

# ANNUAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## LEBANON

29, May, 2004

### In Brief

**Appeal No. 01.89/2003;**  
**Appeal target: CHF 932,572 (USD 639,980 or EUR 633,383);**  
**Appeal coverage: 69%.**

*(Click here to go directly to the attached Financial Report).*

*This Annual Report reflects activities implemented over a one-year period; they form part of, and are based on, longer-term, multi-year planning. All International Federation assistance seeks to adhere to [the Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, please access the Federation's website at <http://www.ifrc.org>*

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### Overall analysis of the programme

The Federation continued to provide support to the development of the Lebanese Red Cross towards improved services in a post-civil war situation. As a major service provider to the Lebanese population during the 17 year long conflict (1975-1992), the Lebanese Red Cross had established a wide range of activities such as first aid and ambulances, primary health care, social services, health education and blood banks. Staffed mainly by volunteers and respected by all the warring factions in the country during the civil war, the Lebanese Red Cross built a unique reputation of reliable and idealistic organisation. The end of the civil war brought new challenges and a long-term development plan was established in 1993 to cover the years up to 2000. It focused on improving the existing services as well as establishing new ones, most notably the youth programme. However, this plan did not have sufficient provisions for organisational development to improve the implementation capacity of the Lebanese Red Cross.

The main focus of the International Federation's support to the Lebanese Red Cross is to address the issue of **organisational development** and general capacity building within the National Society's priority programme areas. The Appeal 2003 priorities included a continuation of the organisational changes outlined in the 2000-2002 organisational development programme such as membership registration, governance, development through new elections and a new Strategic Work Plan for 2003-2005 in line with needs, national priorities and the *Strategy 2010*. The priorities also included a resource development strategy as an integral part of the overall development

plan. It was also desired to see the youth groups and volunteers further develop their skills and activities as well as upgraded decision making processes. The Lebanese Red Cross also considered improved performances in critical service areas such as First Aid/Ambulances, health care, social services and blood banks to be essential for its continued development. A new Disaster Management plan, including mobilisation and training of volunteers, was included in the priority activities for the 2003 Appeal.

Although a process of change started as per the organisational development plan for 2000-2002, some key areas such as elections to revitalise the governance were delayed to ensure compliance with the Lebanese Red Cross Statutes and the national law governing non-governmental organisations. An issue over Youth and First Aid representation also contributed to the delay. A compromise solution accepted by all parties led to the formation of an election working group within the Internal Affairs department and elections are now scheduled for 2004. A complete membership registry was set up and new membership cards issued to all members. Launch of the Strategic Work Plan initially scheduled take place in 2003 was postponed until after the election process is completed. The Strategic Work Plan will also include the much needed resource development plan. Continued pressure on the Lebanese economy with growing budget deficits, mounting foreign debt and lack of much needed reforms in the public sector could eventually put pressure on the current service implementation contracts the Lebanese Red Cross has with the government, thus further emphasising the need for diversification of the income base of the National Society.

The efforts to support youth and volunteers to develop their skills and activities have been very successful with coordinated training initiatives and through continued bilateral cooperation with the Norwegian Red Cross. The inclusion of youth and First Aid volunteers in the governance structures will improve their capability to influence the decision making processes in the Lebanese Red Cross.

**Health and care** activities of the Lebanese Red Cross are gradually shifting from curative work to health education, information campaigns and training in line with priorities outlined in the *Strategy 2010*. A comprehensive review of current health and social activities is expected to be carried out in 2004 according to an agreement between the International Federation and the Lebanese Red Cross. The **disaster management** programme mainly focused on First Aid training and ambulance renewals with further expansion postponed until 2004 due to implementation capacity issues.

The awaited revitalisation of the governance through elections in 2004 will eventually lead to increased efforts by the International Federation to support the Lebanese Red Cross in the organisational development process.

## **Objectives, Achievements, and Constraints**

### **Health and care**

**Objective: To strengthen the Lebanese Red Cross' operational health care capacity 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.**

#### **Achievements**

As part of the focus on public health and use of the Lebanese Red Cross volunteer network, a series of trainings on HIV/AIDS prevention and care for HIV/AIDS infected persons took place in 2003. A total of 45 staff from the medical-social department and 25 youth volunteers were trained as trainers in collaboration with the National AIDS Programme (NAP) in Lebanon. More than 400 youth, nurses from 6 hospitals and student nurses at 3 nursing schools have since been trained.

The excellent cooperation between the NAP/Ministry of Health and the Lebanese Red Cross has had a very positive impact on the coordination of the national response to the HIV/AIDS pandemic in Lebanon. A regional workshop on HIV/AIDS was hosted by the Lebanese Red Cross in September 2003 and included participants from Iraq (2), Egypt (2), Yemen (2) and Jordan (2) as well as Lebanon (22).

