

# Appeal 2003-2004



International Federation  
of Red Cross and Red Crescent Societies

## LEBANON

### Appeal no. 01.89/2003

*Click on programme title or figures to go to the text or budget*

	2003 (In CHF)	2004 <sup>2</sup> (In CHF)
1. Health and Care	505,628	691,277
2. Disaster Management	182,538	303,191
3. Organizational Development	156,534	242,533
4. Humanitarian Values	87,874	130,979
<b>Total</b>	<b>932,572<sup>1</sup></b>	<b>1,368,000</b>

### Introduction

The Lebanese Red Cross Society (LRCS) was founded in 1945 and recognized by the International Red Cross/Red Crescent Movement in 1947. During the years of civil unrest (1975-1992), the LRCS rendered a wide range of services to the Lebanese society including first aid and ambulance services, primary health care and social services, health education and blood services through a national network of blood banks.

Since then, the LRCS had to reorient its services towards post-war requirements. Subsequently, the national society established a long-term development plan in 1993. The development was divided into a number of programmes, including upgrading of the primary health care services, first aid and ambulance services, blood bank services, nursing colleges and a Red Cross youth programme. The plan was designed to cover the period until the year 2000.

However, the plan did not have sufficient provisional components for organizational development to improve the implementation capacity of the national society. This is to be addressed in the context of the International Federation's Strategy 2010 and in the next plan the LRCS intends to launch, it will cover the period from 2003 until 2006. The development plan will list specific objectives of action to be achieved.

Since the mid-1990s, the primary health care programme of the LRCS progressed significantly making the national society one of the largest primary health care providers in the country. However, the decline of donor support in the past few years led to serious financial difficulties that forced the LRCS to reduce the scope of its health services. This process created an opportunity for the national society to reorient its health services from primary health towards community based health services and to include health education.

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<sup>1</sup> USD 639,980 or EUR 633,383.

<sup>2</sup> These are preliminary budget figures for 2004, and are subject to revision.

Although the national society will continue to have a lead role in first aid, ambulance and blood bank services, an overall increase of governmental support for these services is a priority objective for the LRCS. The national society will strengthen its position in other areas such as disaster management, road safety, preventive health care services, and youth and volunteer activities. All of the mentioned activities are essential in promoting humanitarian values among the public and to provide services to the most vulnerable.

## **National Context**

At present, Lebanon is a middle-income country in the Middle East undergoing a period of reconstruction after 17 years of internal conflict and economic decline. The civil conflict between 1975 and 1992 involved most of the country's ethnic and religious groups as well as Syrian and Israeli forces and Palestinian refugees.

The highlights of the social, economic and political features can be summarized as follows:

- The population of Lebanon is estimated at about 3.8 million plus a large number of guest workers, mostly from Syria, in addition to Palestinian refugees (approximately 380,000) registered by UNRWA in 2002. Guest workers lack access to social and medical services and fall under the category of people seeking support from the LRCS.
- More than one quarter of the population face economic difficulties due to low level of income. It is estimated about 250,000 persons live in absolute poverty which is defined as a family of five living on a per capita income of less than US\$ 306.
- Based on exposure to vulnerability caused by poverty, lack of proper access to social and health services and living in areas with undeveloped infrastructures, the total number of vulnerable people in Lebanon is estimated to exceed 800,000 (about 20 per cent of the population).
- Lebanon was a prosperous upper middle-income country in the mid-seventies, but the war left its capabilities severely damaged. The Lebanese economy is still in a difficult situation due to the relatively unstable political situation caused by the lack of progress in the peace process regarding the Israeli-Palestinian conflict.
- According to official sources, the unemployment rate is up to more than 30 per cent. It is estimated more than 200,000 professionals have left the country due to the difficult situation in their homeland. The economic growth rate in Lebanon was estimated at 1.5 per cent in 2002.
- Although ten years have passed since the cessation of hostilities, the future political stability of the country and the region remains uncertain, as a result of the internal tensions and regional conflicts.

In order to meet the humanitarian challenges outlined above, the LRCS provides direct support to more than 500,000 people through its ambulance, first aid and blood services. The national society supports children, the handicapped, victims of trauma and those living in poor social circumstances.

