaster are met in an accountable and transparent way. Information will be shared in due time should there be a need for an extension of the crisis-specific response beyond the above-mentioned timeframe.*

Contact information

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

At LRC:

- **Secretary General:** Georges Kettaneh, email: georges.kettaneh@redcross.org.lb, phone: +961 79 100 269

At IFRC:

- **IFRC Country Delegation, Lebanon:** Cristhian Cortez, Head of Delegation, email: cristhian.cortez@ifrc.org
- **IFRC Country Delegation, Lebanon:** Lotte Ruppert, Operations Manager, email: lotte.ruppert@ifrc.org
- **IFRC MENA Regional Office:** Dr. Hosam Faysal, Regional Head of Health, Disasters, Climate & Crises (HDCC) Unit, email: hosam.faysal@ifrc.org
- **IFRC MENA Regional Office:** Nader Bin Shamlan, Thematic Lead Operations Coordination, email: nader.binshamlan@ifrc.org
- **IFRC Geneva:** Lea Christensen Nielsen, Senior Officer Operations Coordination, email: lea.nielsen@ifrc.org

For IFRC Resource Mobilization and Pledge support:

- **IFRC MENA Regional Office:** Yara Yassine, Regional Head, Strategic Partnerships and Resource Mobilisation, email: yara.yassine@ifrc.org

For In-Kind Donations and Mobilization table support:

- **Global Humanitarian Services and Supply Chain Management Unit, MENA Regional Office:** Cornelis Jan Dees, Regional Head, email: cornelis.dees@ifrc.org

Reference



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