



Volunteer of the Red Cross of Serbia assisting affected households

Appeal: MDRRS016	Hazard: Cold Wave	Country: Serbia	Type of DREF: Response
Crisis Category: Yellow	Event Onset: Sudden	DREF Allocation: CHF 342,374	
Glide Number: -	People Affected: 50,988 people	People Targeted: 3,219 people	
Operation Start Date: 23-01-2026	Operation Timeframe: 4 months	Operation End Date: 31-05-2026	DREF Published: -

Targeted Regions: **Borski, Kolubarski, Macvanski, Moravicki**

Date of event

09-01-2026

What happened, where and when?

Since 4 January, severe winter weather conditions, including heavy snowfall, strong winds and low temperatures, have affected several parts of Serbia, causing partial collapse of the electricity distribution network and widespread, prolonged power outages. These outages severely disrupted heating, water supply and access to essential services, particularly in rural and hard-to-reach areas. The situation further deteriorated on 7 January, when additional heavy snowfall coincided with a sharp drop in temperatures to severe sub-zero levels. The most affected municipalities included Loznica, Valjevo, Osečina, Ivanjica, Vladimirci, Krupanj, Lučani, Mali Zvornik and Majdanpek, where heavy snow accumulation caused restricted access to communities, disrupted transportation and prolonged electricity cuts due to damage to power infrastructure.

Additionally, as a consequence of heavy precipitation, rivers in Kosovo and Metohija began to overflow. Note: All references to Kosovo in the present document should be understood in the context of United Nations Security Council resolution 1244 (1999). On 7 January, the Ibar river overflowed, followed by the Sitnica river on 9 January, causing localized flooding in the municipalities of Kosovska Mitrovica, Zvečan, Kosovo Polje and Lipljan. Flooding affected residential areas, agricultural land and critical infrastructure, posing risks to livelihoods, health and safety of the population.

The Emergency Situations Sector of the Ministry of Interior of the Republic of Serbia announced a state of emergency due to snow in 11 municipalities (Loznica, Osečina, Prijepolje, Vladimirci, Mali Zvornik, Valjevo, Majdanpek, Krupanj, Sjenica, Lučani, Ivanjica) as a result of severe winter weather.

The State of emergency was declared in 11 municipalities:

Loznica 5/1/2026
Osečina 5/1/2026
Prijepolje 5/1/2026
Vladimirci 6/1/2026
Mali Zvornik 6/1/2026
Valjevo 8/1/2026
Majdanpek 8/1/2026
Krupanj 8/1/2026
Sjenica 9/1/2026
Lučani 10/1/2026
Ivanjica 10/1/2026

The state of emergency still remains in 10 municipalities. In response to immediate needs, the Red Cross of Serbia provided emergency assistance to over 400 households, including food and hygiene parcels, blankets, sleeping bags, drinking water, candles, and Primus stoves. However, the evolving situation, remaining unmet needs, and depletion of contingency stocks require continued support and reinforcement of operational capacities through DREF assistance.





Red Cross Valjevo delivering food assistance



Red Cross Ivanjica team assessing local community needs on-site



Red Cross Lučani team delivering food assistance



Red Cross Lučani delivering food assistance

Scope and Scale

The population most likely to experience the impacts of this hazard includes households in urban, rural, remote and hard-to-reach areas, where snow accumulation, ice and damaged roads have isolated communities and limited access to essential services. Vulnerable groups at the highest risk include older people, families with children, people with disabilities and households dependent on subsistence agriculture or low-income livelihoods. These groups are particularly affected due to limited mobility and restricted access to markets and services. Their reliance on electricity for heating and cooking during extreme cold further increases their vulnerability, leaving them exposed to prolonged power outages and the loss of perishable food supplies.

In the previous years, similar winter events in Serbia have caused widespread disruption and significant impacts on communities leaving tens of thousands of homes without electricity, blocked roads and caused traffic chaos, with authorities urging residents to postpone travel and conserve power due to network failures and difficult conditions. Additionally, communities experienced difficulty in accessing food and water and increased health risks due to cold and inadequate heating.

The current situation is significantly more severe, with the combined hazards of heavy snowfall, extreme cold and flooding impacting a wider geographic area and posing heightened risks to lives, livelihoods, well-being and critical infrastructure compared to previous years.

The State of emergency was declared in 11 municipalities:

- Loznica 5/1/2026
- Osečina 5/1/2026
- Prijepolje 5/1/2026
- Vladimirci 6/1/2026
- Mali Zvornik 6/1/2026
- Valjevo 8/1/2026
- Majdanpek 8/1/2026
- Krupanj 8/1/2026
- Sjenica 9/1/2026
- Lučani 10/1/2026
- Ivanjica 10/1/2026

Needs assessments revealed that 19,611 households are affected (50,988 people), with significant needs for food, NFIs, drinking water and heating support. The most affected households are:

- Mačva District (municipalities: Loznica, Vladimirci, Krupanj, Ljubovija) – 10,983 households
- Kolubara District (municipalities: Valjevo, Osečina) – 4,120 households
- Moravica District (municipalities: Ivanjica, Lučani, Čačak) – 4,283 households
- Bor District (municipality: Majdanpek) – 150 households
- Kosovska Mitrovica District (municipalities: Kosovska Mitrovica, Zvečan, Kosovo Polje, Lipljan) – 75 households

The majority of them are older single-person households living in hard-to-reach and remote mountainous areas.

