

DREF final report

Serbia: Extreme winter conditions

DREF operation n° MDRRS006 GLIDE n° CW-2012-000006-SRB 8th August 2012

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of unearmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

Summary: 206,291 was allocated on 8th February 2012 from the IFRC's Disaster Relief Emergency Fund (DREF) to support the Red Cross of Serbia in delivering immediate assistance to some 3,000 families (8,000 beneficiaries).

Extreme cold and heavy snowfall in late January and early February caused many problems in southern parts of Serbia, spreading in the later weeks to the rest of the country. 38 municipalities declared the state of emergency before the national government declared a national state of emergency on 5 February, mobilising heavy machines as well as 15,000 troops to assist in reaching the cut-off areas with approximately 70,000 residents living there. The Red Cross of Serbia, in its capacity of National Crisis Headquarters member, coordinated its activities with the other actors and assisted with distribution of food, hygiene items, blankets, footwear and heaters. Some of the goods came from the DREF allocation, some from the national society's emergency stock and some were provided by the Serbian government (national and provincial) and bilateral donors (Russian government). The Austrian and German Red Cross societies also contributed bilaterally. The municipal Red Cross branch of Brus also assisted with rescue and delivery missions using a snowmobile received from the Norwegian Red Cross.



Red Cross of Brus branch and Fire Squad, combined medical evacuation in Brus. Photo: Red Cross of Brus branch

The planned number of vulnerable people was successfully reached - both the population of the cut off areas that had to be reached using a snowmobile and the especially vulnerable people in otherwise accessible areas. The provision of food and hygiene items helped them preserve their health in the extreme winter conditions whilst the usual supply lines were either cut or slowed down and the usual means of obtaining food and other vital items shrunk due to the extreme weather.

The large volume of bilateral support meant that the initial projection of the DREF funding needed for the Red Cross of Serbia operation could be scaled down during the operation. The saved amount of CHF 71,549 will therefore be returned to the DREF.

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The Netherlands Red Cross contributed CHF 24,184 and the Canadian Government contributed CHF 27,683 to the DREF in replenishment of the allocation made for this operation. The major donors and partners of the DREF include the Australian, the American and the Belgian Governments, the Austrian

Red Cross, the Canadian Red Cross and the Canadian Government, the Danish Red Cross and the Danish Government, the European Commission's Humanitarian Aid and Civil Protection (ECHO), the Irish and the Italian Governments, the Japanese Red Cross Society, the Luxembourg Government, the Monaco Red Cross and the Monaco Government, the Netherlands Red Cross and the Netherlands Government, the Norwegian Red Cross and the Norwegian Government, the Spanish Government, the Swedish Red Cross and the Swedish Government, the United Kingdom's Department for International Development (DFID), the Medtronic and Z Zurich Foundations, and other corporate and private donors. On behalf of the Red Cross of Serbia, the IFRC would like to extend their thanks to all of them for their generous contributions. Details of all donors can be found on

<http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

<click here for the final financial report, here for the national society financial report, or here to view contact details>

The situation

Extreme cold and heavy snowfall in late January and early February 2012 caused many problems in the southern parts of Serbia, particularly in the municipality of Sjenica where the temperature repeatedly dropped to thirty degrees below zero during night time, making it the coldest spot in Europe in the first week of February. Harsh weather then gradually expanded to cover most of the country.

Heavy snow and extreme cold caused numerous traffic problems with many of the roads completely blocked, supply lines interrupted and access to medical and other services rendered impossible or extremely difficult. After 38 municipalities declared a state of emergency across the country, the government of Serbia declared a national state of emergency on Sunday, 5 February. The decision was made as multiple problems caused by the weather could no longer be resolved by regular means in terms of road clearing, food, medicine and electricity supply. Approximately 70,000 people were snowed in and cut off from the world at the height of the emergency, whereas ten people lost their lives. The state of emergency was in effect all the way until 22 February.

The snowfall lasted until 10 February adding up to 25 centimetres of snow per day on the average with the extreme cold spreading and intensifying. For three weeks the daily average temperatures in Serbia stayed below zero degrees, ranging from minus five to thirty below zero.

The electricity supply stayed regular – no restrictions had to be enforced – but many parts of the country experienced cuts due to sporadic network malfunctions caused by the heavy snow. The power was preserved by reducing the industrial customers' consumption to a minimum including reduction of the use of electricity for street lighting, billboards and neon signs. A historic maximum in power consumption of 160 million kWh per day was reached, as well as a record gas consumption of 15 million cubic meters per day.

