

LEBANESE RED CROSS



Emergency Operations Centre

Case Study

Summary

National Society	<ul style="list-style-type: none">• Lebanese Red Cross (LRC)
EOC Level(s)	<ul style="list-style-type: none">• 21 Emergency Operation Rooms at governorate, District and Union of Municipalities levels and 1 national level EOR at the Disaster Risk Management Unit at the Council of Ministers
Year Established	<ul style="list-style-type: none">• Initially LRC stated the support to EORs during COVID-19 through the Covid response plan where over 600 municipalities were trained on covid response plan.• During Beirut Blast response in 2020, 2 EORs were activated in Mount Lebanon and Beirut. And after the response LRC DRR started supporting in the provision of Trainings on EOR activation mechanisms in collaboration with the National DRM unit to the 8 governorates.• EOR Akkar was activated during the Akkar forest fire, and reactivated in October 2023 in response to the conflict. Where it started in the south where processes, flows and tools were adapted to the new context and were used throughout all 21 EORs activated after the escalation with continuous updates.
Administrative Coverage	<ul style="list-style-type: none">• All eight governorates of Lebanon
EOC Type	<ul style="list-style-type: none">• Fixed EOR
EOC Modality	<ul style="list-style-type: none">• Activated during emergencies based on the alert level

<p>Supporting NSs</p>	<ul style="list-style-type: none"> • Danish Red Cross, German Red Cross, Norwegian Red Cross
<p>EOC Specific Staff / Volunteers</p>	<ul style="list-style-type: none"> • The volunteers deployed in the Emergency Operations Rooms (EORs) are assigned to support the governorates, qa’emmaqams, and Unions of Municipalities. Their primary functions include data management and Geographical Information System (GIS) support such as digitalizing tools, developing maps, and creating dashboards to present data as well as contributing to the operational management of the EOR. Volunteers also ensure continuous coordination with LRC Headquarters, DRMU, governorate authorities, and relevant humanitarian and governmental organizations, while serving as the secretariat for the EORs. During the recent conflict response, approximately 120 LRC DRR volunteers were deployed to support the activation of EORs on a national scale.
<p>Governance Line</p>	<ul style="list-style-type: none"> • In line with the National Response Framework, volunteers in EORs are designated to support local authorities, including the DMRU, national, Governorates, Unions of Municipalities, and Qaemmaqams. Given the critical importance of coordination and decision-making at this stage, the volunteers deployed in the EORs coordinate directly with the authorities focal persons at the EORs and report directly to the operation focal points who report directly to the LRC-DRR Headquarters, represented by its Director who is representing LRC in the national operation room and present in the gold cell within LRC. This structure ensures clear communication, timely decision-making, and coherent support to local authorities throughout emergency operations. This reporting was all based on digitalized tools and live-data that is continuously updated by the volunteers and cleaned/validated by the LRC-DRR GIS team.
<p>Connection with Authorities</p>	<ul style="list-style-type: none"> • EORs follow the National Response Framework in their coordination, moving from the local level to the subnational level, and then to the national level and vice versa, through an integrated bottom-up and top-down approach. Key ministries and response actors are represented in both the national and subnational EORs, where they are engaged in operations based on the context and identified needs. EORs at the different levels coordinate with their counterpart stakeholders, including government entities, humanitarian actors, and international organizations.

1. Context and Characteristics

Lebanon’s Emergency Operations Room (EOR) operates under the National Response Framework (2023–2028), which defines disaster response roles and structures across the country. The Lebanese Red Cross (LRC) plays a key role in preparedness and operational activation for major hazards, including floods, fires, and earthquakes.

In collaboration with the Disaster Risk Management Unit at the Council of Ministers, LRC has conducted governorate-level training to clarify protocols and enhance EOR effectiveness. The LRC also promotes EOR digitalization through the development of data systems and real-time dashboards, improving coordination and decision-making during emergencies. LRC volunteers actively contribute by collecting data and supporting emergency response operations on the ground.



Pictures from Activated EORs at governorate and national Level during the 2023-2024 conflict response. © Lebanese Red Cross, 2024

2. Core Functional Areas

a. Strategic

Strategic decision-making within Emergency Operations Rooms (EORs) is led by designated authorities—such as the Prime Minister, Governors, or local leaders—with support from Disaster Risk Management Units and crisis committees, depending on the scale and complexity of the emergency. These bodies convene regularly during crises to set priorities, allocate resources, and coordinate responses at the national level.

