



LEBANON

2023 IFRC network country plan

Funding Requirement **CHF 56.3M**

Appeal number **MGRLB001**

In support of the Lebanese Red Cross Society



32

National Society branches



399

National Society staff



13,000

National Society volunteers

People to be reached



158,000

Ongoing
emergency
operations



1,000

Climate and
environment



58,000

Disasters
and crises



98,000

Health and
wellbeing



1,000

Values, power
and inclusion

IFRC network multiyear focus

Emergency response

- multi-layered humanitarian needs

Longer term needs

- health • disaster preparedness
- community resilience • climate change

Capacity development

- effectiveness and internal systems
 - volunteering
- resource mobilization and financial sustainability
- in support of Lebanese Red Cross and Palestine Red Crescent Society Lebanon Branch

Key country data

Population

6.8M

INFORM severity rating

high

Climate ND-GAIN Index rank

62

Human Development Index rank

92

Hazards



Poverty



Population movement



Drought



Fires



Storms



Floods

Funding requirements

Total 56.3M CHF

Through the IFRC

29.4M CHF

Through Participating National Societies

26.9M CHF

IFRC Breakdown

29.4 M CHF

Ongoing emergency operations

Ongoing emergencies

MGRLB001

Lebanon Complex
Humanitarian Crisis
complex emergency

Participating National Societies

Austrian Red Cross

British Red Cross

The Canadian Red Cross Society

Danish Red Cross

Finnish Red Cross

French Red Cross

German Red Cross

Italian Red Cross

Japanese Red Cross Society

Kuwait Red Crescent Society

The Netherlands Red Cross

Norwegian Red Cross

Qatar Red Crescent Society

Spanish Red Cross

Swedish Red Cross

Swiss Red Cross



NATIONAL SOCIETY PROFILE

The Lebanese Red Cross was established in 1945 as an auxiliary to public authorities, providing effective and efficient humanitarian assistance to vulnerable communities in Lebanon. The National Society is the primary provider of ambulance care and blood transfusion services in the country, which are delivered free of charge to those in need. The National Society also provides other services, including medico-social and disaster management services. During the civil war in Lebanon, the National Society built a reputation providing neutral and impartial services to communities in the country and has continued to provide critical services during periods of unrest following the 2019 protest movement.

The National Society has been responding to many crises in recent years, and significant achievements have been made. More than 135,000 Syrian refugees have received life-saving humanitarian services since 2011, and during the COVID-19 pandemic, almost 80,000 people were vaccinated at centres run by the Lebanese Red Cross. Additionally, almost 35,000 people were transported to health facilities via the National Society's ambulance services. Following the devastating explosion at the port of Beirut in 2020, a further 2,600 patients received urgent medical care through the ambulance service, with more than 1,500 blood units collected to increase supplies. The National Society also helped 11,000 households with cash assistance.

The Lebanese Red Cross has five strategic priorities:

- Ensuring that victims of accidents, illnesses and major incidents receive prompt and effective pre-hospital emergency care
- Providing safe blood products to patients in Lebanon
- Improving access to quality health care services
- Meeting the basic needs, including economic security, shelter, water, sanitation and hygiene, of vulnerable people affected by disasters, crises and emergencies
- Reducing the impact of disasters on the population through prevention and mitigation measures

The top three strengths of the National Society are:

- An excellent reputation, giving the National Society access to all parts of a polarized country, at all times

- The provision of vital national services such as ambulance and blood transfusion, giving the National Society high visibility among the population and making it a key partner to authorities and other organizations
- A wide-ranging geographical coverage and presence throughout the country, enabling the National Society to respond rapidly to disasters and crises

In 2013, in order to better address escalating needs in the country, the National Society's new governance and management leadership team launched a comprehensive organizational reform process. The resulting organizational development programme focused on strengthening the provision of vital national health services, emergency medical services, blood provision in particular, and better preparing for and responding to disasters.

The Lebanese Red Cross is an active member of the IFRC network, supporting other National Societies and the wider humanitarian community. Pioneering innovations in assistance and cooperation, the Lebanese Red Cross has contributed to the strengthening of humanitarian action nationally and internationally.

The **Palestine Red Crescent Society** was founded in 1968 by the Palestinian diaspora to provide health services to Palestinian people and was admitted to the IFRC in 2006. It worked outside of the occupied Palestinian territories until 1994, when it was allowed to operate in the West Bank and Gaza Strip. The Palestine Red Crescent has since grown steadily and is possibly the only independent Palestinian institution able to work in the West Bank, East Jerusalem and Gaza, as well as supporting Palestinian refugees in Lebanon, Syria and Egypt. The National Society has 36 branches, sub-branches, and youth and volunteer committees in the West Bank, East Jerusalem and Gaza, along with four branches in the diaspora in Lebanon, Syria, Iraq and Egypt. The National Society supports Palestinians in Lebanon and other vulnerable communities to access primary and secondary health care services, which would otherwise be unaffordable.

The Palestine Red Crescent branch in Lebanon has created and managed a series of hospitals and clinics, and emergency and other services in refugee camps and other Palestinian communities. Their aim is to support populations who have limited or no access to social and civil rights, public health and educational facilities,

and public social services. Without compromising on the medical services offered to the local Palestinian population, the National Society also aims to continue receiving vulnerable refugees at hospitals in Beirut, Tripoli, Saida, Bekaa-Bar Elias and Tyr.

