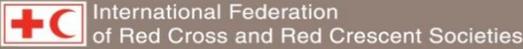




Emergency Plan of Action (EPoA)

Lebanon: Election Preparedness



DREF Operation: MDRLB011		Expected timeframe:	2 months
Date of Issue:	06/05/2022	Expected end date:	31/07/2022
Category allocated to the of the disaster or crisis: Yellow			
DREF allocated: CHF 250,057			
Total number of people affected:	Nationwide	Number of people to be assisted:	4,330¹
Governorates affected:	All	Governorates targeted:	All
Operating National Society presence: 12,000 active volunteers, 47 ambulance stations as well as 4 temporary ambulance stations, and 13 blood transfusion centres.			
Red Cross Red Crescent Movement partners actively involved in the operation: The International Committee of the Red Cross (ICRC)			
Other partner organizations actively involved in the operation: None			

A. Situation analysis

Description of the disaster

In May 2022, Lebanon will hold its first general elections since 2018. These elections take place against the backdrop of a severe complex humanitarian crisis and periods of civil unrest surrounding governance issues.

Since 2011, Lebanon has hosted the largest number of refugees per capita, in addition to hosting a substantial number of Palestinian refugees. Since the end of 2019, Lebanon has witnessed civil unrest, economic instability, currency devaluation, a pandemic, and a massive explosion in the heart of its capital. Since September 2019, the Lebanese lira has been continuously devaluating losing more than 100% of its original value with the last recorded official inflation rate of 208% as of March 2022. Lebanon's socioeconomic collapse has spiralled into one of the top three most severe economic crises the world has seen since the 1850s, according to the World Bank. Over 80% of people in Lebanon are living in multidimensional poverty, which reflects deprivation across areas including healthcare, electricity, water, sanitation, transportation, connectivity, and means of income. In August 2020, a 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. Lebanon has also witnessed impacts of the COVID-19 pandemic with over 1 million confirmed cases and more than 10,000 deaths related to the pandemic, which has stressed Lebanon's already overburdened healthcare system.

The elections which are scheduled for Sunday, 15 May 2022 are the first to take place since the onset of the complex humanitarian crisis. It is anticipated that social or civil unrest may accompany the election period. The election requires heightened preparedness by the National Society, Lebanese Red Cross (LRC), to respond to needs under its health mandate.

¹ This estimate is based on the contribution towards overall EMS expenses.

The period preceding the elections (until late April) has seen episodic protests and reports of intimidation against opposition organizers and candidates. The largest protests in this period were directly precipitated by the sinking of a boat carrying people attempting to emigrate from the northern port of Tripoli in April 2022, with protesters in several cities expressing anger regarding the broader living conditions in the country and the current political system.

As of the time of the DREF release, unrest is not expected at the level seen in 2019 and 2020, when Lebanon witnessed a prolonged period of protests, counterprotests, and clashes resulting in casualties among demonstrators and authorities.

The Lebanese Red Cross responded to the resulting direct needs through its Emergency Medical Services (EMS) and Blood Transfusion Services sectors as well as to indirect needs caused by the prolonged unrest through the provision of food parcels and fuel vouchers for heating the homes of vulnerable affected communities.

For the May 2022 elections, LRC currently anticipates requiring heightened mobilization of health services only in the period immediately preceding and following the election date, but additional support may be considered depending on circumstances (see the section on scenario planning).



Figure 1: Lebanese Red Cross volunteers responding to a demonstration, 2020. Credit: Lebanese Red Cross

Summary of the current response

Overview of Operating National Society Response Action

The Lebanese Red Cross (LRC) was established in 1945 as an independent Red Cross National Society. In 1946, it was recognized by the state as a public non-profit organization and as an auxiliary to the medical service of the Lebanese Army during armed conflicts, providing help for all victims of war whether military or civilians, and victims of both manmade and natural disasters. The Lebanese Red Cross is the leading provider of ambulance services across Lebanon. It is also a major provider of blood transfusion services.

The long history of the LRC's interventions all over the country as well as the credibility, neutrality, and commitment of its volunteers makes LRC the only organization with safe access throughout the country including remote and security-wise fragile border and conflict zone areas. Its unique advantage lies in its auxiliary role to the health services of the Lebanese public authorities and is the main emergency responder in day-to-day operations and during severe crises such as the COVID-19 pandemic and the Beirut blast.

