

# OPERATIONS UPDATE



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

## HUMANITARIAN CRISIS IN THE MIDDLE EAST

*Appeal No. MDR81001  
23 May 2007*

*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 185 countries.*

### In Brief

Operations Update no. 7; Period covered: 21 July to 30 April 2007. Completion of the emergency relief phase of the operation.

Revised Appeal target: CHF 5,037,019 (USD 4,075,135 or EUR 3,190,770).

[<Click here to go directly to the attached interim financial report>](#)

[<Click here to go directly to the contributions list>](#)

#### Appeal history:

- Preliminary emergency appeal launched on 21 July 2006 for CHF 1,329,000 (USD 1,000,000 or EUR 846,000) for three months to assist 50,000 beneficiaries.
- The appeal and budget were revised on 11 August 2006 (budget increased to CHF 5,036,998) for three months to assist 65,000 beneficiaries.
- The Appeal was extended to 31 March 2007 to allow implementation of planned activities and finalize the reports.
- This Operations Update extends the operational period until 31 December 2007. This will allow the remaining funds pledged to this appeal to be fully used to strengthen the capacity of the National Societies involved in this operation to respond to future emergency situations.

#### Summary:

Almost one million people were forced to abandon their homes in South Lebanon, the Bekaa valley and Beirut's southern suburbs during the conflict between 12 July and 14 August 2006. An estimated 180,000 people sought shelter in Syria and many foreign nationals caught up in the hostilities were evacuated to Cyprus, Syria, Egypt and other countries.

The International Committee of the Red Cross (ICRC) provided overall leadership for the Red Cross Red Crescent Movement response to this crisis. Movement actors had different roles and responsibilities; the role of the International Federation was to support National Societies in the affected countries in their efforts to effectively deliver assistance to the most vulnerable people. The Middle East regional office in Amman, Jordan coordinated International Federation support in the region.

The emergency phase of the Middle East Humanitarian Crises operation was over in September 2006. The host National Societies (Lebanon, Syria, Cyprus, Egypt and others) responded quickly to the immediate humanitarian needs of thousands of displaced people. Pre-positioned preparedness stocks, together with other internally available resources were used and in-kind supplies, mainly from neighbouring National Societies, were quickly delivered.

Generous cash donations were also made and the appeal coverage reached the level of 102 percent<sup>1</sup>. This allowed the emergency requirements of the affected population in Lebanon and neighbouring countries to be met as well as enhancing the preparedness and response capacity of the National Societies directly involved.

During the months after the emergency phase, the host National Societies and the International Federation focused on continually supporting certain vulnerable groups who still required humanitarian assistance, re-imburement of

<sup>1</sup> This appeal coverage figure includes all pledges received for this appeal. Details can be found in the [contributions list](#).

the cost of food and non-food items (purchased by the host National Societies from their own reserves during the first weeks of the crisis), replenishment of stocks of relief items and capacity building in the areas of disaster preparedness and contingency planning to ensure improved response to future emergencies. In Lebanon particularly, focus has been on improving logistics, coordination and planning capacity.

The operation has been behind schedule in terms of finalizing planned activities. This is related to contextual constraints which have throughout the operation continued to affect procurement procedures for capital items. The majority of the emergency and post-acute phase activities were completed by the end of April 2007.

By the end of this period, the International Federation was still in possession of a substantial balance of funds, which, in the face of the new realities in the region is proposed to be used for badly required improvement of the operating National Societies management and service delivery infrastructure. The latter may include rehabilitation activities to enhance response capacity of the Lebanese Red Cross. Therefore, following consultations with the donors to this Emergency Appeal, the International Federation is extending the operational period until 31 December 2007.

**This operation is aligned with the International Federation's 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:**

- **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.**

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

- *In Amman (for Syria & Jordan): Ahmed Gizo, Head of Middle East Regional Office, Phone +962 65694911, Mobile: +962 79 5158204, Fax: +962 6 56 94 556 email: [Ahmedadam.Gizo@ifrc.org](mailto:Ahmedadam.Gizo@ifrc.org)*
- *In Tunis (for Egypt): Anne Leclerc, Head of North Africa Regional Office, phone: +216 71 86 24 85, fax: +216 71 86 29 71, email: [ae.leclerc@ifrc.org](mailto:ae.leclerc@ifrc.org)*
- *In Lebanon: Anne-Katherine Moore Karlsen, Head of Delegation, mobile: +961 3 448700, phone: +961 1 349944, Fax: +961 1 34 99 33, e-mail: [ak.moorekarlsen@ifrc.org](mailto:ak.moorekarlsen@ifrc.org)*
- *In Geneva: Evgeni Parfenov, Regional Officer, MENA Department, phone: +41227304325, mobile: +41 79 3333733, email : [evgeni.parfenov@ifrc.org](mailto:evgeni.parfenov@ifrc.org)*

*All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.*

*For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>*

## **Background**

The military operations in Lebanon between 12 July and when the ceasefire was agreed on 14 August killed 1,187 civilians and left 4,092 injured. Extensive damage was also caused to Lebanon's civilian infrastructure. A total blockade of Lebanon's sea and air ports was kept until 8 September, causing major economic damage to the trade and tourist industries. The conflict led to the displacement of one million people; most of whom fled to other areas of Lebanon but some 200,000 sought shelter in Syria and other countries.

