



Volunteer of the Red Cross of Serbia assisting affected households

Appeal: MDRRS016	Total DREF Allocation: CHF 342,374	Crisis Category: Yellow	Hazard: Cold Wave
Glide Number: CW-2026-000002-SRB	People Affected: 50,988 people	People Targeted: 3,219 people	People Assisted: 3,582 people
Event Onset: Sudden	Operation Start Date: 23-01-2026	Operational End Date: 31-05-2026	Total Operating Timeframe: 4 months
Targeted Regions: Borski, Kolubarski, Macvanski, Moravicki			

Description of the Event

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 Ivanjica team assessing local community needs on-site



Red Cross Lučani team delivering food assistance



Red Cross Lučani delivering food assistance



Red Cross Valjevo delivering food assistance

Scope and Scale

The population most likely to experience the impacts of this hazard included households in urban, rural, remote and hard-to-reach areas, where snow accumulation, ice and damaged roads had isolated communities and limited access to essential services. Vulnerable groups at the highest risk included older people, families with children, people with disabilities and households dependent on subsistence agriculture or low-income livelihoods. These groups were 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 increased their vulnerability, leaving them exposed to prolonged power outages and the loss of perishable food supplies.

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

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

A 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 had been affected, representing 50,988 people, with significant needs for food, NFIs, drinking water and heating support. The most affected households were located in:

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 affected households were older single-person households living in hard-to-reach and remote mountainous areas.

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

The emergency needs assessment showed that affected households needed support in the following areas:

- 75 household cleaning kits for 75 households in four 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 were to be distributed to 100 households at risk of flooding;
- 150 pairs of rubber boots for 75 households in four municipalities, benefiting approximately 200 people;
- 150 sets of raincoats for 75 households in four municipalities, benefiting approximately 200 people.

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

- Servicing of 15 dehumidifiers, which were to 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 following months, the following items required 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 required the following support:

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



Multi purpose cash grants

As a result of the needs assessment, it was identified that there was a need to provide cash assistance to the most vulnerable households affected by the disaster. Extreme winter conditions had caused damage to households, including disruptions to electricity and water supply. Food supplies had also been lost due to interrupted refrigeration as a consequence of prolonged power cuts.

Consequently, the most vulnerable populations had struggled to cover their minimum basic needs. Damage to livelihoods and electrical appliances had placed an additional strain on affected households and further challenged their ability to meet basic needs.



The Red Cross of Serbia additionally supported affected people living near or below the poverty line through multi-purpose cash assistance.

The Red Cross of Serbia had long-term agreements in place with two Financial Service Providers (FSPs) using two delivery mechanisms:

1. Bank Gift Prepaid Cards, allowing recipients to purchase goods and services at any store using a POS terminal (FSP: Bank Poštanska štedionica);
2. Cash in envelopes, delivered to the recipients' home addresses by postmen (FSP: Post of Serbia).

Both delivery mechanisms fell under “Third-party cash” in accordance with the IFRC Procurement Manual, Section 3.6.2 – Procurement Quality Assurance for CASH. However, the Bank Gift Prepaid Cards could also be considered a “Value Voucher”, as recipients could use them only to purchase goods and services from participating suppliers through POS terminals. The Bank Gift Prepaid Cards did not allow cash withdrawals at ATMs or over the bank counter. In line with the manual, the trigger for procurement was the service fees charged by the suppliers.

Financial Due Diligence for Bank Poštanska štedionica had been carried out in 2023, prior to entering into a long-term agreement for the provision of Bank Gift Prepaid Cards. In addition, the Red Cross of Serbia had extensive and positive experience from previous cooperation with Bank Poštanska štedionica in the implementation of cash and voucher assistance (CVA).



During the needs assessments, the Red Cross of Serbia identified that populations in several affected municipalities had 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 caused by snow and ice, and flood-related damage had contributed to increased levels of stress, exhaustion, anxiety, and frustration among affected households, particularly among vulnerable groups.