The Palestine Red Crescent Lebanon branch currently provides community-based health and first aid at eight refugee camps in Ain el Helweh, Mar Elias, Shatilla, Nahr el Bared, Baalbeck, Burj el Shamali, Albuss and

Tyr. During 2021, the Palestine Red Crescent Lebanon branch provided inpatient care to nearly 8,000 people across five hospitals. It provides internal medicine, intensive care, pediatric, and gynecological and obstetric services.

This plan focuses on the priorities of the Lebanese Red Cross, as well as IFRC's support to the Palestine Red Crescent Society Lebanon Branch.

IFRC NETWORK ACTION IN 2023

Joint situational analysis

Lebanon has been in the grip of a complex humanitarian crisis since late 2019, creating urgent and widespread need for assistance and protection.

The country is experiencing an economic collapse that the World Bank ranks among the most severe globally since the 1850s. Millions have been plunged into poverty since 2019 – and those already vulnerable are experiencing increasingly harrowing circumstances. In 2022, Lebanon's ranking fell from an upper-middle income country to a lower-middle income country for the first time in 25 years, according to World Bank rankings.

The powerful explosion at the port of Beirut on 4 August 2020 had a devastating impact. The path to recovery has been difficult, as the country continues to grapple with its interconnected economic and financial crises, political volatility, the ongoing effects of the COVID-19 pandemic, and the long-term impact of hosting the highest refugee population per capita in the world.

Few have been untouched by the effects of these ongoing crises. More than 80 per cent of people in Lebanon are living in multidimensional poverty, and there is deprivation across many areas including health care, electricity, water, sanitation, transportation, connectivity and having a means of income. This percentage represents a significant increase in the multidimensional poverty rate, which has nearly doubled from 42 per cent in 2019. Living conditions in Lebanon are taking a toll on the mental well-being of the population, with Gallup's 2021 report highlighting the highest percentage of people experiencing negative emotions in their 16 years of collecting data. The current conditions also pose risks for vulnerable populations, including migrants and refugees, a group that comprises more than one in four people in the country.

Meanwhile, the capacity of the public sector to provide essential services and respond to needs has diminished, leading to a greater reliance on humanitarian assistance. The devastating impact the crisis has had on the quality and accessibility of health care is a particular concern. Already overstretched by the COVID-19 pandemic, the health care system has been further weakened by the protracted economic crisis, leaving it vulnerable to potential shocks from infectious diseases and other unpredictable crises. There is a critical need to address gaps in health care services and improve accessibility for vulnerable populations.

In addition to a lack of accessible, quality health care, the country's immediate crises have diverted attention away from investments in resilience to future disasters. Climate change is exacerbating risks, so there is a need for greater levels of community and institutional readiness. Lebanon's long-term resilience depends on investments to prevent hazards becoming disasters.

ACAPS says that Lebanon is facing "high constraints" to humanitarian access – particularly physical, environmental and security constraints that prevent people from accessing the goods and services they need. These include disruptions to public services, fluctuations in local currency, and disruptions to local banking systems.

Ongoing emergency response

For real-time information on emergencies, see IFRC GO page Lebanon

- Lebanon Complex Humanitarian Crisis MGRLB001 (integrating the Beirut Port Explosion MDRLB009)
- 18 November 2021 – 31 December 2023
- People affected: 2.2 million people
- People to be assisted: 158,000 in 2023

Lebanon is suffering a complex, unprecedented crisis. People are struggling to cope under the weight of an economic collapse, lasting scars from the powerful explosion at the port of Beirut in 2020, the effects of the COVID-19 pandemic, and hosting the world's the highest refugee population per capita.

The double explosion at the port of Beirut, caused by the detonation of hundreds of tons of highly explosive fertilizer, took over 200 lives, left over 6,000 people with physical injuries and others with psychological distress, and displaced over 300,000 people. The deteriorating situation in Lebanon has wide humanitarian consequences. UN World Food Programme surveys found that 34% of Lebanese, 50% of Syrian refugees, and 33% of refugees of other nationalities are food insecure. In terms of healthcare access, the World Health Organization estimated in September 2021 that 70% of people require support to cover healthcare costs compared to 48% prior to the current crisis, while healthcare systems are straining to sustain services.

Funding shortages across the humanitarian sector risk shortfalls in critical areas as needs continue to grow. Only 14% of Lebanese and 5% of migrant households surveyed by the 2021 REACH Resource Centre multi-sector assessments reported receiving assistance in the previous three months.

Short description of the emergency operational strategy

A new IFRC Emergency Appeal for Lebanon's complex humanitarian crisis was launched in November 2021. This Appeal integrates the earlier response to, and recovery from, the port of Beirut explosion, considering the broader complex crisis in the country. The Appeal takes into account the critical nature of services delivered by the Lebanese Red Cross in several sectors, as well as health-focused services provided by the Palestine Red Crescent Lebanon branch.

In 2023, the final year of the Appeal, the operational strategy will seek to support the delivery and sustainability of health services provided by the Lebanese Red Cross and the Palestine Red Crescent Society Lebanon branch, address the additional needs of populations affected by the complex humanitarian crisis across the country, and increase resilience to future risks and hazards

Areas of emergency response by sector

To support the transition to a sustainable response to this protracted crisis, the full details of the planned activities are reflected under the respective strategic priorities of this country plan. In a snapshot, the main interventions include:

- **Health and care:** Supporting the Lebanese Red Cross with emergency medical services, blood transfusion, and primary health care services, and supporting the Palestine Red Crescent Lebanon branch with secondary health care services
- **Water, sanitation and hygiene:** Hygiene promotion
- **Cash assistance:** Providing multi-purpose cash assistance to economically vulnerable households
- **Livelihoods:** Supporting small businesses and distribution of food parcels
- **Shelter:** Supporting shelter winterization and neighbourhood shelter approaches
- **Risk reduction, climate adaptation and recovery:** Supporting community-based disaster risk management and climate change adaptation approaches
- **Environmental sustainability:** Supporting renewable energy at Lebanese Red Cross facilities and environmental programming by the Lebanese Red Cross youth programme
- **Community engagement and accountability:** Supporting the Lebanese Red Cross call centre and the completion of planning, monitoring, evaluation and reporting – along with proactive monitoring, evaluation, accountability and learning processes
- **Protection, gender and inclusion:** Capacity building on minimum standards, and humanitarian values and principles programming with the Lebanese Red Cross youth
- **Migration:** Training and capacity building for the Lebanese Red Cross on migration
- **National Society strengthening:** Sourcing technical support for the development priorities of the Lebanese Red Cross and the Palestine Red Crescent Lebanon branch

Strategic priorities

Climate and environment

Lebanon is a highly urbanized, middle-income country with a thriving tourism industry. More than 85 per cent of its residents live in urban areas concentrated along a coastline that is vulnerable to climate-induced sea level rise, leading to a projected CHF138 million worth of damage to the homes and businesses there by 2040. Vital infrastructure and industries critical to the local economy also operate from these coastal areas, threatening the country's economic stability.¹

The tourism industry in Lebanon contributes 20 per cent of the country's GDP, but it is highly weather dependent and vulnerable to rising temperatures. Additionally, the increase in world food prices, compounded by the effects of climate change on agricultural yields, will increase the cost of guaranteeing food security for people in Lebanon. The country imports most of its food, leaving it vulnerable to rising food prices and the impact of climate change on agricultural production in other countries. Although small, the agriculture sector contributes six per cent to Lebanon's GDP, primarily through wine and citrus production – both of which are vulnerable to the higher temperatures and more variable rainfall patterns that are expected to continue.

The growing risks from climate change require continued investment in adaptation and preparedness to mitigate and meet future humanitarian needs. These include:

Impacts to health:

- Heat-related health risks, as 65 percent of days could be hot days by the end of the century
- Health risks from air pollution as drought and desertification increase frequency of sand and dust storms
- Decreasing water quality and quantity due to lower precipitation and the salination of aquifers

Impacts to livelihoods:

- The tourism sector, which employs 38 per cent of the workforce, will be affected by rising heat, reduced precipitation and a rise in sea levels
- Agricultural and livestock industries will be affected by drought, heat and water shortages

Protection issues:

- The impact of climate change will cause significant protection challenges for people in Lebanon, and in particular, informal and refugee settlements

The economic crisis is also having negative secondary effects on environmental health. As a result of an inconsistent public electricity supply, people are relying more heavily on diesel generators, which is driving up the level of emissions by as much as 300 percent, according to research by the American University of Beirut.

The Lebanese Red Cross's disaster risk reduction team has developed strong relationships with communities, local governments and institutions, and has built its capacity to track hydrometeorological risks and adopt anticipatory action approaches in partnership with the German Red Cross. It has a strong, nationwide network of volunteers, both in the disaster risk reduction sector and in the youth sector.

Other members of the IFRC network also have the relevant expertise to support the Lebanese Red Cross in addressing the climate and environmental crises. These include the Red Cross and Red Crescent Climate Centre, and the Swedish Red Cross which has expertise in the area of green response.

Main actions and areas of support

The Lebanese Red Cross is a signatory of the global Climate and Environment Charter for humanitarian organizations. It is also part of the IFRC's Global Climate Resilience Programme, which aims to scale up locally led climate-smart disaster risk reduction and adaptation efforts to reduce the impact of climate-related disasters and build community climate resilience. The programme aims to support 500 million people in 100 of the most climate-vulnerable countries, focusing on the least supported and marginalized communities. This holistic, multi-year programmatic approach consists of four operational pillars: (1) scaling up climate-smart disaster risk reduction, anticipatory action and preparedness; (2) reducing the public health impacts of climate change; (3) addressing climate displacement; and (4) enabling climate-resilient livelihoods and ecosystem services.

¹ Analysis in this section is supported by the Red Cross Red Crescent Climate Centre: <https://www.climatecentre.org/>

The IFRC network will support the Lebanese Red Cross with:

- implementing climate change adaptation approaches, including awareness building, training and capacity building for communities, youth and volunteers
- implementing sustainable energy solutions, expanding its use of renewable, clean energy in its facilities, ensuring business continuity in the face of energy shortages, and reducing carbon emissions
- introducing climate programming into the National Society's activities, and increasing education and awareness-raising among the Lebanese Red Cross's youth sector

Statistics

65 percent of days could be hot days by the end of the century

Disasters and crises

The country is ranked 49 out of 191 countries by the [2022 INFORM Risk Index](#), placing it in the medium risk category.

The complex crisis in the country and increasing poverty levels are having a severe impact on people's access to basic necessities. In increasingly difficult living conditions, the capacity of people to cope with additional shocks and hazards has diminished, while socio-economic vulnerability continues to rise. Additionally, climate change is increasing the prevalence of extreme weather events, such as wildfires, flooding, extreme winter storms and droughts.

Since the onset of the Syrian refugee crisis in 2011, and in the aftermath of the 2020 Beirut port explosion, the Lebanese Red Cross has developed considerable experience in disaster cycle management and cash programming.

After the explosion, it successfully reached more than 11,000 families with multi-purpose cash assistance, demonstrating its ability to scale up cash programming. During this time, the National Society also gained additional experience in shelter and livelihoods, with an emphasis on urban contexts.