On 3 February the government urgently sent a non-refundable aid to the most affected municipalities: 332,500 litres of diesel fuel (D-2), 7,000 litres of unleaded gasoline and 5,000 kg of heating fuel. The government also allocated RSD 69.2 million (approximately CHF 790,000) for eliminating the consequences of the natural disaster in 15 municipalities.

More than 550 heavy machines, bulldozers, 1,500 firemen and rescuers, 1,200 members of various other services and around 300 medical workers were deployed on clearing the snow and helping people in distress. Following the declaration of the national state of emergency, another 14,000 members of the Serbian Army were deployed. The Emergency Sector officers rescued a total of 176 people from the snowbound remote areas of the country.

Red Cross and Red Crescent action

The Serbian National Crisis Headquarters was active in responding to the effects of the emergency with the Red Cross of Serbia being part of the planning process, as stipulated by the Law on Emergencies. This ensured that all the Red Cross activities were coordinated at national level with those of other actors with no overlapping and maximum effect.

650 families had been initially identified as the most vulnerable and in need of assistance and the following goods were delivered to these beneficiaries before the DREF operation was launched:

- Canned food, 5,450 cans
- Ready to eat meals 4,200 pcs
- Warm winter clothes, 2,570 pcs
- boots, 350 pcs
- gloves, 700 pcs
- blankets, 1300 pcs
- candles 3,500 pcs
- family hygiene parcels 1,000 pcs
- tea 700 packets

Through the operation the Red Cross of Serbia targeted 3,000 of the most vulnerable families, approximately 8,000 people, to be assisted through an urgent distribution of food, hygiene items, footwear, blankets and other emergency items. The International Federation's Disaster Response Emergency Fund (DREF) was used for this operation with the Federation's Belgrade office assisting in the procurement of some of the goods, thus shortening the procedure and ensuring a timely delivery of the needed goods.

The emergency items amounting to more than 130 tons were distributed in 26 truck tours across 59 municipalities to the 8,000 most vulnerable people whose capacity to cope with such an extreme cold is very low. The table below describes the distribution, specifying the items that were distributed from the stocks of the national society (Red Cross of Serbia warehouses as well as the provincial Red Cross of Vojvodina stocks), the items procured using the DREF funding and the donation from the Russian government:

Municipality	DREF				NS Stock		Donation of Russian government	
	Food parcel	Hygiene parcel	Blanket	Footwear	Candles	Plastic foil	Heater	Blankets
ALEKSINAC	40	40	0	0	0	0	0	700
ALEKSANDROVAC	60	60	0	0	500	0	30	300
BABUŠNICA	50	60	0	30	0	0	0	0
BAJINA BAŠTA	80	80	0	50	1000	0	24	300
BLACE	50	50	200	0	0	0	10	100
BRUS	60	60	0	20	500	0	18	250
CRNA TRAVA	60	80	0	0	700	0	0	0
GORNJI MILANOVAC	60	60	0	0	500	0	10	300
IVANJICA	80	80	0	0	1200	0	18	400
KRALJEVO	80	80	0	0	0	0	0	0
KRUPANJ	60	60	0	0	0	0	10	100
LUČANI	50	50	0	0	0	0	0	0
LJUBOVIJA	60	90	100	0	0	0	10	100
MEDVEDJA	60	60	0	50	600	0	10	200
NOVA VAROŠ	80	50	0	40	400	21	10	200
PRIJEPOLJE	80	80	0	50	1000	0	30	500
RAŠKA	70	70	200	0	0	0	0	0
SJENICA	200	200	150	80	2000	200	30	500
SOKO BANJA	50	60	100	15	0	0	0	0
SURDULICA	50	50	100	20	1000	0	0	0
SVRLJIG	40	30	120	30	500	0	4	0
TUTIN	60	60	120	40	0	0	0	0
PRIBOJ	70	70	150	50	0	0	0	0