The displaced returned to Lebanon after the ceasefire but most rented temporary accommodation while their homes were being reconstructed. More than nine months have passed since the cease-fire, and Lebanon continues to face its worst political crisis since the civil war of 1975-1990. There is a growing gap and increasing polarization between the opposition movement and the government. There are fears in neighbouring countries that the Lebanon crisis may lead to the kind of chaos that prevailed during the civil war. This tense political environment between



Lebanese girl amongst the ruins of a house [ICRC photo].

rival parties resulted in more violence, the assassination of a government minister, a bomb attack on a commuter bus and an opposition-led demonstration.

The ongoing demonstration and sit-in organized by the opposition parties in downtown Beirut continues to reflect a political stand-off between the government and the opposition parties which has led to a decision-making paralysis within government bodies. This persists to undermine the country's weak political, social and economic foundations and is fuelling a general feeling of insecurity among the population. While there is a regional and global interest to see a stabilization of the situation,

there are few indications on how the deadlock will be reversed despite ongoing dialogue between the parties.

## Operational developments

*In Lebanon*, the Lebanese Red Cross, which is the national provider of ambulance services, was fully mobilized since the start of the crisis with 5,000 volunteers in key service areas (Emergency Medical Services, Primary Health Care, Social Services and Blood Banks) active. During the first weeks of the conflict, the Lebanese Red Cross was the only organization with access to all the affected areas. Immediate renewal of the ambulance fleet became a priority as a result of direct and indirect damage to several ambulances and ambulance stations.

Affected by this context, the Lebanese Red Cross and the International Federation continued the intensive dialogue regarding the most efficient ways to enhance the response and the mandated service delivery capacity of the National Society. Quickly, priorities emerged including psychological support services to the affected population, particularly children as well as to the volunteers.

The International Federation supported the Lebanese Red Cross establish an operations room to coordinate all operational activities, collect information internally and externally, brief governance, staff and volunteers, exchange information with other agencies, issue daily briefings and handle media questions and tracing issues.

Technical support in assessment and planning was also provided. The functions and capacity of the logistics department were assessed and a plan of action for improvement was suggested. The assessment and plan were shared with the ICRC to coordinate funding support for implementation. Also, there was a capacity assessment of all departments of the Lebanese Red Cross and support for their planning process.

It is admitted that the implementation rate has been slower than expected. This is related to the fact that the far reaching internal changes within the Lebanese Red Cross, which were effectuated before the war, are still having an impact on the functioning of the organization as a whole. The inter-linkages between the conflict related activities and disaster preparedness, and the more global programmes related to organizational development in particular, have resulted in a more complex operational environment.

The current paralysis in decision-making processes within the government has resulted in capital items procured within the appeal being held for several months in customs. However, procurement of vehicles was managed through local solutions.

Based on these constraints that affected the conclusion of the activities related to the humanitarian crisis operation, it has become inevitable that the operation shall be extended to the end of 2007. While many activities listed in the plan of action will be concluded earlier, a still substantial proportion of the funding under this emergency appeal will require time until the end of the year to be fully utilized.

The donors of this successful and highly appreciated emergency assistance programme are approached regarding the possibility of extending the validity of contributions and expanding the scope of these contributions from the pure relief to the building of the response capacity of the National Societies concerned. Some funding (primarily from the Canadian Red Cross) is proposed to be used for the rehabilitation and construction of the service delivery (ambulance services) capacity and a concrete proposal and list of activities is still to be concluded in coordination with the Lebanese Red Cross and the ICRC with regards to support to the Emergency Medical Service strategy.

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*In Syria* and until the ceasefire, the displaced population seeking shelter was estimated at 180,000 people. The majority were women, children and the elderly. The Syrian Arab Red Crescent Society responded immediately to the emergency by organizing registration centres at various locations in the country and providing relief items, health care and shelter to those in need. The objective was to provide humanitarian assistance to the displaced population, as well as preparing for effective and coordinated emergency response. During the emergency, the National Society provided relief assistance to 65,009 evacuees and provided assistance for the Third Country Nationals evacuated from Lebanon.

The emergency needs in Syria quickly ended after the cease-fire and the return of the displaced people to Lebanon. Following the ceasefire, the Syrian Arab Red Crescent Society focused on the urgently required extension of its emergency response and general service infrastructure which can be successfully completed within the appeal extension period. This task became of primary importance due to the growing involvement of this National Society in the assistance programmes for displaced people from Iraq, the number of which is estimated at 1.2 million people. The majority of them have found temporary refuge in and around Damascus.

The International Federation supported an assessment of the Syrian Arab Red Crescent Society logistics infrastructure, including warehousing, transport, procurement, human resources, security and communications. The Danish Red Cross supported a Psychosocial Support assessment, which identified the need to improve the psychological wellbeing of the displaced Lebanese. Replenishing relief supplies and equipment used during the emergency was another priority.