## **National Society Priorities**

The policy and vision of the LRCS aims to promote the national society as an efficient humanitarian national organization by reinforcing its resources, both human (volunteer base) and financial. The national society's vision focuses on the preservation of human dignity which also includes the objective of raising the spirit and contribution of the youth to the advancement of humanitarian goals at national and local levels.

The key priorities of the national society include the following:

- continue the implementation of organizational changes based on the 2000-2002 organizational development programme (including membership and governance development and evolution of a strategic plan for 2003-2005 in line with the local priorities and Strategy 2010 goals);

- establish a resource development strategy in order to become economically self-sufficient, to be treated as an integrated part of the developmental plan;
- support and further develop skills and activities of volunteers including the key aspects of involving the youth in decision making processes;
- ensure optimal performance of first aid, ambulance and blood banking services on a national level as part of its disaster management strategy, and maintain support to the most vulnerable through primary health care and social welfare services;
- set up a disaster management plan that includes the training and mobilization of volunteers and to coordinate their actions with other national societies in the region;
- disseminate and promote the fundamental principles of the Movement and enhance relations of the national society with the Lebanese public at large; and
- reinforce the capacity of the local branches to assist the most vulnerable people.

### **Red Cross and Red Crescent Priorities**

Through its country delegation in Lebanon, the Federation will continue to strengthen the capacity of the national society enabling it to deliver quality services to the most vulnerable people. The capacity building support will aim at enabling the LRCS to attain a level of self-reliance by strengthening the governance structures, membership base and the planning process. The Federation's presence in Lebanon will be maintained with increased support provided by the regional delegation in Amman.

Other partners include the ICRC which has a long history of assisting the national society in its first aid and ambulance services, key activities that are now decreasing due to the changing circumstances in Lebanon after the Israeli withdrawal from the south of the country in 2000.

The Norwegian Red Cross is supporting the national society in different areas of cooperation. The Italian Government is assisting the national society in relation to emergency medical services. The French Red Cross is supporting the national society in its effort to build the capacity of the LRCS in specific programmes areas and meet some of the humanitarian needs of vulnerable people.

### **Programmes for Secretariat Assistance**

The Federation's support to the national society is based on a capacity building approach which includes the following key areas per the agreement established with the LRCS in 1999:

- ***Health and Care in the communities***

Based on a vulnerability capacity assessment, more community-based activities will be carried out involving volunteers and health professionals.

- ***Disaster Management.***

Disaster response will be undertaken on an *ad hoc* basis, as and when required, with the disaster management (DM) component to include such priorities as first aid and ambulance services, fleet renewal and recruitment and training of volunteers, road safety and community-based disaster preparedness (CBDP).

- ***Promotion of humanitarian values***

Promotion and dissemination of the principles and humanitarian values of the Movement will continue in a more integrated manner and will include youth and volunteer development.

- ***Organizational development.***

The governance/volunteer developmental process will continue at a more dynamic pace to revitalize governance and evolve into a long-term developmental plan.

- ***Federation Coordination***

The national society will be assisted in widening its partnerships based on a comprehensive cooperation agreement strategy (CAS).

- ***International Representation***

The profile and performance of the national society will be increased through links with other governmental and non-governmental agencies (NGOs).

## **1. Health and Care W** *<Click here to return to the title page>*

### **Background and achievements/lessons to date**

The medical and social department of the LRCS, in coordination with the Federation, made serious efforts during the past years to establish a unified developmental programme for the nearly 50 health centres in Lebanon. This was inspired by the national primary health care plan presented by the Ministry of Health. During the last few years, the programme faced serious financial challenges that led to a reduction of services. One of the effects was the reorientation of a larger number of activities towards more community-based and preventive activities.

A lesson learned is that the reduced external support and the limited governmental contribution has accelerated the need for reorientation and closer co-ordination with other health care providers in the country, both GOs and NGOs.

This experience demonstrated how reduced external support and the limited governmental contribution accelerated the need for reorientation and closer coordination with other health care providers in the country, both governmental and NGOs.

The health care organization within the national society has managed to serve more than 250,000 individuals in 2001 with medical, social and educational services and activities.