Previous Operations

Has a similar event affected the same area(s) in the last 3 years?	Yes
Did it affect the same population group?	Yes
Did the National Society respond?	Yes
Did the National Society request funding form DREF for that event(s)	No
If yes, please specify which operation	-
If you have answered yes to all questions above, justify why the use of DREF for a recurrent event, or how this event should not be considered recurrent:	
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Lessons learned:	
Similar winter weather events have affected parts of Serbia in the past three years, impacting comparable population groups, particularly households in rural and hard-to-reach areas, older people and other vulnerable groups. However, these previous winters were milder, with lower snowfall and no prolonged power outages and therefore did not require DREF support.	
Lessons learned from these past operations have informed the current response. Pre-positioning of relief stocks, early activation of local branches and rapid mobilization of volunteers proved effective in delivering assistance efficiently. The experience highlighted the importance of replenishing relief items, supporting operational costs, ensuring staff and volunteer safety and incorporating cash assistance as a flexible tool to meet urgent needs. These lessons will be applied in the current operation to strengthen preparedness, improve efficiency and mitigate challenges posed by extreme weather and infrastructure disruption.	
Did you complete the Child Safeguarding Risk Analysis in previous operations, what was risk level?	Yes
What was the risk level for Child Safeguarding Risk Analysis?:	Low



Current National Society Actions

Start date of National Society actions

08-01-2026

Shelter, Housing And Settlements	<p>The Red Cross of Serbia has supported flood-affected households by installing dehumidifiers in residential premises to facilitate the safe drying of homes and belongings. This intervention aimed to reduce secondary damage to housing, prevent mold growth and enable safer re-entry for families whose homes were flooded. The activity complemented other WASH and livelihoods support, ensuring households could restore basic living conditions as quickly as possible.</p> <p>Shelter, housing, and settlements interventions have been carried out in four affected municipalities, including the following activity:</p> <ul style="list-style-type: none">- Installation of dehumidifiers: 15 households
Livelihoods And Basic Needs	<p>So far, the Red Cross of Serbia has provided emergency assistance to over 1,194 affected households (3,104 people), including the distribution of food parcels and non-food items (NFI) to address immediate basic needs.</p> <p>In the municipality of Majdanpek, due to faulty electrical installations and overloading of the electricity network, a fire broke out in a residential building, resulting in the evacuation of 15 families and the destruction of apartments. The apartments are currently uninhabitable. The Majdanpek Red Cross branch provided assistance to affected families by distributing food, blankets and warm clothing to address their immediate basic needs.</p> <p>Assistance prioritized the most vulnerable groups, including older people, families with children, people with disabilities and low-income households. Livelihoods and basic needs interventions have been carried out in nine affected municipalities, with the following items distributed to support affected households:</p> <ul style="list-style-type: none">- Food parcels: 1,194 pcs- Family food parcels: 153 pcs- Blanket: 546 pcs- Sleeping bags: 15 pcs- Candles: 1,223 pcs- Primus stoves: 205 pcs- Primus Stove canisters: 410 pcs
Water, Sanitation And Hygiene	<p>Drinking water and hygiene parcels have been delivered to affected communities where water supply systems were disrupted due to prolonged power outages or limited access caused by snow, ice and damaged road infrastructure. Additional water, sanitation and hygiene (WASH) activities were implemented in flood-affected areas, including pumping out water from flooded households, disinfection of residential premises and installation of dehumidifiers to support safe re-entry, reduce health risks, and prevent secondary damage to housing.</p> <p>WASH activities have been implemented in nine affected municipalities, with the following items distributed to support affected households:</p> <ul style="list-style-type: none">- Hygiene parcels: 940 pcs- Bottled water: 9,000 liters- Disinfection services: 15 households
Coordination	<p>The Red Cross of Serbia is an integral part of the national disaster risk reduction (DRR) and emergency management system and is officially recognized as an entity of special importance for protection and rescue. In this capacity, the Red Cross of Serbia has been actively engaged in coordination mechanisms at national and local levels throughout the response.</p> <p>Operational Red Cross branches operated in close coordination with local emergency headquarters (HQ), ensuring alignment of activities, information sharing and complementarity with actions undertaken by local authorities and emergency services.</p>



