



Humanitarian needs in Ukraine remain immense after nearly four years of international armed conflict. In Sumy, in the northeast, the Ukrainian Red Cross Society continues to support communities through home-based care for older people, mobile health services, and essential winter assistance such as gas heaters. Many of those who remain in the area are elderly and rely heavily on Red Cross support. © Tomas Arlemo

Appeal №: MGR65002	Initial Appeal launched: 28/02/2022	People to be reached: 2026: 1,000,000 people 2027: 1,000,000 people
Glide №: OT-2022-000157-UKR	DREF allocated: CHF 1,293,301 (reimbursed in full)	Disaster categorisation: RED
Funding Requirements in Ukraine for 2026 – 2027: <i>For more information on the funding requirements, please refer to the visual here.</i>		IFRC Secretariat: CHF 241.5 M
Operation start date: 28/02/2022	Operation end date: 31/12/2027	Operational Strategy revision: #2 Published: 17/12/2025

Operational Strategy Revision

CONTEXTUAL CONSIDERATIONS

Four years into the international armed conflict, the humanitarian situation in Ukraine remains severe. More than 12.7 million¹ people continue to need humanitarian assistance, as renewed attacks damage homes, energy and water systems, schools, and health facilities, while families also try to rebuild their lives, restore livelihoods, and care for loved ones amid deep psychosocial stress.

This dual reality of ongoing attacks and simultaneous recovery has created an increasingly complex mix of needs. Some families require urgent life-saving assistance during periods of intensified hostilities, while others need support to rebuild a sense of normalcy after years of displacement. Millions of people displaced inside Ukraine still face unstable living conditions, disrupted services, and limited income opportunities. Many need both at once. The Ukrainian Red Cross Society (URCS) now requires sustained and coherent support to deliver life-saving assistance while also helping communities rebuild essential services and restore stability.

This revision of IFRC Emergency Appeal comes at a moment when humanitarian funding across the region is declining, and many humanitarian actors are scaling down despite the continued severity of needs. Revising the Operational Strategy for Ukraine allows the IFRC to protect critical humanitarian assistance and align resources with the URCS Strategy and updated URCS One Plan 2023–2027.

With the situation continuously evolving, the revised Operational Strategy is designed to remain flexible. If hostilities decrease and conditions stabilise, the IFRC network will be able to place greater emphasis on recovery and reintegration in Ukraine, supporting communities as they rebuild essential services and livelihoods. If, however, the conflict escalates, the Operational Strategy provides the basis for rapidly scaling up life-saving assistance in response to new displacement, further damage to critical infrastructure, or heightened protection risks.

FUNDING REQUIREMENT

This Strategy feeds into a revised Emergency Appeal, reflecting both the continued scale of humanitarian needs and an adapted operational approach as resources decrease for humanitarian support to Ukraine and impacted countries.

The overall Federation-wide funding requirements for the response to the humanitarian crisis in the region, in the context of the ongoing international armed conflict between the Russian Federation and Ukraine and covering needs both within and beyond the countries included in the Emergency Appeal, has increased from CHF 2.7 billion to CHF 3.1 billion, reflecting the scale of needs across all affected contexts. For Ukraine specifically, the Federation-wide funding requirement is CHF 1.35 billion.

The IFRC Secretariat funding ask remains unchanged at CHF 800 million with more than half (CHF 492.26 million) attributed to Ukraine since 2022. Of this, CHF 250.75 million has already been mobilised and a further CHF 241.5 million is needed in 2026–2027 to sustain essential services and recovery programming.²

The Operational Strategy has been designed to remain flexible, and should the situation in Ukraine shift, the IFRC may seek an additional CHF 200 million, either to reinforce large-scale recovery efforts if hostilities decrease or to meet heightened humanitarian needs if the international armed conflict intensifies.

The timeframe of the Operational Strategy is extended until December 2027.

¹ OCHA

² Figures reflect the financial data available at the close of the September 2025 accounting period.

People to Be Reached

PLANNED REACH*		
2022 – 2025	2026	2027
17M people	1M people	1M people



* The figures outlined in the table above include: (1) the cumulative target of people to be reached for 2022–2025, as presented in the 2023 revision of the [Operational Strategy](#), and (2) the targets for 2026 and 2027, which are disaggregated by year, rather than presented cumulatively, to ensure greater transparency and accountability.

