

Lebanon

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

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Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

Due to consistently recurring bouts of political instability in Lebanon, most efforts have been focused on relief and response, rather than on prevention, mitigation, preparedness, and vulnerability reduction. However, Disaster Risk Reduction has been accounted for in several policies and plans, including the forest fire strategy, which was approved by the Lebanese Council of Ministers in 2009.

It is recommended that the Lebanese government take disaster prevention, mitigation preparedness, and vulnerability reduction into account in its already existing Strategy for Sustainable Development.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

Since 2009, the Lebanese government has been strengthening its capacities in Disaster Risk Reduction both at the national and local levels.

After the war of 2006, the Presidency Of Council Of Ministers focused the efforts on institutionalizing Disaster Risk Management . With support of UNDP a needs assessment has been conducted and a Disaster Risk Reduction Unit has been established at the Prime Minister's Office. The activities of the Unit were given high priority by the Prime Ministers.

In addition, the High Relief Committee (HRC), which was established in 1977, is mandated on relief and response. In 2010, a capacity assessment on the HRC was conducted. This produced recommendations for a more effective and comprehensive role in the prevention, mitigation, and preparedness for Disaster Risk Reduction.

Moreover, the Lebanese government encouraged all Lebanese municipalities to join the Resilient Cities Campaign. As a result of such efforts, the municipalities of Beirut, Tripoli, Sidon, Baalbek, Byblos, and Tyre joined the campaign.

This campaign ran in tandem with several activities conducted by the Lebanese Ministry of Interior in order to strengthen Disaster Risk Reduction at a local level.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

A National Task Force has been established in order to develop a National Response Plan with Standard Operating Procedures (SOPs) for different disasters, and in order to develop local response plans as well. The deadline set for the Task Force to accomplish its mission is the end of May, 2011. In addition, Disaster Risk Reduction and Risk Management will be thoroughly incorporated into the design and implementation of both the national and the local response plans.

Lessons learned from previous disasters will also be considered in pre-disaster planning initiatives, in order to avoid past mistakes and address the underlying causes of the apparent risks and challenges.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is DRR included in development plans and strategies? Yes
- * No: National development plan
- * Yes: Sector strategies and plans
- * Yes: Climate change policy and strategy
- * Yes: Poverty reduction strategy papers
- * Yes: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

Lebanon is subject to many natural and man-made disasters. Throughout the years, several agreements, laws, and regulations have been approved with the aim of strengthening Lebanese capacities in Disaster Risk Reduction.

Among these is Law 22/77, which mandated the creation of the High Relief Committee. This law appointed the Lebanese Prime Minister as the President of the Committee, the Vice President of the Council of Ministers as the Vice President of the Committee, and the remaining members of the Committee are representatives from the Ministry of Defense, the Ministry of Interior and Municipalities, the Ministry of Public Health, the Ministry of Social Affairs, the Ministry of Finance, the Ministry of Public Works, the Ministry of Energy and Water Resources, and the Ministry of the Displaced.

The HRC is mandated to manage all types of disasters, and to undertake all issues related to relief. However, up until the present day, the Committee's main efforts have focused on relief and recovery, rather than on prevention and mitigation.

Other related laws include Law 444/2002, for the protection of the environment, and Law 92/2010 for the protection of burned forests.

In addition, Lebanon has ratified several international protocols and treaties, including the Hyogo Framework for Action in 2005, the Kyoto Protocol in 2006, the United Nations Framework Convention on Climate Change in 1992, and the Montreal Protocol in 2000.

The Lebanese government also approved a Public Safety Decree in 2005.

Context & Constraints:

Despite the presence of the aforementioned laws, there remains a lack of proper execution, monitoring, and control in Lebanon.

In addition, the High Relief Committee is mainly mandated in relief and response to disasters. However, it is crucial to add prevention and mitigation to its mandate. It is also important to expand the

membership of the Committee to members from other ministries, including the Ministry of Agriculture, the Ministry of Environment, the Ministry of Education, and the Ministry of Information, as well as members from various research and planning institutes.

