

Report 2006-2007



Lebanon

Appeal No. MAALB001

03/04/2008

This report covers the period of 01/01/2006 to 31/12/2007 of a two-year planning and appeal process.



Lebanese Red Cross volunteers participated in an annual Beirut marathon in 2006 to promote Red Cross Red Crescent Principles and visibility. **Lebanese Red Cross**

In brief

Programme summary: Prior to the outbreak of hostilities between Hezbollah and Israel in July 2006, Lebanese Red Cross (Lebanese RC) was able to finalise a process to restructure the governance of the National Society resulting in representation of the volunteer base in key governance structures for the first time in history. The above-mentioned hostilities, however, forced the newly elected leadership of the National Society to focus in its infancy on an emergency response in a scale not witnessed since the civil war. The National Society's capacity was stretched to a maximum with the operation accentuating both strengths and limitations within its structure.

A subsequent deterioration of the political, economic and social situation within the country resulted in Lebanese RC having to consolidate the need to maintain a high level of emergency preparedness while ensuring the momentum of institutional change. Although the new leadership sustained a willingness to invest in the process to develop a strategic plan and address its legal base through a statute revision process, these activities were cast in the shadow of increased operational demands on the emergency services. This was reflected in the need to respond throughout 2007 to an internal disturbance in the north of the country and a wave of bomb attacks and public demonstrations. A continuous interest by Red Cross Red Crescent Movement to ensure enhanced capacity of the emergency medical services (EMSs) and other core operational areas has been evident throughout and assisted in assuring the organisation's role as a key humanitarian actor in Lebanon.

The International Federation support to the National Society was targeted initially through the Appeal 2006-2007, however, this was complemented with the launch of the regional Humanitarian Crisis in the Middle East Emergency Appeal (MDR81001) as a result of the conflict in 2006. This allowed for a dual approach – addressing the most urgent disaster response needs while maintaining the objective of strengthening institutional capacity within the National Society at all levels.

The initial Appeal budget of CHF 931,209 (USD 832,924 or EUR 564,369) was increased at the end of 2006 to CHF 1,582,343 (USD 1,415,334 or EUR 958,996) due to an expected incremental rise in the need to improve capacities linked to possible future operational demands on the structures and services provided by the National Society. However, the continued tensions resulted in a lower than expected implementation rate on capacity-building activities resulting in a decrease of the budget in the middle of 2007, to CHF 1,040,007 (USD 930,239 or EUR 630,307).

Please go to the International Federation's website for operations relevant to Lebanon during the reporting period – Humanitarian Crisis in the Middle East Emergency Appeal (MDR81001) and Palestine Red Crescent Society, Lebanon: Refugees in Nahr Al-Bared DREF Bulletin (MDRPS002).

Goal: Lebanese Red Cross is able to further strengthen its governance and management capacity while developing relevant and focused activities aligned with strategic directions.

Needs: Total 2006-2007 budget CHF 1,040,007 (USD 930,239 or EUR 630,307) (which is fully covered)¹. [Click here to go directly to the attached financial reports:](#)

[Report 2006](#)

[Report 2007](#)

[Report 2006/2007](#)

No. of people we help: In the Appeal period, the activities under capacity development targeted Lebanese RC governance, staff and volunteers. Health and care activities were primarily directed at the volunteer base, with disaster management focusing on volunteers as well as staff particularly in the logistics capacity building activities. The Principles and Values programme area was the most far reaching at a community level through awareness campaigns and the initiation of various communication tools. While the statistics of Lebanese RC still need to be improved in terms of target population, approximately 150,000 beneficiaries (including the number targeted through the distribution of leaflets and other awareness material) were covered in both years, excluding the numbers benefiting from the emergency response to the conflict in 2006. In 2008-2009, 4,000 National Society volunteers and 20 headquarters staff are aimed to be reached in disaster management; 4,500 civilians, 500 Lebanese RC volunteers and 50 health staff members in health and care; 4,000 National Society volunteers, 225 National Society members and 215 staff members in capacity development; and 52,000 youth, National Society volunteers, 225 National Society members and 215 staff members in Principles and Values programmes.