The Lebanese Red Cross served as lead agency on a joint rapid household assessment after the Beirut port explosion in 2020, and it has since launched a nationwide vulnerability census.

The National Society also has a robust disaster risk reduction team, with recognized capacities in key disaster risk reduction approaches. The team has since supported other National Societies to build their own capacities and strengthen their knowledge of disaster risk reduction approaches.

Main actions and areas of support

The IFRC will support the Lebanese Red Cross to implement community-based disaster risk management activities, delivering awareness sessions and implementing microprojects in communities, schools and informal tented settlements housing refugees. This work aims to target the most vulnerable populations and bridge any gaps in disaster risk reduction programme delivery, in coordination with the relevant authorities.

These activities will complement the National Society's wider approach to disaster risk reduction, including forecast-based financing. In partnership with the German Red Cross and Norwegian Red Cross, the first year of the Lebanese Red Cross's DG ECHO-IFRC Pilot Programmatic Partnership (see under IFRC network section) will focus on strengthening disaster risk management through coordination, information management, and fostering linkages with other humanitarian organizations.

The Lebanese Red Cross aims to meet the basic needs of people affected by disasters and emergencies, stating that as one of its operational priorities. The IFRC will support the National Society with providing humanitarian assistance to meet those needs.

This includes unconditional cash assistance for economically vulnerable households and food parcels, when necessary, based on market assessments. In addition, small businesses will receive conditional cash assistance so that households can maintain their economic security.

Shelter assistance will consist of in-kind winterization assistance for families affected by seasonal hazards. Additionally, the IFRC will support the National Society to implement the Participatory Approach for Safe Shelter and Settlements Awareness ([PASSA](#)) methodology in several neighbourhoods.

The National Society will distribute humanitarian assistance on the basis of the Multi-Sector Needs Assessment data, using a vulnerability matrix.

IFRC network members providing support to the Lebanese Red Cross for this priority include the British Red Cross, French Red Cross, German Red Cross, Norwegian Red Cross, Spanish Red Cross, and Swiss Red Cross.

Health and wellbeing

Before Lebanon's present crisis, the most vulnerable populations already struggled to access affordable care within the country's privatized health care system. Now, quality health care is out of reach for a growing number of people.

In the 2021 [Multi-Sector Needs Assessment \(MSNA\)](#) commissioned by UN OCHA, 71 per cent of Lebanese households and 74 per cent of Palestinian households said they had been unable to afford medical treatment in the previous three months. One in four Palestinian households had resorted to rationing essential medications. Transportation was also reported to be a barrier for many people, with nearly one in five Lebanese households (19 per cent) saying that they were unable to afford transport to a health facility.

Meanwhile, the health care system is struggling to recover from the stress of the COVID-19 pandemic and prepare effectively for potential future threats during the ongoing economic crisis. Previously subsidized medicines have become difficult to source, and health care providers are performing fewer operations because of shortages in fuel, supplies and human resources. In September 2021, the WHO estimated that 40 per cent of doctors had already left the country.

Progress towards achieving primary health care coverage has halted during the present crisis, and the 2021 MSNA reports that this poses additional risks to the 65 per cent of Lebanese and Palestinian people who have family members living with a chronic disease. According to UNHCR's 2021 [Vulnerability Assessment for Syrian Refugees in Lebanon](#), this figure was closer to 47 per cent of Syrian households. Blood services are also struggling to meet Lebanon's estimated yearly demand of 130,000–150,000 blood units and, due to a lack of voluntary donors, patients requiring blood must often source it themselves.

Since October 2022, Lebanon is experiencing its first outbreak of cholera since 1993. On 19 October, Lebanon's Minister of Public Health announced an acceleration in the spread of the illness and rising number of cases among Lebanese nationals after initial cases were concentrated among displaced Syrians. By 31 October, the number of laboratory-confirmed cases had increased to 390 with 1,703 suspected and confirmed cases in total. The Ministry of Public Health also reported that 17 people have died as a result of the illness. The spread has extended from the site of the initial outbreak to 18 out of the country's 26 districts.

Sewage water testing has indicated the presence of the bacteria which causes cholera in the densely populated areas of Beirut and Mount Lebanon.

The Lebanese Red Cross and the Palestine Red Crescent Lebanon branch are uniquely well positioned to fill the gaps in the country's health care system.

The Lebanese Red Cross has served as primary provider of ambulance services in the country, including the transportation of confirmed and suspected COVID-19 cases from the onset of the pandemic in 2020. It is a leading provider of blood transfusion services, with a wide network of primary health care centres and mobile medical units that enable the National Society to extend access to hard-to-reach communities. The Lebanese Red Cross is [responding to the cholera outbreak](#) with support from the IFRC Disaster Response Emergency Fund (DREF).

Meanwhile, the Palestine Red Crescent Lebanon branch also fills critical gaps in the provision of health care to Palestinian and other vulnerable communities. Its proximity to local gatherings and the trust it has built in communities make it an important resource in the country, and its health facilities play a crucial role in routine programming. To maintain the continuity of these services, the IFRC supports the Palestine Red Crescent Lebanon branch to safeguard its personnel against pandemic-related risks, creating a healthy environment where staff can care for patients safely. The Palestine Red Crescent Lebanon branch also follows strict infection control and safety procedures for the disposal of medical waste and personal protective equipment, to limit environmental contamination.

The Palestine Red Crescent Lebanon branch's health care facilities face challenges in cost recovery for sustainability. This is because of the economic vulnerability of many of its patients, and the constraints it faces around resource mobilization due to its role as a diaspora branch of the Palestine National Society in Lebanon. The broader economic crisis in the country also poses a challenge

Main actions and areas of support

The IFRC network brings extensive experience in health care, which forms a cornerstone of the planned support for Lebanon in 2023 and beyond.

