

# 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

2 May 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries. For more information: [www.ifrc.org](http://www.ifrc.org)

### In Brief

Appeal No. 01.85/2004; Period covered: January - December 2004

Appeal target: CHF 555,000 (USD 470,140 or EUR 359,310)

#### Related Emergency or Annual Appeals:

Lebanon Annual Appeal 2004. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/018504.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/018504.pdf)

Lebanon Annual Appeal 2004 - Programme Update no.1. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/01850401.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/01850401.pdf)

Lebanon Annual Appeal 2004 - Programme Update no.2. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/01850402.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/01850402.pdf)

Middle East Regional Programmes Annual Appeal 2004. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/018904.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/018904.pdf)

Middle East Regional Programmes Annual Appeal 2004 - Programme Update no.1. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/01890401.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/01890401.pdf)

Middle East Regional Programmes Annual Appeal 2004 - Programme Update no.2. For details, please see the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/01890402.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/01890402.pdf)

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This Annual Report reflects activities implemented over a one-year period. This forms part of, and is 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, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

## Programme assessment

The Federation assistance to the Lebanese Red Cross is focused on organisational development. The society has identified improved governance and a review of current services as main priority areas for assistance. The Lebanese Red Cross services are predominantly linked to its role during the 17 year long civil war (1975-1992) that devastated much of the country and left the government unable to provide services to the population. The Lebanese Red Cross was a relatively small organisation in 1975 when the war started, but quickly established itself as a major provider of first aid and ambulance services, primary health care, health education and blood banks. Much of the growth was supported by the International Committee of the Red Cross (ICRC) and other donors using the Lebanese Red Cross as an implementing partner. The governance structures of the organisation were not sufficiently developed to support the growth and following the civil war, a long-term development plan was elaborated for the period from 1993 to 2000. The plan 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 and bring the services under proper governance control.

The Federation support to the organisational development and capacity building process of the Lebanese Red Cross has been consistent since 2000, based on a Plan of Action elaborated for the period of 2000-2002. The plan targeted priority areas such as membership registration, governance capacity, elections and a new Strategic Work Plan in line with needs, national priorities and the Federation's Strategy 2010. Considerable achievement has been made towards improved membership registration and governance elections, but key areas such as governance training, organisational structure and strategic planning is still behind schedule and desired results. The reasons are both external and internal, most notably a strong resistance to change within the organisation and lack of funding and stability in its relationship with the government, a key partner. However, the leadership of the Lebanese Red Cross is still committed to change and improvement and the Federation can still play an important role.

A key issue for the Lebanese Red Cross is its income base. With more than 80% of the total income generated through governmental contracts, it is potentially highly vulnerable to the economic and political changes in the country. With a growing budget deficit, mounting foreign debt (Lebanon has the second highest debt per capita in the world), lack of much needed public sector reforms and political deadlock after the extension of President Emile Lahoud's mandate in October, the Lebanese Red Cross could face a serious financial crisis, highlighting the need for diversification of its income base. This issue should be addressed by the Federation in future support programmes.

The continued success in recruiting, training and retaining volunteers is a valuable contribution to the capacity of the Lebanese Red Cross. Efforts to include volunteers in the governance of the society are commendable and enjoy strong support by the President. This is particularly valuable if the society is to succeed in shifting focus away from public service delivery to the more traditional approach of working as an auxiliary to the government in a complementary role.

## Health and care

**Goal: To provide improved community based health services by strengthening preventive health and care programmes and capacities with a focus on disease prevention and health promotion**

### Achievements

A comprehensive assessment of the health services provided by the Lebanese Red Cross was conducted between 23 July and 21 August. A survey team from the reputable Lebanese public health consultancy company Allied Integrated Management (AIM) mapped the Lebanese Red Cross clinics against utilisation indicators and health seeking behaviour of clients. The assessment identified priority health services gaps in terms of accessibility,

availability and affordability as well as community and user perceptions of the quality of the Lebanese Red Cross services.

The survey team also reviewed other health services providers in areas where the Lebanese Red Cross operates, such as the government and non-governmental organisations (NGOs). The assessment was conducted in close cooperation and coordination with the Ministry of Health. The assessment also addressed the issue of Lebanese Red Cross structure, management and budget routines, with several suggestions for improvement. The assessment clearly concludes that the Lebanese Red Cross should adapt a more flexible approach to health care, focus more on prevention and promotion, improve planning and management and assess the real needs of the population before deciding on a future structure of its health clinics. The Ministry of Health supports the findings. A meeting scheduled for the first half of 2005 will address the conclusions and agree on an appropriate Plan of Action, which will be the basis of the health part of the Appeal for 2006.