Our partners: Lebanese RC has a strong standing in Lebanese society and is a regular interlocutor to all actors active in the humanitarian field, either through participation in coordination meetings or through bilateral cooperation activities. Close coordination is maintained with United Nations agencies in specific programme areas, as well as the government's Higher Relief Commission, the ministries of defence/social affairs and health. In addition, the EMSs have close programme cooperation with the Swiss Agency for Development and Cooperation (SDC) and the Italian NGO CISP.

Norwegian Red Cross and government have been the main long-term partner of the National Society and this support continued in 2006-2007. Some support was also received in 2006 from Department for International Development (DfID) and later in 2007 from Canadian Red Cross.

¹ The contribution from the Canadian Red Cross is mainly earmarked for 2008, which explains the high funding Appeal coverage of 124%.

In addition, International Committee of the Red Cross (ICRC) continued its presence in Lebanon, reaching the 40 year benchmark in 2007. There was an influx of bilateral support from Partner National Societies (PNSs) following the conflict in 2006 and by the end of 2007 the International Federation (with large support from the Norwegian RC), ICRC, the Belgium Red Cross and the French Red Cross remained the key partners, with ad hoc interventions by the Kuwait Red Crescent, the Swiss Red Cross and the Qatar Red Crescent. Furthermore, the Iran Red Crescent and the Turkish Red Crescent were active in Lebanon working on unilateral projects.

A close collaboration remains ongoing between the Lebanese RC and the Palestine Red Crescent Society – Lebanon branch (PRCS/L), as witnessed during the internal disturbance in the Palestinian camp, Nahr Al-Bared, in the summer of 2007.

Current context

At the launch of the 2006-2007 Appeal, no-one could have foreseen the event of the summer of 2006, with the conflict between Hezbollah and Israel resulting in a wave of refugees and significant structural damage mostly - but not exclusively - in southern Lebanon. Neither could anyone have imagined the speed at which the conflict ended. However, despite the latter, the situation in Lebanon deteriorated categorically at the end of 2006 with a political stand-off between majority and opposition parties culminating in a political demonstration in downtown Beirut which has been ongoing ever since. The political instability was heightened with an increased number of bomb attacks on civilian and political targets, and the ultimate failure to elect a president and resolve the political impasse and paralysis in governmental decision-making by the end of 2007, despite several international initiatives.

To top it all off, the country faced an internal disturbance focused around the Palestinian camp of Nahr Al-Bared between the Lebanese armed forces and an armed group in the summer of 2007, additionally pressurising the volatile scenario.

The effect of the above on the socio-economic situation has been felt throughout, with heavy losses on businesses in Beirut and the tourist industry coupled with a tremendous price escalation on basic food commodities and services such as electricity. Public discontent became more and more evident towards the end of 2007, although any attempted public uprisings were tightly controlled by a strong presence of military forces charged with national security following the failure to elect a president. A clear sign of the deterioration of the situation was also highlighted with a renewed wave of young professionals seeking employment outside the country.

Most importantly, the effect of the internal disturbance in the north was far reaching on the National Society with the loss of two Lebanese RC first aid workers during the operation. This had been preceded by the loss of one volunteer during the conflict of 2006.

Progress towards objectives

Health and Care

Objective: To provide improved and sustainable community-based health services by strengthening health and care programmes and capacities with a focus on disease prevention and health promotion.

Throughout the reporting period, the overall objective remained consistent to the Appeal. Nevertheless, internal structural issues relating to cross-departmental confusion on roles and responsibilities, external factors relating to the instability in the country and the difficulties of undertaking an extensive situational analysis, limited progress in a reform process of the Lebanese RC health services. However, particular

emphases on planning processes in 2007 assisted in a renewed impetus within Lebanese RC departments active in health and care to re-address priorities of the National Society's activities.

Achievements: The HIV/AIDS programme reported significant results based around the three core objectives of raising awareness within Lebanese youth in order to reduce infection rates, increasing the capacity of the HIV/AIDS team to be able to improve outreach into communities and improving HIV/AIDS awareness inside youth centres to strengthen peer-to-peer education approaches. The activities related to each are summed up as follows:

	Activities	Beneficiaries
Objective 1	<ul style="list-style-type: none"> • Distribution of postcards and flyers in flower and gadget shops with the message "Love safely, use condoms". • Distribution of place mats in restaurants. • Distribution of flyers and beach pillows during the summer. 	<ul style="list-style-type: none"> • 32,000 people • 30,000 people • 10,000 people
Objective 2	<ul style="list-style-type: none"> • Completion of two training of trainers (ToT) sessions 	<ul style="list-style-type: none"> • 70 volunteers
Objective 3	<ul style="list-style-type: none"> • Training for the youth centres • Support to centre activities through the launch of a movie 	N/A

The number of participants from youth volunteers in the HIV/AIDS programme increased considerably in 2007 due to the extensive efforts of the headquarters' programme staff to reach out to the youth centres around the country.