There was also an additional need to raise awareness of health risks associated with flooding, including infections, contamination, and water-borne diseases, which could pose threats to health and well-being during and after flood events.

In response, the Red Cross of Serbia planned and implemented Psychological First Aid (PFA) and Psychosocial Support (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 were conducted alongside PSS interventions. These activities were 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 were implemented:

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



The severe winter conditions, prolonged power outages and localized flooding had significantly disrupted access to safe water, sanitation and hygiene services in the affected municipalities. Power cuts had impacted water supply systems, particularly in rural and hard-to-reach areas, while in some areas water sources had been contaminated, increasing health risks.

Continued WASH support was 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 required the following support:

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

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

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



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 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 aimed 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, DREF activities supported 13 municipalities.

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 was targeted by this operation?

Based on needs assessments and available data, the proposed operation supported 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 prioritized 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 Assisted Population

Assisted Women	1,580	Rural	85%
Assisted Girls (under 18)	139	Urban	15%
Assisted Men	1,712	People with disabilities (estimated)	-
Assisted Boys (under 18)	151		
Total Assisted Population	3,582		
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
Supply chain disruptions due to weather or transport constraints	Pre-identification of multiple suppliers; framework agreements; early procurement planning
Limited supplier availability/market price volatility	Market assessment before procurement; competitive bidding; price benchmarking;
Budget overruns due to price fluctuations or logistics costs	Continuous budget monitoring; exchange rate tracking; approval procedures for budget revisions
Delays in delivery timelines are affecting the implementation schedule	Clear delivery deadlines in contracts; close supplier follow-up; regular timeline monitoring
Prolonged delivery delays requiring adjustment of operational timeframe, risk of non-cost extension	Early identification of delays; proactive communication with IFRC Cluster Office; documentation of justification; planning for possible non-cost extension request
Access constraints resulting from snow, ice and flood conditions	- 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	- 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)	- 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	- 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.
Primary FSP and delivery mechanism fail	Change in FSP and delivery mechanism
Longer time needed for beneficiary data collection in municipalities with a larger number of beneficiaries	Deploy NDRT to assist and speed up the process
Low satisfaction of beneficiaries due to prolonged waiting time for CVA delivery	Successive CVA delivery with FSP immediately after the RC branch completes the process
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

Implementation



Shelter Housing And Settlements

Budget: CHF 28,101
Targeted Persons: 228
Assisted Persons: 252
Targeted Male: 131
Targeted Female: 121

Indicators

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

Narrative description of achievements

- The operation successfully supported flood-affected communities in the municipalities of Kosovska Mitrovica, Zvečan, Kosovo Polje, and Lipijan, addressing immediate humanitarian needs and supporting early recovery efforts through a combination of relief assistance, household recovery measures, and community awareness activities.
 - A total of 75 flood-affected households (252 persons) received household cleaning kits and hygiene parcels, 150 pairs of rubber boots, and 150 raincoats.
 - The planned servicing of 15 dehumidifiers and one mud pump was completed. Following the servicing, the equipment was used as part of the activities to support affected households. The 15 dehumidifiers and one mud pump were installed and used to support the drying of flooded homes, helping households to safely access and start cleaning their homes after the floods. The servicing also ensured that the equipment remains operational and available for future flood response activities.
 - Community awareness and preparedness were further strengthened through the development, printing, and distribution of 200 post-flood information brochures in both Serbian and Albanian languages. The brochures were distributed to households at risk of flooding and provided practical guidance on household protection measures, safe clean-up practices, health considerations, and recovery actions following flood events.
 - The replenishment of 205 Primus stoves and 410 Primus stove canisters was not carried out due to changes in regulations and the supplier's inability to import the required quantity of these items. In coordination with and with the approval of the IFRC Cluster Office, the Red Cross of Serbia instead procured 16 dehumidifiers for Red Cross branches. Dehumidifiers were selected as the most suitable alternative based on the needs identified during the response and the disaster risk profile of Serbia. Floods are one of the most frequent natural hazards in Serbia and have affected some parts of the country almost every year during the past 15 years. The areas covered by the operation are among those with a higher flood risk.
- During previous flood responses, the need for equipment to help affected households dry their homes was identified. The procurement of 16 dehumidifiers will therefore strengthen the capacity of Red Cross branches to support households affected by floods. Having dehumidifiers available at the local level will also allow the Red Cross to respond more quickly in future flood emergencies. This investment therefore strengthens the preparedness and response capacity of the Red Cross in areas at higher risk of flooding.
- All other planned procurements were implemented.