LRC has 12,000 active volunteers, 47 ambulance stations as well as 4 temporary ambulance stations, and 13 blood transfusion centres. Since 2019, LRC is dependent on external financial support to maintain continuity of its health operations as local funding has been heavily impacted by the economic crisis in the country.

Overview of Red Cross Red Crescent Movement Actions in country

Active channels of multilateral support to LRC include the IFRC Emergency Appeal for Lebanon Complex Humanitarian Crisis, mainly related to the socioeconomic crisis and the implications of the COVID-19 pandemic. This appeal, which integrates the previous appeal for Beirut Port Explosions, is supporting the delivery and sustainability of LRC services until December 2023.

LRC is supported bilaterally by a number of Movement partners. Partners actively supporting the Emergency Medical Services sector include:

- Austrian Red Cross
- British Red Cross
- Danish Red Cross
- French Red Cross
- Norwegian Red Cross
- ICRC
- IFRC

Those actively supporting the Blood Transfusion Services sector include:

- Austrian Red Cross
- German Red Cross
- Swiss Red Cross
- ICRC
- IFRC²

The ICRC has been present in Lebanon since 1967 providing assistance and protection to civilians affected by armed conflict, in close cooperation with the LRC. Current support to the LRC targets operational areas such as health services, WASH, shelter, and livelihoods, as well as cross-cutting themes related to migration including Restoring Family Links, and organizational development priorities around the Safer Access Framework.

The Red Cross Red Crescent (RCRC) Movement's coordination in Lebanon is anchored in the Movement Cooperation Agreement (MCA) which outlines the functional coordination mechanisms in the country with regular meetings at the leadership, operational and technical levels. The functional Movement's coordination mechanisms and practical application in the Strengthening Movement Coordination and Cooperation (SMCC) process in Lebanon continues to reinforce a coordinated and complementary Movement response.

Key coordination mechanisms include:

- Monthly Movement meeting chaired by LRC, and monthly Movement meeting chaired by PRCS-L
- Weekly tripartite meetings between LRC, IFRC, and ICRC
- Weekly partner advisory committee meetings between LRC, IFRC, ICRC, German Red Cross, Netherlands Red Cross, and Norwegian Red Cross

Overview of other actors' actions in-country

Lebanon's Ministry of Interior and Municipalities is responsible for administering elections in coordination with other relevant bodies. The International community has engaged through the International Support Group for Lebanon, and the deployment of [election monitors](#) in the country. LRC is an active member of the National Disaster Risk Management group and maintains regular coordination with relevant bodies in terms of needs and interventions.

With regards to access to healthcare, no plans have been published regarding other actors' provisions for continuity of emergency medical services and blood services related to the election period.

Needs analysis, targeting, scenario planning and risk assessment

² All self-reported engagement by Participating National Societies can be viewed on the IFRC's [3W dashboard for MENA](#).

Needs analysis

It is anticipated that additional emergency medical services may be needed in various parts of the country, including first aid, emergency medical transport, and/or blood services for the possible affected populations. In the event of protests, unrest, roadblocks, or heightened traffic additional support may be required to maintain continuity of routine ambulance and blood services. Due to the socio-economic crisis in the country, price hikes and fluctuations for critical commodities such as fuel and disruption to supply chains require forward planning to maintain adequate readiness.

The DREF operation aims to ensure that LRC is well-positioned to respond to the needs of all the population across the country and maintain the safety and security of volunteers and staff throughout the election period. This additional support complements that provided through the [Emergency Appeal](#) for Lebanon Complex Humanitarian Crisis, which promotes the delivery and sustainability of LRC services in light of the socio-economic crisis, COVID-19 pandemic, and ongoing impacts of the Beirut Port Explosions.

Targeting and data disaggregation

LRC provides emergency medical services and blood transfusion services to all populations in Lebanon at no charge. Data for ambulance services and blood transfer services is collected according to missions and is disaggregated by sex, age, and nationality.

Scenario Planning

Scenario	Humanitarian consequence	Potential Response
Elections take place as scheduled with minimal disruption.	Heightened readiness needs limited to period immediately preceding and following elections.	Ensure continuity of LRC's services and implement DREF per original EPOA.
Elections are delayed.	Occurrence of civil unrest may manifest in roadblocks, protests, and closures of key institutions.	Maintain readiness to respond to emerging needs related to the unrest. Consider extending DREF operation and/or expanding activities according to needs. Activate Safer Access Framework to maintain access.
Election outcome contested and followed by prolonged unrest.	Increased need for emergency medical services and possible need for additional humanitarian support.	Extend DREF operation and/or expand activities covered according to needs. Activate Safer Access Framework to maintain access in operational areas.