With support from the International Federation Regional Office in Amman and the British Red Cross, the Syrian Arab Red Crescent Society carried out an After Action Review that recommended focus on contingency planning to enable coordinated and rapid response mechanism to future emergencies. To this end contingency stock to assist 5,000 persons has been built. In cooperation with bi-lateral partners, there has been training of staff and volunteers in Disaster Management, logistics, financial management and psychosocial support.

*In Cyprus*, approximately 41,000 individuals arrived, most were able to travel onward within a short period of time. The ability to process arrivals and arrange for their departure was the result of significant efforts and coordination between the Government of the Republic of Cyprus and its agencies, the Red Cross on Cyprus and representatives of the governments whose citizens were affected.

*In Egypt*, the Egyptian Red Crescent Society established a Disaster Management plan and budget as part of this emergency appeal to provide regular relief assistance to people stranded on both sides of the Israeli-Egyptian border. This was designed to assist the Egyptian Red Crescent Society branches already exposed to repeated closures of the borders as a result of the Israeli-Palestinian conflict.

The Egyptian Red Crescent Society also supported the management of the large governmental donations to Lebanon, the ICRC Appeal (CHF 100,000 was donated) and the Lebanese families and Egyptian citizens working in Lebanon who went back to Egypt. The Red Crescent launched and managed a public appeal to fundraise for Lebanon and organized the transport and delivery of donations to the Lebanese Red Cross. The National Society has the capacity to be a donor, while at the same time it needs the International Federation's support to build and strengthen its Organizational Development and Disaster Management capacity at branch level.

Actions of the Movement also included contributions from ICRC and the National Societies of the United Arab Emirates, Kuwait, Qatar, Jordan, Iran, Denmark, Turkey, Netherlands, Spain, Italy, Poland, the Czech Republic and Germany. The contributions included food, non-food items, shelter materials and capital items.

### Summary of lessons learned

This operation provided an opportunity for learning, growth and development, which will benefit future work in disaster management through building on the successes while being aware of the challenges.

- The growing vulnerabilities in the region resulting from ongoing conflicts (Iraq and Palestine) and their effects in the neighboring countries (Jordan, Syria, Egypt) as well as the unstable political environment in Lebanon require a focused, coherent and coordinated Movement profile. The conclusion of a case study on the response to this emergency may provide a useful tool for National Society training and development in Disaster Response. Building on National Society capacities and experiences, such as those of the Syrian Arab Red Crescent Society and the Lebanese Red Cross, and recognizing the key resources available at country/regional level will result in benefits for the Movement, as well as for those supporting any future humanitarian response in the region.

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- The benefits gained of a trusted public profile generated spontaneous response from service providers looking for a secure framework within which to offer the service. It is important to build on this success and momentum with prolonged media and public relations initiatives.
- Contingency planning should become a core ongoing activity at branch and national level and given the instability of the current situation, the scenario of mass population movement should be considered.
- This operation was of short duration. But in case of a longer term operation, problems may arise such as sustaining volunteer motivation, endurance of conditions and funding.
- In order to allow National Societies to take ownership and control a needs-based response plan, there is a need to implement trainings on rapid and longer term needs assessment and to establish an assessment system.
- This crisis highlighted the importance of information during disasters for a wide range of users including media, donors and the general public and for planning and reporting purposes. There is a need to strengthen the capacities of National Societies in information gathering and sharing during disasters.
- Collecting and analyzing timely and accurate data was a major factor affecting reporting. Compiling accurate statistics of people hosted by relatives, friends or other arrangements was difficult and will remain a challenge.
- Several challenges were identified as needing attention, including provision of disaster management training for staff and volunteers, establishment of a good coordination system, building of new partnerships and improvement of existing programmes.

### Coordination

In line with the joint statement of the ICRC and the International Federation, ICRC has had the overall responsibility for coordination of the Movement's response to the conflict in Lebanon and its consequences in neighbouring countries.

The International Federation launched this emergency appeal to contribute to the alleviation of the suffering of the people fleeing the armed conflict in Lebanon and those looking for refuge in the neighbouring countries. The International Federation worked closely with the ICRC and National Societies regionally and internationally to provide humanitarian assistance within the scope of its mandate.

The Middle East regional office in Amman coordinated the International Federation support to the National Societies in the region. Apart from the emergency relief requirements of the affected population, support also focused on strengthening the capacities of the National Societies to enable effective response to the emergency humanitarian needs.

In Lebanon the efforts were directed towards support in areas of relief systems, logistics, finance, planning, communication, IT development, volunteers' management and psychological support programme.

In Syria, the International Federation assisted in the coordination and liaison with United Nations (UN) agencies, donors and operational partners. The International Federation cooperated with the ICRC in the implementation of its Cooperation Agreement with the Syrian Arab Red Crescent Society which focused on strengthening the logistics capacities.

The Syrian Government mandated the Syrian Arab Red Crescent Society to be the lead agency in providing assistance to the evacuees from Lebanon. The National Society was also responsible for coordination and liaison with the relevant ministries. The UN agencies and NGOs worked with or through the Red Crescent to coordinate and harmonize relief activities.