Funding Requirements

● Funding Secured ● Funding Gap

IFRC Secretariat Funding Requirement 2022-2027

(Funds required through this Appeal)



The IFRC Secretariat funding requirement for the Ukrainian Red Cross Society has been prioritised to align with current needs and priorities. The 2023 revision set the requirement at CHF 286.18 million. Following a review of changing operational priorities and humanitarian funding constraints, this has been adjusted to CHF 492.26 million. Since 2022, CHF 250.75 million (represented as Funding Secured in the infographic above) has been allocated to the operation in Ukraine, leaving a funding requirement of CHF 241.5 million (represented as the Funding Gap in the infographic above) for 2026–2027.

The Federation-wide funding requirement of CHF 1.35 billion for Ukraine remains unchanged from 2023. The IFRC and Ukrainian Red Cross Society will continue to monitor the evolving context and will adapt activities, people to be reached targets, and budget as needed to ensure an effective and relevant response.

Description of the Event

Since February 2022, the international armed conflict between Ukraine and Russia has unfolded in complex phases, each marked by mounting destruction, displacement, and humanitarian need³. Reported attacks on civilian areas and critical infrastructure, including energy, water, healthcare, and transport systems, have severely disrupted essential services and triggered mass displacement both within Ukraine and across borders.

Intensified hostilities later that year and into the winter of 2022 – 2023 led to renewed waves of forced movement and growing vulnerabilities. The destruction of the Kakhovka Dam in 2023 further deepened the crisis⁴, causing severe flooding, environmental damage, and cutting off drinking water for over 700 thousand people in southern Ukraine.

By 2024, more than 4.3 million displaced people from Ukraine remained across Europe, while an estimated 3.7 million people were internally displaced. At the same time, despite lack of safety, over 4 million people are estimated having returned to Ukraine either from abroad or from internal displacement. Across Ukraine, the wider civilian population continued to face widespread humanitarian challenges due to ongoing hostilities⁵.

As of 2025, Ukraine faces a multifaceted humanitarian crisis shaped by ongoing conflict, economic instability, and the growing demands of reconstruction. With active hostilities throughout parts of the country, humanitarian needs continue to evolve, and affected people require sustained assistance across multiple sectors. By October 2025, an estimated 3.7 million people remains internally displaced, and 4.5 million had returned to their places of origin⁶.

The conflict has also inflicted damage on Ukraine's energy sector, with approximately 70 per cent of its energy assets destroyed or severely affected. This has disrupted essential services, including water supply, heating, and sanitation, exacerbating humanitarian needs. Recovery and reconstruction efforts are estimated to require USD 524 billion over the next decade⁷.

The economic toll of the conflict has been severe, with the most significant losses concentrated in commerce and industry, agriculture, and energy. Widespread destruction of infrastructure disrupted supply chains, and business closures have led to an estimated USD 589 billion in economic losses, affecting communities both near the line-of-contact and in central regions⁸. Since the conflict escalation and decline of the economy in Ukraine, inflation continues growing on an annual basis, reaching 15 per cent in 2024 solely, which heavily impacts purchasing capacity of population. Currently, 43 per cent of returnees require livelihood support, while 65 per cent of internally displaced people report financial insecurity, highlighting the ongoing economic distress.

The prospect of displaced populations returning home presents further socio-economic challenges. While 43 per cent of displaced Ukrainians have expressed some intention to return under a conflict-resolution scenario⁹, many areas have been permanently altered or rendered uninhabitable. Those returning to Ukraine now, despite the ongoing conflict, are doing so with depleted resources, limited support, and increasing financial pressure. Most returns are driven by the need to reunite with family or find work, yet the economic situation remains dire. Many return with depleted resources and face poor access to healthcare, damaged infrastructure, and rising debt, forcing households to reduce food consumption due to financial strain, and many rely on borrowing to cover basic needs such as food, medical costs, and rent.