	<p>Coordination was maintained between local branches and the headquarters of the Red Cross of Serbia to support operational planning, resource mobilization, and monitoring of response activities.</p> <p>On 12 January, at the national level, the Red Cross of Serbia participated in the session of the Republic Emergency Management HQ, contributing to situational analysis, coordination of response measures, and identification of priority humanitarian needs.</p> <p>In addition, the Red Cross of Serbia has been in regular communication with the IFRC Country Cluster Delegation to Central and South-Eastern Europe (CCD CSEE) in Sarajevo, ensuring information sharing, technical coordination and alignment with the IFRC procedures and standards.</p>
<p>Assessment</p>	<p>Following the severe winter weather and localized flooding, the Red Cross of Serbia conducted needs assessments in coordination with local authorities and municipal emergency headquarters. Assessments focused on identifying priority humanitarian needs related to food, NFIs, WASH, psychosocial support (PSS) and shelter, particularly for households affected by prolonged power outages, isolation due to snow and ice and flood-affected areas.</p> <p>Assessment teams, including Red Cross staff and trained volunteers, collected data through household visits, interviews with local authorities and field observations. In cases where roads were impassable due to heavy snow and ice, teams were unable to reach certain households directly. In these situations, information was gathered through phone calls with residents, via neighbors or secondary data.</p> <p>Needs assessments revealed that 19,611 households are affected (50,988 people), with significant needs for food, NFIs, drinking water and heating support. The most affected households are:</p> <ul style="list-style-type: none"> - Mačva District (municipalities: Loznica, Vladimirci, Krupanj, Ljubovija) – 10,983 households - Kolubara District (municipalities: Valjevo, Osečina) – 4,120 households - Moravica District (municipalities: Ivanjica, Lučani, Čačak) – 4,283 households - Bor District (municipality: Majdanpek) – 150 households - Kosovska Mitrovica District (municipalities: Kosovska Mitrovica, Zvečan, Kosovo Polje, Lipljan) – 75 households <p>The findings of these assessments informed the prioritization of relief activities, targeting of the most vulnerable households, and planning of the DREF operation to ensure timely and effective delivery of assistance. The total identified needs from the assessments were shared with the Civil Protection mechanism of the Republic of Serbia.</p>
<p>National Society EOC</p>	<p>The Red Cross of Serbia Emergency Operational Centre (EOC) at HQ has been continuously active throughout the response to severe winter weather and localized flooding. Its role is to monitor all relevant early warning systems, including hydro-meteorological alerts and water management reports, and to collect and analyze data from the field to accelerate needs assessment and response decision-making.</p> <p>During this operation, the EOC HQ closely followed all alarms and updates from relevant agencies, including municipal emergency HQ and notified Red Cross structures about potential risks and required response activities. All data from initial and daily reports on field assessments, distributions, and needs were compiled and analyzed within the EOC to inform operational planning.</p> <p>The EOC HQ prepares situation reports, which are shared with the Civil Protection Mechanism and other stakeholders within the Republic of Serbia's protection and rescue system. These reports have supported timely coordination, monitoring of ongoing activities, and adjustment of response measures in municipalities affected by snow, extreme cold, power outages and flooding in Kosovo and Metohija.</p>



IFRC Network Actions Related To The Current Event

Secretariat	The Red Cross of Serbia has been in regular communication with the IFRC CCD CSEE in Sarajevo, ensuring information sharing, technical coordination and alignment with IFRC procedures and standards. The CCD CSEE has provided support in planning the DREF operation.
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Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	The Emergency Situations Sector of the Ministry of Interior of the Republic of Serbia announced a state of emergency due to snow in 11 municipalities (Loznica, Osečina, Prijepolje, Vladimirci, Mali Zvornik, Valjevo, Majdanpek, Krupanj, Sjenica, Lučani, Ivanjica) as a result of severe winter weather. The state of emergency remains in effect in 10 municipalities. Additional three municipalities in Kosovo and Metohija are also affected. Emergency headquarters of local self-governments with declared states of emergency have mobilized additional personnel and equipment to prevent further escalation and mitigate the impacts on affected communities.
UN or other actors	EUCPM has not been activated for this event.

Are there major coordination mechanism in place?

The leading national authority of the Republic of Serbia responsible for civil protection and emergency management in the event of natural or man-made disasters is the Sector for Emergency Management of the Ministry of the Interior (SEM Mol). It oversees prevention, preparedness, and response activities. SEM coordinates efforts across all levels of government, municipal, city, district and national, and maintains offices at each level, ensuring that there is a local SEM headquarters in every municipality, city, and district. Activities are carried out according to the principle of subsidiarity at the most local level possible and are scaled up when necessary (for example, if an emergency affects multiple municipalities, coordination can be elevated to the district level).

Needs (Gaps) Identified



Shelter Housing And Settlements

As a result of the emergency needs assessment, affected households require the following support:

- 75 household cleaning kits for 75 households in 4 municipalities
- Information brochures on post-flood recovery, providing households with additional information and expert guidance on how to protect and restore their homes. The brochures will be distributed to 100 households at risk of flooding;
- 150 pair of rubber boots for 75 households in 4 the municipalities of (approximately 200 people);
- 150 sets of raincoats for 75 households in 4 the municipalities (approximately 200 people).