### Analysis of the operation - objectives, achievements, impact

**Goal: The suffering of the people fleeing the armed conflict in Lebanon and those crossing to neighboring countries has been alleviated.**

**Objective 1: Health and care**

**The health situation of the targeted beneficiaries is maintained at satisfactory level within the emergency period of three months.**

National Societies of the affected countries supported national and other relevant authorities and cooperated closely with the UN agencies as well as other local and international partners to meet the basic health needs of the people fleeing the armed conflict in Lebanon.

The focus in Cyprus, Egypt, Lebanon and Syria was to provide displaced people with basic health services including first aid, medical checkups, psychological support, referrals to hospitals/health centres and distribution of hygiene kits. These National Societies were active in re-establishing family link services through creating information centres and facilitating the use of phones, especially at border points in Syria and at the Lebanese Red Cross facilities. The operation demanded the 24 hour-a-day presence of volunteers/medical teams in rotating shifts to provide assistance.

The Lebanese Red Cross operation focused on rescue, evacuation of the wounded and dead bodies, emergency transport and the delivery of medical supplies to health facilities. The National Society mobile clinics operated in the locations where displaced people were temporarily accommodated. The medical services offered medical check-ups, medicines and vaccination to some 10,000 people. And, the Emergency Medical Services carried out 6,279 emergency transportations, provided on the spot medical assistance to 932 victims and transported 292 dead bodies.

The International Federation activated the psychosocial support programme (PSP) through the assignment of a coordinator who worked with the Lebanese Red Cross PSP volunteers and facilitated a psychosocial assessment and development of a plan of action. The volunteers offered psychological support to displaced children and awareness sessions to parents about the impact of psychological stress on children and how to deal with it. The total number of volunteers in the PSP programme amounted to 105. They organized the designed activities for some 1,250 children. In addition, debriefing sessions for 150 volunteers and individual counselling interventions were carried out.

The Lebanese Red Cross launched blood donation campaigns, collecting and delivering blood to isolated areas. A computer network including a blood donor and stock database is being developed between the nine blood banks of the Lebanese Red Cross.

The Lebanese Red Cross organized Community Based First Aid (CBFA) trainings for women in the most affected areas. It distributed a total of 449,507 hygiene kits during the conflict. Twenty CBFA volunteers were trained to reach a wider community. Four mini-buses were offered by the International Federation to transport Red Cross youth and CBFA teams to distribute hygiene kits and deliver training. Volunteers carried out health education on personal and household hygiene in schools for children and adolescents. In North Lebanon, CBFA training was held for 27 participants representing the Emergency Medical Service and Youth departments as well as the local Red Cross committees as part of the disaster preparedness programme.

The Palestine Red Crescent Society (Lebanon Branch) coordinated with the Lebanese Red Cross and other humanitarian actors its response to the crisis. It included hospital care, surgery war injuries, ambulance services, transfer of dead bodies and collecting blood donations. Hospital medical teams organized visits to IDPs in shelters and offered needed medical care. A total of 11,444 persons benefited from these services.

The Syrian Arab Red Crescent Society health activities focused on assisting the Syrian Government meet the basic health needs of people sheltered in public places and with host families and providing first aid to evacuees at border points. A group of female volunteers was established to communicate with displaced women to ensure that their special basic needs were met.

A psychological support needs assessment was carried out with support of the Danish Red Cross. The assessment highlighted elements that may promote the existing Syrian Arab Red Crescent Society PSP programme as well as the regional programme, including: provision of PSP kits, training of volunteers in stress management, provision of a list of basic PSP advice that the volunteers can use in their relief activities, and technical support. UNICEF contributed to the PSP training of volunteers, basic counseling, recreational activities and management of the Child Friendly Spaces.

Red Crescent health staff and volunteers who were trained in disaster management through a series of National Intervention Team exercises covering relief and related health issues enhanced their experience through participation in this relief operation.

In Cyprus, the Red Cross volunteers provided first aid and assistance to those who needed to contact health facilities, wheelchairs for persons with impaired mobility and facilities for looking after children and babies.

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The Turkish Red Crescent provided humanitarian assistance to arrivals in Turkey from Lebanon, including those transiting the country on their way home. An estimated 1,650 foreign nationals received a small food bag on arrival in the south east of the country. Temporary shelter was also provided to those who needed it.

### **Objective 2: Water and sanitation**

**The water and sanitation situation of the targeted population in the countries neighbouring Lebanon is maintained at satisfactory level within the emergency period of three months.**

In spite of the initial concerns, there were no urgent water and sanitation problems in the direct operational areas. Yet, the Lebanese Red Cross cooperated with the ICRC in the distribution of 227,350 litres of potable water to the displaced people, while the International Federation supported the youth department in developing procedures for water distribution.

In Syria, the situation with water supply and hygiene conditions of the displaced in the temporary shelters and border points was adequate and there was no identified need for intervention. The After Action Review, which focused on contingency planning for the Syrian Arab Red Crescent Society for future emergencies, included a consideration of water and sanitation requirements, such as the provision of latrines and showers. As a direct follow-up, 150 mobile showers, 150 mobile latrines and 100 water tanks (500 litres) were purchased as a preparedness measure.