Lessons Learnt

- Optimizing contingency stocks and pre-positioned relief items for rapid emergency response.
- Enhance coordination and information-sharing mechanisms between local branches, local authorities, and RCS headquarters.
- The value of close coordination with local authorities and volunteers for accurate, real-time needs assessments and beneficiary mapping.
- Procurement challenges required adjustments to the procurement plan and the reallocation of resources to alternative items that could meet the intended operational objectives while strengthening disaster response capacities.

Challenges

- Flood-affected areas required immediate water removal, disinfection, and household recovery support, which at times was constrained by access limitations and the condition of affected HH.
- Procurement activities were affected by changes in regulations and market availability constraints, resulting in difficulties in obtaining certain planned items within the required timeframe.



Livelihoods And Basic Needs

Budget: CHF 47,230



Targeted Persons: 1,776
Assisted Persons: 1,800
Targeted Male: 936
Targeted Female: 864

Indicators

Title	Target	Actual
# of family food parcels distributed to affected households	75	75
# of emergency family canned food parcels replenished	1,044	1,194
# of family food parcels replenished	153	153

Narrative description of achievements

- The operation provided timely and needs-based emergency food assistance to a total of 592 households affected by extreme winter conditions in central Serbia and flooding in the Province of Kosovo and Metohija. This included 75 flood-affected households and 517 households affected by severe winter weather and prolonged power outages. The food assistance helped reduce the impact of disrupted livelihoods and limited access to basic supplies.

The number of households identified through the needs assessments was higher than the available resources under the operation. Therefore, beneficiaries were selected based on defined vulnerability and emergency impact criteria. Priority was given to households directly affected by floods, heavy snowfall, high snow cover, low temperatures, and strong winds. Additional priority was given to households with vulnerable members or specific vulnerability factors, including socially vulnerable households receiving support from social welfare services or the Red Cross, households with five or more members, households with children, single-parent households, households with pregnant women or new mothers, older persons, persons with chronic illnesses, persons with disabilities or reduced mobility, and older people living alone.

This approach ensured that the available assistance was provided to households considered to be most vulnerable and most affected by the emergency, based on both the impact of the event and the existing vulnerability of the household.

- All planned procurements were implemented.

Lessons Learnt

- Optimizing contingency stocks and pre-positioned relief items for rapid emergency response.
- Enhance coordination and information-sharing mechanisms between local branches, local authorities, and RCS headquarters.

Challenges

- Severe winter conditions, including heavy snowfall and power outages, as well as flood impacts in certain areas, occasionally affected accessibility to targeted communities and affected HH, resulting in logistical delays in the delivery of food parcels. In some locations, transport limitations and road conditions required flexible route planning and close coordination with local authorities to ensure safe and timely distribution.

- Procurement activities implemented by the Red Cross of Kosovo and Metohija were carried out in a limited and constrained market environment, with a restricted number of suppliers meeting the required procurement criteria. As a result, procurement costs for relief packages differed from those achieved through procurement processes conducted by the Red Cross of Serbia.