¹⁰ Successful reintegration efforts face obstacles, particularly in regions lacking basic infrastructure and

³ [IFRC. Over Two Years of Response. Ukraine and Impacted Countries Crisis. June 2024.](#)

⁴ [IFRC. Nova Kakhovka dam collapse, Ukraine: How we're supporting people affected by flooding. June 2023.](#)

⁵ [IFRC. Ukraine and Impacted Countries Crisis. Operation Update. November 2024.](#)

⁶ [IOM. Internal Displacement Report – General Population Survey. October 2025.](#)

⁷ [United Nations. Ukraine: Post-war reconstruction set to cost \\$524 billion. February 2025.](#)

⁸ [United Nations Ukraine. Fourth Rapid Damage and Needs Assessment. February 2025.](#)

⁹ [Centre For Economic Strategy. 3 March 2025. Accessed 11 July 2025.](#)

¹⁰ [At a tipping point-How financial strains are driving Ukrainians abroad back home | IFRC](#)

economic opportunities.

Over the past three years of conflict, Ukraine's healthcare system has faced a surge in demand for mental health support, trauma care, and rehabilitation services. Health-care access in Ukraine is increasingly unequal, especially in areas near the line-of-contact where facilities are heavily damaged, destroyed and dysfunctional. Populations in these regions, often older people or people living with disabilities, face severe barriers to care due to medical supply shortages and a lack of health-care workers¹¹ and social services.



Ukrainian Red Cross Society Emergency Teams respond within hours to new attacks across the country. Volunteers provide first aid, clear debris, distribute relief items, and offer psychosocial support to people who have lost their homes or loved ones, ensuring help is available when it's needed most. © Ukrainian Red Cross Society

While maintaining emergency response measures, the focus of local and international humanitarian actors, as well as the government, is shifting towards recovery and reintegration. However, this transition is taking place amid widespread destruction, socio-economic instability, and a shrinking pool of humanitarian funding. As financial resources become increasingly limited, the ability to sustain both emergency relief and long-term recovery efforts is at greater risk. This reduction in resources poses serious risks for those still in need of humanitarian support, increasing the likelihood that people in vulnerable situations may find themselves in even more precarious situations, with limited access to essential aid.

¹¹ [WHO. Three years of war: rising demand for mental health support, trauma care and rehabilitation. February 2025.](#)

Severity of Humanitarian Conditions

SHELTER AND ACCESS TO ESSENTIAL SERVICES AND FOOD

In line of contact areas, damage to infrastructure and repeated displacement have created severe challenges in meeting basic needs, particularly shelter and essential services. Communities in high-risk areas often lack stable housing, while disruptions to electricity, water, and heating are widespread. With air strikes hitting different places throughout the country, including aiming at critical civilian infrastructure, the access to essential services remains an issue across Ukraine. People who remain or return to these areas frequently have limited options for safe accommodation, especially during winter or periods of intensified hostilities. Local community data from high-risk areas highlights severe gaps in shelter and services, with 78 per cent reporting inadequate access to affordable and safe housing for people in vulnerable situations (including retired, large families, people with disabilities disruptions of essential utility services (i.e., power, water, gas supply)).¹²

Access to food is also a concern: community-level data¹³ indicates that 60 per cent of respondents face alarming food prices as the level of inflation has rising significantly over the last few years. Alongside emergency shelter and essential utilities, ensuring consistent and affordable access to sufficient and nutritious food and clean water continue to be urgent humanitarian needs.¹⁴

While needs are most acute in areas near the line of contact, vulnerable groups across the country, including displaced people, older adults, and low-income families, also face serious challenges accessing safe housing, reliable utilities, and sufficient food.

PHYSICAL, MENTAL AND PSYCHOSOCIAL WELL-BEING

Healthcare remains a major concern across Ukraine, with significant disparities in access between regions. While in some communities, medical infrastructure is functioning, many others face ongoing challenges. Local community data highlights widespread gaps in service availability, including shortages of specialised medical personnel as well as high medicine costs, long travel distances to clinics, and overcrowded facilities. Frequently unmet needs include psychological support, rehabilitation, and preventive care.

Mental health and psychosocial support have become a systemic need across Ukraine as the international armed conflict continues to drive displacement, family separation, loss of life, loss of livelihoods, and deepening economic hardship. A URCS nation-wide needs assessment noted that four out of five Ukrainians say they or loved ones have experienced traumatic events since the escalation of conflict. The gap is leaving millions without urgent care. Support is especially needed among groups such as internally displaced people, children, veterans, survivors of violence, older people, and people living with disabilities, are the most exposed to instability, trauma, and isolation.

