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Final Report

Lebanon: Election Preparedness

 International Federation
of Red Cross and Red Crescent Societies

| | |
|---|---|
| DREF operation | Operation n° MDRLB011 |
| Date of Issue: 31/10/2022 | |
| Operation start date: 06/05/2022 | Operation end date: 31/07/2022 |
| Operating National Society: Lebanese Red Cross | Operation budget: CHF 250,057 |
| Number of people affected: Nationwide | Number of people assisted: 3,572 |
| Red Cross Red Crescent Movement partners currently actively involved in the operation: The International Committee of the Red Cross (ICRC) | |
| Other partner organizations actively involved in the operation: Lebanese Armed Forces, Internal Security forces, Ministry of Defense and Ministry of Interior | |

The major donors and partners of the Disaster Relief Emergency Fund (DREF) include the Red Cross Societies and governments of Belgium, Britain, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, the Republic of Korea, Spain, Sweden, and Switzerland, as well as DG ECHO and Blizzard Entertainment, Mondelez International Foundation, and Fortive Corporation and other corporate and private donors.

The IFRC, on behalf of the Lebanese Red Cross, would like to extend thanks to all for their generous contributions

A. SITUATION ANALYSIS

Description of the disaster

In May 2022, Lebanon held its first general elections since 2018. These elections took 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 the world, including Syrians displaced by conflict 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, Lebanon's socioeconomic collapse has spiraled 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.

The elections took place as scheduled on 15 May 2022. While voting passed mostly peacefully, a number of disputes and violent incidents [occurred on election day](#) including a reported clash between supporters of different political parties. Following the announcement of the results, several people including at least four children were [injured by celebratory gunfire](#). There have been protests related to the conduct and results of elections, as well as in connection to the ongoing economic crisis.

Lebanon's currency lost value after the elections, selling for around 27,000 lira to the dollar on the parallel market on 15 May to a low of nearly 37,000 lira to the dollar on 27 May before climbing again to the pre-election rate. It continued to fluctuate throughout the summer. In an indicator of [growing desperation related to the economic situation](#), there were a series of bank holdups in the fall of 2022 in which mostly small depositors held up bank locations to gain access to their own savings which banks have largely blocked from withdrawal since the onset of the economic crisis.

Negotiations over the formation of a new government [extended beyond the period of this DREF operation](#). Lebanon's parliament failed to agree on the election of a new president before the expiration of President Michel Aoun's term on 31 October. Extended delays in the formation of a government expose Lebanon to a constitutional crisis with the risk of disputes between political actors, protest activity, and unrest. A vacuum in the presidency also forestalls a final deal with the International Monetary Fund, which is viewed as a critical step toward resolving the country's economic crisis.

Summary of response

Overview of Operating National Society

The LRC Emergency Medical Services (EMS) mobilization was launched from Friday 13 May until the evening of Monday 16 May.

A total number of 2,450 paramedics and 150 ambulances were mobilized across 47 EMS stations, backed up by four dispatch rooms for communication and coordination. Details on the response of EMS can be found under **Section C** of this report.

In addition, LRC Disaster Management Services (DMS) sector set up 60 tents at election sites across the country including:

- 35 in Beirut
- 6 in Hermel
- 5 in Qab Elias
- 4 in Hasbaya
- 3 in Jbeil
- 3 in Kesrouan
- 2 in Batroun
- 1 in Saida
- 1 in Jounieh

Concurrently, LRC's Blood Transfusion Services (BTS) sector maintained a state of alert in 11 of its 13 blood centers in order to respond directly to any need for blood units due to incidents related to elections.

Following the elections, the LRC focused on maintaining the requisite readiness to respond to events accompanying the period preceding and during the formation of a new government. See the section on **"Needs analysis and scenario planning"** for more information.

Overview of Red Cross Red Crescent Movement in country

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 the Palestinian Red Crescent Society – Lebanon branch (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.

The Lebanese Red Cross led the response in the country, staying in close coordination with IFRC, participating National Societies, and the ICRC. See [Emergency Plan of Action \(EPoA\)](#) for more on the in-country presence of the Red Cross and Red Crescent Movement

Overview of non-RCRC actors in country

The LRC dispatched representatives to the operation room of the Lebanese Armed Forces and the Ministry of Defense to coordinate and follow up with authorities. LRC also coordinated with the Ministry of Interior and Municipalities regarding the intervention of Disaster Management Services at voting sites.

Needs analysis and scenario planning

While elections took place as scheduled with relatively minimal disruption, Lebanon remained for the duration of the DREF operation period in a precarious state of stalled negotiations over the formation of a new government and periodic flare-ups of unrest related to conditions in the country. Following the scenario planning in the EPoA, the DREF was implemented according to the original scope of the operation without a request for extension or expansion in activities. An [operation update](#) was published covering the period of May 2022 to document the allocation of additional support to volunteer mobilization through cost savings in health consumables.