The IFRC will support the Lebanese Red Cross in ensuring that victims of accidents, illnesses and major incidents receive prompt and effective pre-hospital emergency care. In addition to the regular operational

costs of the Lebanese Red Cross's ambulance services, funding will be provided for improving dispatch and quality monitoring by the National Society's emergency medical services.

The IFRC will support the National Society to provide safe blood products to patients in Lebanon by funding the costs of personnel, supplies and equipment – ensuring the continuity of the National Society's blood services.

The IFRC will also invest in the Lebanese Red Cross medico-social sector's capacities to provide quality and timely health care services, thereby improving the population's access to quality primary health care services. In addition to human resource support and medication, the IFRC will support the monitoring of quality improvement initiatives.

The IFRC will support the Lebanese Red Cross with improving access to secondary health care – through public and private providers – using the cash and voucher assistance model. The IFRC will also support the Palestine Red Crescent Lebanon branch with maintaining access in its hospitals to secondary health care services for Palestinian refugees and other vulnerable populations. Funding will go towards the provision of medicines, supplies, equipment, patient bills, facility rehabilitation, and community engagement and accountability.

To ensure that migrants and refugees in informal tented settlements have access to safe hygiene facilities, the IFRC will support the Lebanese Red Cross to distribute hygiene kits and implement hygiene promotion activities. The IFRC will work with the Palestine Red Crescent Lebanon branch on mitigating the risk of infectious disease transmission in its hospitals and the wider community.

In partnership with the German Red Cross and Norwegian Red Cross, the first year of the Lebanese Red Cross's DG ECHO-IFRC Pilot Programmatic Partnership will support preparedness and timely response to epidemics and pandemics.

The Austrian Red Cross, British Red Cross, Canadian Red Cross, Danish Red Cross, French Red Cross, German Red Cross, Kuwaiti Red Crescent, Netherlands Red Cross, Norwegian Red Cross, Qatar Red Crescent, Swiss Red Cross, and Spanish Red Cross will support the Lebanese Red Cross under this priority area.

The Canadian Red Cross, Danish Red Cross, Japanese Red Cross, Netherlands Red Cross, Spanish Red Cross,

and Swedish Red Cross will support the Palestine Red Crescent branch in Lebanon under this priority area.

Lebanese Red Cross targets

- To respond to more than 85 per cent of pre-hospital medical emergency calls in 13 minutes or less
- To provide at least 70,000 blood products to patients and hospitals per year
- To scale up primary health care services to serve at least 600,000 patients per year

Migration and displacement

It is estimated that there are a total of more than 1.5 million people (one in four of the population) in Lebanon who are refugees or migrants. This group is facing multiple risks during the present crisis. Most Syrian and Palestinian refugees were living in poverty prior to 2019 and have experienced increasingly dire circumstances since then. The 2021 [Vulnerability Assessment for Syrian Refugees in Lebanon](#) showed that nine out of 10 Syrian refugees in Lebanon are living below the extreme poverty line, while the poverty rate among Palestinian refugees in Lebanon is [estimated to be 73](#) per cent. Palestinian refugees also face persistent barriers to essential services.

While refugees and other migrants face a variety of protection issues, outward migration from Lebanon has continued to increase since the onset of the economic crisis. Reliable figures for emigration are lacking, but it is clear that some migrants have resorted to insecure and irregular migratory routes. This issue was brought to international attention in early 2022 with the [fatal sinking](#) of a boat carrying Lebanese migrants, and migrants from other countries, who were attempting to emigrate from the impoverished city of Tripoli.

The Lebanese Red Cross has substantial experience in working with refugee and migrant populations. The National Society has access to some of the most vulnerable refugee and migrant populations in Lebanon, including the residents of informal tented settlements. It also has the trust of host communities, ensuring that it is well positioned to address migration issues in ways that uphold social cohesion.

The Lebanese Red Cross is part of the IFRC three-year [Global Route-Based Migration Programme](#), which aims to improve the safety and dignity of people on the move along deadly and dangerous land and sea-based migration routes across Africa, the Americas, Europe, and the Middle East and North Africa.

The programme aims to support 4.7 million people on the move and people in host communities annually through three operational pillars: improving access to assistance and protection, including through humanitarian service points; strengthening National Society capacities; and local to global humanitarian diplomacy.

The Lebanese Red Cross is an active participant in the [IFRC MENA Migration Network](#) and served as co-chair for the 2021–2022 period.

Main actions and areas of support

The Lebanese Red Cross and Palestine Red Crescent Lebanon branch general services detailed under other sections of this plan cover refugee and migrant populations. Under this priority area, the Lebanese Red Cross is seeking to identify gaps and opportunities for tailored support.

The IFRC will support the Lebanese Red Cross to build its capacity for migration activities. It will support the training of National Society staff and volunteers on how to assess, understand and respond to the needs of migrants, displaced persons and host communities.

The Lebanese Red Cross also partners with the Austrian Red Cross under this priority area.

Values, power and inclusion

The current living conditions in Lebanon pose significant risks for people who are already vulnerable. Active protection monitoring by humanitarian organizations indicates a heightened risk of gender-based violence amid the economic crisis, as well as additional barriers faced by people living with disabilities.

Certain age groups are vulnerable to protection risks, including children and older people. Eleven per cent of Lebanon's population is over the age of 65, but the UN International Labour Organization (ILO) notes that 80 per cent of Lebanese people over the age of 65 [lack any retirement benefits or health coverage](#). Meanwhile, UNICEF and its partners note that cases of child labour and abuse have [increased](#) since the onset of the economic crisis. Refugees and migrants can be particularly vulnerable due to a lack of enforced legal protections.