The Lebanese Red Cross Society's medical and social services are addressing the critical needs of the poorest segment of the population. However, the services are declining due to lack of funding and the damage caused by the war in relation to the health care infrastructure of the country.

In order to rationalize the role of the national society in the health sector, an overall assessment/evaluation is anticipated to be conducted in 2003/2004. The discussion on this is presently in progress within the LRCS.

### **Overall Goal**

To contribute to the improvement of the health/social welfare of the most vulnerable in Lebanon through primary health care and social services with an emphasis on community-based and preventive activities and health education.

### **Programme Objective**

To strengthen the operational health care capacity of the LRCS and expand the network of qualified staff and volunteers. This will enable the national society to scale up programmes and make a difference in the provision of health and social welfare services.

### **Expected Result(s)**

- Increased community services will be provided by the LRCS through first aid services, health education and social welfare support.
- Better continuity and sustainability of health and social services of the LRCS will be established.
- Increased contribution by the LRCS towards better child health through specific health education and other preventive activities that will be implemented.
- Improved living standards for selected groups of women and mothers will be provided by the end of the appeal period.

- Enhanced contribution of the Federation at the country level will be complemented by the support from the regional delegation in such key aspects as HIV/AIDS and the psychological support programme (PSP).

## **2. Disaster Management W** *<Click here to return to the title page>*

### **Background and achievements/lessons to date**

The aim of the disaster management programme is to enable the LRCS to prepare for and to assist people who suffer from vulnerabilities of different origin and magnitude. The national society's ambulance/blood bank services are considered important components through which it contributes its share towards prevention and alleviation of suffering in time of emergencies.

The first aid and ambulance service were the forefront service of the LRCS for the last 25 years; it was established as a full-scale national service during the civil conflict that lasted nearly 17 years. The LRCS was designated the official responsibility for the service in 1995. Historically, this has continued as the responsibility of the national society, since the government-run ambulance service lacks capacity. However, supportive services are found within the Civil Defence and some NGOs.

The service is highly respected by the Lebanese society due to the high level of impartiality and efficiency demonstrated during and after the war. Operating 24 hours a day and covering all areas of the country, the service provides the main avenue through which the society's first aid volunteers (about 6,000), are recruited and mobilized. Most of the volunteers are unpaid and work as long as required and receive only a small allowance to cover out-of-pocket expenses.

The first aid and ambulance service structure represent a major component of the disaster preparedness plan of the country, where volunteers from all religions and social groups are united in their work under the Red Cross emblem. As such, the Lebanese authorities and its population are heavily dependant on the LRCS for this life saving service both in time of emergencies as well as on a regular basis as part of the health care service system of the country.

In view of the increasing political instability in the region, the first aid training and ambulance service programmes will enhance the preparedness of the national society to act faster in case of natural and man-made disasters. The first aid stations are receiving a significant number of medical cases treated on the spot and/or transferred to health institutions.

With up to 30 per cent of the 150 operational ambulances in a state of deterioration due to age of vehicle, there is a need to renew the fleet. A renewal programme was launched in 1999. However, financial limitations have permitted only minor results in this respect.

The appeal of the LRCS for 2003/2004 seeks support to strengthen the first aid and ambulance service as part of its disaster management action. The programme is closely coordinated with the delegation of the ICRC in Lebanon.

As part of the long-term considerations, a comprehensive assessment and evaluation will be conducted to determine the future role of the LRCS in the provision of the ambulance/blood bank services in order to separate the ambulance/blood bank services from the main disaster management areas of focus according to Strategy 2010.

### **Overall Goal**

Increased role of the LRCS, based on a well-identified division of labour in the national disaster management plan for the country, will be developed.

### **Programme Objective**

The performance of first aid and ambulance services will be promoted and will involve volunteers at all levels of planning and implementation. In addition, twenty ambulances will be replaced, through purchase or in kind donations, with each benefiting branch contributing up to 30 per cent of the costs.

### **Expected Result(s)**

- An improved disaster management role of the LRCS will be integrated into the national plan.
- Enhanced volunteer contribution with the number of trained first aid volunteers is increased by 10-15 per cent through recruitment and training during 2003/2004.
- Initial steps will be taken to ensure the financial sustainability of the national first aid and ambulance service currently operated by the national society.

