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Final Report

Israel: Complex Emergency

 International Federation
of Red Cross and Red Crescent Societies

DREF operation final report	Operation n° MDRIL003
Date of Issue: 2 March 2022	Glide number: CE-2021-000062-ISR
Operation start date: 3 June 2021	Operation end date: 30 November 2021
Host National Society: Magen David Adom (MDA)	Operation budget: CHF 224,082
Number of people affected: 6,000,000	Number of people assisted: 8,649 people reached through the DREF (77,741 people were reached through the 101 emergency line through funding sources outside the DREF)
Red Cross Red Crescent Movement partners currently actively involved in the operation: ICRC, IFRC	
Other partner organizations actively involved in the operation: Police, Fire services, local authorities, Ministry of Health, Supreme Health Authority in Emergencies, Hospitals, IDF (Israeli Defense Force), Home Front Command (Civil Defense), Ministry of Interior, Ministry of Internal Security, Ministry of Defense, National Emergency Management Agency, National Committee for Economy in emergencies	

A. SITUATION ANALYSIS

Description of the disaster

Since 6 pm 10 May 2021, Israel faced a complex emergency that escalated during the following days, during which approx. 4,300 rockets were fired towards Israeli villages and cities surrounding and up to 170 km from the Gaza strip border including Jerusalem, Tel Aviv, and Beer-Sheba. The situation got to a peak in the week following 14 May with rockets fired all over the country, massive civil unrest spread throughout the country, and many legal instruments used to tackle the situation. After which, MDA has activated its national response mechanism (highest level of alert) not only at the local branches level (in the areas directly affected by the rocket strikes – 170 km from Gaza border), but also activating on the highest level of alert all MDA branches nationwide. This highest level of alert nationally was sustained between 14 and 22 May 2021.

On 14 May 2021, rockets were fired from Lebanon towards the north of Israel for the first time during the escalation. These rockets landed in the Mediterranean Sea or uninhabited areas, activating rockets alarm but not causing any casualties.

Rockets continued to be fired in high quantities until cessation of hostilities took place at 02:00 AM on 21 May



Photo 1. MDA paramedic responds to a rocket direct hit scene.
Source: MDAs Spokesperson

2021. During this whole period, population in the south, center and north of Israel was under direct threat of rocket strikes.

In addition to the rocket strikes, in many cities all over Israel, civil unrest broke out and violent demonstrations took place, during which hundreds of people were injured and severe damage has been caused to buildings and infrastructure.

The civil unrest peaked in East Jerusalem on 10 May and spread within the next days to more cities. On the night of 11 May, for the first time in the history of Israel, a state of emergency and a night curfew were declared in the city of Lod, and the public at risk was evacuated from their houses in one night (all their needs have been taken care of by the local authorities). On 12 May, the civil unrest spread to more cities, also in the north of the country, and on 14 May, violent incidents were reported also in Judea and Samaria, as well as in many locations in Israel.

In the center and south of Israel (in the areas under risk of rocket strikes), schools have been closed, and public gatherings in open places were prohibited. The affected population in the villages and cities in the range of the rockets has been required to remain in the vicinity of 15-90 seconds from the shelters, depending on their distance from the border. Within several kilometers from the Gaza strip border, the movement in roads and train tracks has been restricted.

During the escalation, 13 Israelis were killed and hundreds were injured. MDA treated 799 and transported most of them to hospitals. At 02:00 AM on 21 May 2021 a ceasefire was declared.

Summary of response

Overview of Host National Society

In response to these events, MDA Paramedics and EMTs provided life-saving treatment, psychosocial first aid, and transported the casualties to hospitals. MDA staff and volunteers treated 799 casualties (two critically injured, 18 severely injured, 48 moderately injured, and 731 casualties with minor injuries and stress-related reactions).