Multi Purpose Cash

Budget: CHF 135,997
Targeted Persons: 1,344
Assisted Persons: 1,211
Targeted Male: -
Targeted Female: -



Indicators

Title	Target	Actual
# of households receiving multi-purpose cash assistance	517	529
% of people who reported being satisfied with the cash assistance	80	99
% of people who report being able to meet the basic needs of their households	80	99

Narrative description of achievements

Multi-purpose cash assistance (MPCA) was implemented to support the most vulnerable households affected by extreme winter conditions and prolonged power outages. The assistance provided households with flexibility and choice to address their most urgent basic needs in a dignified manner. Many affected households faced additional financial difficulties due to damage to houses, electrical appliances and cabling, as well as losses related to agricultural land, crops and livestock.

The cash assistance was initially planned for 517 households in nine municipalities. Following the needs assessment and the final beneficiary verification process, 529 households were provided with the assistance. The increase was possible due to the favourable exchange rate compared to the rate used during the planning phase, which created additional budget space to support more eligible households. The final caseload included an additional 11 households from Osečina that were assisted through savings generated from exchange-rate differences.

Beneficiary selection was based on defined impact and vulnerability criteria to ensure that assistance was provided to households most affected by the extreme winter conditions. Priority was given to households with additional vulnerability factors, including socially vulnerable households, households with children, older persons, persons with disabilities or chronic illnesses, single-parent households, larger households, and older people living alone.

The cash assistance was provided as an unconditional transfer of RSD 30,000 per household, corresponding to approximately 50% of the latest Minimum Expenditure Basket published by the Ministry of Internal and Foreign Trade in August 2025. The transfer value was intended to support basic needs for approximately one month, while food losses were also addressed through the provision of food parcels.

The assistance was delivered through Post of Serbia postal orders and cash envelopes delivered to beneficiaries' home addresses. This mechanism was selected because many beneficiaries lived in remote and hard-to-reach settlements, while the Post of Serbia network provides access to all populated places in Serbia.

Following the final beneficiary verification process, 530 MPCA attempts were made. A total of 529 households successfully received multi-purpose cash assistance. One beneficiary in Lučani passed away before the payment could be made, resulting in one unsuccessful payment attempt. In Osečina, one additional beneficiary was approved after the payment process had already started and was included through savings generated from exchange-rate differences. One beneficiary in Krupanj passed away after receiving the assistance. These changes explain the difference between the number of approved, attempted and delivered payments.

The implementation of the cash assistance was carried out in three main stages: planning and set-up; needs assessment, beneficiary selection and verification; and cash distribution and monitoring. The verification process required home visits and the collection of supporting documentation to confirm household vulnerability. This process took longer than initially planned because many households were located in remote, geographically dispersed and difficult-to-reach settlements. Additional time was also needed to collect and check the required documentation and confirm eligibility. For this reason, the implementation period was extended to ensure that the selection and verification process was completed properly and that assistance was provided to eligible households in line with the agreed criteria.

The operation also strengthened accountability and the quality of the cash assistance through a beneficiary communication plan, written information for beneficiaries, a feedback mechanism through a call centre, dedicated email and direct contact with Red Cross branches, as well as post-distribution monitoring. Local social welfare centres and local self-government representatives were also involved in the beneficiary selection process.

Mobile ID card readers were procured to support accurate beneficiary identification and data collection during the cash assistance intervention. Red Cross staff and volunteers reported that the devices significantly reduced the time required for data collection and waiting times for beneficiaries, while also reducing the risk of duplication and registration errors. Six mobile safes were also procured as part of the preparedness for the use of Bank Gift Cards as a back-up cash delivery mechanism.

The post-distribution monitoring (PDM) was undertaken following the completion of Cash and Voucher Assistance (CVA) distributions, demonstrating high levels of satisfaction (99% reported being satisfied with the assistance received) among the recipients of cash assistance, with 99% also reporting that the assistance enabled them to meet the basic needs of their households.

Payments to the Financial Service Provider (FSP) were completed between 14 and 28 May 2026, while beneficiaries encashed the assistance between 15 May and 10 June 2026.



