

# FINAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## LEBANON: EMERGENCY SUPPORT FOR THE LEBANESE RED CROSS AMBULANCE SERVICES

27 February 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 183 countries.

### In Brief

Appeal No. 05EA006; Final Report; Final appeal coverage: [Please click here to go directly to the attached Final Financial Report](#)

#### Appeal history:

- Launched on 11 April 2005 for CHF 387,000 (USD 320,550 or EUR 249,814) for 3 months
- Operation extended by 2 months.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000

**Related Emergency or Annual Appeals:** Lebanon: Emergency Support for the Lebanese Red Cross Ambulance Services Emergency Appeal. Please go to the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05EA006.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA006.pdf)

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All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org> For longer-term programmes, please refer to the Federation's Annual Appeal.

## **Background and Summary**

Following the constitutional amendment of 3 October 2004, allowing a 3-year extension of President Emile Lahoud's initial 6-year term, Lebanon witnessed considerable political turmoil. On 14 February 2005, former Prime Minister Rafik al Hariri was killed together with 19 of his staff when a powerful bomb ripped through his motorcade in the centre of Beirut. More than 40 people were seriously injured. Following this event, Lebanon experienced several mass demonstrations and a series of car bombs targeting business districts in and near the capital Beirut, as well as prominent politicians and journalists. During these demonstrations, the Lebanese Red Cross (LRC) transported 92 people to hospitals and offered first aid to 1,147 people through the efforts of 682 volunteers.

The political rift prevented the Lebanese Parliament from passing a budget law in preparation for the state budget of 2005. As 80% of the total income of the Lebanese Red Cross is coming from the Government through the state budget, critical services suffered a severe shortage of funds from the beginning of 2005, most notably the life saving first aid/ambulance services. This situation has persisted throughout September, severely reducing the strategic reserve of the LRC. A solution is being negotiated with the government but is not likely to be found before the end of 2005.

The government resigned on 28 February in the face of popular protests, and after several failed attempts, a new government of national unity was finally appointed 19 April to prepare for Parliamentary elections in May/June. Following the elections, there were 4 failed attempts at forming a government. On 30 June, a former Rafik Hariri ally and Finance Minister Fouad Siniora succeeded in forming a new government which was quickly approved by the Parliament.

On 18 March, the first in a series of car bombs targeting predominantly Christian neighbourhoods of Beirut exploded. A total of 4 car bombs resulted in 3 deaths, 23 seriously injured persons and 78 people with minor injuries treated at the scene. Although causing mainly material damage, the bombs increased people's fear over a return to the situation experienced during Lebanon's devastating civil war (1975-1990). In the run up to and during the elections, two prominent members of the opposition were killed in car bomb attacks. The first attack occurred Monday 13 June, when Samir Kassir, a well known journalist, was killed. The second car bomb killed Georges Hawi, former leader of the Lebanese Communist Party on Tuesday 21 June. On 12 July, a bomb ripped through the motorcade of Elias Murr, Lebanon's Deputy Prime Minister and Defence Minister (also son-in-law of President Emile Lahoud), injuring Murr and killing his bodyguard. Renowned Lebanese Broadcasting Corporation journalist May Chidiac was also the target of another car bomb. Mrs Chidiac survived the attack and was rushed to hospital by an LRC first aid team stationed in her hometown of Jounieh just north of Beirut. Although surviving the attack, partly due to the rapid response and intervention by the LRC, her left arm and leg could not be saved.

The LRC first aid/ambulance services continued its regular missions, as well as responding to the extraordinary needs during demonstrations and car bombings despite a halt in government funding. This massive increase in missions is not sustainable and the LRC reserves were not sufficient to keep this life saving service at the necessary operational level. The emergency appeal was launched to assist LRC in continuing operating at a necessary basic level for three months.

## **Coordination**

The Federation's office in Lebanon is within the headquarters of the Lebanese Red Cross in Beirut. Regular meetings involving the Federation, the LRC's President (CEO), executive board and department directors ensure an effective collaboration on matters of common concern. The appeal was developed in close cooperation with the first aid/ambulance department and received the approval and endorsement of the President and board. The ICRC delegation in Lebanon was regularly informed of Federation and LRC intentions. The Federation delegation in Lebanon is reporting to the Federation's Middle East Regional Office in Amman which granted authorization to initiate the Emergency Appeal and offered technical support.