To ensure continued support in the coming months, the following items require replenishment and maintenance:

- Servicing of 15 dehumidifiers, which will be deployed in the field for a minimum period of one month;
- Servicing of one mud pump to ensure continued field operations.





Livelihoods And Basic Needs

To ensure continued support in the coming months, the following items require replenishment and maintenance in 9 districts:

- 1,194 emergency family canned food parcels;
- 153 family food parcels.

As a result of the emergency needs assessment, affected households require the following support:

- 75 family food parcels for 75 affected HH in the municipalities



Multi purpose cash grants

As a result of the needs assessment, it was identified that there is a need to provide cash assistance for the most vulnerable households affected. Extreme winter conditions have caused damage to households in terms of electricity and water supply. Food supplies have been lost due to interrupted refrigeration as a consequence of power cuts.

Consequently, most vulnerable populations are struggling to cover the minimum basic needs. Damage to livelihoods and electrical appliances puts an additional strain on the population and further challenges to cover basic needs.

The Red Cross of Serbia will additionally support affected people who are living near or below the poverty line with multi-purpose cash assistance.

The Red Cross of Serbia has long-term agreements in place with two Financial Service Providers (FSP) for two delivery mechanisms:

- 1) Bank Gift Prepaid Cards allowing for purchases of goods and services at any store using a POS terminal (FSP: Bank Poštanska štedionica);
- 2) Cash in envelopes delivery to the home address of recipients by postmen. (FSP: Post of Serbia).

Both delivery mechanisms comes under "Third party cash" in accordance with the IFRC Procurement manual: 3.6.2 – Procurement Quality assurance for CASH, although the Bank Gift Prepaid Cards may be also viewed as a "Value Voucher" as recipients can use it only for purchases of goods and services at various suppliers using POS terminal (the Bank Gift Prepaid Cards does not allow for withdrawal of cash at ATMs or over the bank counter). In line with the manual, the trigger for procurement is service fees to be charged by suppliers.

Financial Due Diligence for Bank Poštanska štedionica was carried out in 2023 and before entering into a long-term agreement for the provision of Bank Gift Prepaid Cards. In addition to this, the Red Cross of Serbia has a very good experience in previous cooperation with Bank Poštanska štedionica for cash and voucher assistance (CVA) implementation.



Health

During the needs assessments, the Red Cross of Serbia identified that populations in several affected municipalities have experienced repeated exposure to natural hazards in recent years, including winter storms, power outages, and localized flooding. The cumulative impact of prolonged electricity cuts, isolation due to snow and ice, and flood-related damage has contributed to increased levels of stress, exhaustion, anxiety, and frustration among affected households, particularly among vulnerable groups.

There is an additional need to raise awareness related to health risks associated with flooding, including infection, contamination and water-borne diseases, which may pose threats to health and well-being during and after flood events.

In response, the Red Cross of Serbia plans to implement Psychological First Aid (PFA) and PSS activities for affected populations, as well as for Red Cross staff and volunteers engaged in the response. Awareness-raising activities on health, hygiene, and coping mechanisms will be conducted alongside PSS interventions. These activities will be implemented in affected municipalities, targeting households impacted by extreme winter conditions, prolonged power outages, and flooding.

As a result of the emergency needs assessment, the following activities will be implemented:

- 3,000 printing PFA brochures with recommendations for self-help during an emergency for affected households;
- developing and printing 200 guidelines for PSS hotline volunteers on how to conduct a conversation with a person in need;
- Implementation of one PSS workshop for 25 first responders who were engaged in the disaster response activities.





Water, Sanitation And Hygiene

The severe winter conditions, prolonged power outages and localized flooding have significantly disrupted access to safe water, sanitation and hygiene services in affected municipalities. Power cuts have impacted water supply systems, particularly in rural and hard-to-reach areas, while in some areas there has been contamination of water sources and increased health risks. Continued WASH support is required to prevent the spread of water-borne diseases, maintain basic hygiene standards during extended power disruptions, and support households in safely restoring their living conditions following flooding.

As a result of the emergency needs assessment, affected households require the following support:

- 75 family hygiene parcels for 75 affected households in the municipalities of Kosovska Mitrovica, Lipljan, Zvečan and Kosovo Polje.

To ensure continued support in the coming months, the following items require replenishment and maintenance:

- 9,000 liters of bottled water;
- 940 hygiene parcels.

Any identified gaps/limitations in the assessment

Currently, there are no identified gaps/limitations in the assessment.

Operational Strategy

Overall objective of the operation

The overall objective of the operation is to address the immediate and short-term humanitarian needs of populations affected by severe winter conditions, prolonged power outages, and localized flooding, by providing timely and coordinated assistance that supports basic needs, livelihoods, health and well-being, while strengthening community resilience and reducing further humanitarian risks.

Operation strategy rationale

The current operation is designed to provide timely, targeted and life-saving assistance to populations affected by severe winter weather, prolonged power outages, and localized flooding. The most urgent needs identified include access to food and basic household items, safe drinking water, hygiene and sanitation support, heating and shelter, psychosocial support, and emergency cash assistance. These needs were prioritized due to the combined impact of extreme cold, heavy snowfall, impassable roads, prolonged electricity outages, and flood-related damage, which have disrupted essential services, compromised livelihoods, and increased health risks, particularly among vulnerable households.