Among those surveyed by the URCS needs-assessment, more than half of the respondents (56 per cent) reported an immediate or periodic need for psychological support, yet only 19 per cent of those who expressed a need for mental health and psychosocial support were able to receive it. This gap points at limited availability of services and the presence of access barriers, such as a shortage of specialists, financial or geographic constraints, limited awareness of available services, particularly in more remote or underserved areas, and persistent stigma around mental health.

LIVELIHOODS AND SOCIO-ECONOMIC SITUATION

Widespread financial insecurity is driving demand for financial social assistance across communities. The need for employment support, vocational retraining, and childcare reflects growing pressure on household coping capacity, particularly among unemployed people, single-parent families, and internally displaced people.

¹² Ukrainian Red Cross Society. Community Needs Assessment in Ukraine 2025. Available upon request.

¹³ Idem.

¹⁴ Idem.

Returnees to Ukraine, particularly in areas near the line of contact, often face challenging economic conditions. Many people return with limited resources and encounter damaged infrastructure and reduced access to livelihood opportunities.

Mounting pressure for home-based long-term care, social accompaniment, and enhanced coordination between health and social services is also increasing, especially in the context of ageing, isolation, and disrupted family support networks due to migration.

Access to education remains disrupted in areas affected by active hostilities and is particularly challenging both for children who have been displaced and for those who remain in conflict-affected zones, where schools may be damaged, closed, or difficult to reach. Also, there is a need in adequate shelters for continuous education for millions of children throughout Ukraine, as airstrikes only tend to intensify with time.

PROTECTION AND INCLUSION

In areas close to active hostilities, timely evacuation remains a critical protection concern, particularly for people with limited mobility, older people, and those without the means to relocate independently.

Risks related to violence, neglect, and social exclusion remain a concern as the prolonged conflict continues to affect people's wellbeing and social ties. Displacement, return, and the situation of those remaining near the line of contact have influenced community cohesion and access to services, while discrimination continues to limit opportunities for participation and access to support among marginalised groups. Veterans face distinct reintegration challenges as they adapt to civilian life, often requiring sustained psychosocial, social, and livelihood support to rebuild routines and connections within their communities. Children remain at risk due to disrupted education.



Red Cross teams visit the site of residential buildings severely damaged during the ongoing hostilities in Ukraine. © Ukrainian Red Cross Society

Capacities and Response

NATIONAL RESPONSE CAPACITY

National Society Capacity and Ongoing Response

The Ukrainian Red Cross Society (URCS) is the largest humanitarian organisation in Ukraine, with 8,000 volunteers, 5,000 staff, and 200 local branches. It is a trusted auxiliary to the Government, with broad legitimacy among communities.

URCS programme capacities are wide-ranging. In health and care, URCS operates 125 Mobile Health Units delivering primary healthcare, medicines and disease prevention services in remote areas, alongside rehabilitation programmes, home-based care for older people, and nationwide first aid training. Mental health and psychosocial support is provided through helplines, psychological first aid, safe spaces for children, and community-based sessions for people in distress.

In disaster management, URCS Emergency Response Teams work across the country, conducting evacuations, providing relief and first aid, supporting search and rescue, installing heating points, and delivering explosive ordnance risk education. URCS also delivers large-scale shelter, basic needs, and cash assistance, including modular housing, winterisation support, and targeted cash to strengthen socio-economic resilience.

URCS delivers social services through a growing network of Community Centres, which provide people with accessible legal, psychosocial support, case management and social counselling – and responding to the peoples' needs with wholistic and comprehensive approach deploying in one place all URCS services and programs. These centres bring help closer to communities, improve access for those most at risk, and offer tailored care for vulnerable groups.

URCS is equipped with strong institutional infrastructure to sustain its operations: five national logistics hubs with 32,000m² of warehouse space, a fleet of over 600 vehicles, professional logistics staff, and digitalised systems for coordination and accountability. Branches across the country are well prepared to deliver locally led responses, backed by national-level systems that ensure speed, scale and consistency.