### **Objective 3: Emergency relief (food and non-food)**

**Displaced persons/evacuees and host families, in countries surrounding Lebanon have access to adequate shelter, food and other appropriate emergency support services.**

The Lebanese Red Cross worked alongside other organizations to provide basic needs to the affected people. Some 1,100 youth and volunteers throughout Lebanon distributed non-food items, water, hygiene kits and food to over 150,000 beneficiaries and continuously worked on needs assessments.

The ability of Lebanese Red Cross to handle the influx of relief goods and ensure proper management of its fleet (ambulances, mini-buses, cars, trucks) was crucial to the effectiveness of the relief operation. The International Federation and the Lebanese Red Cross logistics department developed a Plan of Action to strengthen the logistics department with combined support coming from ICRC and the International Federation. Implementation focused on developing procedures and systems to ensure proper warehousing of the stocks and fleet management, as well as on the procurement procedures. Four 4x4 vehicles, two cargo vans and two mini-buses for the logistics department, and a 200 KVA generator were purchased for the Lebanese Red Cross headquarters. Training for the logistics department on logistics procedures also took place.

The ICRC and the International Federation supported the rental of a 2,000 m<sup>2</sup> warehouse to which all commodities stocked in temporary warehouses were moved. The development of the warehouse and stock management procedures is ongoing and a monthly reporting system was implemented. Support services of the National Society were improved with the translation of standard International Federation warehousing procedures.

In Syria, at the border points with Lebanon, Syrian Arab Red Crescent Society volunteers provided arrivals with drinking water, snacks, hygiene materials, baby powder, nappies and toys. The society cooperated with a number of private institutions to provide arrivals with transportation from the border crossing points to the registration centres and then to temporary shelters in Damascus, Homs, Aleppo and Tartous. With ICRC support, the National Society cooperated with the authorities at the borders to provide logistical support for local and international relief convoys to facilitate their passage from neighbouring countries to Lebanon.

Together with the International Federation and ICRC, temporary shelters were established with mattresses, blankets and pillows. Food parcels including rice, milk, sugar, flour, canned vegetables, cooking oil and canned tuna fish were supplied. Ready hot meals were provided in places like schools where cooking was not allowed. Red Crescent volunteers prepared food parcels and distributed them to families hosting evacuees from Lebanon.

A warehouse of approximately 5,000 m<sup>2</sup> was rented to store relief items received from various National Societies and governments in the region. Some 80 percent of the goods in the warehouse were distributed to all branches and the remaining 20 percent kept as contingency stock.

Through funding made available under this emergency appeal, a mobile Operations Room was set up to coordinate all operational activities. After the ceasefire and as the displaced Lebanese families started heading home, the

Syrian Arab Red Crescent Society, in cooperation with the Kuwaiti Red Crescent rented ten buses to transport people in need and supplied them with snacks, bottled water and blankets.

A contingency plan was developed to replenish emergency relief items, train volunteers and warehouse staff, and provide logistics support. Contingency stock for 5,000 persons to cover ad hoc requests was envisaged as well as to be prepared for the possible deterioration in regional security, which may lead to renewed population movement into Syria. Accordingly, there was replenishment of stock for items including kitchen sets, mattresses, bed sheets, tents and electricity generators, additional supply of assets (vehicles, IT support and a second mobile Operations Room) and equipment for the National Intervention Team (1,000 uniforms, 700 vests and mini-buses). The regional warehouses were complemented by four electricity generators (five KVA) along with computer software and four desk top computers as part of the ICRC cooperation budget. One generator for the National Society headquarters was purchased and installed. There was also re-imburement of the cost of distributing relief items and snacks at the border points with Lebanon.

The Red Cross on Cyprus distributed food, drink, and other non-food items to arrivals from Lebanon. Arrivals were a mixture of Lebanese and Third Country Nationals. Most were assisted in their travel arrangements to their original countries. Upon the ceasefire, the Red Cross on Cyprus requested assistance from the Lebanese Red Cross and the International Federation office in Beirut to facilitate the return of some Lebanese families to Lebanon.

The International Federation supported the Red Cross on Cyprus replenish its stocks by reimbursing the operational costs and materials used during the crisis. The International Federation Regional Office in Amman provided the necessary technical support during this process.

#### **Objective 4: Shelter**

**Adequate shelter facilities are maintained for the targeted population for the emergency period of three months.**

The Lebanese Red Cross worked on continuous needs assessment and on managing and improving the situation in shelters. Volunteer teams visited regularly the temporary shelters around the country and distributed relief items. The International Federation supported the Lebanese Red Cross to improve its needs assessment tools.

The Syrian Arab Red Crescent Society initiated a registration system of arrivals from Lebanon needing shelter and provided this shelter in cooperation and coordination with governmental and non-governmental organizations and charities. Through this coordination, several schools, monasteries and dormitories with beds, covers and pillows were established to accommodate the evacuees. During the emergency, relief assistance was given to 65,009 people (25,149 accommodated in public shelters and 39,860 living with host families). Some 1,000 volunteers from 14 branches were involved in this operation. The National Society gained positive experience from using the youth summer camps in Syria as temporary shelters. This experience will be developed and used in its future planning.

Bilateral donation of 1,000 tents, adequate for 5,000 persons, was kept as part of its contingency plan for future emergencies.

In Cyprus, the Red Cross arranged accommodation for individuals stranded in Cyprus without means to sustain themselves until their departure for Lebanon or a third country was arranged.