## **Analysis of the operation**

**Objective:** Ensure continuation of life-saving ambulance/First Aid services to the population of Lebanon until the state budget is agreed

### **Progress/Achievements :**

The immediate release of CHF 100,000 from DREF gave the Lebanese Red Cross the ability to continue with the most critical and life-saving missions it offers the population. The funds were mainly spent to cover fuel bills, essential repairs and per diem for staff working day-time shifts during the week. The other contributions were transferred to the LRC when received by the delegation and immediately spent. The actual needs on the ground are far greater if the LRC were to be fully operational as per the agreement with the government. The running costs of stations are not paid, relying instead on generous contributions of the volunteers and their families and friends.

There is a substantial backlog of bills as only part of the government funds are received thus far in 2005. As a result, the operational readiness is reduced, and will continue to be reduced as critical funding is still missing. The emergency appeal was launched with the understanding that the parliamentary elections held in May/June would produce a government capable of presenting a budget for approval, including funding for the LRC. However, political deadlock over positions and size of the Cabinet led to 4 failed attempts at forming a new government before the 30 June appointment of the Fouad Siniora government. However, the government did not immediately release funds to the LRC citing book-keeping irregularities in a small pilot project in the north of Lebanon. This project, funded by the Ministry of Health, CISP (an Italian NGO) and ECHO (European Commission's Humanitarian Office) started in September 2003. The irregularities are related to *under-spending* of funds as they arrived late and could not be spent within the fiscal year. Representatives of the Federation and ICRC met Health Minister Khalid Khalafe on 2 September to present the case on behalf of the LRC and managed to secure the promise of a partial release of funds owed by the government. Further interventions towards the Minister of Finance and the Prime Minister were necessary to finally release the funds.

At the Federation's initiative, a joint ICRC/Norwegian RC EMS (Emergency Medical Services) assessment mission took place 18-27 June. The objective of the mission was to assess the operational capacity of the Lebanese Red Cross in the areas of first aid and ambulance services (EMS), and determine opportunities for operational cooperation and capacity building between the Movement partners and the Lebanese Red Cross. The key areas of the assessment included:

- strengths and weaknesses of the current EMS of the LRC
- a review of the operating environment of the LRC emergency services, including statutes, legal base, communications, coordination mechanisms, human resources, information policies and emblem use

On the positive side, the assessment concluded that 'the LRC provides an effective and efficient first aid/ambulance service to the public, meeting the needs for immediate response in time of acute illness and injury, with the provision of a basic, first aid level ambulance service'. It also concluded that the 'organisational structure of the operational EMS side appears to support the effective reporting of centre activity, both operationally and administratively, to the HQ. However, 'the total contribution of all donors does not cover the day-to-day operating expenses, let alone allow the LRC to develop a strategy for short, mid or long-term sustainability of the service. As such, there is a serious threat to the survivability of the LRC first aid/ambulance services, unless *immediate* steps are taken to develop a department strategy and improve funding'. By conservative estimates, the government only covers half of the actual costs as per the agreement with the LRC. With these funds now absent, the situation is extremely critical.

### **Impact**

With financial assistance from the Federation, the LRC ambulance/first aid services have continued to provide services from their 42 stations in Lebanon. Due to the extraordinary circumstances in Lebanon, the number of missions Jan-April 2005 is up 7% compared with the same period in 2004. A 5 % increase was registered April through August. However, the types of missions have changed, with a reduction in routine transportations and a sharp increase in emergency missions. This requires additional resources, at a time when this is not available. Of the 42 centres, only 8 to 10 can rely on local fund-raising. The others were only surviving on Federation support.