Lessons Learnt

- A simple database on beneficiaries, including the necessary data set for CVA interventions, vulnerabilities, and contact information, paired with essential documentation on households' vulnerability, might significantly speed up the time needed for distribution of cash assistance.

Challenges

- Home visits for needed data collection and gathering the documentation needed for verification of vulnerability took a significant portion of time, as the vast majority of beneficiaries were located in distant and hard-to-reach settlements.



Budget: CHF 6,790

Targeted Persons: 3,219

Assisted Persons: 3,292

Targeted Male: 1,712

Targeted Female: 1,580

Indicators

Title	Target	Actual
# of affected households that received PFA information materials	1,118	1,131
# of PSS guidelines developed and printed for hotline volunteers	200	500
# of first responders trained in PSS and stress management	25	22
# of HH received information on safe water use, hygiene, and prevention of waterborne diseases.	200	200
# of volunteers participate in the refresher information session	35	26

Narrative description of achievements

- The operation provided comprehensive Psychosocial Support (PSS) and Psychological First Aid (PFA) to affected households, contributing to their mental health and psychosocial well-being during and after the emergency. The support helped affected people manage stress and uncertainty related to the emergency, while also providing practical information on coping and self-help.
- Capacity-strengthening activities were implemented through the development and printing of guidelines for staff and volunteers engaged on Red Cross hotlines. These guidelines strengthened their knowledge and ability to provide appropriate psychosocial support, basic psychological first aid, and referrals in line with Red Cross standards. While the initial plan targeted the production of 200 guidelines, a lower-than-expected supplier quotation made it possible to print 500 copies within the same budget. The additional copies will support a larger number of volunteers and improve the availability of guidance during future emergencies.
- A PSS workshop for first responders was conducted, with 22 participants out of the planned 25. The workshop focused on stress management, peer support, and basic psychosocial care in emergency settings. Three planned participants were unable to attend due to work responsibilities and operational commitments. Despite the lower number of participants, the workshop was successfully implemented and provided first responders with practical knowledge and tools to manage stress and provide appropriate psychosocial support to colleagues and affected people during emergency operations.
- To further support affected communities, the operation developed and printed 9,000 brochures with practical PFA and self-help guidance, providing accessible information on coping strategies and psychological well-being during and after emergencies. While the initial plan targeted the production of 3,000 brochures, a lower-than-expected supplier quotation made it possible to print 9,000 copies within the same budget. The additional materials will be distributed to Red Cross branches located in high-risk areas and will be available



for use during future emergencies. This increased the availability of practical psychosocial information and strengthened the capacity of Red Cross branches to provide community-level support.

- Refresher information sessions were conducted for 26 out of the planned 35 volunteers in Kosovo and Metohija Province, using the IFRC Epidemic Control Toolkit for volunteers. The activity was initially planned to be delivered online but was changed to a face-to-face format. The change was made to allow more direct interaction between trainers and volunteers, facilitate discussion, and better address questions related to the specific operational context. The lower participation was mainly due to work and personal commitments of some volunteers, which prevented them from attending the session. Despite this, the session strengthened the knowledge and preparedness of participating volunteers for community-based health and psychosocial support activities.
- Awareness-raising activities reached 200 households with targeted information on safe water use, hygiene practices during power outages, and the prevention of waterborne diseases in flood-affected areas. The activity helped households better understand health risks related to flooding and power outages and provided practical measures to reduce these risks and protect their health.
- Overall, the activities strengthened the mental health and psychosocial well-being of affected households, improved the knowledge and preparedness of volunteers and first responders, and increased the availability of practical health and PFA information. The additional printed materials and strengthened volunteer capacities will also support the Red Cross in providing faster and more effective assistance during future emergencies.

Lessons Learnt

- Mental Health and Psychosocial Support should be integrated into emergency response activities from the outset rather than implemented as a standalone component later in the operation.
- Accessible self-help materials and community awareness resources can significantly enhance community resilience and complement direct support services.
- Regular psychosocial support and stress management activities for staff and volunteers are essential to sustain operational capacity during prolonged emergencies.