URCS is not only responding to urgent humanitarian needs, but also supporting mid- and long-term recovery, from restoring infrastructure and health services, to strengthening community resilience, inclusion and self-reliance.

Capacity and Response at the National Level

In Ukraine, emergency and humanitarian response is carried out jointly by state institutions, civil society organisations and 540 local NGOs. The State Emergency Service of Ukraine (SESU) leads emergency preparedness and response, deploying specialised units for search and rescue, evacuation, firefighting, and disaster management. Alongside SESU, national and local authorities, healthcare providers, and a wide range of humanitarian and community-based organisations support essential services, assist displaced people, and contribute to recovery.

URCS works in close coordination with SESU, with joint teams conducting evacuations, providing first aid, clearing debris and carrying out search operations at emergency sites, and delivering first psychological aid.

In addition, URCS cooperates with government bodies such as the Ministry of Health, the Ministry of Social Policy, Family and Unity, the Ministry of Veterans Affairs, the Ministry of Communities and Territories Development, the Ministry of Foreign Affairs, supporting joint action in healthcare and social services, social protection, disaster management, preparedness, and recovery.

Federation-Wide Response to Date: Ukraine



TOTAL PEOPLE REACHED

11.79M 2022 **3.12M** 2023 **3.07M** 2024 **540K** 2025

NATIONAL SOCIETY CAPACITY as of June 2025

593K 

People Trained in First Aid

15.8K 

People Trained in MHPSS

7.4K 

Volunteers Involved in the Operation

200 

Branches Responding

Disasters and Crises



BASIC NEEDS ASSISTANCE

11.7M 2022 **2.7M** 2023 **3M** 2024 **540K** 2025



SHELTER

379K 2022 **42K** 2023 **102K** 2025



CASH AND VOUCHER ASSISTANCE

People reached with CHF 16M in 2022, CHF 93M in 2023, CHF 17M in 2024, and CHF 3.7M in 2025

398K 2022 **407K** 2023 **120K** 2024 **6.6K** 2025

Health and Wellbeing



HEALTH AND CARE

129K 2022 **426K** 2023 **651K** 2024 **209K** 2025



MHPSS

326K 2022 **329K** 2023 **347K** 2024 **137K** 2025



WASH

2.1M 2022 **587K** 2023 **858K** 2024 **285K** 2025

Migration and Displacement

PEOPLE ASSISTED WITH TRANSPORTATION OR EVACUATION



Values, Power and Inclusion



PROTECTION, GENDER AND INCLUSION

89K 2022 **294K** 2023 **193K** 2024



COMMUNITY ENGAGEMENT AND ACCOUNTABILITY



National Society has established feedback mechanisms

INTERNATIONAL RESPONSE CAPACITY

IFRC Membership Coordination

URCS receives bilateral, multilateral, and hybrid support from across the IFRC Network, delivered through a mix of in-country presence and remote engagement. This support spans multiple sectors and includes a wide range of National Society strengthening initiatives.

The IFRC maintains a presence in Ukraine, with its Country Delegation based in Kyiv, and has worked for several years alongside URCS to provide strategic and technical support to both emergency operations and longer-term institutional development.

Currently, 13 Partner National Societies are present in Ukraine: the Austrian Red Cross, the British Red Cross, the Canadian Red Cross Society, the Danish Red Cross, the French Red Cross, the German Red Cross, the Italian Red Cross, the Japanese Red Cross Society, the Luxembourg Red Cross, the Norwegian Red Cross, the Spanish Red Cross, the Swedish Red Cross, and the Swiss Red Cross.

A total of 29 Partner National Societies continue to provide support remotely, contributing funding, and technical expertise both bi-laterally and through the Appeal.

All National Societies and the IFRC Secretariat are working together to provide coordinated technical and resource support to the URCS-led emergency response. Their work is organised through established mechanisms such as regular coordination meetings and technical working groups.

Moving forward, the IFRC Membership will continue to advance a collective responsibility approach, guided by URCS leadership and aligned support from the IFRC Network to improve coherence, effectiveness, and shared impact across the response.

Red Cross Red Crescent Movement Coordination

The ICRC's key operating areas in responding to the international armed conflict between the Russian Federation and Ukraine include humanitarian diplomacy and upholding its protection mandate while assisting the affected populations.