Main Priorities:

Immediate relief for basic needs and livelihoods: Ensure affected households have access to food, NFIs, and heating support.

WASH services: Reduce risks of waterborne diseases and maintain hygiene standards in affected communities.

Shelter support: Installation of dehumidifiers in flood-affected households to enable safe re-entry and prevent further damage.

PSS services: Address heightened stress and mental health challenges among affected populations and response personnel.

Multi-purpose cash assistance: Provide households with flexible means to meet urgent needs that cannot be fully addressed through in-kind distributions.

The selection of methods and interventions was based on the context-specific challenges of the emergency. Inaccessible roads and isolated households due to snow and ice necessitated flexible delivery methods, including direct distributions, cash assistance and remote communication (phone or neighbors). Flood-affected households required specialized WASH and shelter interventions, such as pumping water, disinfection and installation of dryers. PSS activities were prioritized to mitigate the psychosocial impact of prolonged isolation, cold and loss of property or livelihoods. Cash assistance was selected as a flexible, timely modality to complement in-kind support and allow households to address their immediate priorities.

Key factors and challenges:

Geographical and access challenges: Snow, ice, and flooding limited access to certain areas, requiring adaptation of assessment and distribution methods.

Vulnerability of specific groups: Elderly persons, families with children, people with disabilities, and low-income households were prioritized due to their limited coping capacity.

Depletion of local stocks: necessitated the replenishment of relief items and operational support to branches.

Coordination with local authorities and IFRC: Ensured alignment with national disaster management systems, and IFRC operational standards.

This operation aims to address these urgent needs through a coordinated, multisectoral approach that combines in-kind assistance, cash



support, psychosocial support, and WASH interventions, while strengthening local response capacity and community resilience. The selected methods are expected to achieve desired outcomes by ensuring timely access to essential services, reducing health risks, restoring household functionality, and supporting the well-being of affected populations.

According to the needs assessment, the 13 municipalities will be supported by the DREF activities.

Mačva District – municipalities: Loznica, Vladimirci, Krupanj

Kolubara District – municipalities: Valjevo, Osečina

Moravica District – municipalities: Ivanjica, Lučani, Čačak

Bor District – municipality: Majdanpek

Kosovska Mitrovica District – municipalities: Kosovska Mitrovica, Zvečan

Kosovo District – municipalities: Kosovo Polje, Lipljan

Targeting Strategy

Who will be targeted through this operation?

Based on needs assessments and available data, the proposed operation supports the provision of activities to the following households:

- Households that are directly impacted by extreme winter conditions;
- Households that are directly impacted by the floods;
- Households that have incurred damages to their residential properties;
- Households that have suffered losses to their livelihoods.

The operation plans to prioritize the older population, single-headed households, children, and groups most at risk, who have been identified based on their level of vulnerability in coping with disasters.

Explain the selection criteria for the targeted population

Each household receiving assistance with the support of the current DREF operation has to be directly affected by extreme winter conditions or floods (primary criteria). Additionally, the planned activities of the DREF operation will be targeting the affected population by taking into consideration secondary criteria that are related to vulnerability:

- social vulnerability;
- multiple family members;
- single-parent households with children;
- older people;
- people with disabilities.

So far, affected population have been supported with emergency family canned food parcels, hygiene parcels, candles, primus stove, blankets, bottled water, and warm clothes. In addition to emergency canned food parcels, the affected population is and will be assisted with household cleaning sets, hygiene family parcels, family food parcels, boots, as well as cash assistance and drinking water.

Total Targeted Population

Women	1,642	Rural	85%
Girls (under 18)	-	Urban	15%
Men	1,577	People with disabilities (estimated)	-
Boys (under 18)	-		
Total targeted population	3,219		

Risk and Security Considerations (including "management")

Does your National Society have anti-fraud and corruption policy?	Yes
Does your National Society have prevention of sexual exploitation and abuse policy?	Yes
Does your National Society have child protection/child safeguarding policy?	Yes
Does your National Society have whistleblower protection policy?	Yes
Does your National Society have anti-sexual harassment policy?	Yes

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
Access constraints resulting from snow, ice and flood conditions	<ul style="list-style-type: none"> - Use of local volunteers and community contacts for information collection and distribution. - Coordination with municipal emergency services for clearing access routes. - Flexible delivery modalities, including remote communication and decentralized distribution points.
Prolonged power outages and harsh winter conditions	<ul style="list-style-type: none"> - Distribution of blankets, sleeping bags, Primus stoves, and candles. - Provision of safe drinking water and hygiene support. - Monitoring of vulnerable households for urgent needs.
Flood-related secondary health risks (waterborne diseases)	<ul style="list-style-type: none"> - Delivery of hygiene parcels and safe drinking water. - Household disinfection and installation of dryers in flooded homes. - Risk communication and hygiene promotion campaigns.
Unpredictable or rapidly changing weather conditions	<ul style="list-style-type: none"> - Weather and climate information will be monitored during the duration of the operation. - Staff and volunteers will be provided with regular updates on weather conditions and changing risks.