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * not identified % allocated from national budget
- * not identified USD allocated from overseas development assistance fund
- * not identified USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)
- * not identified USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)
- * not identified USD allocated to disaster proofing post disaster reconstruction

Description:

There is currently no national budget specifically allocated for Disaster Risk Reduction. However, several administrations have allocated funds to activities that fall under the classification of Disaster Risk Reduction.

In cases of disaster occurrence, the government generally responds by immediately allocating sums to the Committee from its emergency budget.

In addition, individual ministries do not currently allocate specific sums out of their budget to Disaster Risk Reduction.

With regards to international assistance, the aftermath of the 2006 war witnessed an influx of international assistance both in cash and in kind. Some money was given directly to the Lebanese government, while other countries sponsored specific recovery activities themselves as well.

During the war, several UN agencies came to Lebanon for the first time, including the OCHA and the WFP. In addition, other UN agencies with an established presence in Lebanon also contributed to relief and recovery efforts, and they currently continue to support Lebanon in Disaster Risk Reduction through the UNDP and other UN agencies (UNICEF, WHO). However, it is difficult to define the specific amount of money that has been allocated through these efforts.

Moreover, several international NGOs have worked directly with other stakeholders, and it is difficult to identify specific details regarding the projects they have undertaken.

Context & Constraints:

There are several economic constraints that limit the amount of money that can be allocated to Disaster Risk Reduction activities in Lebanon. The most pressing financial priorities in Lebanon are providing public services in industries including education and healthcare. As such, Disaster Risk Reduction has

yet to be flagged as an economic priority.

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Do local governments have legal responsibility and budget allocations for DRR? No

* Yes: Legislation

* Yes: Budget allocations for DRR to local government

Description:

Despite the fact that decentralization was approved through a constitutional amendment in 1991, it has yet to be applied at the practical level. Nonetheless, some municipality unions have launched activities on Disaster Risk Reduction, either funded by their own resources, or through the support of UN agencies and local/international NGOs and donors.

Thus far, 6 Lebanese municipalities have joined the Resilient Cities Campaign: Beirut, Tripoli, Sidon, Byblos, Baalbek, and Tyre. The principal activities undertaken by this campaign include:

- Understanding the culture of Disaster Risk Reduction
- Allocating a budget to invest in risk reduction
- Updating the database on risks and hazards
- Investing in maintaining critical infrastructure
- Assessing the safety of schools and healthcare facilities
- Applying and enforcing risk compliant building regulations
- Introducing Disaster Risk Reduction education programs in schools and local communities
- Building sound risk reduction practices that effectively adapt to climate change
- Developing early warning systems and conducting drills
- Introducing response and reconstruction mechanisms

Context & Constraints:

One of the challenges has been that of ensuring that all participating municipalities accurately identify their specific risks and vulnerabilities and implement adequate measures towards prevention, mitigation, and preparedness.

Recommendations include:

- Implementing decentralization
- Comprehensively integrating Disaster Risk Reduction strategies into local policies
- Allocating specific funds towards Disaster Risk Reduction within local budgets
- Training human capital on best practices, and involving volunteers

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? No

* exist civil society members (specify absolute number)

* exist sectoral organisations (specify absolute number)

* exist women's organisations participating in national platform (specify absolute number)

Description:

The National Platform is embodied within the High Relief Committee, which was established in 1977. This committee acts as both a decision making body and an executing agency.

The Lebanese Prime Minister acts as the President of this Committee, while the Vice President of the Council of Ministers acts as the Vice President of the Committee. The remaining members of the Committee are representatives from the Ministry of Defense, the Ministry of Interior and Municipalities, the Ministry of Public Health, the Ministry of Social Affairs, the Ministry of Finance, the Ministry of Public Works, the Ministry of Energy and Water Resources, and the Ministry of the Displaced. The HRC may request for other relevant parties to join it, in the case of disaster occurrence.

The Committee meets periodically, and conducts emergency meetings when an unexpected national disaster occurs.