## **3. Organizational Development W [<Click here to return to the title page>](#)**

### **Background and achievements/lessons to date**

The organizational development (OD) programme is guided and inspired by the Federation's framework for capacity building of the national society as part of the Strategy 2010. It corresponds with the long-term outlook and policy of the national society. The process is based on the support and participation of the members at all levels of the LRCS, with a long-term perspective and commitment.

The LRCS has a long history of providing an effective medical service consisting of first-aid and ambulance service. However, the national society was affected by the post-war tension between the main components of power within the national society, and subsequently has had a governing body appointed by the Lebanese authorities through executive decrees since 1992.

In addition, the national society has a limited number of active members with a lack of formal influence by the majority of the volunteers on how the society should be managed. However, this is now changing since the process was initiated to open membership to all citizens and with a wider membership base reflecting a cross section of the society at large, new ways to improve the management and the organizational development of the society are ensured.

The leadership of the LRCS is now committed to establishing a general assembly with elected representatives from the local committees and actively working to broaden the membership base of the national society. Practical steps in this direction were taken during the past two years with an organizational development delegate assigned to facilitate the process.

Based on the achievements to date, the national society is currently working towards the establishment of elected governance and well-functioning organizational structures. This is expected to result in a higher number of volunteers and a decision making mechanism in which the key stakeholders of the national society will participate.

The Federation's and the delegation's organizational developmental support will continue to enable the national society to work through the challenges it faces as it strives to realize the structural changes it has set in motion.

In 2003 and 2004, the OD programme will continue to be implemented by the LRCS with assistance provided by the Federation's country and regional delegations. The planning and implementation of the programme will also be closely coordinated with the ICRC in Lebanon

### **Overall Goal**

The national society will deliver high quality services as an auxiliary to public authorities and works as an effective player within the civil society structure in the country.

### **Programme Objective**

The LRCS will have stronger organizational capacities in order to develop and use resources in an effective way.

### **Expected Result(s)**

- The national society will strive to achieve the characteristics of a well functioning humanitarian organization.
- The national society works with a more effective organizational structure established according to its statutes and the Federation's guidelines.
- The national society has increased membership representing a cross-section of the population.
- The experiences and capacities of the LRCS in volunteering will be developed as 'a pilot project' based on the achievements the national society has made to date in the development and use of volunteers.
- Elected governance will be established according to the statutes of the LRCS (beginning in 2003).
- A long-term development plan will be produced and put into action (beginning in 2003).
- The public image of the national society will be positively projected both within and outside the region.
- By working with improved systems and procedures, the national society will implement improved financial management systems and procedures.
- A resource development strategy will be in place as part of the long-term development plan of the national society.

## **4. Humanitarian Values W [<Click here to return to the title page>](#)**

### **Background and achievements/lessons to date**

The overall direction of the programme is to ensure that the volunteers and staff of the national society understand and act on the basis of the fundamental principles of the Movement in their interactions with the vulnerable people they serve in all circumstances and locations.

The youth department in the Lebanese Red Cross will continue to prioritize training, organizing and stimulating central and local activities where young volunteers from all the 28 youth clubs are gathering and interacting together. This is in order to achieve a common understanding of the humanitarian principles of the Movement, to create a positive social spirit among the youth and to enhance community development as a priority area.

During and after the 17 years of civil war, the youth have provided the back bone of the emergency and social activities of the national society. It is important to keep up this momentum so that the new generation, including children, fully understand and practise the fundamental principles and humanitarian values.

The existing cooperation between the LRCS and the Norwegian Red Cross, including the youth delegate, created positive development to increase international understanding and motivation of the youth with increased commitment to the promotion of humanitarian values and fundamental principles of the Movement. Additional efforts will be promoted to consolidate the achievements made in this respect.

In close cooperation with other departments, the youth department of the national society is planning to reach a majority of the public through its various activities and campaigns promoted by the youth

focusing on relevant and timely humanitarian issues. Part of the plan aims to activate its 1,2000 active members to launch a children's festival involving nearly 12,000 children from all corners of the society. The LRCS intends to educate and mobilize the youth through different means, including youth camps. Specially trained youth teams will visit reformatories and jails to engage the youth clubs in meaningful social activities. About 150 youth will benefit from leadership training and up to 1,000 university students will be engaged in traffic awareness campaigns.