As of October 2022, there remains potential for contestation surrounding the formation of a new government, which may lead to disputes between political actors and/or protest activity and unrest. LRC will monitor the situation and any support needed for its response.

Risk Analysis

The risk assessment for this operation was reviewed twice during implementation. The likelihood and impact of key risks remained as stated in the previous operation update with the following mitigation steps taken:

| 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 the security environment. |
| Access to affected populations is constrained. | Low | High | Road blockages and/or security situations mainly 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 the non-exposed team members. | Continue to implement rigorous safety, quarantine, and self-isolation protocols. |

B. OPERATIONAL STRATEGY

During the period between DREF approval and the start of the elections, LRC was able to mobilize the resources needed to ensure a proper and timely response, from procuring consumables, mobilizing volunteers at all ambulance stations, and continuing day-to-day services. DREF funds supported LRC's Emergency Medical Services (EMS) sector to respond to calls during the election alert and maintain needed mobilization during the subsequent period of May and June; it also supported LRC's Blood Transfusion Services (BTS) sector to operate at full readiness to provide blood services throughout the election period of May and the post-election period in June. LRC completed spending related to this DREF operation in June 2022. **In total, LRC reached 3,572 people with the support of DREF funds. This includes 1,627 patients reached by emergency medical services reached during the four-day election mobilization and 1,945 were reached with blood services during the implementation period through DREF funds.**

In July 2022, a reflection exercise took place to identify and disseminate learnings from this anticipatory DREF experience. The learning event brought together LRC and IFRC Secretariat personnel who participated in the drafting of the DREF EPOA and implementation of the operation.

Among the key reflections was that the DREF operation kept LRC from diverting its resources in the face of the elections and the period of government formation. Without this support, LRC would have been forced to deplete contingency stocks to respond to these needs. The DREF was perceived to be a relevant and efficient means of support, although recommendations were made to improve the timeliness of launch as well as the appropriateness of targeting for future DREF operations which are anticipatory in nature.

C. DETAILED OPERATIONAL PLAN



Health

People reached: 3,572

Gender and age breakdown are shown below by LRC sector

| Indicators: | Target | Actual |
|--|--------|--------|
| # of patients served during the elections alert | N/A | 1,627 |
| # of supported Emergency Medical Services stations | 47 | 47 |
| # of supported dispatch centers | 4 | 4 |
| # of blood units distributed | 1,000 | 2,392 |
| # of blood units collected | 750 | 2,481 |

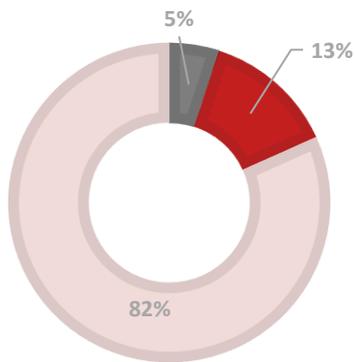
Narrative description of achievements

The DREF operation supported LRC Emergency Medical Services (EMS) to accomplish 19,543 missions across Lebanon for 20,574 patients with various services – some missions served more than one individual. Of these people reached, 1,627 were served by EMS during the four-day elections alert through 1,539 missions answered by all 47 stations and 4 dispatch centers across Lebanon.

During the election mobilization period, the EMS 2,450 volunteers were on their highest alert in terms of preparedness and response for this event in all 47 stations and 4 dispatch centers in Lebanon. For this preparedness and response activities, a reallocation between budget lines was done to secure the availability and retention of such a high number of volunteers. In addition, DREF supported EMS to cover partially their monthly fuel expenses to maintain their readiness during the period of this project as the country lived the post-elections consequences sporadically from roadblocks, supporters' conflicts, and limited protestations in different areas. Also, the ambulances and other operational vehicles maintenance was undertaken during this project that would keep the fleet in a fit condition to respond nationally during and after the DREF operation.

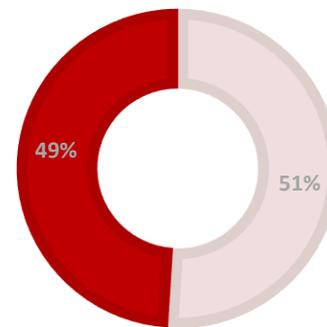
PEOPLE REACHED BY EMS BY AGE

■ 0-17 years ■ 18-30 years ■ 31+ years



PEOPLE REACHED BY EMS BY GENDER

■ Male ■ Female



This operation further supported LRC Blood Transfusion Services (BTS) sector in purchasing 3,552 blood bags and other medical consumables used for the whole blood collection process which makes safe blood units available for patients in Lebanon during and following the elections.