#### **Objective 5: Capacity building**

**National societies in the region are better prepared to respond to man-made and natural (including epidemics) disasters.**

The generous funding response to this appeal allowed for investing in enhancing the preparedness and response capacity of the National Societies which were directly involved.

The Lebanese Red Cross actions during the crisis clearly showed the need to enhance the capacity of new staff members in managing large scale emergencies. The following capacity building activities were implemented:

- On-the-job support in logistics, finance, volunteers' management and planning helped the Lebanese Red Cross to cope with the acute humanitarian needs of the affected population.
- Supporting the development and implementation of the logistics department plan of action with funds coming from both ICRC and the International Federation. The plan focused on developing systems to ensure proper warehousing and fleet management. Additional staff for the logistics department was recruited: procurement

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assistant, warehouse supervisor, warehouse assistant, fleet supervisor and fleet assistant. Training on the basics of logistics was organized for the representatives of all the districts and new staff members.

- A plan of action to develop the IT network was completed, with focus on ensuring a solid IT foundation within the Lebanese Red Cross which will be followed by a hardware component.
- Improving financial management by incorporating new financial software and procedures.
- Setting-up of the planning department to support and lead the Lebanese Red Cross planning processes. Support included human and financial resources to ensure a coherent and integrated approach to preparedness and longer-term strategy development.
- A disaster management plan of action for 2007 is under development.
- A contract was signed with an external consultancy firm to undertake an assessment of the human resource and finance structures of the Lebanese Red Cross.
- The Norwegian Red Cross, the International Federation and Lebanese Red Cross organized several trainings to enhance the preparedness capacity of the Lebanese Red Cross in First Aid, fleet management and warehousing. One training session particularly focused on enhancing the preparedness of the Emergency Service mountain rescue teams. Two training sessions were completed for a total of 50 volunteers.
- Support continues to be given to the coordination centre in the Lebanese Red Cross headquarters which was established during the conflict to coordinate the activities of the disaster management (DM) committee and Movement partners.

In Syria, the quick response of the Syrian Arab Red Crescent Society to the emergency needs and the mobilization of 1,000 volunteers had a positive impact on the recognition of the National Society among the public, the Government of Syria and partners. The spontaneous offers of assistance generated by the crisis from a wide spectrum of the private sector and the general public were mainly channeled through the National Society, which provided a flexible structure to react to the emerging needs.

This situation challenged the coordination and cooperation capacities of the National Society. The After Action Review identified restocking and capacity building needs in DM. Accordingly, the International Federation revised its emergency budget which allowed the Syrian Arab Red Crescent Society to restock its warehouses and reimburse a significant proportion of its operational costs during the emergency. The International Federation as well as other partners addressed several capacity building needs, including:

- Funds from the regional organizational development budget were used to support training of Syrian Arab Red Crescent Society finance staff at headquarters and all 14 branches. Support was also provided during preparation of the financial reports and submitting related documentation for transfers made in response to the emergency appeal.
- The Dubai Regional Logistics Unit and Global Fleet Base assisted the Syrian Arab Red Crescent Society in fleet procurement and related logistical capacity support.
- ICRC support to the logistics capacities over the coming two years will include the provision of assets like vehicles, IT and telecoms equipment, as well as support training and staffing. This will be complemented by other bi-lateral support.
- There were DM trainings for 350 new volunteers at branch level with a target of 25 volunteers at each branch. Other DM trainings for managers of Branch Disaster Committees, which focused on community based risk reduction, capacity building, and policy and planning, was achieved through bilateral support.
- The Syrian Arab Red Crescent Society has started the process of moving to its new headquarters close to one of its regional warehouses, and there was a request that the International Federation help support the infrastructure and administration in this location. Support for this will be forthcoming from the International Federation annual appeal, and will include training of finance and communications officers and IT upgrades.

In Cyprus, the International Federation intends to continue to support the Red Cross on Cyprus in areas such as disaster management, training and orientation for volunteers and organization development.

In Egypt, the International Federation is exploring the possibility of supporting the Egyptian Red Crescent in strengthening the Disaster Management capacity at branch level, in order to become more efficient in responding to the crisis at national and regional levels.

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The short-term character of the emergency situation in Lebanon and in the neighboring countries placed the host National Societies in a new reality: substantial financial resources were pledged by certain donors when the acute phase was actually over. As has been described above, the major part of these resources were used for the replenishment of preparedness stocks, continuous support of the most vulnerable groups of the population and other activities and forms of assistance which proved to be justified in the given circumstances.

At the same time, through discussions with the host National Societies, in particular with the Lebanese Red Cross and Syrian Arab Red Crescent Society, as well as with Magen David Adom (MDA) it was found appropriate to study the possibilities of investing the available balance into improving their response capacities in time of major crises. The situation in the Middle East has continued to be extremely volatile which makes it imperative for the National Societies in the region to be prepared. The most acute example of such developments is the daily dramatic increase in the flow of Iraqis to Syria (estimated at 1.2 million) and Lebanon (25-40,000 people).