### **Impact**

The results of the assessment clearly recommend changes to the way the health services are managed and the content of the services with a greater emphasis on prevention. The survey was conducted in cooperation with the Ministry of Health and enjoyed full cooperation from the Lebanese Red Cross management, ensuring necessary credibility to the outcome and potential for a coordinated effort in implementing the suggested changes. A discussion into the consequences for the Lebanese Red Cross' health services continued for the rest of the year and a Plan of Action is expected to be elaborated during the first half of 2005.

### **Constraints**

Lack of sufficient public health resources in the Middle East/ North Africa (MENA) region to support the Lebanese Red Cross is evident. With only one health delegate to support the region, optional bilateral support may be considered.

### **Lessons learnt**

The process led to very useful discussions internally and will be replicated for other sectors.

### **Approach for 2005**

A follow-up to the recommendations in the Health Services Assessment, agreed in a Plan of Action, will be the main priority for the delegation in Lebanon in 2005 and form the basis for the health part of the Appeal 2006. A pilot project to implement the suggestions in the assessment will be supported by the Federation.

## **Disaster Management**

**Goal: The Lebanese Red Cross is capable of providing effective disaster response and preparedness through a functional internal and external cooperation and well established coordination mechanisms.**

### **Achievements**

The focus and role of the Lebanese Red Cross in disaster management is first aid and ambulance services. This role has developed through years of experience and fulfils a complimentary role to the government's total disaster preparedness and response capacity, along side institutions such as the police, the army, civil defence etc.

Although a written national plan for disaster management has yet to be approved, the role of the Lebanese Red Cross is unlikely to change. The cooperation and coordination mechanisms are clear, well-established and tested over the years. However, the Federation support in terms of introducing better planning tools, assessment methodologies and standardised procedures is having a positive impact in terms of efficiency. A Vulnerability and Capacity Assessment (VCA) has been prepared and will start in 2005. A committee will oversee the VCA process with members drawn from all departments.

Continued strength in first aid training is ensured through support to Training of Trainers (ToTs) and marketing of the courses. The first aid trainings offered do not only strengthen preparedness in the country, but also act as a recruitment tool for volunteers in the Lebanese Red Cross.

### **Impact**

The VCA is now accepted as a vital disaster management tool throughout the organisation. A thorough assessment of the ambulance services has been agreed and fully supported by the Lebanese Red Cross management. Continued service delivery of high qualitative standards has been ensured through training support and material investments in new ambulances.

### **Constraints**

The weak budget architecture of the Lebanese Red Cross and the reliance on governmental support limits the ability to take on a comprehensive change process.

### **Lessons learnt**

Diversification of the Lebanese Red Cross income base is essential for the stability of the ambulance service as well as for the society in general.

### **Approach for 2005**

The VCA will be the main disaster management activity in 2005, hopefully, feeding into the Appeal for 2006. A thorough assessment of the First Aid/Ambulance department is also planned for 2005.

## **Organisational Development**

**Goal: To support structural and operational changes to the Lebanese Red Cross which will form a platform for improved effectiveness of its governance resulting ultimately in improved service delivery and advocacy capacity.**

### **Achievements**

The organisational development support to the Lebanese Red Cross has been led by its Plan of Action for 2000-2002. The plan outlined the main challenges as being: improvement of the governance through new elections at all levels of the organisation, revision of the statutes to allow a broader representation, development of a long-term Strategic Work Plan, decentralisation of the decision making processes and further development of the volunteer base.

The Lebanese Red Cross participated in the Federation's National Society Self-assessment process in 2002, with additional follow-up by an external consultant in 2003 to summarise the recommendations from the Federation Secretariat's Monitoring & Evaluation department and draft a plan of action to address the issues being raised. A new self-assessment process is scheduled for 2005.

The Lebanese Red Cross is respected and recognised for its services in the country. However, today's services are not sufficiently supported by the governance structures. The Lebanese Red Cross has identified elections as a mean to reinvigorate governance and an election working group was established in 2003 under the auspices of the Internal Affairs department. The working group has reviewed the statutes, proposed amendments and opened a new electronic membership registry. In addition, a plan of action for the elections, with clear timelines, responsibilities and follow-up was approved by the Executive Committee. The first General Assembly is scheduled to be held in 2005. This will eventually pave the way for elections at the local level toward the end of the year.

The Strategic Work Plan will follow the elections. The results of the upcoming VCA, as well as the assessment results of the Medical-Social and First Aid/Ambulance departments will feed into the work plan. There already

are attempts at departmental planning, most notably the youth department, which will assist in the overall planning of the Lebanese Red Cross.

**Impact**

As much of the organisational development process depends on the election process, some of the planned activities for 2004 will continue into 2005 and beyond. The Federation support to the election working group has been extremely important to ensure momentum. The assessment of the Medical-Social department was a success and the support and willingness to change by the Lebanese Red Cross leadership is very valuable.

**Constraints**

The financing of services in the Lebanese Red Cross is a major concern and should be addressed. The uncertainty of the financial situation is slowing the overall organisational development efforts and leaves the Lebanese Red Cross very vulnerable to political and economic changes in the country.