The focus of the psycho-social support programme (PSP) initially aimed at improving the capacity of Lebanese RC volunteers to target internally displaced persons (IDPs), women and children affected by hostilities in 2006 and debriefing techniques to cover the needs of volunteers working on the front line. In 2007, the issues surrounding management and coordination between departments active in PSP needed to be re-addressed and activities concentrated primarily on strengthening the capacity of the PSP teams while in the meantime identifying a methodology to integrate PSP into the various programme areas. Participation in the disaster management committee meetings and work with various departments for a more unified approach assisted in progress towards this objective. A plan of action was developed at the beginning of 2007, however, needed to be translated into a more comprehensive national strategy. This was started at the end of the year following the completion of a PSP ToT, undertaken by the International Federation and an external facilitator, which provided additional capacity to the PSP focal point for the follow up process.

Furthermore, discussions were initiated with the Belgium RC to coordinate a potential PSP project for EMS volunteers in the south of the country. The Belgium RC showed great interest to be involved, however, recommended the completion of the national strategy before finalising its engagement. In the meantime, PSP sessions were provided to various youth centres on stress management, relaxation and group communication skills.

In order to increase the capacity of the National Society to reach a wider community during emergency operations, the International Federation supported a public health in emergency workshop for members of the medico-social department. The training provided new impetus towards discussions related to the disaster preparedness and response capacity of the Lebanese RC (see disaster management section below).

The environment programme implemented by the Lebanese RC youth department ranged from trainings within the department to participation in nationwide awareness campaigns. Youth volunteers were educated on environmental issues using peer education methodology. Overall, the environment programme reached 257 volunteers and targeted 150 children (ages 6 -12) as a result of a summer camp activity. Meanwhile, the traffic safety programme provided training and workshops on road safety, traffic signs and signals to children and trained youth on road safety. This programme targeted 265 children, 516 youth and 30,000 people in the community at large.

Support to the blood bank was primarily covered by the Humanitarian Crisis in the Middle East Emergency Appeal and covered the purchase of equipment and the creation of a blood donor database which included the training of relevant future users.

A pilot project that started for community based first aid (CBFA) in the north of the country was also funded by the Humanitarian Crisis in the Middle East Emergency Appeal, however, the implementation was affected by the internal disturbance in the north with the selected and trained volunteers being on active emergency duty for several weeks.

Challenges or Constraints: There is still the need to clarify the roles and responsibilities of the various Lebanese RC departments involved in health and care activities. In order to achieve this, further work is required on the level of planning and integration of departmental activities in centralised programmes. Furthermore, the lack of baseline statistics and a proper situational analysis hampers the development of community based activities relating to actual needs of the population. The lack of progress in a nationwide reform programme for health services by the Ministry of Health created a vacuum for the Lebanese RC in terms of its role in either curative or preventative health services.

Disaster Management

Objective: To reinforce the Lebanese RC as the key humanitarian actor in disaster management through effective disaster response, preparedness and mitigation aimed to preventing and alleviating the suffering of vulnerable communities.

Achievements: The demand for increased services by the Lebanese RC has significantly risen over the past two years whether it is in terms of emergency service delivery or other internal services to cater for the augmentation in interest in the Lebanese RC as a key humanitarian actor for Red Cross Red Crescent as well as external partners.



Mountain rescue training for first aiders was undertaken by the Norwegian RC with the facilitation of the Lebanon representation of the International Federation. **International Federation**

An ambulance service assessment was completed and resulted in a five year strategy for the EMS with the main components aimed at reinforcing the quality of delivery through the replacement of the ageing fleet, standardisation of trainings, improved communication systems and a strengthened management structure. The International Federation contribution to this strategy was primarily funded through the Humanitarian Crisis in the Middle East Emergency Appeal. Various members of the Movement contributed to the five year strategy process, in particular the ICRC, the Swiss RC, the Belgium RC, the Kuwait RC and the Qatar RC. In the meantime, the International Federation facilitated specialised trainings which were

organised by the Norwegian RC in the field of mountain rescue, the training for 18 EMS stations which received 4x4 Mercedes ambulances, and the training of representatives from each district on the use of rub hall tents.