Please indicate any security and safety concerns for this operation:

There are no any security concerns related to the areas where the operation will take place.

However, heavy snow, ice, and flooding increases the risk of slips, falls, road accidents, and limited accessibility for staff and volunteers.

Prolonged power outages and extreme cold: Exposure to extreme temperatures can lead to hypothermia, frostbite, and other cold-related health risks. Loss of electricity also increases the risk of accidents in homes, including fires due to overloaded electrical installations (as evidenced by the fire in Majdanpek).

Flood-related health risks: Standing water, contaminated water sources, and disrupted sanitation systems may lead to waterborne diseases and infections, posing risks to both communities and field staff.



Community risks: Delays or difficulties in the delivery of assistance could lead to frustration or tension in affected communities, potentially impacting the safety of volunteers during distributions.

Areas of Concern:

Rural, remote and flood-affected areas are most challenging due to limited access, snowed-in or icy roads, and damaged infrastructure. These conditions increase operational risk and require careful planning of travel and field activities.

Has the child safeguarding risk analysis assessment been completed?

Yes

Planned Intervention



Shelter Housing And Settlements

Budget: CHF 38,660

Targeted Persons: 228

Indicators

Title	Target
# of affected households receiving household cleaning kits	75
# of dehumidifiers serviced and deployed in the field	15
# of households receiving rubber boots	75
# of households receiving raincoats	75

Priority Actions

- Delivering household cleaning kits - 75 households;
- Delivering 150 rubber boots - 75 households;
- Delivering 150 raincoats - 75 households;
- Servicing 15 dehumidifiers and one mud pump;
- Delivering hygiene parcels to households in flood-affected communities - 75 households
- Pumping out water from flooded households to enable safe access - 15 households
- Conducting disinfection of affected households to prevent contamination and reduce health risks - 15 households
- Installing dehumidifiers in flooded households - 25 households

Distribution of hygiene parcels, household cleaning kits, rubber boots, and raincoats will be implemented in 4 municipalities affected by floods (2 districts: Kosovskomitrovacki, Kosovski):

- o Kosovska Mitrovica
- o Zvečan
- o Kosovo Polje
- o Lipljan

Procurement for distribution:

- 75 household cleaning kits
- 75 hygiene parcels for distribution;
- 150 rubber boots
- 150 Raincoast
- Printing and distribution of 200 post-flood recovery information brochures to 100 households at risk of flooding, providing practical guidance on home protection, clean-up, and recovery measures. Brochures will be printed in Serbian and Albanian.



Procurement for replenishment of RC stocks:

- 546 blankets
- 15 sleeping bags
- 1,223 candles
- 205 Primus stoves
- 410 Primus stove canisters



Livelihoods And Basic Needs

Budget: CHF 50,300

Targeted Persons: 1,776

Indicators

Title	Target
# of family food parcels distributed to affected households	75
# of emergency family canned food parcels replenished	1,044
# of family food parcels replenished	153

Priority Actions

- Provision of emergency food assistance to affected households - 592 households. The figure of 592 households includes 75 flood-affected households and 517 households that will receive cash assistance. These households will be additionally supported with food items to mitigate the impact of losses incurred due to prolonged power outages.
- Replenishment of emergency food stocks
- Replenishment of family food parcels

Distribution of food parcels will be implemented in 13 affected municipalities (6 districts: Borski, Kolubarski, Macvanski, Moravicki, Kosovskomitrovacki, Kosovski)

HH affected by extreme winter conditions - 517 parcels (9 municipalities, 4 districts: Borski, Kolubarski, Macvanski, Moravicki):

- o Vladimirci
- o Osečina
- o Loznica
- o Lučani
- o Majdanpek
- o Valjevo
- o Ivanjica
- o Krupanj
- o Čačak

HH affected by floods - 75 parcels (4 municipalities, 2 districts: Kosovskomitrovacki, Kosovski):

- o Kosovska Mitrovica
- o Zvečan
- o Kosovo Polje
- o Lipljan

- Procurement for distribution:
- 592 family food parcels

- Procurement for replenishment of RC stocks:
- 1,194 emergency family canned food parcels
- 153 family food parcels





Multi Purpose Cash

Budget: CHF 144,730

Targeted Persons: 1,344

Indicators

Title	Target
# of households receiving multi-purpose cash assistance	517
% of people who reported being satisfied with the cash assistance	80
% of people who report being able to meet the basic needs of their households	80

Priority Actions

The most vulnerable families will receive an unconditional cash assistance (CHF 239,82 per household) to bridge to cover basic needs for one month, through the Postal order – Cash in envelopes delivery to the home address as delivery mechanism relying on long-term agreement with the Post of Serbia, bearing in mind that majority of households are located in distant and hard to reach settlements. Bank Gift Prepaid Cards may be used as a backup alternative as appropriate.