The election process has also taken longer time than expected for several reasons such as thorough quality assurance by the election working group, misunderstandings among the current governance members and disagreements over the level of influence by members.

**Lessons learnt**

There is a great need for a completed election process, a comprehensive resource development plan, a Strategic Work Plan and further emphasis on analysis and planning at the programme level.

**Approach for 2005**

Focus on further support to the election process, training of newly elected governance members; raising the issue of diversification, budgeting and resource development. The services assessments and the VCA should feed into the Strategic Work Plan, which should include a volunteer policy. Sufficient training of the new governance will be essential to succeed with the Strategic Work Plan as well.

***The financial report is attached below. Please click here to return to the title page and contact information***

Selected Parameters	
Year/Period	2004/1-2004/12
Appeal	M04AA085
Budget	APPEAL

All figures are in Swiss Francs (CHF)

**I. Consolidated Response to Appeal**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Budget (A)	102'000	172'000		281'000	0	555'000
Opening Balance (B)	0	0		12'972	0	12'972
Income						
Cash contributions						
British Red Cross	52'916			33'582		86'498
Norwegian Red Cross	43'560	89'830		164'382		297'772
Cash contributions (C1)	96'476	89'830		197'964		384'270
Reallocations (within appeal or from/to another appeal)						
Netherlands Red Cross				539	-539	0
Reallocations (C2)				539	-539	0
Inkind Personnel						
Norwegian Red Cross				74'400		74'400
Inkind Personnel (C4)				74'400		74'400
Total Income (C) = SUM(C1..C5)	96'476	89'830		272'903	-539	458'670
Total Funding (B + C)	96'476	89'830		285'874	-539	471'642

**II. Balance of Funds**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Opening Balance (B)	0	0		12'972	0	12'972
Income (C)	96'476	89'830		272'903	-539	458'670
Expenditure (D)	-96'045	-89'691		-276'082	539	-461'279
Closing Balance (B + C + D)	432	139		9'793	0	10'363

Selected Parameters	
Year/Period	2004/1-2004/12
Appeal	M04AA085
Budget	APPEAL

All figures are in Swiss Francs (CHF)

**III. Budget Analysis / Breakdown of Expenditure**

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
	A					B	A - B	
<b>BUDGET (C)</b>		102'000	172'000		281'000	0	555'000	
<b>Supplies</b>								
Teaching Materials	14'370							14'370
Total Supplies	14'370							14'370
<b>Capital Expenditure</b>								
Vehicles	86'000							86'000
Computers & Telecom	6'000	4'754				4'754		1'246
Total Capital Expenditure	92'000	4'754				4'754		87'246
<b>Transport &amp; Storage</b>								
Storage					230	230		-230
Transport & Vehicle Costs	29'640	906			25'215	26'121		3'519
Total Transport & Storage	29'640	906			25'446	26'351		3'289
<b>Personnel Expenditures</b>								
Delegates Payroll	119'385				415	415		118'970
Delegate Benefits					120'850	120'850		-120'850
Regionally Deployed Staff	24'000							24'000
National & National Society Staff		2'060	1'954		26'840	-539	30'315	-30'315
Consultants	15'000	29'112					29'112	-14'112
Total Personnel Expenditures	158'385	31'172	1'954		148'104	-539	180'692	-22'307
<b>Workshops &amp; Training</b>								
Workshops & Training	169'820	20'523			2'904	23'428		146'392
Total Workshops & Training	169'820	20'523			2'904	23'428		146'392
<b>General Expenditure</b>								
Travel	10'950				6'560	6'560		4'390
Information & Public Relation	20'000	226			493	720		19'280
Office Costs	11'760	2'943			2'378	5'321		6'439
Communications	2'000	453	33		16'403	16'889		-14'889
Professional Fees	10'000				-20'696	-20'696		30'696
Financial Charges		473	2'129		4'570	7'172		-7'172
Other General Expenses					458	458		-458
Total General Expenditure	54'710	4'096	2'162		10'167	16'425		38'285
<b>Federation Contributions &amp; Transfers</b>								
Cash Transfers National Societies		28'350	79'746		71'793	179'888		-179'888
Total Federation Contributions & Transfers		28'350	79'746		71'793	179'888		-179'888
<b>Program Support</b>								
Program Support	36'075	6'243	5'830		17'631	29'704		6'371
Total Program Support	36'075	6'243	5'830		17'631	29'704		6'371
<b>Operational Provisions</b>								
Operational Provisions					37	37		-37
Total Operational Provisions					37	37		-37
<b>TOTAL EXPENDITURE (D)</b>	555'000	96'045	89'691		276'082	-539	461'279	93'721
<b>VARIANCE (C - D)</b>		5'955	82'309		4'918	539	93'721	