Operation Risk Assessment

Risk	Likelihood	Impact	Impact Descriptions	Mitigating steps
LRC personnel are exposed to safety and security risks.	Med	High	LRC EMS teams or other personnel face risks included but not related to road traffic, road blockages, or hostility when responding to affected populations.	Use of emblem and other visibility items. Strict adherence to existing safety protocols and coordination with relevant authorities regarding security environment.
Access to affected populations is constrained.	Low	High	Road blockages and/or security situation main impede access to some affected areas.	Coordination with relevant authorities and implementation of Safer Access Framework.
LRC personnel are exposed to COVID-19.	Med	Low	Possibility of an outbreak inside a National Society or IFRC office. Understaffing causing added pressures on non-exposed team members.	Continue to implement rigorous safety, quarantine, and self-isolation protocols.

B. Operational strategy

Overall Operational objective:

The overall objective of the operation is to provide emergency medical and blood transfer services in the period before, during, and following the national general elections

During the election period, volunteers will be mobilized at all EMS stations to ensure readiness to respond to routine and election-related first aid and transport needs. Through the DREF operation, 8 EMS station dayshift teams will be supported to provide surge support according to needs, while support will be provided to volunteers at all EMS stations across the country as circumstances require. The operation will include procurement of fuel, equipment which may include medical equipment such as neck collars, splints, or stretchers or protection and visibility equipment such as helmets and flags; as well as consumables which may include gauze, bandages, plasters, and oxygen for ambulance teams. In addition, LRC blood centres will be equipped to maintain and, if needed, scale up blood services through support to operational costs and medical consumables such as blood bags and cuvettes. Procurement will be completed by the LRC according to its procedures and regulations, which are aligned to IFRC global standards and will be supported by the IFRC Regional GHS & SCM unit.

IFRC operational support to the DREF operation will be provided primarily through the Lebanon country delegation including close collaboration between the IFRC Lebanon Security Unit and LRC counterparts, as well as continuous support to Planning, Monitoring, Evaluation, and Reporting (PMER).

C. Detailed Operational Plan



Health

People targeted: 4,330

Male: 2,165

Female: 2,165

Requirements (CHF): 192,890

Due to the on-demand nature of LRC ambulance services, LRC EMS does not target a specific number of people per se. It is projected that LRC will reach 4,330 people through emergency medical services during the period of the DREF operation, based on historical data regarding the daily mission load per ambulance team.

P&B Output Code	Health Outcome 1: The immediate risks to the health of affected populations are reduced. <i>Indicator: # of EMS missions (Target: N/A)</i>									
	Health Output 1.2: Target population is provided with rapid medical management of injuries and diseases. <i>Indicator: # of dayshift teams maintained (Target: 8)</i>									
	Activities planned	1	2	3	4	5	6	7	8	
	Week									
AP022	Procure fuel, equipment, and consumables for ambulance teams operating during the election period									
AP022	Ensure coverage of dayshift teams through per diems									
AP022	Deliver first aid services to the people affected by the impacts of the election									
AP022	Provide pre-hospital care and medical transport services to people affected by the impacts of the election									
AP022	Ensure continuity of routine ambulance services during the election period									
P&B Output Code	Health Outcome 2: The immediate risks to the health of the affected populations are reduced through improved access to medical treatment. <i>Indicator: # of blood units distributed (Target: 1,000)</i>									
	Health Output 2.1: Improved access to health care and emergency health care for the targeted population and communities. <i>Indicator: # of blood units collected (Target: 750)</i>									
	Activities planned	1	2	3	4	5	6	7	8	
	Week									
AP012	Procure fuel, consumables, and supplies for blood collection, transport, and distribution									
AP012	Collect blood units									
AP012	Screen blood components for infectious diseases and immunohematology testing									
AP012	Distribute blood units to patients and hospitals									

Strategies for Implementation

Requirements (CHF): 57,167

P&B Output Code	S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform. <i>Indicator: Systems are in place to monitor quality of EMS and BTS services (Target: Yes)</i>
----------------------------	---