This National Platform is mandated to manage both manmade and natural disasters.

Context & Constraints:

The National Platform was established during the Lebanese civil war in 1977 and is primarily mandated on issues pertaining to relief and recovery. As such, its mandate and membership structure has become outdated and is in need of amendment. Memberships must be expanded to include the Ministry of Environment, the Ministry of Agriculture, and the Ministry of Information and Education, as well as relevant research and planning institutes.

In addition, the National Platform must be amended in a way that appoints the HRC as the only national decision making authority for Disaster Risk Management. Such a role should also encompass preparedness and mitigation, relief and response, and recovery rehabilitation and reconstruction.

Priority for action 2

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? No

* No: Multi-hazard risk assessment

* in process % of schools and hospitals assessed

* in process schools not safe from disasters (specify absolute number)

* No: Gender disaggregated vulnerability and capacity assessments

* No: Agreed national standards for multi hazard risk assessments

Description:

The hazard data for Lebanon currently exists, and the risk data is in the process of being compiled. In addition, Lebanon is currently in the process of establishing a National Risk Assessment Profile. This process will begin in April 2011 with the initial establishment of an e-library, DesInventar, Multi Hazard Maps, and a general assessment of critical infrastructure.

In addition, gender disaggregated vulnerability and capacity assessments are in the process of being compiled.

Context & Constraints:

The National Risk Assessment Profile is currently in its initial phases and requires the effort and collaboration of different stakeholders in order to be completed.

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Are disaster losses systematically reported, monitored and analysed? No

* No: Disaster loss database

* No: Reports generated and used in planning

Description:

There are currently some systems in place for key hazards, including earthquakes and weather changes. However there are no systems in place for vulnerabilities.

An international mechanism to evaluate forest fire risks is currently in place .

In addition, a disaster loss database is in the process of being aggregated and compiled.

Context & Constraints:

Recommendations include:

- Setting up individual databases for each hazard
- Establishing a website on hazards that is readily accessible to the public
- Designating an authority on this matter
- Allocating specific funds for hazards and risks

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events?

No

* Yes: Early warnings acted on effectively

* Yes: Local level preparedness

* Yes: Communication systems and protocols

* Yes: Active involvement of media in early warning dissemination

Description:

There is a systematic effort to identify and evaluate risks, and to develop early warning systems. Early warning systems currently exist for severe weather warnings. However, the work is still in progress for building the capacity of the early warning systems to detect unusual hazards. There are several research institutes that currently provide the service of identifying early warnings for hazardous meteorological, hydrological, and geological events.

Context & Constraints:

It is challenging to create a system that effectively alerts the larger population of impending disasters. In addition, the current budget for early warning systems is insufficient. There is also a complete absence of early warning systems for some categories of hazards, and there is an evident lack of human capital dedicated to this measure.

Recommendations include:

- Allocating a special budget for early warning systems
- Developing specialized and trained human capital
- Publishing obtained information in order to make it more accessible to a wider audience
- Coordinating between early warning system messages and media outlets, in order to rapidly spread a message to the wider public

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Does your country participate in regional or sub-regional DRR programmes or projects? Yes
- * Yes: Programmes and projects addressing trans-boundary issues
- * Yes: Regional and sub-regional strategies and frameworks
- * Yes: Regional or sub-regional monitoring and reporting mechanisms
- * Yes: Action plans addressing trans-boundary issues

Description:

Due to the similarity in the types of hazards each country is subjected to, Lebanon has signed several regional and sub regional agreements with neighboring nation.

In addition, Lebanon possesses the oldest observatory in the Levant region.

Context & Constraints:

Lebanon currently lacks an all encompassing database on hazards.

Recommendations include:

- Updating the early warning systems and databases for every hazard
- Actively and effectively participating in regional and sub regional projects regarding Disaster Risk Reduction

Priority for action 3

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national disaster information system publicly available? No

* No: Web page of national disaster information system

* Yes: Established mechanisms for accessing DRR information

Description:

A website that aims to provide information about risks and issues regarding public warning is currently under construction. This website will also provide access to an e-library which includes all the studies and research conducted on natural disasters, in addition to the DesInventar.