The Lebanese Red Cross (LRC) supports this process by providing technical analysis, real-time field data, and digital dashboards, ensuring that decisions are timely, evidence-based, and operationally informed. LRC also coordinates its own response closely with these authorities, leveraging internal coordination mechanisms and digital systems to maximize operational efficiency and ensure a unified humanitarian response..

b. Operations

Lebanon's Emergency Operations Rooms (EORs) function through a structured, multi-level system guided by the National Response Framework. Activation is led by the designated authority at each level and coordinated with the National Disaster Risk Management Unit (DRMU), based on assessed risks.

Once activated, EORs coordinate information, manage resources, oversee sector activities, and provide continuous situational updates. Supported by the DRMU and the Lebanese Red Cross (LRC), EORs conduct regular briefings, delegate tasks, and integrate inputs from field teams, authorities, security agencies, and humanitarian actors to maintain a unified operational overview.

LRC volunteers play a key role in managing data, GIS, and dashboards, ensuring seamless coordination across all levels. Deactivation follows the same structured approach once the situation stabilizes, with LRC and partners assisting in information transfer, documentation, and reporting.

c. Information Management

Data is systematically collected using Survey123, Excel-based templates, field reports, and self-registration tools, with continual updates provided by municipalities and field teams. This information is aggregated and disseminated via ArcGIS Dashboards, GIS web maps, WhatsApp coordination groups, and direct reporting channels to ministries and EORs.

The GIS/IM team is responsible for cleaning, validating, and analyzing all incoming data—including IDP movements, household status, vulnerability profiles, shelter conditions, donations, and conflict-impact assessments—utilizing geocoding, duplicate detection, and spatial analysis to ensure data accuracy. These analytical outputs inform daily situation reports, operational updates, and decision-support dashboards, thereby equipping national and sub-national authorities with timely, comprehensive insights on needs, gaps, risks, and priority areas for coordinated response.

3. Infrastructure and Equipment

EORs operate from existing local facilities equipped with meeting rooms, workspaces, laptops, tablets, TVs, internet, and power backup to support emergency coordination. Communication relies on phones and online platforms, with generators or solar units available in high-need areas to maintain operations during outages. The Lebanese Red Cross (LRC) supports EORs with digital tools for assessments and dashboards. When physical access is limited, remote coordination through virtual platforms ensures continued

operational functionality. While there is no formal backup site, national support and digital infrastructure provide operational continuity.

4. Integration with Government and Partners

The EOR system is fully embedded within Lebanon’s national disaster management architecture, operating according to the National Response Framework, which defines coordination among government authorities, humanitarian actors, and the LRC. At each level, EORs act as central coordination platforms, bringing together governors, qaemmaqams, Unions of Municipalities, security agencies, and technical ministries to make operational decisions and allocate resources.

LRC maintains formal and operational links with the Disaster Risk Management Unit (DRMU) at the Presidency of the Council of Ministers, participating in national and subnational coordination cells and supporting information management, analysis, and field verification.

During emergencies, EORs coordinate directly with humanitarian partners via DRM committees—including UN agencies, local and international NGOs, and sector leads—to ensure alignment with the wider response and avoid duplication. All partnerships operate within established cooperation frameworks, reinforcing preparedness, interoperability, and consistent support for national and local authorities.

Additionally, coordination with Red Cross and Red Crescent Movement partners enables the LRC to effectively support its own emergency interventions, complementing national and humanitarian efforts.

5. Lessons Learned and Adaptation

Achievements

The activation of 21 Emergency Operations Rooms (EORs) during the recent conflict demonstrated the effectiveness of a decentralised coordination model in managing rapidly evolving, multi-sector emergencies. The system proved highly effective in rapid volunteer mobilisation across multiple governorates and in engaging municipal and district authorities. By leveraging existing administrative and governmental structures, EORs operated efficiently without the need to establish new facilities. The integration of Lebanese Red Cross (LRC) information management and GIS capacities, supported by the National Disaster Risk Management Unit (DRM-U), enabled the provision of real-time situational analysis, significantly improving resource allocation, prioritisation, and operational decision-making.

Challenges

Despite these strengths, several operational challenges were identified. In some areas, limited digital infrastructure and unstable electricity supply disrupted the timely transmission of critical data. The prolonged duration of deployments contributed to volunteer fatigue, particularly as the conflict persisted. In addition, multi-sector coordination—across health, shelter, WASH, protection, logistics, and security—required sustained effort to avoid duplication and ensure timely, coherent decision-making.

Adaptations

In response, the LRC, in collaboration with the National DRM-U, implemented targeted measures to strengthen system resilience and long-term effectiveness. These included enhanced remote coordination tools, the standardisation of digital dashboards, and expanded training programmes for local authorities and volunteers, with a stronger focus on digital competencies, information management protocols, and activation procedure

Collectively, these adaptations have enhanced the coherence, flexibility, and preparedness of EOR operations, strengthening Lebanon's emergency coordination capacity for future crises.