Through DREF funds, 2,481 blood units were collected, and 2,392 blood units were distributed to 1,945 unique patients.

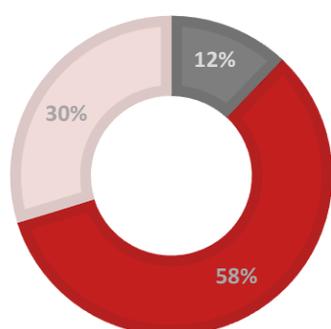
This represented a contribution to the overall reach of LRC BTS in May and June – during which BTS collected 6,630 blood units overall and distributed 7,540 blood components serving a total of 3,676 unique patients.

A total number of 11 of LRC's 13 BTS centers were all on alert to respond directly to any need for blood units in response to incidents occurring pre-post-election day. (Of the two remaining centers, one offers blood testing only and one is under renovation).

Moreover, DREF funds provided crucial support to LRC BTS on the operational level in order to maintain the supply of electrical power in all the LRC BTS Centers. This continuous supply of electricity is indispensable to ensure the safety and quality of blood in the BTS centers' refrigerators. One of the consequences of Lebanon's economic crisis has been a more erratic electricity supply, including through generators as procurement of fuel has become more expensive and at times difficult to source. The infusion of support through the DREF allowed LRC to overcome these challenges to maintain the safety of its blood supply. In addition, DREF funds contributed to waste management transportation expenses that kept the BTS Centers and working areas hygienic at all times for both blood donors and BTS technologists.

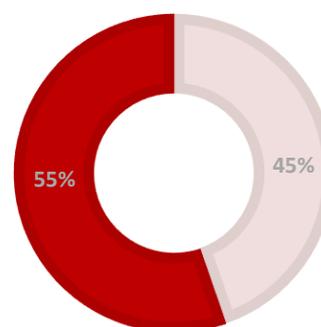
RECIPIENTS OF BLOOD UNITS BY AGE

■ 0-17 years ■ 18-65 years ■ 66+ years



RECIPIENTS OF BLOOD UNITS BY GENDER

■ Male ■ Female



Challenges

- The targets set in terms of emergency medical services and blood services were calculated based on historical programming data for LRC, and monitoring data showed that the operation overachieved against these targets. In the learning exercise related to this DREF operation, LRC reflected that both health services are provided on-demand, and as a result reach will vary from one time period to another commensurate with demand.
- The team further reflected that some participating National Societies were also supporting LRC in its health activities during the same implementation period, which also contributed to higher actuals. This is noteworthy as it concerns planning, monitoring, and reporting processes that take a programmatic and Federation-wide approach.

Lessons Learned

- LRC recommends integrating within the DREF template a section that explains the rationale behind target calculation so as to be able to better plan and justify any overreach or underreach when reporting.
- LRC also emphasized as a lesson learned the need to closely monitor shifts in Lebanon's context with regards to the financial situation and price fluctuations when the implementation period is compressed as was the case for this DREF.
- For its cholera response, LRC has taken the decision to set targets at an organizational level through a unified response plan, with partners contributing towards a clearly defined overall response.

Strengthen National Society

| Indicators: | Target | Actual |
|---|--------|--------|
| Systems are in place to monitor the quality of EMS and BTS services | Yes | Yes |
| # of LRC volunteers supported with per diems and incidentals | 24 | 2,450 |
| # of learning exercises documented and shared on IFRC Go | 1 | 1 |

Narrative description of achievements

In order to ensure the quality of the services, EMS logs all missions and conducts satisfaction surveys on a sample of beneficiaries on a quarterly basis followed by call quality monitoring; the satisfaction surveys covering the period of the DREF operation will be conducted in the third quarter of 2022. The BTS has a satisfaction

survey that is filled out by the blood donors in every centre if they chose to follow an analysis by the BTS team and a close follow-up with beneficiaries in case there is a need.

During the four-day election period, 2,450 EMS volunteers were mobilized and supported with incidentals such as food, water, snacks, etc, to ensure the high alert status at all stations.

On 14 July 2022, a reflection exercise took place at LRC with participants that were involved with the DREF operation. This exercise is summarized in Annex 1. The purpose of this learning exercise was to reflect on LRC's experience in piloting an anticipatory DREF. The discussion was centered around the planning and design of the DREF, as well as team performance during the implementation timeframe.