Multi-purpose cash assistance will also be implemented in order to effectively address a broad spectrum of basic needs among the vulnerable population. Implementation of such humanitarian assistance will safeguard the dignity and choice of the most vulnerable affected population, while also enhancing their safety and well-being.

The latest Minimum Expenditure Basket published by the Ministry of Internal and Foreign Trade for August 2025 amounts to RSD 56.868,37 (CHF 454,60*) per household (*Average Exchange Rate for the last year (period 13/1/2025 – 14/1/2026): 125.0958 RSD for 1.00 CHF).

Currently, most of the vulnerable population is unable to cover the minimum basic needs. In addition, damage to houses, electrical appliances, and cabling, livelihoods (agricultural lands, lost crops, lost stock), puts further challenges to them to cover basic needs.

The Multi-purpose cash assistance intends to cover:

- Approximately 50% of MEB (RSD 28.434,19/CHF 227,30), rounded off to 30.000,00 RSD (239,82 CHF) to enable efficient cash payout, to ensure basic needs are met by households for one month, bearing in mind that the loss of a part of food supplies will be compensated with food parcels.

Through CVA, we will support 517 affected households in nine municipalities: Vladimirci, Osečina, Loznica, Lučani, Majdanpek, Valjevo, Ivanjica, Krupanj, and Čačak.

Priority Actions:

- Needs assessment, targeting, prioritization strategy, and registration;
- CVA CEA: Information, Feedback mechanism, Post-distribution monitoring;
- Preparation meeting with implementing Red Cross branches;
- Ensure Red Cross branch staff and volunteers are properly prepared and trained to carry out CVA intervention;
- Distribution of cash assistance;
- Monitoring of the encashment and CVA intervention process;
- Reconciliation;
- Purchase of mobile safes - 10 pcs. The procurement of mobile safes is required to ensure secure Bank Gift Cards Distribution, implementing Red Cross branches operating in affected municipalities.
- Purchase of an ID card reader - 25 pcs. The procurement of an ID card reader is required to ensure accurate identification and verification of beneficiaries during the Cash Assistance intervention. The device will enable secure and efficient reading of personal identification documents, reducing the risk of duplication, fraud, and errors in beneficiary registration. This will contribute to increased transparency, accountability, and compliance with data protection and reporting requirements, while also speeding up the distribution process and minimizing waiting times for beneficiaries.
- Internal evaluation and Lessons Learned workshop.

Cash Assistance will be implemented in 9 municipalities - 517 HH (4 districts: Borski, Kolubarski, Macvanski, Moravicki)

- HH affected by extreme winter conditions:
 - o Vladimirci



- o Osečina
- o Loznica
- o Lučani
- o Majdanpek
- o Valjevo
- o Ivanjica
- o Krupanj
- o Čačak

The Government of Serbia is planning to support affected households according to the level of damage that will be assessed by local damage assessment committees.



Budget: CHF 5,740

Targeted Persons: 3,219

Indicators

Title	Target
# of affected households that received PFA information materials	1,118
# of PSS guidelines developed and printed for hotline volunteers	200
# of first responders trained in PSS and stress management	25
# of HH received information on safe water use, hygiene, and prevention of waterborne diseases.	200
# of volunteers participate in the refresher information session	35

Priority Actions

- Provision of PFA to affected populations - 1118 households;
- PSS for Red Cross staff and volunteers - 218 persons;
- Development, printing, and distribution of PFA materials with practical self-help recommendations for affected households to support psychological well-being during and after the emergency- 3,000 brochures;
- Capacity strengthening of PSS Hotline volunteers - 200 guidelines;
- Implementation of one PSS WS for first responders - 25 persons;
- Raising awareness among affected populations on safe water use, hygiene practices during power outages, and the prevention of waterborne diseases in flood-affected areas - 200 households
- The refresher information sessions for volunteers on Kosovo and Metohija Province will be done online using IFRC Epidemic Control Toolkit for volunteers - 35 volunteers.



Water, Sanitation And Hygiene

Budget: CHF 17,935

Targeted Persons: 1,573

Indicators

Title	Target
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# of hygiene parcels replenished for operational stocks	940
number of people assisted with bottled water	9,000

Priority Actions

Replenishment of hygiene parcels that were distributed to the affected households due to the extreme winter conditions.

Procurement for replenishment of RC stocks:

- 9,000 liters of bottled drinking water for replenishment;
- 940 hygiene parcels for replenishment;



Secretariat Services

Budget: CHF 9,800

Targeted Persons: -

Indicators

Title	Target
Monitoring visits	4

Priority Actions

- Coordinating and supervising the kick off, implementation and closing of the operation.
- Technical support to operation of activities,
- Liaison with the National Society, Regional Office and relevant levels, and following up on reporting.
- Ensuring adherence to IFRC policies procedures
- Maintaining the quality and accountability of the operation.
- Field monitoring and technical visits to affected areas
- Financial service charges and administrative costs related to operation.