The experience gained by the Lebanese Red Cross in preventive health campaigns is expected to positively influence other health priority areas and new programmes are being developed within road safety and nutrition. Another milestone in the focus on preventive health services was the inauguration of a “Women’s Diagnostic Centre” in Beirut targeting poor women and offering screenings for breast cancer and osteoporosis at cost recovery fees much below those of the government and private facilities. The Federation contributed 50 percent of the funds needed for the start up of the Centre and it is expected that the Centre will be self-sustainable within one year of operation. It is expected also that during the first year of operation (December 2003 – December 2004) 1,500 women will be screened for breast cancer and 1,500 others for osteoporosis with an increase to 2,500 and 2,000 respectively for the second year. Further capacity increases will require new material investments.

The regional psychological support programme (PSP) ensured that more than 100 volunteers from the Lebanese Red Cross were trained to give basic counselling. A cross departmental committee was set up to further integrate psychological support training in the First Aid/Ambulance, medical-social, youth and disaster management trainings.

### **Constraints**

A lack of an overall health strategy in the Lebanese Red Cross incorporating services such as First Aid/Ambulances, medical-social and the blood bank and consequently a lack of an HIV/AIDS strategy led to a partially fragmented approach by the three departments (training, youth and medical-social) dealing with the HIV/AIDS programme. However an attempt to support a unified approach has started. Although not critically, a lack of funding has also hampered the pace of reforms.

## **Disaster Management**

**Objective: The performance of the First Aid/Ambulance services will be promoted and will involve volunteers at all levels of planning and implementation. In addition, 20 ambulances will be replaced through purchase or in kind donations with each benefiting branch contributing up to 30% of the costs.**

### **Achievements**

The main focus of the Disaster Management programme in the Lebanese Red Cross has traditionally been the First Aid/Ambulance services. This was predominantly developed during the years of the civil war, with the Lebanese Red Cross emerging as the country’s main ambulance service provider at the end of the conflict. The National Society relies on volunteers to staff the 41 ambulance stations throughout the country. It is still an Emergency Medical Service with elements of paramedical services. The fleet of around 150 ambulances is owned and operated by local committees (branches) throughout the country. The funding that comes from the Lebanese Government through a contract signed in 1995 is earmarked for the running costs, only without any provisions for fleet renewal. Today, around 70 percent of the fleet is older than 10 years and in need of replacement. The Lebanese Red Cross is the only national provider of the ambulance services free of charge.

In 2003, the Lebanese Red Cross had more than 160,000 ambulance missions which represent over 80 percent of the total number of ambulance missions from all the providers in the country. This is also an increase of 6.3 percent compared with 2002. All this further explains and justifies the need for a fleet renewal.

After several months of delays, a total of six new ambulances were finally delivered in the beginning of 2003. The benefiting local committees (branches) were: Falougha, Koura, Jbeil (Byblos), Antelias, Cornet Chehwan and Marjayoun. Four other ambulances were ordered in 2003 and at the time of reporting were in the process of being delivered to Aley, Achrafiye (in Beirut), Rashaya (South Bekaa) and Tripoli. In more general terms, the local committees (branches) must raise 30 percent of the funds to contribute to the purchase of ambulances.

Improved training methodology and content for the First Aid/Ambulance teams were introduced to further enhance the skills of the staff. A total of 60 experienced volunteers participated in a Basic Life Support (BSL) training organised by the Lebanese Red Cross. In addition, 42 new trainers were trained and 3,605 volunteers

received the basic First Aid training. The National Society organized also First Aid courses for the army with a total of 3,130 participants trained in 2003.

A Disaster Management (DM) plan of action for the Lebanese Red Cross was prepared by a newly established DM working group consisting of the President of the Society, 8 directors of departments, 10 headquarters staff and 37 members from the local committees (branches). Senior members from the working group met in Beirut in December for a workshop facilitated by the Regional DM delegate. This workshop marked the beginning of the DM programme in Lebanon with further training and follow-up expected to take place in 2004.

The First Aid/Ambulance service will continue to run independently from the DM programme.

### **Constraints**

Several elements such as an increase in number of ambulance missions, a lack of funding from the government to renew the ambulance fleet, the strong Euro and a lack of fundraising options for local committees (branches) in economically unprivileged areas of Lebanon have confronted the Lebanese Red Cross' ambulance programme to increasing challenges. Additional difficulties were caused by the delivery time for ambulances which has been up to 9 months.

Disaster Management focal point in the Lebanese Red Cross has not been appointed yet. This creates difficulties when developing and coordinating new activities outside the traditional First Aid/Ambulance sector. Finally and as any new initiative, the DM programme has yet to be properly integrated within the organisation which should back-up the programme by providing an adequate set-up allowing the widening of programme activities.