With growing numbers of people in need of assistance, questions over the targeting and allocation of aid have implications for the protection of principled, needs-based humanitarian action that people trust. The need for strong community engagement and accountability in this context is higher than ever.

The Lebanese Red Cross has a dedicated focal point for protection, gender and inclusion matters within its psychosocial support team. The IFRC provides technical expertise through dedicated focal points for protection, gender and inclusion, and community engagement and accountability, offering tailored support to National Societies in the Middle East and North Africa region. In addition, members of the IFRC network offer support on the mainstreaming of these approaches.

In particular, the British Red Cross has a community engagement and accountability delegate in the Middle East and North Africa region, as well as global expertise in managing a community engagement and accountability hub. The Danish Red Cross and Norwegian Red Cross are also supporting the Lebanese Red Cross on cross-cutting themes, and the Canadian Red Cross is supporting the Palestine Red Crescent Society Lebanon branch through a protection, gender and inclusion delegate.

The Palestine Red Crescent Lebanon branch's community engagement and accountability activities include the use of satisfaction forms and satisfaction surveys managed by its quality officers, to measure patient experience and feedback. Quality officers are responsible for following up on feedback and tracking resolutions. There is a clear separation of duties, whereby the quality officer who reviews and follows up on feedback is never the same individual responsible for collection.

Main actions and areas of support

The IFRC will support the Lebanese Red Cross and the Palestine Red Crescent Lebanon branch to mainstream protection, gender and inclusion into their operations and programmes. It will provide technical support from regional experts to develop the necessary institutional capacity to address violence, discrimination and exclusion. In addition, the IFRC will support the mainstreaming of its minimum standards for protection, gender and inclusion across all their operations and programmes. The key focus areas will be the benchmarking and monitoring of protection, gender and inclusion priorities using the IFRC's scorecard, as well as training of staff and volunteers, and sensitization on gender-based violence.

The IFRC will support the Lebanese Red Cross and its youth sector to implement humanitarian values and principles programming. It will focus on promoting concepts related to peace, social inclusion and non-violence among Lebanese communities.

In partnership with the German Red Cross and Norwegian Red Cross, the first year of the Lebanese Red Cross's DG ECHO-IFRC Pilot Programmatic Partnership will support risk communication, community engagement and accountability.

Targets

- To make protection, gender and inclusion a cross-cutting theme of the Lebanese Red Cross's 2022–2024 strategy

Enabling local actors

The Lebanese Red Cross's operational and organizational capacities are mostly strong. The National Society has conducted multiple IFRC Disaster Response Emergency Fund (DREF) and Emergency Appeal operations in the last decade, learning valuable lessons and improving its services with each emergency response. The Lebanese Red Cross initiated its Preparedness for Effective Response (PER) approach, including commitments, in July 2020. The IFRC PER Approach is a continuous and flexible process that enables National Societies to assess, measure and analyse the strengths and gaps of its preparedness and response mechanism, and ultimately take necessary action to improve it. These commitments remain a priority for the National Society as a key preparedness and response organization in Lebanon.

In 2013, to better address escalating needs in the country, the new Lebanese Red Cross governance and management leadership team launched a comprehensive organizational reform process. The process was accelerated through an organizational development programme after the National Society undertook the IFRC's Organizational Capacity Assessment and Certification (OCAC) process in 2014. Over the past three years, this long-term transformational goal has evolved into an organization-wide strategy with a strong commitment to transform the organization's structures, services and local sustainable response capacities, and empower communities through localization of humanitarian action.

The early phase of the process was aimed at strengthening health services, particularly emergency medical services and blood services, and improving the National Society's capacity to prepare for, and respond to, disasters. The first priorities focused on addressing self-identified organizational deficiencies across core support functions, including finance, HR, procurement, and communications and fundraising. After strengthening these core functions, the second phase focused on National Society branch development. As part of this phase, the National Society re-visioned its branches as facilities from which the Lebanese Red Cross's holistic

and integrated services could contribute to local community resilience, social cohesion and peace.

The Lebanese Red Cross's strengths come from leading its long-term organization-wide reform process in managed National Society development phases, with clear and measurable objectives. The National Society also manages its Movement and external partnerships strategically to assert its lead role and generate effective coordination, striving to achieve sustainable outcomes from its investments.

The Lebanon branch of the Palestine Red Crescent carries out targeted capacity strengthening activities in Lebanon. Wider National Society development approaches are conducted in Palestine, where the National Society is based.

Engaged

The Lebanese Red Cross has a well-developed communications function which it uses to communicate its priorities and achievements, and promote accountability. The National Society has positioned itself as an advocate on several humanitarian issues, including the provision of cash assistance in US dollars rather than the heavily devalued local currency, following the port of Beirut explosion. It engages within the broader humanitarian ecosystem and is building a network of partnerships, including UN agencies and the World Bank.

The IFRC network adds value through its relationships, as well as significant experience in managing partnerships with a wide range of institutional donors. The IFRC regularly participates in humanitarian advocacy to promote the effectiveness of its work as a membership organization.

Main actions and areas of support

The IFRC will promote the localization agenda by positioning the National Society for effective communications through the National Society Investment Alliance (NSIA), which is jointly funded with the International Committee of the Red Cross (ICRC).

It will further promote the influence of the National Society through its engagement with coordination mechanisms and key external organizations such as UN agencies, international funders, the diplomatic community and academic institutions.