	Output S1.1.4: National Societies have effective and motivated volunteers who are protected. Indicator: # of LRC volunteers supported with per diems and incidentals (Target: 24)								
	Activities planned Week	1	2	3	4	5	6	7	8
AP040	Ensure volunteers are equipped with PPEs and incidental support								
	Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming. Indicator: # of learning exercises documented and shared on IFRC Go (Target: 1)								
	Activities planned Week	1	2	3	4	5	6	7	8
AP055	DREF lessons learned or After-Action Review report produced and published								

Funding Requirements

International Federation of Red Cross and Red Crescent Societies

all amounts in
Swiss Francs
(CHF)

DREF OPERATION

MDRLB011 - Lebanon - Elections Preparedness 2022

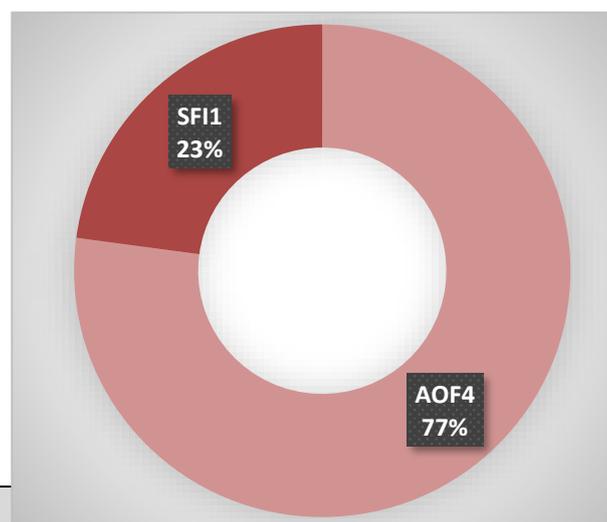
29-04-22

Budget by Resource

Budget Group	Budget
Medical & First Aid	46,463
Relief items, Construction, Supplies	46,463
Medical Equipment	23,250
Land, vehicles & equipment	23,250
Transport & Vehicles Costs	69,555
Logistics, Transport & Storage	69,555
Volunteers	22,320
Personnel	22,320
Other General Expenses	73,208
General Expenditure	73,208
DIRECT COSTS	234,795
INDIRECT COSTS	15,262
TOTAL BUDGET	250,057

Budget by Area of Intervention

AOF1	Disaster Risk Reduction	
AOF2	Shelter	
AOF3	Livelihoods and Basic Needs	
AOF4	Health	192,890
AOF5	Water, Sanitation and Hygiene	
AOF6	Protection, Gender and Inclusion	
AOF7	Migration	
SFI1	Strengthen National Societies	57,167
	Effective International Disaster	
SFI2	Management	
	Influence others as leading strategic	
SFI3	partners	
SFI4	Ensure a strong IFRC	
TOTAL		250,057



Reference documents



Click here for:

- Previous Appeals and updates

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

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

In the Lebanese Red Cross

- **Georges Kettaneh, Secretary General;** email: Georges.Kettaneh@redcross.org.lb;

In the IFRC

- **IFRC Country Delegation for Lebanon:** Cristhian Cortez Cardoza, Head of Country Delegation for Lebanon; phone: +961 1 372 805; email: Cristhian.CORTEZ@ifrc.org
- **IFRC MENA Regional Delegation:** Dr. Hosam Faysal, Head of Disaster, Climate and Crisis (Prevention, Response and Recovery); phone +961 71 802 916; email: hosam.faysal@ifrc.org
- **IFRC Geneva:** Rena Igarashi, Senior Officer, Operations Coordination, email: rena.igarashi@ifrc.org

For IFRC Resource Mobilisation and Pledges support

- **IFRC MENA Regional Delegation:** Yara Yassine, Regional Senior Partnerships and Resource Development Officer; phone: +961 79 300 562; e-mail: yara.yassine@ifrc.org

For in-kind donations and mobilisation table support

- **IFRC MENA Regional Delegation:** Goran Boljanovic, Head of Supply Chain Management, phone: +36204536960, email: goran.boljanovic@ifrc.org

For planning, monitoring, evaluation, and reporting inquiries

- **IFRC Lebanon Country Delegation:** Margo Balboni, PMER Delegate, phone: +961 70 1544 79, email: margo.balboni@ifrc.org
- **IFRC MENA Regional Delegation:** Nadine Haddad, PMER Regional Manager; phone: +961 71 802 775, email: nadine.haddad@ifrc.org

How we work

All IFRC 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 the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.