In view of this, the International Federation is approaching the donors to this appeal collectively, as well as individually, to consider the possibilities of extending the validity of this operation until the end of 2007 with the aim of fully utilizing the available balance for the improvement of the management capacities and physical infrastructure of the National Societies. Among the major new general objectives are the following:

- Improvement of the Lebanese Red Cross physical management infrastructure including the upgrading of the Lebanese Red Cross ambulance stations to the required standards. Taking into account that the ambulance services are the most important activity of this National Society, especially in times of crisis, contribution to improving the efficiency of this service becomes imperative. Support to the Lebanese Red Cross blood bank and other operational management systems are also considered as priority.
- Soon after the departure of the displaced population from Lebanon, the Syrian Arab Red Crescent Society confronted an even bigger challenge – ever increasing flow of Iraqi nationals arriving in Syria, with estimates of up to 2,000 new arrivals daily. The National Society did not have a choice but to be deeply involved in coping with this new unprecedented crisis. To be able to respond, the scale and scope of which is still to be understood, the Syrian Arab Red Crescent Society needs urgent support to enhance its crisis management capacity. This can be partly achieved through the use of the available balance in the Middle East Humanitarian Crises operation.
- With the available specifically earmarked funds, MDA embarked, with the support of the International Federation and the American Red Cross, on a substantial training programme for community leaders, training where the emphasis placed on preparedness of the National Society for action in time of major crisis, including large scale man-made and natural disasters. This project has already been started and is planned to be completed in the third quarter of 2007.

The International Federation is of the opinion that this new set of objectives is responding to today's realities and meets the pragmatic expectations of the operating National Societies. Therefore, the International Federation is urging the donors who supported this appeal, to support the new set of priorities and extension of the funding period until the end of 2007.

### **Objective 6: Communications – Advocacy and Public information**

#### **Support the National Societies to improve their communications capacities and develop appropriate communications tools and products to support effective operations.**

The International Federation supported the Lebanese Red Cross establish its operations room to coordinate operational activities, collect all relevant information, brief governance, staff and volunteers, exchange information with other agencies, issue daily briefings and handle media questions and tracing issues. It also assisted the communications department to strengthen its capacities and increase the visibility of the National Society. Support was provided in publishing a quarterly newsletter and designing a website for the Lebanese Red Cross, which included recruiting and training a group of volunteers to keep the website updated. The communications department was supplied with the needed equipment for website development and sustainability.

The International Federation worked with the Syrian Arab Red Crescent Society on producing the newsletter *Solidarity* which provided updates on activities during the crisis. Funding for the newsletter was provided by the ICRC. Several web stories were written and posted on the International Federation website.

At the Asia Pacific Conference in Singapore, the Syrian Arab Red Crescent Society delegation presented a short DVD illustration of its activities during the emergency, in addition to presenting its two Working Papers on Disaster Management and Resource and Capacity Building.

**Humanitarian Crisis in the Middle East; Appeal no. MDR81001; Operations Update no.7**

Issue 20 of Al-Ittihad newsletter focused on the Middle East Humanitarian Crisis, July-August, 2006, especially the critical role of the National Societies as a main provider of health care and in evacuation of the injured and the dead. It also documented activities of Partner National Societies and the role of the International Federation.

In Cyprus, the Red Cross enjoys a high degree of confidence among the population and with the Government, and has good relations with the media. To help cope with the media inquiries during the crisis and to make the media presence more consistent and systematic, the Red Cross hired on a short-term contract, a press officer who has produced material for the local media as well as for the International Federation.

**[Interim financial report below; click here to return to the title page.](#)**

International Federation of Red Cross and Red Crescent Societies

MDR81001 - HUMANITARIAN CRISIS - MIDDLE EAST

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/7-2007/4
Budget Timeframe	2006/7-2007/3
Appeal	MDR81001
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
<b>A. Budget</b>		5,037,019				5,037,019
<b>B. Opening Balance</b>		0				0
<b>Income</b>						
<u>Cash contributions</u>						
American Red Cross		593,750				593,750
Andorra Red Cross		25,732				25,732
Australian Red Cross		63,704				63,704
Australia - Private Donors		1,385				1,385
Belarusian Red Cross		6,165				6,165
British Red Cross		144,723				144,723
Canada - Private Donors		2,169				2,169
Canadian Red Cross Society		1,109,387				1,109,387
Danish Red Cross		12,598				12,598
Finnish Red Cross		200				200
Germany - Private Donors		785				785
Japanese Red Cross Society		159,950				159,950
Luxembourg - Private Donors		198				198
New York Office		30,705				30,705
Norwegian Red Cross		329,350				329,350
On Line donations		77,455				77,455
Saudi Arabia - Private Donors		836				836
Switzerland - Private Donors		300				300
Ukrainian Red Cross Society		3,400				3,400
United States - Private Donors		88,380				88,380
<b>C1. Cash contributions</b>		<b>2,651,172</b>				<b>2,651,172</b>
<u>Outstanding pledges (Revalued)</u>						
Australian Red Cross		-0				-0
On Line donations		488				488
OPEC Fund For International Developm		1,459,200				1,459,200
<b>C2. Outstanding pledges (Revalued)</b>		<b>1,459,688</b>				<b>1,459,688</b>
<u>Reallocations (within appeal or from/to another appeal)</u>						
American Red Cross		0				0
<b>C3. Reallocations (within appeal or</b>		<b>0</b>				<b>0</b>
<u>Inkind Personnel</u>						
British Red Cross		38,533				38,533
Finnish Red Cross		2,934				2,934
<b>C5. Inkind Personnel</b>		<b>41,467</b>				<b>41,467</b>
<b>C. Total Income = SUM(C1..C6)</b>		<b>4,152,326</b>				<b>4,152,326</b>
<b>D. Total Funding = B + C</b>		<b>4,152,326</b>				<b>4,152,326</b>