As the escalation evolved, MDA has gradually raised the level of alert, from the regions that are in close proximity to the Gaza strip, to those in the center of Israel and Jerusalem, and later, on 14 May, when the rockets and the civil unrest affected other places - all over the country to the highest level. MDA manned hundreds of additional ambulances in preparation for any further escalation resulting in multiple sites of mass casualty incidents, triggering this request for a DREF allocation. Operations centers moved and functioned from bomb shelters (operation that lasted from 10-15 May as the situation escalated further). Bomb shelters in all MDA stations were used and personnel was equipped with helmets and flak jackets (PPE). MDA blood services moved their activities to bomb shelters, collected blood and maintained a national blood stockpile, being ready to supply blood products as needed to the hospitals, and have provided them with more than 6,000 blood components units. All the ambulances were equipped with personal protective equipment (helmets and flak jackets) to be used by the patients transported to the hospitals.

Due to the civil unrest in several incidents, MDA ambulances and personnel were hit by stones thrown at them, resulting in damage to the vehicles and a few MDA members with minor injuries. MDA logistics division was prepared to initiate emergency medical equipment distribution. All personnel was instructed regarding security procedures, volunteers were mobilized and activated to have additional ambulances on call for any eventuality. MDA has published communication materials and informative videos for the public, that include behavioral instructions during rockets strikes, first aid instructions, and information on how to contact MDA when there are casualties. MDA monitored the situation closely and was prepared to respond to humanitarian needs. MDA representatives participated in multiple coordination forums on a daily basis.

The highest level of alert and full-scale response of MDA, started on 14 May, and remained in place also two days following the ceasefire (until 22 May) as a manner of precaution.

Due to the COVID-19 pandemic, all MDA personnel had to wear a face mask during the shifts, and face masks were provided to the patients and casualties as well.

Overview of Red Cross Red Crescent Movement in country

- ICRC and IFRC ROE were in close contact, on daily basis with MDA, monitoring the situation.
- ICRC and MDA shared real-time information in an attempt to ensure the unrestricted access of ambulances to people in need.
- In association with MDA, the ICRC has conducted a number of field trips to document the humanitarian impact of the rocket strikes.
- IFRC issued press releases on IFRC newswire on 18 May and 25 May.
- IFRC ROE has organized a Movement Coordination Call on 20 May which was co-facilitated by ICRC and IFRC.
- ICRC provided financial support to MDA to cover MDA's additional costs linked to the crisis which were not covered neither by the government nor by IFRC DREF support, including additional salary costs, travel and

accommodation costs etc., and in preparation for future escalations enhancing MDA capacity to respond to similar emergencies by further integrating and implementing the Safer Access Framework (SAF), notably provide additional training to its EMS staff and volunteers to ensure they are able to ensure their personal safety during similar escalations of violence.

Overview of non-RCRC actors in country

- The Israeli government declared a “state of attack in Civil Defense” in the whole area 170 km from the Gaza border. This legal framework allows for restrictions on civilian activities and movements by the home front command and gives the emergency response organizations special powers.
- The Israeli government declared a "state of activation of economy in emergencies" on 12 May, allowing the government to order providers of critical services to maintain operations (including obligation of staff to show up to work) in order to ensure continuity of services to the public.
- On 11 May at night, the Israeli Government declared a "civil emergency situation" in the town of Lod (including a night curfew). It was in place until 20 May (inclusive).
- Guidelines for sheltering in place and behavior during strikes were issued by the home front command (civil protection)
- The local authorities were responsible of mental health and psychosocial support, and established dedicated centers and hotlines for the population in need.
- Local authorities were in charge of and provided temporary housing to those whose houses are damaged or had to be evacuated.
- Coordination cells were active at the local level (at the local authority level), district level (by the home front command and police), and at the national level. MDA was present at all those coordination cells

Needs analysis and scenario planning

During the implementation period, the needs remained as outlined in the [Emergency Plan of Action \(EPoA\)](#).

Risk Analysis

During the implementation period, the risks have not changed and the risk analysis remained as outlined in the [Emergency Plan of Action \(EPoA\)](#).

B. OPERATIONAL STRATEGY

Overall Objective

The overall objective of the operation was to support the response to the immediate health needs of the population affected by the escalation, and collect lessons learned from the escalation in preparation for future situations.