## **Organisational Development**

**Objective: The Lebanese Red Cross will have a stronger organisational capacity to develop and use resources in an effective way.**

### **Achievements**

It is recognised that the Lebanese Red Cross is a very strong and active organisation in Lebanon, with a variety of relevant and effective activities. However, the organisation has not focused on general organisational development to support further improvements of existing activities and developing new ones.

In the Plan of Action 2000-2002, the society outlined the following main challenges: improving the governance through new elections, adopting changes to the Statutes to allow broader representation, developing a long term Strategic Work Plan including a resource development plan, decentralising the decision making processes and further developing the volunteer base.

The Federation aimed to support this process based on the *Characteristics of a Well-functioning National Society* (CWFNS) and the *Strategy 2010*. Additional support is found in the *Capacity Building Framework*.

In 2002, the Lebanese Red Cross completed the Self-Assessment process based on the CWFNS. In 2003, the Federation used a consultant to review the recommendations from the Monitoring & Evaluation department in Geneva and develop a proposal for a revised Plan of Action. These recommendations will be addressed by the new Executive Committee once the election process is completed.

The President, Vice-President and the Executive Committee are all appointed by the government through a presidential decree and confirmed by the Cabinet of Ministers. This system was introduced following the civil war to avoid fragmentation within the society, which was kept together despite the challenges of the war. The current Executive Committee was appointed in 1994 and the President in 2000, and was subsequently reconfirmed in 2003.

An election working group under the auspices of the Internal Affairs department was appointed in 2003 to review all issues related to the Statutes and the election process. After several rounds of discussions and negotiations, it was finally agreed that the First Aid and Youth volunteers would be represented at the General Assembly through a quota of eight and six representatives respectively. This received the endorsement of the President of the Republic of Lebanon who took part in the negotiations, as well as the First Aid and Youth volunteers. The ICRC was involved in the process and assisted with advice.

With its strict procedures for admission of members, few volunteers only are actually members of the Lebanese Red Cross. A limiting factor is the age restriction, set at minimum 21, which is Lebanon's suffrage age. This is restricted by national legislation and can not be changed.

The Lebanese Red Cross, with support from the Federation, developed a new membership registry at the headquarters, and issued membership cards to all 3,339 members. The number of active volunteers is however more than twice this number. Preparations by the election working group continued throughout 2003 with the first General Assembly scheduled for early 2004. It is believed that the process will be completed by the end of the year.

The Strategic Work Plan preparations are underway, but a final conclusion will not be reached before the election process is completed. Issues concerning the Self-Assessment recommendations have also been postponed until after the elections, but some areas are receiving attention. The Society has started to document volunteer management practices.

A review of the health programmes was prepared with further reviews underway, particularly the one focusing on ambulance services. Decentralisation of the society requires a strengthening of the branches and improved communications means, flow of information and methodology between the headquarters and the local committees (branches). Computers were placed in all the branches and computer literacy courses were made available to all interested staff. An intranet computer network is being established.

### **Constraints**

A lack of progress to hold elections delayed the implementation of programmes and the cooperation between the Lebanese Red Cross and the Federation was halted until the issue of First Aid and Youth representation was settled. Furthermore, centralised management model often hampered timely implementation of the programmes. Long term planning would have benefited from a better use of planning tools. Finally, improvements in the inter-departmental coordination are needed to increase efficiency in the management of the programmes.

## **Humanitarian Values**

**Objective: Effectively empower the Lebanese Red Cross youth to build their capacity through increased activities that can help to promote the humanitarian values and the fundamental principles of the Movement.**

### **Achievements**

Throughout the year, the Lebanese Red Cross continued to carry out activities within the area of promotion of humanitarian values. The youth department is currently involved in a bilateral programme with three district branches of the Norwegian Red Cross, some of the activities encompassing dissemination and promotion of humanitarian values. The well-functioning of the bilateral programme did not necessitate a substantial involvement of the Federation. However assistance and support has been given in connection with specific workshops and through regular meetings with the governance of the Society.

Promotion of humanitarian values as a programme has been limited so far to the youth thus restraining the full scope of the reach out potentials. With a more active inclusion of other programmes/departments in promoting

the humanitarian values and particularly of the Information department responsible for handling most of the media and the PR strategy, the programme would have a better impact.

## **Federation Coordination**

**Objective: Improve communication and coordination capacities within Lebanese Red Cross and externally with relevant partners.**

### **Achievements**

To better facilitate the organisational development processes and improve the coordination role of the International Federation, the delegation moved its office in late August to a location within the headquarters of the Lebanese Red Cross, in downtown Beirut. This was welcomed by both parties as a positive step.

The meeting frequency between the Federation Representative and the President of the National Society and other senior governance members and managers has increased substantially as a result. Communication and coordination within the Lebanese Red Cross has also improved in 2003 with the completion of the project to equip all local committees (branches) with a computer. Cross-departmental working groups have been established for HIV/AIDS projects and disaster management.