### **Overall Goal**

The humanitarian values and fundamental principles of the Movement are widely promoted within the LRCS and the society at large with the youth playing a major role in mobilizing the process.

### **Programme Objective**

The youth of the LRCS are effectively empowered to build their capacity through increased activities that can help to promote the humanitarian values and the fundamental principles of the Movement

### **Expected Result(s)**

- Increased understanding of the fundamental principles and humanitarian values of the Movement among staff and volunteers of the national society as well as among the public at large. The authorities and the public at large will support and facilitate the humanitarian mission of the LRCS.
- The youth clubs are dynamic and productive in increasing the number of youth members covering the whole country and contributing significantly to the volunteer development of the national society.
- Two youth camps are held with national, regional and international participation in Lebanon in order to encourage and develop the young people's capacity to spread humanitarian values, to disseminate the fundamental principles of the Movement and to enhance their own development.

## **5. Federation Coordination W**

### **Background and achievements/lessons to date**

The Federation's country delegation in Lebanon was established in 1992, and has since facilitated the Secretariat's support to the Lebanese Red Cross as well as to the Lebanese and Syrian branches of the Palestine Red Crescent Society, PRCS/L and PRCS/S.

Initially, the country delegation supported the development of the capacity of the LRCS through a wide range of activities, such as the ambulance service, first aid training, blood banks and volunteer activities.

In 1994, the PRCS/L was given support to restructure its health care set up, with a full renovation of five hospitals covering the first and secondary levels of hospital care. In addition, a full renovation of nine health centres was made related to the refugee camps in Lebanon.

The Federation's support in Lebanon is gradually moving from the direct hardware support as a dominating priority towards health education, organization development, youth and volunteers, human resource development and securing quality performance of the services with increased involvement of partners inside and outside the Movement.

The cooperation agreement strategy (CAS), will be initiated based on the priorities to be identified in the development plan of the national society. The harmonizing document signed with the ICRC in Lebanon will be further consolidated as part of the CAS process. Further coordination will occur with the Norwegian, French Red Cross and other participating national societies that may be willing to continue to work with the Lebanese Red Cross Society based on the CAS process.

The cooperation agreement strategy is a process to enable the priorities of a national society, as expressed in its strategic/development plan, to be fully supported by partners (both Red Cross Red Crescent and externally). Through this process commitment to a shared strategy can be developed that will strengthen the impact of the national society's work in improving the lives of vulnerable people.

### **Overall Goal**

The humanitarian action in Lebanon will more efficiently serve the most vulnerable based on increased effective coordination that enhances the practice of working together in the context of the Strategy 2010.

### **Programme Objective**

Better communication and coordination capacities established both within the LRCS and externally with the other partners of the national societies.

### **Expected Result(s)**

- Cooperation mechanisms between the national society and the country delegation are reviewed and developed.
- The national society will work with an increased number of partners both within and outside the country.
- The financial sustainability of the national society and the country delegation are gradually improved.
- The communication and coordination between the national society, the country delegation as well as governmental and non-governmental agencies are improved.
- A more conducive performance environment is developed for the implementation of the Strategy 2010 goals of the Federation within the Lebanese context.

## **6. International Representation W**

### **Background and achievements/lessons to date**

Other international organizations such as ESCWA, UNDP, UNICEF, WHO, UNRWA and EU are all present and operate relief and development programmes in Lebanon. The UNDP is committed to building partnerships and strengthening the national capacity, especially for economic and social development. The European Commission is involved in reconstruction and rehabilitation, social and economic development of the country, emergency assistance to refugees, and other development projects in cooperation with the government.

The ICRC used to be responsible for the activities of the International Red Cross/Red Crescent in the previously occupied zone of South Lebanon. This area is presently supported in coordination between the country delegation of the Federation, the ICRC and the LRCS. Several UN organizations, including the UNDP, are facilitating a process of inter-donor cooperation. Donor countries meet on a regular basis to discuss the overall priorities for post war reconstruction and the UNDP maintains a database of projects in progress. This process excludes projects targeting the Palestinian refugee community in which refugee issues are separated from the mainstream Lebanese issues.