BELA PALANKA	40	40	40	20	400	0	0	0
OSEČINA	30	30	60	20	200	0	0	0
KOCELJEVA	30	30	80	20	200	0	0	0
ČIČEVAC	40	40	50	30	0	0	0	0
VARVARIN	20	10	50	30	0	0	0	0
TRSTENIK	40	40	30	20	0	0	0	0
NOVI PAZAR	60	60	40	40	500	0	0	0
VALJEVO	70	70	70	40	500	0	0	0
PREŠEVO	60	60	120	30	0	0	0	0
MIONICA	50	50	100	40	400	40	0	0
VLADIČIN HAN	40	40	100	0	0	0	0	0
SUBOTICA	0	0	0	30	0	0	0	0
KRAGUJEVAC	80	80	0	0	0	0	0	0
LJIG	60	60	80	20	0	40	0	0
MEROŠINA	0	0	0	0	0	0	4	30
GADŽIN HAN	0	0	0	0	0	0	4	200
ADA	0	30	0	0	0	0	0	0
KUČEVO	40	40	0	0	0	0	0	0
KRUŠEVAC	70	60	0	0	0	0	0	0
BOSILEGRAD	40	20	100	0	500	0	0	0
UB	30	30	60	20	0	0	0	0
LAJKOVAC	30	30	0	0	0	0	0	0
SOMBOR	0	0	0	30	0	0	0	0
PIROT	40	40	30	0	0	0	0	0
VRANJE	70	70	100	40	0	0	0	0
BUJANOVAC	80	80	120	30	1000	0	0	0
LOZNICA	50	50	0	0	0	0	0	0
BOR	40	40	50	0	0	0	0	0
TRGOVIŠTE	50	50	100	40	500	0	0	0
BEOGRAD	120	100	0	20	0	0	0	0
KURŠUMLIJA	50	50	0	0	0	0	0	0
MALI ZVORNIK	30	30	0	0	0	0	10	100
LEBANE	40	40	60	20	400	0	0	0
GO Niška Banja – Niš	0	0	0	0	0	0	0	50
GO Palilula – Niš	0	0	0	0	0	0	0	300
LESKOVAC	50	50	100	30	0	0	0	0
Red Cross of Vojvodina stock replenishment							8	1210
Red Cross of Serbia stock replenishment								50
Total	3,000	3,000	2,780	1,045	14,500	301	240	5,900

The Red Cross of Serbia was also working with a number of bilateral donors. Alongside the donation from the Russian government mentioned above, amounting to approximately EUR 72,000 in goods, the German Red Cross donated EUR 15,000 as a contribution towards obtaining 300 pairs of rubber boots (in anticipation of floods to come after melting) and one snowmobile, while the Austrian Red Cross donated EUR 5,000 for the procurement of additional quantities of food and hygiene articles for vulnerable families. The Provincial Government of the Serbian province Vojvodina also provided an additional 3,100 food parcels to the Red Cross of which 400 were distributed across the most vulnerable areas in the south and the rest across Vojvodina.

The Red Cross of Brus municipality, the branch that is the backbone of the Red Cross of Serbia National Disaster Response Team, carried out 35 snowmobile interventions: 22 rescue missions, 8 delivery missions (food and medicine delivered to areas cut off from the supply lines) and five technical assistance missions. An especially well covered Red Cross intervention was completed on 2 February 2012 when members of the Mountain and Water Rescue Team of the Red Cross of Brus participated in a rescue effort to save the life of the 82 year old Svetolik Simić living in Graševci village and suffering from a heart problem. The full story [can be accessed here](#).

Additionally, almost all municipal Red Cross branches in Serbia worked to assist the most vulnerable people by either organising daily visits to older and homebound people or by providing day centres for homeless people / people with inadequate living conditions where they were able to spend time indoors, at heated premises, receiving hot beverages. In total, 2,500 Red Cross volunteers spent approximately 50,000 working hours in this operation across 59 municipalities.

The contents of the standard food parcel distributed by the Red Cross of Serbia were as follows.

Item	Unit	Quantity
Flour	kg	10
Cooking oil	litre	2
Salt	kg	1
Sugar	kg	1
Beans	kg	2
Rice	kg	2
Pasta	kg	2

The contents of the standard hygiene parcel distributed by the Red Cross of Serbia comprised the following items.

Item	Unit	Quantity
Washing powder 3 kg	piece	1
Hair shampoo 1/1 litre	piece	1
Soap 200 g	piece	4
Toilet paper	piece	4
Toothpaste	piece	2
Toothbrush	piece	4
Shaving foam	piece	1
Disposable razor	piece	4
Hygiene pads	package	2
Dishwashing fluid 1/1 litre	piece	1

All packages were in cardboard boxes with printed list of contents and stickers using Serbian Red Cross / IFRC insignia.