Challenges

- Communication challenges during power outages reduced access to information and limited opportunities for remote support and communication with some affected households.
- Power outages, impassable roads, and disruptions in telephone communications complicated communication and information exchange in the initial days between operational Red Cross branches and the Red Cross headquarters. In addition, access to affected households was difficult in the first days of the emergency response, resulting in some households not receiving support through DREF funds.



Water, Sanitation And Hygiene

Budget: CHF 16,840

Targeted Persons: 1,573

Assisted Persons: 1,573

Targeted Male: 818

Targeted Female: 755

Indicators

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

Narrative description of achievements

- A total of 9,000 litres of bottled drinking water were procured to replenish emergency stocks distributed to households affected by prolonged power outages and disruptions to basic services. The procurement was implemented as planned and restored the Red Cross emergency stock of drinking water for future responses. Relevant indicator title refers to “number of people assisted with bottled water”;



however, the reported figure of 9,000 reflects the quantity of bottled water replenished/procured (9,000 litres) rather than the number of people assisted. The indicator title could not be amended in the system at the final reporting stage; therefore, the reported value should be interpreted as litres of bottled water replenished.

- The planned replenishment of 940 hygiene parcels was achieved through the IFRC support mechanism, with the hygiene parcels provided by the Spanish Red Cross. As this support covered the planned replenishment need, the funds initially allocated for the procurement of hygiene parcels were no longer required for this purpose. With the approval of the IFRC Cluster Office, the funds were therefore reallocated to the procurement of dehumidifiers for Red Cross branches.
- The reallocation provided additional value to the operation by allowing the Red Cross to address a different operational gap identified during the response, while avoiding duplication of support. Instead of procuring hygiene parcels that had already been provided through the IFRC support mechanism, the available funds were used to procure equipment that was not covered by other assistance and that can be used in future flood responses.
- A total of 16 dehumidifiers were procured and allocated to Red Cross branches in areas at higher risk of flooding. As described in the Shelter section, floods are one of the most frequent natural hazards in Serbia, and the areas covered by the operation are among those with a higher flood risk. The dehumidifiers will strengthen the capacity of Red Cross branches to support affected households with the drying of flooded homes.
- The availability of dehumidifiers at branch level will also allow the Red Cross to provide faster and more targeted support in future flood emergencies. This represents an important preparedness benefit and strengthens the operational capacity of the Red Cross at the municipal level.
- Overall, the reallocation of funds ensured the efficient use of available resources, avoided duplication with assistance provided through the Spanish Red Cross, and enabled the operation to address an additional identified need while strengthening the Red Cross preparedness and response capacity for future floods.
-

Lessons Learnt

- Maintaining coordination with IFRC and PNS to identify opportunities for in-kind support and resource optimization.

Challenges

- Close coordination with the IFRC Cluster Office ensured timely stock replenishment and a flexible response to emerging needs.



Secretariat Services

Budget: CHF 8,700

Targeted Persons: 33

Assisted Persons: 33

Targeted Male: 12

Targeted Female: 21

Indicators

Title	Target	Actual
Monitoring visits	4	4

Narrative description of achievements

- The operation was effectively coordinated and managed by the Red Cross of Serbia HQ throughout its entire cycle, from the initial planning and launch phase to implementation and closure. Regular coordination meetings and communication mechanisms were established to ensure timely decision-making, efficient resource allocation, and effective collaboration among all parties involved in the response.
- A total of three F2F meetings and five online meetings were held during the reporting period. In addition, several preparatory meetings were organized with facilitators and other relevant stakeholders to support the planning and implementation of the PSP workshop.
- Technical guidance and operational support were provided to the Red Cross branches implementing activities in affected areas, ensuring that assistance was delivered in accordance with identified needs and operational priorities.