Context & Constraints:

There are currently individual public warning systems for some type of disasters (storms and forest fires), and they are not centralized within one overarching warning system.

Recommendations include:

- Finalizing the website
- Effectively publishing public warnings for each type of disaster

Priority for action 3: Core indicator 2

School curricula, education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Is DRR included in the national educational curriculum? No

* Yes: Primary school curriculum

* Yes: Secondary school curriculum

* Yes: University curriculum

* Yes: Professional DRR education programmes

Description:

It is critical to provide training at all levels in order to enhance the Lebanese society's ability to enact coordinated capacity responses to accidents and crises. Several institutions including the Lebanese Army, the Lebanese Civil Defense, the Lebanese Red Cross, and the Lebanese Fire Brigade regularly conduct drills and simulations in some schools and universities regarding issues including first aid and search and rescue.

A training strategy on Disaster Risk Reduction is in the process of being developed.

There are currently no policies or regulations that require Disaster Risk Reduction programs to be included in the school curricula. However, there are specific examples of some universities and other higher education institutions individually tackling these issues.

Context & Constraints:

Disaster Risk Reduction has yet to be identified as a main priority in training programs and education. The main challenges identified across all levels of training include:

- Employing the appropriate tools to conduct a needs assessment
- Targeting the correct audience
- Establishing measures that ensure that quality training is delivered

Recommendations include:

- Introducing Disaster Risk Reduction into the national education curriculum

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is DRR included in the national scientific applied-research agenda/budget? Yes

* Yes: Research outputs, products or studies

* Yes: Research programmes and projects

* Yes: Studies on the economic costs and benefits of DRR

Description:

National authorities including CNRS, LARI, LIBNOR, and the Industrial Research Institute currently exist. In addition, there are several universities and research institutes that are involved and/or have research expertise in the area of natural disasters.

It is notable to mention that the studies conducted on earthquakes, tsunamis, floods, and forest fires are advanced in nature, analysis, and content.

As such, studies on the economic costs and benefits of Disaster Risk reduction exist for some hazards.

Context & Constraints:

The most noticeable constraint is that such studies have not been conducted on all levels and for

different sectors. In addition, it is difficult to obtain information about all ongoing research throughout the country.

Recommendations include:

- Finalizing the National Risk Assessment
- Finalizing Hazard Mapping
- Developing a National Strategy for each hazard
- Collecting data and efficiently sharing it among stakeholders

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

A National Strategy for raising awareness regarding Disaster Risk Reduction has recently been developed and is currently in the process of being implemented. This communication strategy for raising awareness and building a culture of prevention is part of an ongoing national effort towards building and establishing a resilient society in Lebanon. This strategy includes a website which will communicate messages of public warning and preventative measures, in addition to conducting training workshops and television and radio shows on Disaster Risk Reduction.

The objectives of the communication strategy are:

- Enlightening the Lebanese public regarding Disaster Risk Reduction and Disaster Mitigation
- Raising awareness regarding practical actions that individuals and communities can take to avoid and/or reduce disaster losses
- Building and cultivating a culture of prevention
- Incorporating Disaster Risk Reduction into policy making and into people's daily lives

It is worthy to note that for many hazards, including storms and forest fires, there is currently a public warnings system in place.

Context & Constraints:

The communication strategy requires a minimum of five years to be in full operation.

Priority for action 4

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

* Yes: Protected areas legislation

* Yes: Payment for ecosystem services (PES)

* Yes: Integrated planning (for example coastal zone management)

* Yes: Environmental impacts assessments (EIAs)

* Yes: Climate change adaptation projects and programmes

Description:

Although Lebanon has yet to develop a clear national strategy for DRR, several regulations and activities are currently underway that do fall under DRR policies and plans. Such regulations include the protected areas legislation, the land use master plan, and the coastal master plan.

Context & Constraints:

The main identifiable constraint is the lack of available resources and funds. Other constraints include a lack of strategy implementation, and a lack of control over the implementation of laws and regulations.