The IFRC will undertake an evaluation of the IFRC Emergency Appeal for the Lebanon complex humanitarian crisis, and there will be an emphasis on learning within the New Way of Working (see under IFRC network section).

Accountable

In parallel with increased demand for its health and disaster response services, the Lebanese Red Cross has suffered the loss of almost all its local funding. Since 2019, it has not had support from the Ministry of Public Health for ambulances, blood and primary health services. Resource mobilization needs to be enhanced, to ensure the continuity of key services, and to scale up and develop services to keep pace with growing needs.

Maintaining the security of staff and volunteers is a priority. Given the large number of participating National Societies with a presence in Lebanon, a unified approach is the most effective in maintaining coherence throughout the IFRC's security positioning.

Main actions and areas of support

The IFRC will provide high-quality support services to in-country IFRC members. Furthermore, the NSIA initiative, supported by the IFRC and ICRC, will promote the resource mobilization capacities of the Lebanese Red Cross.

Trusted

The Lebanese Red Cross has identified 10 National Society development objectives in its strategy and plan of action for 2022–2024:

- Youth engagement
- Financial transparency
- Due diligence

- Volunteering and peer support
- Supply chain and logistics
- Branch development
- Information management and digitization
- Disaster preparedness
- Integrated programming
- Training and development

The Palestine Red Crescent Lebanon branch has also developed a plan of action that emphasizes branch development:

- Resource mobilization and a financial policy
- A human resource strategy
- The strengthening of voluntary work
- The establishment of a logistics unit
- The establishment of a planning, monitoring, evaluation and reporting unit
- Improved visibility

Main actions and areas of support

The IFRC supports National Society development priorities through technical support and facilitating access to National Society development-focused funding, such as the IFRC-ICRC National Society Investment Alliance (NSIA) and the IFRC Capacity Building Fund. It will also support core staff positions for the National Society.

In 2023 and beyond, the IFRC will promote stronger membership coordination through the New Way of Working, which involves harmonizing support of IFRC members to the Lebanese Red Cross. The IFRC will focus on convening members for regular coordination, facilitating flows of information, and leveraging technical support in key areas such as planning, monitoring, evaluation and reporting, and risk management, to promote greater alignment at strategic and operational levels.

THE IFRC NETWORK

The IFRC

The IFRC delegation is co-located with the Lebanese Red Cross headquarters in Beirut. The IFRC engages with all sectors of the National Society according to the strategic framework in place to support the National Society strategy and plan of action for 2022-2024, primarily through the active Emergency Appeal for complex emergency. In addition to permanent staff, including the IFRC head of delegation and security officer, who provide services to in-country IFRC members, current operational capacity includes planning, monitoring, evaluation and reporting, procurement, and finance and administration.

The IFRC also provides technical and financial support to the Lebanese Red Cross and the Palestine Red Crescent Lebanon branch, in accordance with their individual priorities. This includes technical support through the IFRC regional office on cross-cutting themes such as protection, gender and inclusion, migration and displacement, and others. Through its COVID-19 global Appeal, the IFRC has supported the provision of personal protective equipment and infection protection control materials for staff and volunteers from the Lebanese Red Cross and the Palestine Red Crescent Lebanon branch, to mitigate pandemic and endemic risks in Lebanon. The IFRC supports the Palestine Red Crescent Lebanon branch for the continuity of its health care services, including for the procurement of essential medical equipment and medicines.

The IFRC supports the Lebanese Red Cross and the Palestine Red Crescent Lebanon branch to prioritize their organizational development, coordinate with participating National Societies, and nurture accountability through the planning, monitoring, evaluation and reporting process and financial audits.

IFRC membership coordination

As part of the IFRC complex Emergency Appeal, the IFRC coordinates harmonized planning, monitoring and reporting among IFRC network members. It will maintain security assessments and plans in operational

areas, maintain risk register and business continuity plans, and implement financial audits. Network partners continue to give bilateral support to the Lebanese Red Cross in response to the Beirut port explosion and the complex crisis in the country, along with contributions channeled through the multilateral Appeal.

The Lebanese Red Cross participates in the New Way of Working initiative, which is piloted in 14 countries. It aims at establishing a new model of membership coordination, working over multiple years to instill a thorough change management in the ways the IFRC network works together and placing the National Society of the country at the centre. This includes prioritizing effective coordination for much greater gains, optimizing the power of working as one IFRC network by sharing resources, learnings, and common standards, and to ultimately achieve greater impact. Particular attention is given to collective planning to ensure that National Society partners present in country participate in one multi-year country plan, which will ensure that the resources and expertise of the network in country are used in a complementary and efficient way.

The Lebanese Red Cross is part of the global Pilot Programmatic Partnership between DG ECHO and IFRC, benefitting from the support of the German Red Cross (lead EU National Society) and Norwegian Red Cross for the implementation of activities in the areas of disaster risk management, epidemic and pandemic preparedness and response, and risk communication, community engagement and accountability. The partnership meets the realities of extended crises with longer-term predictable funding, facilitating actions and processes with greater impact. It leverages the IFRC's global network and unique access to people and communities, and it helps to fulfil the ambitions of the European Union as the biggest donor for international aid in the world.

The Lebanese Red Cross has long-term partnerships with a significant number of sister National Societies, and several IFRC members also directly support the Palestine Red Crescent Lebanon branch in their health services.