The government also provided assistance with food supply for 22 municipalities through parcels similar to the ones distributed by the Red Cross, the major difference being the addition of corn as livestock fodder.

Lessons learned, reflection and future steps

Lessons learned workshop

A “lessons learned” workshop was also organised, utilising the DREF funding at the end of the operation. Volunteers and staff of the five most active branches in the operation participated (30 participants), selected according to the activities they were implementing. The experiences from the operation were discussed. The need for a number of higher level winter disaster response teams was discussed. The teams, at local and district levels, would focus on mountain rescue, medical emergency evacuation, food and hygiene delivery to cut off areas, provision of first aid and assistance to professional rescue services. Due to the frequency of emergencies related to climate change over the past few years (heat waves and extreme cold), the National Society needs to strengthen its focus on climate change activities within its preparedness programmes.

In this operation the highest number of volunteering hours was spent on personally visiting the families affected by low temperatures and snow rather than on technical preparation and distribution of relief goods, as opposed to previous operations of this kind, as a result of emphasis put on care for vulnerable families in each affected community.

Additionally, the operation was logistically more challenging than most relief distribution operations in this national society due to the need to reach many cut off areas/ communities/ individual houses. The usefulness of special transportation means (snowmobile, specially equipped trucks etc.) and the trained staff to use those special vehicles can not be overstated and should be a consideration for the future.

Mountain rescue training for the National Disaster Response Team

Following this workshop, as preparedness for the future emergencies of similar kind and scale, and bearing in mind the climate change effects that can lead to a higher frequency of such emergencies, the Red Cross of Serbia conducted a mountain rescue training for 23 members of its National Disaster Response Team. This training was paid for from the National Society’s own funds, and it used the opportunity of the operation still being in effect to reflect on the interventions conducted and the lessons learned from them. The experiences of the Red Cross of Brus team, as well as their skills and knowledge were used as the framework for the training.

The Red Cross of Brus Mountain Rescue Team was founded in the year 2000 with the great support of the Norwegian Red Cross. The Norwegian Red Cross provided equipment for the team as well as training for the members and the team has since been active in emergencies, maintaining the know-how and preparedness through the years.

The high profile activities of the team during this year’s emergency have led the Red Cross of Serbia to the understanding of the benefits of a national level rescue team. The initial training for the National Disaster Response Team mentioned above is but the first step in forming a solid body of mountain rescue staff at national level, with development of operating procedures, provision of equipment and further training as well as networking with other actors to come in the near future. This will lead to the National Disaster Response Team of the Red Cross of Serbia growing into an important partner for all the areas affected by future similar emergencies.

Achievements against outcomes

Relief distributions (food and basic non-food items)

Outcome: The most affected population (approximately 3,000 families / 8,000 people) will manage to preserve their health through distribution of clothes, hygiene items and food.

Outputs (expected results) and activities planned: The food and hygiene needs of the most vulnerable people will be met through distribution of food and non-food items.

Impact: The operation was a success with all the planned activities achieved within the planned timeframe. The Red Cross of Serbia was coordinating all its activities with other actors (mainly different government services) through the National Crisis Headquarters, ensuring that the assessment of needs and the division of tasks was swift, efficient and ensuring the best coverage of people in need.

The planned number of vulnerable people was reached, this being either the population of the cut off areas that had to be reached using a snowmobile or especially vulnerable people in otherwise accessible areas.

The provision of food and hygiene items helped them preserve their health in the extreme winter conditions with the usual supply lines being either cut or slowed down and the usual means of obtaining food and other vital items shrunk due to the extreme weather.

The large volume of bilateral support – the Russian government, the German and Austrian Red Cross Societies as well as the Serbian government distributions – meant that the initial projection of the DREF funding needed for the Red Cross of Serbia operation was scaled down during the operation. The saved amount of CHF 71,549 will therefore be returned to the DREF.

Contact information

For further information specifically related to this operation please contact:

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1. Click [here](#) to return to the title page

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 Disaster 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.