## **Lebanon: Emergency Support for Lebanese Red Cross Ambulance Services; no. 05EA006; Final Report**

### **Constraints**

The continued insecurity in Lebanon with no government formation, political unrest, assassinations, demonstrations and increased demand for ambulance services makes it hard to predict the future. It was also difficult to negotiate with the interim government, as they were virtually powerless whilst the new government was in formation. The Lebanese Red Cross also exhausted all their own financial means, with little or no possibility at this stage to ensure more funds.

The rigidity of the accounting rules in the government has led to further delays in transferring the funds it is committed to providing through their agreement with the LRC.

### **Lessons learned**

The Lebanese Red Cross should ensure multi-year contracts with the government that includes its total expenditure for the EMS. It should also seek to diversify its funding base to reduce its vulnerability to shifting political conditions, possibly with the support of the Federation.

The Federation and its donor societies provided an invaluable assistance to the LRC at a time of crisis. This proves the Federation's important role in securing multilateral funding for essential national society projects in need of assistance. The smooth cooperation between the Federation and the LRC, as well as the ICRC, was key to achieving a successful implementation.

### **Financial Information**

The final financial report is attached below. More details are available upon request.

*[Please click here to return to the title page and contact information](#)*

**International Federation of Red Cross and Red Crescent Societies**

LEBANON: EMERGENCY SUPPORT FOR THE L

| Selected Parameters |                 |
|---------------------|-----------------|
| Year/Period         | 2005/01-2005/12 |
| Appeal              | M05EA006        |
| Budget              | APPEAL          |

All figures are in Swiss Francs (CHF)

**I. Consolidated Response to Appeal**

|   | Health & Care | Disaster Management | Humanitarian Values | Organisational Development | Coordination & Implementation | TOTAL   |
|---|---------------|---------------------|---------------------|----------------------------|-------------------------------|---------|
| Budget (A)  |               | 387'000             |                     |                            |                               | 387'000 |
| Opening Balance (B)                                     |               | 0                   |                     |                            |                               | 0       |
| <b>Income</b>   |               |                     |                     |                            |                               |         |
| Cash contributions                                      |               |                     |                     |                            |                               |         |
| Bahrain Red Crescent                                    |               | 11'833              |                     |                            |                               | 11'833  |
| Danish Red Cross  |               | 11'521              |                     |                            |                               | 11'521  |
| Icelandic Red Cross                                     |               | 5'093               |                     |                            |                               | 5'093   |
| Japanese Red Cross Society                              |               | 12'548              |                     |                            |                               | 12'548  |
| Monaco Red Cross  |               | 15'375              |                     |                            |                               | 15'375  |
| Norwegian Red Cross                                     |               | 20'388              |                     |                            |                               | 20'388  |
| Qatar Red Crescent Society                              |               | 11'839              |                     |                            |                               | 11'839  |
| Swedish Red Cross                                       |               | 50'850              |                     |                            |                               | 50'850  |
| United Arab Emirates Red Cre:                           |               | 18'667              |                     |                            |                               | 18'667  |
| Cash contributions (C1)                                 |               | 158'114             |                     |                            |                               | 158'114 |
| Reallocations (within appeal or from/to another appeal) |               |                     |                     |                            |                               |         |
| DREF  |               | 35'000              |                     |                            |                               | 35'000  |
| Reallocations (C2)                                      |               | 35'000              |                     |                            |                               | 35'000  |
| Total Income (C) = SUM(C1..C5)                          |               | 193'114             |                     |                            |                               | 193'114 |
| Total Funding (B + C)                                   |               | 193'114             |                     |                            |                               | 193'114 |

**II. Balance of Funds**

|                             | Health & Care | Disaster Management | Humanitarian Values | Organisational Development | Coordination & Implementation | TOTAL    |
|-----------------------------|---------------|---------------------|---------------------|----------------------------|-------------------------------|----------|
| Opening Balance (B)         |               | 0                   |                     |                            |                               | 0        |
| Income (C)                  |               | 193'114             |                     |                            |                               | 193'114  |
| Expenditure (D)             |               | -193'114            |                     |                            |                               | -193'114 |
| Closing Balance (B + C + D) |               | 0                   |                     |                            |                               | 0        |

| Selected Parameters |                 |
|---------------------|-----------------|
| Year/Period         | 2005/01-2005/12 |
| Appeal              | M05EA006        |
| Budget              | APPEAL          |