The Federation's Regional office in Amman has provided technical advice and services to the delegation and the Lebanese Red Cross.

### **Constraints**

Most of the local committees (branches) in the Lebanese Red Cross have not been connected yet to the Internet and continued to rely on other communication means such as fax machines for sending reports.

## **International Representation**

**Objective: The Lebanese Red Cross will develop and implement effective international representation capacities to engage more with governmental and non-governmental organisations as well as UN agencies.**

### **Achievements**

Federation Representative has held regular meetings with relevant Embassies, international organisations, ICRC and Government representatives. The Lebanese Red Cross has been encouraged to participate in relevant national events to further reinforce its status of the largest humanitarian organisation in the country and build new networks within the areas of interest. Three-partite meetings between the Federation, ICRC and the Lebanese Red Cross, as well as joint participation in events, have led to a broader understanding of the RC/RC Movement and the individual roles of its components.

### **Constraints**

The Lebanese Red Cross has to develop yet an international cooperation policy as well as a clear strategy for effective representation domestically. Improving capacities in project planning, reporting, monitoring and evaluation is as a precondition for taking on new partnerships with national and international partners.

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**INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES**

Interim report	
Annual report	X
Final report	

**Appeal No & title: 01.89/2003 Lebanon**  
**Period: year 2003**  
**Project(s): PLB000, 015, 016, 161, 301**  
**Currency: CHF**

**I - CONSOLIDATED RESPONSE TO APPEAL**

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	932,572				
less					
Cash brought forward	278,598				
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>653,974</b>				
<u>Contributions from Donors</u>					
American Government (DGUS)	1,415				1,415
American Red Cross (DNUS)	754				754
ECHO - LEBANON MEDICAL ASSIST:PRCS ( (DE0206)	-6,740	Reallocations			-6,740
Netherlands Red Cross (DNNL)	8,003				8,003
Norwegian Govt.via Norwegian Red Cro (DGNNO)	306,090				306,090
Norwegian Red Cross (DNNO)	34,010				34,010
 NORWAY				24,400	24,400
 <b>TOTAL</b>	<b>343,531</b>			<b>24,400</b>	<b>367,931</b>

**II - Balance of funds**

OPENING	278,598
CASH INCOME Rcv'd	343,531
CASH EXPENDITURE	-615,897
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CASH BALANCE	6,232

**Appeal No & title: 01.89/2003 Lebanon**

Period: year 2003

Project(s): PLB000, 015, 016, 161, 301

Currency: CHF

**III - Budget analysis / Breakdown of expenditures**

Description	APPEAL Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<b>SUPPLIES</b>						
Shelter Construction						
Clothing Tiles						
Food Seeds						
Water sanitation						
Medical first Aid	250,000					250,000
Teaching materials						
Utensils Tools						
Other relief supplies						
<b>Sub-Total</b>	<b>250,000</b>					<b>250,000</b>
<b>CAPITALEXPENSES</b>						
Land Buildings						
ehicles	65,000					65,000
Computers Telecom equip.	29,902	4,897			4,897	25,005
Medical equipment						
Other capital expenditures		9,783			9,783	-9,783
<b>Sub-Total</b>	<b>94,902</b>	<b>14,680</b>			<b>14,680</b>	<b>80,222</b>
<b>TRANSPORT STORAGE</b>						
Warehouse distribution		749			749	-749
Transport vehicles	32,088	13,051			13,051	19,037
<b>Sub-Total</b>	<b>32,088</b>	<b>13,801</b>			<b>13,801</b>	<b>18,287</b>
<b>PERSONNEL TRAINING</b>						
Personnel (delegates)	172,800	88,450		24,400	112,850	59,950
Personnel (regional, national staff)	86,441	19,657			19,657	66,784
Consultants	3,000	4,274			4,274	-1,274
Workshops training	105,000	1,477			1,477	103,523
<b>Sub-Total</b>	<b>367,241</b>	<b>113,857</b>		<b>24,400</b>	<b>138,257</b>	<b>228,984</b>
<b>GENERAL ADMINISTRATION</b>						
Travel related expenses	15,702	6,423			6,423	9,279
Information expenses	35,818	1,635			1,635	34,183
Admin. general expenses	76,204	55,627			55,627	20,577
<b>Sub-Total</b>	<b>127,724</b>	<b>63,685</b>			<b>63,685</b>	<b>64,039</b>
<b>PROGRAMME SUPPORT</b>						
	<b>60,617</b>	<b>41,511</b>			<b>41,511</b>	<b>19,106</b>
Operational provisions						
Transfers contributions		368,363			368,363	-368,363
<b>TOTAL BUDGET</b>	<b>932,572</b>	<b>615,897</b>		<b>24,400</b>	<b>640,297</b>	<b>292,275</b>