Logistics capacity to respond to operational needs was identified as a fragile service area following the conflict in 2006. Throughout 2007, the International Federation supported the upgrade of logistical services focusing on capacity building in procurement and warehouse management. Fleet management was postponed until 2008. The activities to support this, apart from the daily coaching and technical assistance to implement standardised systems, included one general logistics training, warehouse training and a drivers training workshop.

The disaster management committee was strengthened in 2007 under the leadership of the EMS director, the aim of which was to improve communication between operational departments and ensure a more coherent approach to ongoing and future operations. The improved coordination was particularly witnessed during the internal disturbance in the north of the country in 2007.

A draft disaster management plan of action was developed to address the need for a more coherent response at a local and regional level. As part of the initiation of the plan, a workshop for the Lebanese RC directors was held towards the end of 2007. It was the first of its kind and resulted in a new drive for all departments to work towards a joint plan of action for the National Society. In addition, the project planning process (PPP) training provided by the International Federation assisted in increasing the capacity of the directors to provide input towards the national plan. The process was not able to reach the regional and local levels yet and this will be addressed in 2008.

Challenges or Constraints: Due to the lack of a clear strategic plan for the National Society as a whole, the operational departments of the Lebanese RC are working in a vacuum with regards to disaster management. The clarification of roles and responsibilities in the future will require a more coherent capacity analysis at national, regional and local levels.

Principles and Values

Objective: To further develop the Lebanese RC's capacity to advocate for the respect of human dignity, promote tolerance and reduce stigma among marginalised groups in Lebanon.

Achievements: Awareness sessions to decrease stigma and discrimination against marginalised people were organised by youth volunteers throughout the reporting period. A discrimination campaign with the slogan "Discrimination is more painful than AIDS" was launched in 2007. It had started in 2006 but was postponed due to the security in the country.

Activities within the youth department prisons and reformatories programme provided 445 men and 40 women with essential needs and material in an attempt to improve prison conditions for inmates. Recreational and health activities were also organised by youth volunteers.

The International Federation further assisted the Lebanese RC in its mandate to disseminate humanitarian values with a contribution towards the printing of two quarterly newsletters – distributed to members, volunteers, donors and the media - and the publication of the Lebanese RC wall and pocket calendars for 2008.

Challenges or Constraints: For the activities of the youth department the lack of response of youth centres towards calls for the initiation of activities hampered collaboration and implementation. Within communications, the necessity to respond to media information requests linked to emergency operations impinged on the capacity to develop new tools for the promotion of Principles and Values.

Capacity Development

Objective: To improve the well functioning and adequately resourced Lebanese RC with sufficient governance and management capacity in order to ensure focused and responsive programmes addressing the needs of the most vulnerable people in Lebanon.

Achievements: Drawing on the momentum of 2006 - which witnessed the first elections held since 1975, improved representation of the National Society's volunteer base and the establishment of the new planning and internal affairs departments - activities in 2007 focused on an extensive legal base review and the development of a strategic plan for the National Society. In addition, an analysis of human resources (HR), finance and information technologies services at the headquarters level were undertaken.

The internal affairs department proceeded on the legal base review with the establishment of a statutes drafting commission while providing governance and management sessions to volunteers in central and executive committees, local branches and members of the youth and EMSs. Complimentary visits and meetings took place with local committees on branch development processes and preparations were underway to redesign the volunteer and membership system.

Furthermore, the Lebanese RC reinforced its international representation through extensive involvement in activities concerning cluster munitions and landmines, a study and review of international humanitarian law (IHL) and preparation and participation in the 31st General Assembly, the Council of Delegates and the International Conference in 2007.

As part of Movement coordination, the Lebanese RC was an active partner in three *Seville Agreement* training sessions for members of all Movement partners as well as representatives from local branches, youth and EMSs.

A strategic and planning road map was developed in 2007 with two trainings provided to the management of the Lebanese RC in PPP methodology. While this has been applied by several departments since the launch of the tool, some departments still require additional coaching to reach the capacity required to deliver necessary input towards a national strategy. Despite this, a plan of action for 2008 was presented to the General Assembly in December 2007 which for the first time was outlined according to standard Movement programme areas rather than on a departmental activity level.