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Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

MDRRS006 - Serbia - Extreme Winter Condition

Appeal Launch Date: 08 feb 12

Appeal Timeframe: 08 feb 12 to 08 may 12

Final Report
I. Funding

Selected Parameters	
Reporting Timeframe	2012/2-2012/5
Budget Timeframe	2012/2-2012/5
Appeal	MDRRS006
Budget	APPROVED

All figures are in Swiss Francs (CHF)

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
A. Budget	206,291					206,291	
B. Opening Balance	0					0	
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>	206,291					206,291	
C4. Other Income	206,291					206,291	
C. Total Income = SUM(C1..C4)	206,291					206,291	
D. Total Funding = B +C	206,291					206,291	
Coverage = D/A	100%					100%	

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
B. Opening Balance	0					0	
C. Income	206,291					206,291	
E. Expenditure	-134,742					-134,742	
F. Closing Balance = (B + C + E)	71,549					71,549	

Selected Parameters	
Reporting Timeframe	2012/2-2012/5
Budget Timeframe	2012/2-2012/5
Appeal	MDRRS006
Budget	APPROVED

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		206,291					206,291	
Relief items, Construction, Supplies								
Clothing & Textiles	36,200	27,287					27,287	8,913
Food	97,700	44,126					44,126	53,574
Water, Sanitation & Hygiene	36,200	29,233					29,233	6,967
Medical & First Aid		880					880	-880
Total Relief items, Construction, Supplies	170,100	101,526					101,526	68,574
Logistics, Transport & Storage								
Storage	2,000							2,000
Distribution & Monitoring	10,000							10,000
Transport & Vehicles Costs	2,000	465					465	1,535
Total Logistics, Transport & Storage	14,000	465					465	13,535
Personnel								
International Staff	900							900
National Staff		7,307					7,307	-7,307
National Society Staff	3,000							3,000
Volunteers	200							200
Total Personnel	4,100	7,307					7,307	-3,207
Workshops & Training								
Workshops & Training	3,500	21					21	3,480
Total Workshops & Training	3,500	21					21	3,480
General Expenditure								
Travel	1,000							1,000
Information & Public Relations		56					56	-56
Communications	500	534					534	-34
Financial Charges	500	117					117	383
Total General Expenditure	2,000	707					707	1,293
Contributions & Transfers								
Cash Transfers National Societies		16,492					16,492	-16,492
Total Contributions & Transfers		16,492					16,492	-16,492
Indirect Costs								
Programme & Services Support Recov	12,591	8,224					8,224	4,367
Total Indirect Costs	12,591	8,224					8,224	4,367
TOTAL EXPENDITURE (D)	206,291	134,742					134,742	71,549
VARIANCE (C - D)		71,549					71,549	

08/08/2012

Finance report
DREF Operation Serbia: Extreme Winter Conditions MDRRS006

No.	Description	Income	Expenditure	Balance	CHF
IFRC Cash Transfer					
22 February 2012: 15,000 CHF					
					Exchange rate 1 CHF= 89,02 RSD
Value in RSD		1,341,304.00			
Transfer 9 May 2012		126,797.59			
Total transfers value		1,468,101.59			
		1,468,101.59	0		0
1	Warehousing				0
1.1.	Boxes for hygiene and food parcels		43,553.63		489.26
1.2.	Fees for two warehouse workers		47,712.00		535.98
	Total warehousing		91,265.63	1376835.96	1,025.24
2	Relief distribution				0
2.1.	Fuel		550,919.25		6,188.78
2.2.	Per diem and accommodation for drivers		38,771.00		435.54
	Total distribution		589,690.25	787145.71	6,624.32
3	Branch level distribution				0
3.1.	16 local branches - basic costs		145,388.33		1,633.23
3.2.	Brus branch - distribution, rescue missions, technical missions		186,362.29		2,093.51
	Total branch level distribution		331,750.62	455395.09	3,726.74
4	Monitoring				0
4.1.	Fuel		13,055.25		146.66
4.2.	Accommodation		6,900.00		77.51
4.3.	Per diem and accommodation for drivers		13,500.00		151.65
	Total monitoring		33,455.25	421939.84	375.82
5	WORKSHOP - LESSONS LEARNED				0
5.1.	Accommodation and refreshments		254,570.00		2,859.73
5.2.	Fuel		67,647.45		759.92
5.3.	Printing and stationary		23,364.00		262.46
5.4.	Per diem		21,000.00		235.90
	Total workshop		366,581.45	55358.39	4,118.01
6	HQ costs				0
6.1.	Stationary		17,524.67		196.86
6.2.	Telephone		13,903.72		156.19
6.3.	Printing of Red Cross insignia stickers		23,930.00		268.82
	Total HQ		55,358.39	0	621.87
	Total	1,468,101.59	1,468,101.59	0	16,492.00

Red Cross of Serbia - Disaster management Programme Coordinator
Djula Lošonc