Continuous liaison was maintained with the IFRC Cluster Office, the Red Cross branches, and relevant local authorities to facilitate information sharing, coordination, and timely reporting on operational progress and challenges.

- A final monitoring visit was organized at the end of May together with representatives of the IFRC Cluster Office. During the visit, a meeting was held at the Red Cross of Valjevo with representatives of the Red Cross and the local self-government, and two households that had received assistance under the DREF operation were visited. In all discussions, the importance of the support that National Societies receive through the IFRC mechanism and DREF funding was highlighted.
- The headquarters of the Red Cross of Serbia and the Red Cross of Kosovo and Metohija coordinated activities implemented in the territory of Kosovo and Metohija. During the reporting period, two workshops were held with volunteers and staff. The first workshop focused on preventive measures to reduce the risk of infection following floods, while the second workshop was dedicated to the analysis of disaster response operations and the identification of lessons learned.

Lessons Learnt

- Optimizing contingency stocks and pre-positioned relief items for rapid emergency response.
- Enhance coordination and information-sharing mechanisms between local branches, local authorities, and RCS headquarters.

Challenges

- The operation was implemented in a challenging environment characterized by severe winter weather, flooding, difficult access to remote communities, and disruptions to electricity and transportation capacities in terms of specialized off-road vehicles.
- Procurement activities were affected by the limited market availability of certain goods in Serbia. Suppliers often maintained only minimal stock levels, while larger quantities had to be ordered upon request, resulting in extended delivery times. In cases where goods were sourced from international suppliers, additional delays were caused by import and customs clearance procedures. These factors affected procurement timelines and required careful planning and flexibility to ensure the timely implementation of project activities.



National Society Strengthening

Budget: CHF 76,820
Targeted Persons: 218
Assisted Persons: 238
Targeted Male: 117
Targeted Female: 121

Indicators

Title	Target	Actual
# of volunteers insured for emergency response activities	150	135
# of Red Cross uniform sets procured and distributed to staff and volunteers	122	122
# of Red Cross boots procured and distributed to staff and volunteers	110	110
# of volunteers participating in Lessons Learned workshops	80	71

Narrative description of achievements

- The operation invested in strengthening the safety, well-being, and operational capacity of Red Cross staff and volunteers involved in the emergency response, while also supporting organizational preparedness for future emergencies.
- To ensure the protection of personnel engaged in response activities, insurance coverage was provided for 135 volunteers, compared to the 150 volunteers initially planned. The planned number was not fully reached because some volunteers who were initially expected to participate in the emergency response were not ultimately deployed. Insurance was therefore provided based on the actual number of



volunteers engaged in the operation.

- The operation also strengthened the preparedness capacity of the Red Cross through the replenishment of essential volunteer equipment and uniforms used during the response. A total of 122 uniform sets and 110 pairs of boots were procured to restore operational stocks and ensure that volunteers are adequately equipped for future emergency interventions.
- The operation facilitated coordination meetings and Lessons Learned workshops involving a total of 71 participants, including Red Cross staff, volunteers, and relevant stakeholders involved in the response. These sessions provided an opportunity to review operational achievements, identify challenges encountered during implementation, and capture lessons and good practices for future emergency operations. Several face-to-face and online meetings were also held to obtain feedback from staff and volunteers who were unable to attend the final workshop held in Vrnjačka Banja.
- The feedback collected through the workshops and additional meetings was used to identify key challenges, recommendations, and lessons learned. These findings will be consolidated in the final Lessons Learned Workshop report and used to strengthen future emergency preparedness and response planning.
- Part of the funds reallocated due to lower costs for hygiene parcels, which were provided through the IFRC support mechanism by the Spanish Red Cross, and the inability to procure Primus stoves and canisters was used for the development of short disaster prevention videos. The video material focuses on practical prevention messages for the general public related to five risks with the highest potential impact on health and safety: heatwaves, outdoor fires, water safety at swimming and bathing areas, floods, and extreme winter conditions. The videos provide simple and practical recommendations on how people can reduce risks, protect themselves and others, and respond appropriately before and during an emergency. The prevention videos were designed to reach the widest possible audience and support inclusive communication. Each video includes an audio narrative, subtitles, and sign language interpretation, making the prevention messages more accessible to people with different communication needs. This reallocation allowed the operation to use available funds for an additional disaster risk reduction and preparedness activity, while responding to identified needs and avoiding duplication of assistance provided through the Movement. The videos will be used by Red Cross branches and through digital communication channels for future public awareness activities, helping to increase the reach of prevention messages and strengthen community preparedness. The prevention videos on heatwaves, outdoor fires, and water safety at swimming and bathing areas are already being broadcast by national television channels with nationwide coverage and local media outlets. This significantly increases the reach of the prevention messages and allows them to reach a broad audience beyond the communities directly affected by the emergency. The Institute of Public Health of Serbia “Dr Milan Jovanović Batut” also recommended to the Operational Heatwave Task Force, established within the Republic Emergency Headquarters, that media outlets be encouraged to broadcast the prevention videos free of charge during periods of increased risk. This further supports the wider use of the materials and contributes to increasing public awareness and preparedness for heatwaves and other hazards. • •