Participating National Society Support - Bilateral

Name of Partner NS	Funding Requirements	Climate	Disasters and crises	Health and wellbeing	Migration	Values, power and inclusion	Engaged	Accountable	Trusted
Austrian Red Cross	CHF 2.25M		●	●					
British Red Cross	CHF 1.93M		●	●		●			●
Canadian Red Cross	CHF 2.14M			●		●			
Danish Red Cross	CHF 4.10M		●	●		●			
Finnish Red Cross				●					
French Red Cross	CHF 1.05M		●	●					
German Red Cross	CHF 2.80M	●	●	●					●
Italian Red Cross				●					
Japanese Red Cross	CHF 0.27M			●					
Kuwait Red Crescent Society			●	●					
Netherlands Red Cross	CHF 0.80M		●	●					●
Norwegian Red Cross	CHF 3.60M			●		●			●
Qatar Red Crescent	CHF 3.00M			●					
Spanish Red Cross	CHF 0.77M		●	●					●
Swedish Red Cross	CHF 2.20M		●	●					
Swiss Red Cross	CHF 2.00M		●	●					

Total

26.89M

Movement coordination

The International Red Cross and Red Crescent Movement's coordination in Lebanon is anchored in the Movement Cooperation Agreement, which outlines the functional coordination mechanisms in the country. Regular meetings are held at the leadership, operational and technical levels. The Movement's coordination mechanisms and practical applications, as part of the Strengthening Movement Coordination and Cooperation (SMCC) process, continue to ensure a coordinated and complementary Movement response in Lebanon. This is carried out in line with the SMCC principles, and the newly adopted [Seville Agreement 2.0](#).

Key coordination mechanisms include:

- Monthly Movement meetings chaired by the Lebanese Red Cross
- Monthly Movement meetings chaired by the Palestine Red Crescent Society Lebanon branch

- Weekly tripartite meetings between the IFRC, the Lebanese Red Cross and the International Committee of the Red Cross (ICRC)
- Weekly partner advisory committee meetings between the IFRC, the Lebanese Red Cross, the ICRC, the German Red Cross, the Netherlands Red Cross and the Norwegian Red Cross

The ICRC has been present in Lebanon since 1967, working in close cooperation with the Lebanese Red Cross and the Palestine Red Crescent Society Lebanon branch, assisting and protecting civilians affected by armed conflict. The ICRC supports the National Society in Lebanon across several operational areas including health services, water, sanitation and hygiene, shelter and livelihoods, and cross-cutting themes related to migration, such as restoring family links. The ICRC also provides support on organizational development priorities, including the Safer Access Framework.

Coordination with other actors

Many international and national humanitarian organizations are actively involved in humanitarian operations in Lebanon, working to assist vulnerable populations. These organizations mainly consist of governmental disaster management bodies, the Lebanese military, UN agencies, INGOs and local NGOs.

The Lebanese Red Cross is mandated by the Government of Lebanon to be the leading emergency responder for ambulance services in the country. It was tasked with transporting suspected and confirmed COVID-19 cases to health facilities during the pandemic. The Lebanese Red Cross sits on the Disaster Response Management Unit of the Lebanese Government, maintaining constant coordination of disasters, crises and emergencies. In terms of disaster risk reduction, the National Society has gained the support of this unit by linking established regional and local contingency plans to the national contingency plan. The National Society has also linked all established community contingency plans to that of the Governorate, in addition to establishing efficient communications between the various crisis operation rooms at all levels.

The Lebanese Red Cross coordinates with the UN Humanitarian Country Team, led by the UN Office

for the Coordination of Humanitarian Affairs (OCHA). During emergencies, the Lebanese Red Cross and the IFRC actively engage in inter-agency coordination mechanisms and cluster working groups that cover basic assistance, water, sanitation and hygiene, shelter, logistics, cash and others. In the aftermath of the Beirut port explosion, needs were identified and prioritized through the Damage and Needs Assessment, and the Multi-Sector Needs Assessment (MSNA). The National Society took a leading role in the MSNA process, in coordination with UNHCR and OCHA, and with the participation of other shelter sector partners.

The National Society manages a number of partnerships with UN agencies, including United Nations High Commissioner for Refugees (UNHCR) and United Nations Development Programme (UNDP).

The Palestine Red Crescent Lebanon branch also engages in partnerships and coordination roles, particularly with the United Nations Relief and Works Agency (UNRWA) and various NGOs working with Palestinian groups and refugee camps. The UNRWA, a UN agency with a specific mandate to serve Palestinian refugees, has suffered declining levels of funding to support its health activities, leaving it unable to deliver

services beyond primary health care. The Palestine Red Crescent Lebanon branch is filling the gaps by delivering specialized medical treatment and hospital care to Palestinian refugees.

At the onset of the COVID-19 pandemic, the Palestine Red Crescent Lebanon branch initiated the coordination of the humanitarian response, inviting UNRWA and other NGOs working within the Palestinian community

in Lebanon to coordinate, with UNRWA as the lead agency. Actors involved included the Lebanese Palestinian Dialogue Committee (LPDC), UNDP, local Palestinian NGOs, and other partners at all levels. Organizations such as the United Nations Children's Fund (UNICEF), Medical Aid for Palestinians (MAP-UK), the European Union, and European Civil Protection and Humanitarian Aid Operations (ECHO) also gave their support.

ADDITIONAL INFORMATION

- [IFRC Global Plan and Country Plans](#)
- [Subscribe for updates](#)
- [Donor response](#) on IFRC website
- [Live Disaster Response Emergency Fund \(DREF\)](#) data
- Operational information: [IFRC GO platform](#)
- National Society data: [IFRC Federation-wide Databank and Reporting System](#)



The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world's largest humanitarian network, with **192 National Red Cross and Red Crescent Societies** and around **14 million volunteers**. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.

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