Challenges

- DREF tools were useful to some extent to the implementing team, yet LRC participants in the learning exercise emphasized that DREF tools need to be flexible, adaptable, and contextualized for maximum benefit.
- In terms of finances, LRC recommended that flexibility be allocated to anticipatory DREFs as the nature of the response needs may be unpredictable. They noted this would require enhanced coordination with the DREF Finance teams.
- Furthermore, the fact that the IFRC DREF budget template does not have a distinct section for National Society administrative costs led to some confusion in preparing the budget.

Lessons Learned

- The discussions between LRC leadership and IFRC Country Delegation leadership to start an anticipatory DREF started some months before the elections, but the decision to actually move forward with preparing an EPoA and budget was delayed, which resulted in a time gap. It was a good opportunity to use the tool, but the implementing team considers that the formal DREF application process should have been launched earlier.
- LRC's need for volunteer mobilization support through DREF funds was higher than anticipated, resulting in a significant overachievement in terms of volunteers reached.
- The engagement of the LRC Planning Section, as well as the embeddedness of the IFRC PMER Delegate in the team, was helpful in the planning process of the DREF, including developing a MEAL plan. The team's awareness and understanding of the DREF process have increased and drawn on practical experience.
- Identifying a DREF Project Manager within LRC from the start of the project positively influenced the implementation. For future DREF operations, more involvement of project coordinators and managers in the EPoA preparation phase and discussions is recommended in order to align priorities based on the reality on the field.
- A kick-off and regular update meetings were held throughout the implementation which helped in monitoring the progress and readiness for action.

D. Financial Report

DREF funds were fully spent within the timeframe. During implementation, some minor reallocations were made due to the fact that a larger number of Emergency Medical Services (EMS) stations required support than initially budgeted. In addition, costs related to volunteer mobilization were higher than budgeted, which were covered through cost savings in health consumables in order to ensure full alert status at EMS stations.

The detailed financial report is found below.

DREF Operation

| Selected Parameters | | | |
|---------------------|----------|-----------|----------|
| Reporting Timeframe | 2022/5-7 | Operation | MDRLB011 |
| Budget Timeframe | 2022/5-7 | Budget | APPROVED |

FINAL FINANCIAL REPORT

Prepared on 01/Nov/2022

All figures are in Swiss Francs (CHF)

MDRLB011 - Lebanon - Elections Preparedness

Operating Timeframe: 05 May 2022 to 31 Jul 2022

I. Summary

| | |
|---------------------------------|-----------------|
| Opening Balance | 0 |
| Funds & Other Income | 250,057 |
| FBAF Allocations | 250,057 |
| Expenditure | -250,057 |
| Closing Balance | 0 |

II. Expenditure by planned operations / enabling approaches

| Description | Budget | Expenditure | Variance |
|--|----------------|----------------|----------------|
| PO01 - Shelter and Basic Household Items | | | 0 |
| PO02 - Livelihoods | | | 0 |
| PO03 - Multi-purpose Cash | | | 0 |
| PO04 - Health | 192,890 | 250,057 | -57,167 |
| PO05 - Water, Sanitation & Hygiene | | | 0 |
| PO06 - Protection, Gender and Inclusion | | | 0 |
| PO07 - Education | | | 0 |
| PO08 - Migration | | | 0 |
| PO09 - Risk Reduction, Climate Adaptation and Recovery | | | 0 |
| PO10 - Community Engagement and Accountability | | | 0 |
| PO11 - Environmental Sustainability | | | 0 |
| Planned Operations Total | 192,890 | 250,057 | -57,167 |
| EA01 - Coordination and Partnerships | | | 0 |
| EA02 - Secretariat Services | | | 0 |
| EA03 - National Society Strengthening | 57,167 | | 57,167 |
| Enabling Approaches Total | 57,167 | | 57,167 |
| Grand Total | 250,057 | 250,057 | 0 |

DREF Operation

| Selected Parameters | | | |
|---------------------|----------|-----------|----------|
| Reporting Timeframe | 2022/5-7 | Operation | MDRLB011 |
| Budget Timeframe | 2022/5-7 | Budget | APPROVED |

FINAL FINANCIAL REPORT

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MDRLB011 - Lebanon - Elections Preparedness

Operating Timeframe: 05 May 2022 to 31 Jul 2022

III. Expenditure by budget category & group

| Description | Budget | Expenditure | Variance |
|--------------------------------------|----------------|----------------|----------|
| Contributions & Transfers | 234,795 | 234,795 | 0 |
| Cash Transfers National Societies | 234,795 | 234,795 | 0 |
| Indirect Costs | 15,262 | 15,262 | 0 |
| Programme & Services Support Recover | 15,262 | 15,262 | 0 |
| Grand Total | 250,057 | 250,057 | 0 |

Contact information

Reference documents



Click here for:

- [Previous Appeals and updates](#)
- [Emergency Plan of Action \(EPoA\)](#)

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

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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.