Recommendations include:

- Developing a national strategy for Disaster Risk Reduction
- Coordinating between planning and building laws
- Addressing environmental legislation
- Including provisions for Disaster Risk Reduction in the budget

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Do social safety nets exist to increase the resilience of risk prone households and communities? No

* Yes: Crop and property insurance

* No: Employment guarantee schemes

* Yes: Conditional cash transfers

* Yes: DRR aligned poverty reduction, welfare policy and programmes

* Yes: Microfinance

* Yes: Micro insurance

Description:

Some policies currently exist, but they are not integrated into a clear and focused strategy. After each disaster occurs, the High Relief Committee pays indemnities.

Recently, a microfinance system has been established within the public and private sectors.

Context & Constraints:

There is no clear system of alert.

Recommendation:

- Investing in Disaster Risk Reduction

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are the costs and benefits of DRR incorporated into the planning of public investment? No

* No: National and sectoral public investment systems incorporating DRR.

* Yes: Investments in retrofitting infrastructures including schools and hospitals

Description:

The Lebanese economy is currently heavily reliant on the tourism and services industry. As such, when a disaster occurs, the Lebanese economy is inevitably adversely affected.

Despite the fact that there is an existing capacity to work towards reducing the vulnerability of economic activities in the case of disasters, progress on this front has not been significant.

Since 2000, school safety building measures have been taken into consideration when building new school buildings.

Context & Constraints:

The main constraint is that investment policies do not account for Disaster Risk Management.

Recommendations include:

- Including provisions for Disaster Risk Management in all policies and economic plans

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? Yes
- * Yes: Investment in drainage infrastructure in flood prone areas
- * Yes: Slope stabilisation in landslide prone areas
- * Yes: Training of masons on safe construction technology
- * No: Provision of safe land for low income households and communities

Description:

Despite the fact that the reconstruction process after the 2006 war respected the anti seismic code in some areas, there remains a general lack of control and implementation of such codes.

In 2005, the Lebanese government passed a Decree of Public Safety for earthquakes, fires, and elevators. However, this decree has yet to be implemented and applied.

Context & Constraints:

The main challenge lies in the fact that the Decree of Public Safety has yet to be implemented. In addition, most human resources in this field are unskilled expatriates.

Recommendations include:

- Enforcing the Public Safety Decree and applying negative repercussions for parties that do not abide by it
- Raising awareness regarding the decree and its provisions
- Training masons in public safety building practices

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Do post-disaster recovery programmes explicitly incorporate and budget for DRR? No
- * 0 % of recovery and reconstruction funds assigned to DRR

* Yes: Measures taken to address gender based issues in recovery

Description:

After the war in 2006, a law was drafted to govern the reconstruction practices of areas destroyed by natural disasters.

Context & Constraints:

The main challenge is that Disaster Risk Reduction is not yet a priority in Lebanon. There is a lack of official policies regarding this issue. In addition, risk reduction measures are often extensive and require a considerable amount of time to implement.

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are the impacts of major development projects on disaster risk assessed? Yes

* Yes: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

* Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

Some new policies have been established in the public sector. However, there are currently no specific regulations in place to prevent the disaster risk impact of major development projects, particularly public infrastructure related projects. Nonetheless, Disaster Risk Reduction issues are expected to surface in some significant upcoming projects.

Context & Constraints:

Most major development projects do not account for the natural risks in Lebanon and measures are not currently taken to protect people. This is mainly due to a lack of will and a lack of effective planning.

Recommendations include:

- Establishing laws and regulations for early recovery and reconstruction
- Allocating a specified budget for reconstruction
- Formulating systematic policies that promote Disaster Risk Reduction

Priority for action 5

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are there national programmes or policies to make schools and health facilities safe in emergencies? No
- * Yes: Policies and programmes for school and hospital safety
- * No: Training and mock drills in school and hospitals for emergency preparedness

Description:

There is currently no system in place that provides prevention measures, emergency plans, and support for schools and hospitals.