There is a potential to intensify cooperation through active advocacy towards partnership with LRCS. Up until 1998, the support mainly consisted of equipment, rehabilitation of centres and the provision of supplies and running costs in order to implement the post war development plan launched in 1993. In the period between 1999-2002, the main donor through the Federation was the Norwegian Red Cross which in 1996 established twinning projects between the two societies. Since 2001, this bilateral cooperation was consolidated to include a youth delegate exchange programme.

Since September 2002, the French Red Cross was contributing towards the maintenance of the Federation's presence in Lebanon. Some local level support was generated from embassies in Lebanon, notably the British Embassy.

The ICRC has a long history of support to the LRCS since the outbreak of the national conflict in the mid-seventies. The support of the ICRC has made a significant impact on the first aid and ambulance services and the medical and social structures of the LRCS, especially in the previous occupied zone in South Lebanon.

Due to the changing situation in Lebanon, especially after the Israeli withdrawal from South Lebanon, the ICRC has changed its support strategy which now focuses on such traditional activities as international humanitarian law and promotion and dissemination of the fundamental principles.

There is a need to broaden the support base for the LRCS. Stronger links will be established with participating national societies, UN agencies and governmental and non-governmental organizations.

### **Overall Goal**

The efforts of the Red Cross in Lebanon start to yield greater results based on increased support and visibility both within and outside the country

### **Programme Objective**

The LRCS will develop and implement effective international representation capacities to engage more with governmental and non-governmental organizations as well as UN agencies.

### **Expected Result(s)**

- The role of the Federation's country delegation will focus on international representation as one of its key functions.
- The LRCS has further developed its capacity within the core areas of the Strategy 2010.
- The national society and the Federation's country delegation play a more active role in participating in relevant national and international events taking place in Lebanon.
- A more unified image is created of the national society concerning the Movement, the Federation's country delegation and the ICRC working together more effectively.

*The budget is included within the international representation budget under the regional delegation's appeal for 2003/2004.*

**<Budget below - [Click here to return to the title page](#)>**

# BUDGET 2003

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.89/2003

Name: Lebanon

PROGRAMME:

	Organisational Development	Health & Care	Disaster Management	Humanitarian Values	Federation Coordination	International Representation	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0	0
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	250,000	0	0	0	0	250,000
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	0	0	0	0	0	0
<b>SUPPLIES</b>	0	250,000	0	0	0	0	250,000
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	65,000	0	0	0	65,000
Computers & telecom	25,806	2,593	1,051	452	0	0	29,902
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
<b>CAPITAL EXPENSES</b>	25,806	2,593	66,051	452	0	0	94,902
Warehouse & Distribution	0	0	0	0	0	0	0
Transport & Vehicules	1,165	28,750	1,520	654	0	0	32,088
<b>TRANSPORT &amp; STORAGE</b>	1,165	28,750	1,520	654	0	0	32,088
Programme Support	10,175	32,866	11,865	5,712	0	0	60,617
<b>PROGRAMME SUPPORT</b>	10,175	32,866	11,865	5,712	0	0	60,617
Personnel-delegates	28,800	72,000	43,200	28,800	0	0	172,800
Personnel-national staff	23,524	56,342	4,599	1,977	0	0	86,441
Consultants	0	0	0	3,000	0	0	3,000
<b>PERSONNEL</b>	52,324	128,342	47,799	33,777	0	0	262,241
W/shops & Training	25,000	0	50,000	30,000	0	0	105,000
<b>WORKSHOPS &amp; TRAINING</b>	25,000	0	50,000	30,000	0	0	105,000
Travel & related expenses	14,280	900	365	157	0	0	15,702
Information	135	20,433	176	15,075	0	0	35,818
Other General costs	27,649	41,744	4,762	2,047	0	0	76,201
<b>GENERAL EXPENSES</b>	42,064	63,077	5,303	17,279	0	0	127,722
<b>TOTAL BUDGET:</b>	156,534	505,628	182,538	87,874	0	0	932,572