All figures are in Swiss Francs (CHF)

### III. Budget Analysis / Breakdown of Expenditure

| Account Groups  | Budget         | Expenditure   |                     |                     |                            |                               | TOTAL           | Variance |
|---|----------------|---------------|---------------------|---------------------|----------------------------|-------------------------------|-----------------|----------|
|   |                | Health & Care | Disaster Management | Humanitarian Values | Organisational Development | Coordination & Implementation |                 |          |
|   | A              |               |                     |                     |                            | B                             | A - B           |          |
| <b>BUDGET (C)</b>                                     |                | 387'000       |                     |                     |                            |                               | 387'000         |          |
| <b>Supplies</b>                                       |                |               |                     |                     |                            |                               |                 |          |
| Clothing & textiles                                   | 24'000         |               |                     |                     |                            |                               | 24'000          |          |
| Medical & First Aid                                   | 18'000         |               |                     |                     |                            |                               | 18'000          |          |
| Utensils & Tools                                      | 74'000         |               |                     |                     |                            |                               | 74'000          |          |
| Other Supplies & Services                             | 1'000          |               |                     |                     |                            |                               | 1'000           |          |
| <b>Total Supplies</b>                                 | <b>117'000</b> |               |                     |                     |                            |                               | <b>117'000</b>  |          |
| <b>Land, vehicles &amp; equipment</b>                 |                |               |                     |                     |                            |                               |                 |          |
| Computers & Telecom                                   | 15'000         |               |                     |                     |                            |                               | 15'000          |          |
| <b>Total Land, vehicles &amp; equipme</b>             | <b>15'000</b>  |               |                     |                     |                            |                               | <b>15'000</b>   |          |
| <b>Transport &amp; Storage</b>                        |                |               |                     |                     |                            |                               |                 |          |
| Transport & Vehicle Costs                             | 35'000         |               |                     |                     |                            |                               | 35'000          |          |
| <b>Total Transport &amp; Storage</b>                  | <b>35'000</b>  |               |                     |                     |                            |                               | <b>35'000</b>   |          |
| <b>Personnel Expenditures</b>                         |                |               |                     |                     |                            |                               |                 |          |
| National Staff  | 149'000        |               |                     |                     |                            |                               | 149'000         |          |
| <b>Total Personnel Expenditures</b>                   | <b>149'000</b> |               |                     |                     |                            |                               | <b>149'000</b>  |          |
| <b>General Expenditure</b>                            |                |               |                     |                     |                            |                               |                 |          |
| Office Costs  | 45'845         |               |                     |                     |                            |                               | 45'845          |          |
| Financial Charges                                     |                |               | 121                 |                     |                            | 121                           | -121            |          |
| <b>Total General Expenditure</b>                      | <b>45'845</b>  |               | <b>121</b>          |                     |                            | <b>121</b>                    | <b>45'724</b>   |          |
| <b>Federation Contributions &amp; Transfers</b>       |                |               |                     |                     |                            |                               |                 |          |
| Cash Transfers National Societi                       |                |               | 180'441             |                     |                            | 180'441                       | -180'441        |          |
| <b>Total Federation Contributions &amp; Transfers</b> |                |               | <b>180'441</b>      |                     |                            | <b>180'441</b>                | <b>-180'441</b> |          |
| <b>Program Support</b>                                |                |               |                     |                     |                            |                               |                 |          |
| Program Support                                       | 25'155         |               | 12'552              |                     |                            | 12'552                        | 12'603          |          |
| <b>Total Program Support</b>                          | <b>25'155</b>  |               | <b>12'552</b>       |                     |                            | <b>12'552</b>                 | <b>12'603</b>   |          |
| <b>TOTAL EXPENDITURE (D)</b>                          | <b>387'000</b> |               | <b>193'114</b>      |                     |                            | <b>193'114</b>                | <b>193'886</b>  |          |
| <b>VARIANCE (C - D)</b>                               |                |               | <b>193'886</b>      |                     |                            | <b>193'886</b>                |                 |          |