However, some schools and hospitals conduct regular evacuation drills. In addition, all hospitals are equipped with emergency plans that include emergency maps.

Context & Constraints:

There is currently no identified and established national program that aims to make hospitals and schools safer.

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes
- * Yes: Contingency plans with gender sensitivities
- * Yes: Operations and communications centre
- * Yes: Search and rescue teams
- * Yes: Stockpiles of relief supplies

* Yes: Shelters

* Yes: Secure medical facilities

* Yes: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

Due to the frequent occurrences of natural and man-made disasters, different administrations have developed their own individual response plans.

Recently, a national committee that brings together different stakeholders has been established. This committee aims to develop a national plan for response, in addition to developing regional plans for governorates. The plan will mandate implementation through the requirement to conduct an array of drills and exercises.

Gender considerations and objectives are included in all response plans.

Context & Constraints:

The main challenge lies in the actual implementation of the plan.

Recommendations include:

- Improving coordination
- Updating the plan on a regular basis
- Allocating sufficient funds and human resources

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are financial arrangements in place to deal with major disaster? Yes

* No: National contingency funds

* No: Catastrophe insurance facilities

* No: Catastrophe bonds

Description:

After the war in 2006, regulations for compensating those affected have been developed. In addition, a law regarding reconstruction practices after the occurrence of a disaster has been drafted.

There is currently no fund budgeted solely for emergencies. However, in the case of a disaster, the Council of Ministers allocates money to the High Relief Committee from the national budget.

Context & Constraints:

The main challenge is the inherent absence of allocated funds in the national budget for recovery and reconstruction.

Recommendations include:

- Developing a partnership for reconstruction between the public and private sectors, through insurance programs.

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? Yes

* Yes: Damage and loss assessment methodologies and capacities available

* Yes: Post disaster need assessment methodologies

* No: Post disaster needs assessment methodologies include guidance on gender aspects

* Yes: Identified and trained human resources

Description:

After the 2006 war, a “lessons learnt” report was drafted in order to identify existing gaps. In addition, a “needs assessment” report was developed with the support of the UNDP.

Context & Constraints:

Socio economic losses are not always assessed after a disaster occurs.

Recommendations include:

- Developing new methods of assessment
- Considering international methodologies employed to assess losses, including PDNA and Dala

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

Yes

Description (Please provide evidence of where, how and who):

There is a multi hazard integrated approach to Disaster Risk Reduction. There are many engaged stakeholders. The assessment of hazards has been implemented. However, the assessment of risks has not been implemented.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

A gender action plan is in the process of being developed.

The Lebanese National Response Plan includes gender perspectives.

A gender assessment has been conducted, and its ambition is to include a gender analysis and a subsequent gender action plan in all long term disaster risk projects.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Lebanon's capacities are more advanced in response and recovery, and less advanced in Disaster Risk Reduction. Response plans at the national and regional levels are currently in place. In addition, recovery laws have been drafted and strategies for different hazards are in the process of being developed.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The High Relief Committee supports some vulnerable groups, including fishermen and agriculturists,

through compensation. However these compensations are not specifically budgeted for and planned. An insurance program supported by the Lebanese government should be developed.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Partnerships with some UN agencies are currently in place. However, it is important to also consider public-private partnerships, which offer the potential to combine resources and expertise in order to reduce risks. This can in turn improve the preparedness and resistance of individual communities. In addition, international agencies and international and local NGOs must be engaged within a specific and established framework, in order to avoid duplication and chaos.

f) Contextual Drivers of Progress

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The level of general public knowledge regarding the Hyogo Framework for Action is low. In addition, the implementation of effective Disaster Risk Reduction policies is a process that requires a significant amount of time.

At a national level, more work needs to be done to protect the rapidly expanding infrastructure throughout Lebanon.

Increased economic support is also needed for Disaster Risk Reduction, due to the expensive nature of such policies on the national and local levels.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

One of the largest challenges regarding effective integration of Disaster Risk Reduction is increasing the level of awareness regarding the need to consider Disaster Risk Reduction in all planning and development projects. It is also necessary to define what the precise desired level of sustainable development is.