National Society Strengthening

Budget: CHF 74,571

Targeted Persons: 218

Indicators

Title	Target
# of volunteers insured for emergency response activities	150
# of Red Cross uniform sets procured and distributed to staff and volunteers	122
# of Red Cross boots procured and distributed to staff and volunteers	110
# of volunteers participating in Lessons Learned workshops	80



Priority Actions

- Volunteer Insurance - Provide insurance coverage for all volunteers engaged in the emergency response, ensuring protection against accidents, injuries, and liabilities while conducting field activities - 150 volunteers
- Replenishment of Red Cross Stock – Uniforms - 122 sets;
- Replenishment of Red Cross Stock – Boots - 110 pairs;
- Coordination Meetings and Lessons Learned Workshops - 80 persons.

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

The Red Cross of Serbia will mobilize a combination of staff and volunteers to implement the operation, ensuring sufficient capacity to respond to the urgent needs of affected populations.

- Approximately 30 staff members from the national headquarters and local branches will be involved.
- Around 100 trained volunteers from affected municipalities will participate in field activities.

Staff and volunteers at local level: Conduct household assessments, distribute food, non-food items (NFIs), water, and hygiene parcels, assist with installation of dehumidifiers in flood-affected homes, and provide basic psychosocial support. Volunteers will also serve as focal points for collecting community feedback and monitoring assistance.

National Society Staff: Coordinate logistics, manage stock and supply distribution, provide technical guidance, oversee WASH,

Operation Coordinator at HQ: Responsible for overall operational management, coordination with municipal emergency headquarters, and communication with IFRC and other partners. Livelihoods, Shelter, and PSS activities, and ensure adherence to IFRC and National Society standards.

Cash Coordinator: Oversee the implementation of cash assistance, ensuring targeted distribution and proper monitoring.

Sectoral Coordinators: Lead specific sectors, including procurement, logistics and transportation, and finance, ensuring activities are implemented according to standards and operational plans.

Local Branch Coordinators: Oversee branch-level volunteer teams, manage local logistics, and act as liaison with municipal authorities.

Does your volunteer team reflect the gender, age, and cultural diversity of the people you're helping? What gaps exist in your volunteer team's gender, age, or cultural diversity, and how are you addressing them to ensure inclusive and appropriate support?

The teams of the Red Cross of Serbia reflect the gender, age, and cultural diversity of people assisted.

If there is procurement, will it be done by National Society or IFRC?

The procurement will be done by the Red Cross of Serbia, and it will include local suppliers.

Procurement will be done for replenishment and distribution.

Procurement for replenishment and distribution is expected to last up to two months.

The Red Cross of Serbia has long-term agreements in place with two Financial Service Providers.

How will this operation be monitored?

The operation will be closely monitored to ensure timely, effective, and accountable delivery of assistance to affected populations. A combination of reporting, field supervision, and coordination mechanisms will be used to track progress, identify gaps, and adjust activities as needed.

Field Reports: Local Red Cross branches and volunteers will submit weekly reports on distributions, assessments, and PSS activities to the Emergency Operational Centre (EOC) at headquarters.



EOC Tracking: The HQ EOC will compile and analyze incoming data, monitor progress against operational plans, and produce weekly situation reports for management and stakeholders.

Beneficiary Feedback: Volunteers and staff will collect community feedback during distributions and field visits to ensure responsiveness and address emerging needs.

Please briefly explain the National Societies communication strategy for this operation

The Red Cross of Serbia will implement a structured communication strategy to ensure effective internal coordination, transparent external communication, and engagement with affected communities throughout the operation.

Daily briefings and situation reports will be shared among headquarters, local branches, and field volunteers through email, phone, and secure messaging platforms.

The EOC at headquarters will serve as the central hub for collecting, analyzing, and disseminating operational information to all relevant teams.

RCS will share regular updates with stakeholders, partners, and the public through press releases, social media platforms, and the RCS website.

Communication will highlight key operational milestones, support needs, and the impact of interventions while ensuring the privacy and dignity of beneficiaries.

Coordination with local authorities and municipal emergency headquarters will ensure that messaging aligns with official announcements and community safety information.

Beneficiaries will receive information about assistance eligibility, distribution schedules, and safety measures via household visits, phone calls, and community notice boards.

Feedback mechanisms will allow communities to raise concerns, provide suggestions, and report issues, ensuring accountability and responsiveness.



Budget Overview



DREF OPERATION

MDRCCxxx - Red Cross of Serbia
SRB: Other - 01-2026-Extreme winter conditions and floods

Operating Budget

Planned Operations	257,365
Shelter and Basic Household Items	38,660
Livelihoods	50,300
Multi-purpose Cash	144,730
Health	5,740
Water, Sanitation & Hygiene	17,935
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	0
Environmental Sustainability	0
Enabling Approaches	85,008
Coordination and Partnerships	0
Secretariat Services	10,437
National Society Strengthening	74,571
TOTAL BUDGET	342,374

all amounts in Swiss Francs (CHF)



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