Implemented strategy

As the situation escalated, MDA had to scale up the response rapidly after 14 May 2021 which has led to depleting the resources especially for the EMTs and paramedics. Therefore, the need to replenish the resources /stocks emerged as a contingency measure to maintain the MDA level of response in the future as well as reflecting on the lessons learned during the response phase.

As a result, MDA has requested for a DREF allocation to replenish the following activities:

- Replenishment of fuel for ambulances that responded to emergency incidents in the most affected areas during the escalation. - **Accomplished**
- Procurement of helmets and flak jackets for MDA teams. – **Accomplished**
- Development of an online training module on Psychosocial First Aid for MDA's staff and volunteers. – **Accomplished**
- Organization of a lessons learned workshop to discuss protection and security issues that were identified during the escalation – **Accomplished**

C. DETAILED OPERATIONAL PLAN

	<p>Health</p> <p>People reached: 8,649 Male: N/A¹ Female: N/A (In addition, 77,741 people were reached through the 101 emergency line through funding sources outside the DREF)</p>	
<p>Outcome 1: The immediate health needs of the affected population as a result form the escalation are met</p>		
<p>Output 1.1: Increase the EMS response to the population affected by rockets fired from Gaza or by the civil unrests, by adding ambulances to the shift roster, thus ensuring rapid and appropriate emergency medical care in case of injury due to the current escalation</p>		
<p>Indicators:</p>	<p>Target</p>	<p>Actual</p>
<p># of people reached by First Aid services and psychosocial first aid</p>	<p>6,000</p>	<p>8,649</p>
<p>Output 1.2: MDA staff and volunteers continue operating, their basic needs are covered</p>		
<p>Indicators:</p>	<p>Target</p>	<p>Actual</p>
<p># of food portions provided to staff and volunteers</p>	<p>4,500</p>	<p>0</p>
<p>Output 1.3: MDA staff and volunteers are identified as MDA members, are visible and safe</p>		
<p>Indicators:</p>	<p>Target</p>	<p>Actual</p>
<p># of staff and volunteers equipped with visible and safe helmet and flak jacket</p>	<p>75</p>	<p>73</p>
<p>Output 1.4: MDA staff and volunteers will be trained in Psychological First Aid and Self-Care</p>		
<p>Indicators:</p>	<p>Target</p>	<p>Actual</p>
<p># of online training modules completed and tested</p>	<p>1</p>	<p>1</p>
<p>Narrative description of achievements</p>		
<p>For each of the above-mentioned items, progress has been achieved in the reporting period:</p> <ul style="list-style-type: none"> The number of people assisted is the number of incoming calls in MDAs call centers and the number of casualties assisted by MDA staff and volunteers. Around 77,741 persons received assistance from MDA personnel through dedicated 101 emergency lines. During the escalation, MDA reinforced the responding regions with additional ambulances and other response vehicles. The staff and volunteers in the most affected regions were provided with food portions during the escalation. Eventually this was not part of the DREF. The procurement of the helmets and flak jackets has been completed. The cost of the helmets and flak jackets was underestimated, and the budget (after reallocation of funds, as described below) was sufficient for the procurement of 73 units of each item. <p>The development of the online training module on Psychosocial First Aid has been completed. The budget that was initially requested for the development of the learning module was overestimated, and the leftovers (approximately CHF 20,000) shifted to the procurement of the helmets and flak jackets to cover the underestimation there.</p>		
<p>Challenges</p>		
<p>Due to COVID-19 impact on supply chains worldwide, the procurement of helmets and flak jackets took last longer than expected.</p> <p>As emergency procurement protocols were followed within MDA for food procurement during the escalation, it was not part of the DREF and budget was reallocated to other items within the DREF.</p>		
<p>Lessons Learned</p>		
<p>-</p>		

¹ The data is not segregated by gender as some of the support was given by phone calls through the emergency call center and the information about the caller's identity is not documented on the call centre's system.

Influence others as leading strategic partner

Outcome S3.1: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.

Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.

Indicators:

	Target	Actual
<i>Lessons learned exercise completed</i>	Yes	Yes

Narrative description of achievements

The lessons learned workshop focused on the protection and security issues that were identified by MDA staff and volunteers during the escalation in different regions and under different circumstances. It was a one-day workshop and 12 participants took part in it (Due to the COVID-19 restrictions, the number of participants was limited).

Challenges

The COVID-19 regulations did not permit gatherings, and with the additional missions that MDA was involved in during the outbreak, it was challenging to hold the workshop in proximity to the escalation.

Lessons Learned

The workshop itself was beneficial, covered many aspects regarding the security and protection of personnel, and was structured based on the "Safer Access" approach of the ICRC. The lessons learned that were raised during the workshop were documented and distributed in MDA to the relevant stakeholders. Among the lessons are:

1. MDA activities in the Arab communities in recent years built trust within this communities and improved the acceptance of MDA personnel, also during the escalation. Additional training material in Arabic is needed.
2. Some MDA stations are located in areas where civil unrest took place and getting to or leaving the station posed a threat to the personnel.
3. Being an Arabic speaker was not always a mitigation factor.
4. First responders who are known in their village or neighborhood were accepted better during the escalation.
5. Tensions among staff and volunteers were demonstrated during news broadcasts or when discussion about the situation evolved. When the management was involved it solved most of these tensions.
6. Training and education on cultural awareness can assist during tense situations.
7. One reason for attacking ambulances was rumors regarding police officers hiding or being transported in ambulances.

D. Financial Report

The total budget for the DREF operation was **CHF 224,082**. After finalizing the operation, there remains a balance of **CHF 52,107** which will be returned to the DREF account. [Please refer to the Final Financial Report for details.](#)

The major donors and partners of the Disaster Relief Emergency Fund (DREF) include the Red Cross Societies and governments of Belgium, Britain, Canada, Denmark, Germany, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, 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 National Society, would like to extend thanks to all for their generous contributions.

Contact information

Reference documents



Click here for:

- [Emergency Plan of Action \(EPoA\)](#)
- [Operation Update no. 1](#)

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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.

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2021/6-2022/2	Operation	MDRIL003
Budget Timeframe	2021/6-2022/2	Budget	APPROVED

Prepared on 11/Apr/2022

All figures are in Swiss Francs (CHF)

MDRIL003 - Israel - Complex Emergency

Operating Timeframe: 02 Jun 2021 to 30 Nov 2021

I. Summary

Opening Balance	0
Funds & Other Income	224,082
DREF Allocations	224,082
Expenditure	-171,975
Closing Balance	52,107

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs			0
AOF4 - Health	213,538	170,822	42,716
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	213,538	170,822	42,716
SFI1 - Strengthen National Societies			0
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners	7,029	1,153	5,876
SFI4 - Ensure a strong IFRC	3,515		3,515
Strategy for implementation Total	10,544	1,153	9,390
Grand Total	224,082	171,975	52,106

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2021/6-2022/2	Operation	MDRIL003
Budget Timeframe	2021/6-2022/2	Budget	APPROVED

Prepared on 11/Apr/2022

All figures are in Swiss Francs (CHF)

MDRIL003 - Israel - Complex Emergency

Operating Timeframe: 02 Jun 2021 to 30 Nov 2021

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies		40,651	-40,651
Clothing & Textiles		40,651	-40,651
Logistics, Transport & Storage	135,000	109,990	25,010
Distribution & Monitoring	45,000		45,000
Transport & Vehicles Costs	90,000	109,990	-19,990
Personnel	30,405		30,405
Volunteers	30,405		30,405
Workshops & Training	41,700	10,829	30,871
Workshops & Training	41,700	10,829	30,871
General Expenditure	3,300	9	3,291
Communications	300		300
Financial Charges	3,000	9	2,991
Indirect Costs	13,676	10,496	3,180
Programme & Services Support Recover	13,676	10,496	3,180
Grand Total	224,082	171,975	52,106