Lessons Learnt

- The Coordination meetings and LLW strengthened institutional learning, promoted knowledge sharing across branches and HQ, and supported the development of recommendations aimed at enhancing preparedness, coordination, logistics, volunteer management, and service delivery in future emergencies.

Challenges

- Ensuring adequate volunteer protection, support, and operational readiness.
- Maintaining sufficient stocks of personal protective equipment for volunteers to engage in emergency response.



Financial Report



DREF Operation

Final Report (CHF)

Date from: 20 Jan 2026 to 31 Aug 2026

MDRRS016 - Serbia - Extreme Winter Condition

Operating timeframe: *Start date: 20-Jan-2026 End date: 31-May-2026*

Appeal launch date: *30-Jan-2026*

I. Summary

	Actual (CHF)
Opening Balance	0
Funds & Other Income	342,374
DREF Response Pillar	342,374
DREF Anticipatory Pillar	
Expenditure	-313,917
Closing Balance	28,457

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items	28,101	22,743	5,358
PO02 - Livelihoods	47,230	41,958	5,272
PO03 - Multi-purpose Cash	135,997	145,612	-9,615
PO04 - Health	6,790	7,176	-386
PO05 - Water, Sanitation & Hygiene	16,840	17,450	-610
PO06 - Protection, Gender and Inclusion			
PO07 - Education			
PO08 - Migration			
PO09 - Risk Reduction, Climate Adaptation and Recovery	20,903	0	20,903
PO10 - Community Engagement and Accountability			
PO11 - Environmental Sustainability			
Planned Operations Total	255,860	234,939	20,922
EA01 - Coordination and Partnerships			
EA02 - Secretariat Services	8,700	5,932	2,768
EA03 - National Society Strengthening	76,820	73,046	3,774
Planned Operations Total	85,520	78,978	6,542
Total	341,380	313,917	27,464

III. Expenditure by budget category & group

Prepared on 23-Sep-2026

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[Click here for the complete financial report](#)

Please explain variances (if any)

The National Society has an underspend budget of approximately CHF 22,490. The main reason for this difference was lower-than-anticipated implementation costs across the operation, while all planned activities and operational objectives were fully achieved.

The budget allocated for workshops and trainings was not fully utilized. The main reason for the remaining balance was that the planned number of participants for the Psychosocial Support (PSP) Workshop and the Lessons Learned Workshop (LLW) was not fully reached. Several invited participants were unable to attend due to professional obligations, operational commitments, or personal reasons. As a



result, the actual costs for accommodation, meals and other workshop-related expenses were lower than initially budgeted, contributing to the overall savings within the operation. The returned balance was transferred to IFRC in accordance with DREF financial procedures.



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[Click here for reference](#)