Once an adequate level of awareness has been reached, the next challenge is that of maintaining commitment through a systematic process of allocating resources and conducting follow up on the efficacy of vulnerability reduction measures.

Related to the above efforts are the need to establish a set of clearly defined common goals, the need to allocate an adequate amount of resources, and the need to identify qualified and experienced personnel to implement these efforts.

Future Outlook Statement:

The process of implementing a Disaster Risk Reduction system is an ongoing process in Lebanon. In the coming years, the National Platform for Disaster Risk Reduction will be strengthened, the National Response Plan will be implemented, and the National Risk Assessment will be finalized. The latter will allow for the development of National Strategies for Disaster Risk Reduction for main hazards: earthquakes, Tsunami, forest fires, climate change and floods.

In addition, capacity building of different segments of the public administration is ongoing, as is the implementation of a communication strategy and the engendering of all Disaster Risk Reduction policies and plans. Also, there are plans to strengthen early warning systems.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

The knowledge of natural disasters, their impact, and the need for Disaster Risk Reduction will increase.

Future Outlook Statement:

The national platform for Disaster Risk Reduction will be strengthened, and DRR units will be established in all relevant ministries, institutions, Mohafaza, Caza and also the union of municipalities and the big municipalities. A training strategy has been prepared with an implementation plan for 5 years, which aims to build the capacities on Disaster Risk Reduction in the public and private sector. Also, the decentralization law is under discussion and if it is approved it will contribute in strengthening Disaster Risk Reduction

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

Due to the fact that Lebanon is a disaster prone country, there have been several opportunities in the past to implement reconstruction policies. One identified challenge is a lack of coordination between actors and stakeholders who work towards risk and reduction during the recovery and reconstruction phase after a disaster occurs.

In addition, there is a lack of available resources which are necessary for making Lebanon a country resistant to threatening disasters.

Future Outlook Statement:

The development of a National Plan for response is ongoing. Once this plan is finalized, it will be implemented and updated on a consistent basis. Moreover, drills and simulations will be conducted with different stakeholders with the aim of identifying gaps within the plan. The Crash of the Ethiopian Aircraft, Haiti's earthquake, floods in Pakistan, Russia's forest fires created a momentum to focus on developing a national response plan.

Stakeholders

Departments/organizations that have contributed to the report

- * Presidency of Council of Ministers (Gov) - Fadi Fawaz Advisor to Prime Minister
- * Ministry of Defense (Gov) - Lebanese Army
- * Ministry of Interior and Municipalities (Gov) - Civil Defense-IFS
- * Ministry of Health (Gov) - DrArbid
- * Ministry of Social Affairs (Gov) - Raghida Nahme
- * Ministry of Justice (Gov) - comitte of jurisduction
- * Ministry of Public Works and Transportation (Gov) - directorate of civil aviation-directorate of road
- * Ministry of Energy and Water (Gov) - Mahmoud Haidar
- * Ministry of Education (Gov) - Sonia Khoury-Ahmad Tfeily-Reem Badran
- * Ministry of Information (Gov) - national news agency
- * Ministry of Finance (Gov) - Hayat Nader
- * Ministry of Economy and Trade (Gov) - Imad Youssef
- * Ministry of Environment (Gov) - Geryes Berberi
- * Council of Development and Reconstruction (Gov) - Fadi Matar
- * High Relief Committee (Gov) - General Yehya Raad
- * National Council for Research (Gov) - Dr Alexandre Sursock
- * National Committee for Women's Issues (Gov) - Dr Najwa Nasr
- * Beirut Fire Brigade (Gov) - Safi Sultani
- * Red Cross (NGO) - Georges Kettaneh
- * AFDC (Networks & Others) - Sawsan Bou Fakhreddine
- * United Nations Development Programme (UN & Intl) - Mirna Sabbagh-Nathalie Zaarour
- * Swiss Development Cooperation (Networks & Others) - Rita De L'Age