The finance and HR assessment which was commissioned in 2007 started implementation towards the end of the year with the initial focus for the first round on the finance component.

In order to improve information flow and information management between departments through a centralised communications network, support was provided to upgrade the computer and telephone network system at the National Society headquarters.

In addition, work has been ongoing on the development of a centralised website. The site map and first design were completed prior to the end of 2007 although the final launch was delayed until the first quarter of 2008. This was primarily due to difficulties in finding a suitable webmaster to take responsibility for the project and the slow progress to gather necessary information to ensure sufficient content in the web pages.

Challenges or Constraints: The Lebanese RC has undergone extensive internal changes since 2006 and while there is a willingness to continue with improving the functioning of the organisation, there are difficulties in maintaining the momentum of change during a volatile period for the country.

Working in partnership

Due to the nature of the context and the fact that the Lebanese RC is the key humanitarian actor in Lebanon permeating all strata of society, close cooperation has been established with the United Nations agencies active in Lebanon.

Furthermore, the representation of the Lebanese RC in the government's Higher Relief Committee has ensured a coordinated response to disasters, while ongoing dialogue with the ministries of defence, internal affairs and social affairs as well as the civil defence has contributed to an auxiliary approach to conflict and general disaster preparedness. The mandate provided by the Ministry of Health to certain operational departments structurally defines this ongoing cooperation, although efforts are being made to further increase the input of the ministry towards the given mandate of the National Society as a provider of emergency and health services.

Several cooperation agreements exist with international and local non-governmental organisations (NGOs) active in Lebanon for both funding and implementation of programmes.

Within the Red Cross Red Crescent Movement, the Lebanese RC has maintained a strong coordination role both for short-term partners present during emergency situations as well as long-term partners. Notably, the former includes the support from the Qatar and Kuwait RC and the latter reflected in the permanent presence of PNSs like the Belgium RC, French RC, Iranian RC, Turkish RC, Palestine RC, and Netherlands Red Cross.

Multilateral and bilateral support has also been significant from some Nordic National Societies with the Norwegian RC continuing to be a significant long-term partner to the Lebanese RC and the International Federation. The Norwegian RC additionally provided extensive bilateral support following the hostilities in 2006 through the donation of equipment and specialised trainings to selected volunteers, particularly in the field of mountain rescue.

In the meantime, the ICRC increased its presence following the hostilities in 2006 with a cooperation portfolio focused primarily on capacity building in emergency preparedness resulting in particular support to the development and implementation of the EMS strategy and logistics capacity building project. The hostilities also brought in some new interest from the Canadian RC in particular towards the EMS strategy and logistics development.

The Lebanese RC, the International Federation and the ICRC have maintained strong coordination although a tripartite Movement memorandum of understanding (MoU) was not able to be finalised by the end of 2007.

Contributing to longer-term impact

Despite the ongoing contextual tensions, the Lebanese RC has shown a dedication to work towards a longer-term approach in order to increase its capacity to reduce vulnerability of communities to disasters and general socio – economic challenges. This can be seen through the commitment to focus on finalising an EMS five year strategy for improved services, developing both a national strategy and a disaster management plan of action, improving planning capacity and its organisational structure; despite the daily need to respond to emergencies and permanent state of high alert. The approach in all activities is one of non-discrimination, promotion of tolerance while ensuring diversity, equity and gender balance within its volunteer base, governance and management structures. As mentioned, the Lebanese RC is the only organisation able to operate throughout the country which is particularly apparent in the EMS operations. The emergency activities were complimented by the ongoing dedication to reduce stigma and discrimination of marginalised persons.

Looking ahead

A dual approach has been developed for 2008-2009 in order to assure the capacity of the Lebanese RC as a key emergency response provider, as well as maintain momentum within overall institutional capacity building and focus on community-based approaches. Based on the outputs achieved to date, the International Federation will continue to provide technical assistance to broaden the disaster management capacity in line with Movement policies, to improve delivery by key service departments and support preventative health and care activities.

At all times, the main risk factor for the Movement partners in Lebanon will be the deteriorating security, political and socio-economic situation. It will be a challenge to maintain the development component of activities while at the same time ensuring critical emergency response.

How we work	
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 (Sphere) in delivering quality and accountable 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	
The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".	Global Agenda Goals: <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
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