**II. Balance of Funds**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
<b>B. Opening Balance</b>		0				0
<b>C. Income</b>		4,152,326				4,152,326
<b>E. Expenditure</b>		-2,093,210				-2,093,210
<b>F. Closing Balance = (B + C + E)</b>		<b>2,059,116</b>				<b>2,059,116</b>

**International Federation of Red Cross and Red Crescent Societies**

MDR81001 - HUMANITARIAN CRISIS - MIDDLE EAST

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/7-2007/4
Budget Timeframe	2006/7-2007/3
Appeal	MDR81001
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>		<b>5,037,019</b>					<b>5,037,019</b>	
<b>Supplies</b>								
Shelter - Relief	71,205		55,089				55,089	16,116
Construction Materials	639,959							639,959
Clothing & textiles	330,198		189,738				189,738	140,460
Food	661,250		251,734				251,734	409,516
Water & Sanitation	110,212		85,705				85,705	24,506
Medical & First Aid	166,357		242				242	166,115
Teaching Materials			1,001				1,001	-1,001
Utensils & Tools	38,720		39,143				39,143	-423
Other Supplies & Services	284,621		164,414				164,414	120,207
<b>Total Supplies</b>	<b>2,302,522</b>		<b>787,066</b>				<b>787,066</b>	<b>1,515,456</b>
<b>Land, vehicles &amp; equipment</b>								
Land & Buildings	21,528							21,528
Vehicles	839,535		229,142				229,142	610,393
Computers & Telecom	54,874		18,418				18,418	36,456
Office/Household Furniture & Equipm.	70,223		61,891				61,891	8,332
<b>Total Land, vehicles &amp; equipment</b>	<b>986,160</b>		<b>309,450</b>				<b>309,450</b>	<b>676,709</b>
<b>Transport &amp; Storage</b>								
Storage	95,372		87,914				87,914	7,458
Distribution & Monitoring	16,000		21,599				21,599	-5,599
Transport & Vehicle Costs	39,571		43,386				43,386	-3,815
<b>Total Transport &amp; Storage</b>	<b>150,943</b>		<b>152,899</b>				<b>152,899</b>	<b>-1,956</b>
<b>Personnel Expenditures</b>								
Delegates Payroll	105,167		100,125				100,125	5,042
Delegate Benefits	14,674		118,270				118,270	-103,596
National Staff	147,719		89,160				89,160	58,559
National Society Staff	140,603		70,554				70,554	70,048
Consultants	20,646		30,527				30,527	-9,881
<b>Total Personnel Expenditures</b>	<b>428,808</b>		<b>408,635</b>				<b>408,635</b>	<b>20,173</b>
<b>Workshops &amp; Training</b>								
Workshops & Training	300,619		30,855				30,855	269,764
<b>Total Workshops &amp; Training</b>	<b>300,619</b>		<b>30,855</b>				<b>30,855</b>	<b>269,764</b>
<b>General Expenditure</b>								
Travel	70,057		48,418				48,418	21,639
Information & Public Relation	17,905		15,590				15,590	2,315
Office Costs	121,717		55,593				55,593	66,124
Communications	22,881		26,391				26,391	-3,510
Professional Fees			426				426	-426
Financial Charges	30,718		4,438				4,438	26,280
Other General Expenses	2,800		1,850				1,850	950
<b>Total General Expenditure</b>	<b>266,078</b>		<b>152,707</b>				<b>152,707</b>	<b>113,371</b>
<b>Federation Contributions &amp; Transfers</b>								
Cash Transfers National Societies	200,749		28,035				28,035	172,714
<b>Total Federation Contributions &amp; Tr</b>	<b>200,749</b>		<b>28,035</b>				<b>28,035</b>	<b>172,714</b>
<b>Program Support</b>								
Program Support	327,406		135,883				135,883	191,523
<b>Total Program Support</b>	<b>327,406</b>		<b>135,883</b>				<b>135,883</b>	<b>191,523</b>
<b>Operational Provisions</b>								
Operational Provisions	73,734		87,679				87,679	-13,945
<b>Total Operational Provisions</b>	<b>73,734</b>		<b>87,679</b>				<b>87,679</b>	<b>-13,945</b>

**International Federation of Red Cross and Red Crescent Societies**

MDR81001 - HUMANITARIAN CRISIS - MIDDLE EAST

Interim Financial Report

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**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
BUDGET (C)		5,037,019					5,037,019	
TOTAL EXPENDITURE (D)	5,037,019	2,093,210					2,093,210	2,943,809
VARIANCE (C - D)		2,943,809					2,943,809	