In Ukraine, the Red Cross Red Crescent Movement operates under a joint approach, supported by coordination structures grounded in [the Seville Agreement 2.0](#). URCS, IFRC, and ICRC participate in strategic, operational, and technical coordination platforms, including regular Movement Emergency Operations meetings to ensure alignment, complementarity, and efficient use of resources across the Movement response.

At the regional level, coordination between IFRC and ICRC, through their respective regional offices, reinforces coherence across the wider response, including in neighbouring countries covered by the Appeal.

As the Emergency Appeal is revised, these Movement-wide coordination mechanisms remain essential to delivering a unified, effective, and accountable response in support of the URCS strategy.

International Humanitarian Stakeholders

Humanitarian response in Ukraine is a collective effort involving 120 international NGOs and 10 UN agencies. These include OCHA, UNHCR, UNICEF, WFP, IOM, as well as major international NGOs such as Save the Children, Caritas, Médecins Sans Frontières, Mercy Corps, the International Rescue Committee, the Norwegian Refugee Council and many others. This broad presence of international humanitarian actors enables a diverse and large-scale response across multiple sectors, including food assistance, healthcare, shelter, displacement support, and protection.

The URCS coordinates humanitarian assistance with key stakeholders on the ground through participation in national and sub-national coordination platforms, including the Humanitarian Country Team, Inter-Cluster Coordination Group, *oblast*¹⁵-level coordination meetings, and sectoral working groups on health,

¹⁵ Regional administrative division in Ukraine.

MHPSS, protection, shelter, WASH, and cash assistance.

As humanitarian funding declines, URCS is prioritising support to underserved areas and people affected by the conflict, focusing on community-based outreach and direct assistance to those not reached by other actors. Prioritisation is based on inter-agency assessments, OCHA and cluster gap analyses, and URCS's own data and community feedback. Decisions are guided by the severity of needs, coverage by other actors, feasibility of access, URCS's comparative advantage, and cost-effectiveness.

URCS regularly aligns its plans with inter-agency 3W mapping and sectoral standards, such as Cash Working Group recommendations, and maintains referral pathways to ensure complementarity and avoid duplication. Programmes are adapted or handed over when state or partner coverage expands.

In line with its auxiliary role to the Government of Ukraine, URCS focuses on areas where it provides the greatest added value, including health and social care (mobile health units, long-term care, psychosocial support), disaster preparedness and response, community-level protection, and restoring family links. Cash and voucher assistance remains a flexible tool for meeting the diverse needs of people affected by the conflict efficiently and in coordination with other agencies.

GAPS IN THE RESPONSE

Despite extensive humanitarian efforts, significant gaps persist across multiple sectors of the response in Ukraine, particularly in line-of-contact and hard-to-reach areas where insecurity, damaged infrastructure, and access constraints continue to limit the reach, frequency, and continuity of assistance.

Gaps related to shelter and access to essential services remain pronounced as civilian infrastructure has been regularly damaged, repeated displacement, and limited repair capacity restrict the scale of emergency housing support and the restoration of electricity, water, and heating networks. Seasonal pressures, especially during winter, further expose shortcomings in heating and shelter repair assistance. Rising inflation and supply disruptions also continue to affect food security, reducing households' ability to maintain adequate and nutritious diets despite ongoing assistance.

Challenges linked to livelihood recovery and socio-economic support remain substantial. Damaged infrastructure, constrained markets, and limited employment opportunities, particularly in frontline and return areas, continue to undermine household self-reliance. Gaps persist in the availability of flexible livelihoods assistance, income-generation support, and social protection measures, increasing reliance on negative coping strategies among displaced and low-income households.

Access to health and mental health and psychosocial care remains uneven, with shortages of specialised staff, high costs, long travel distances, and overstretched facilities limiting service coverage. Mental health and psychosocial support services, in particular, remain insufficient relative to sustained and widespread needs.

Protection and inclusion gaps persist as mobility constraints, insecurity, and access challenges restrict safe evacuation, outreach, and access to protection services. Barriers remain for people with limited mobility, older people, people living with disabilities, displaced families, and marginalised groups, leaving continued exposure to risks related to violence, exclusion, and weakened community cohesion.

Operational Constraints

Heightened security conditions and ongoing hostilities continue to create a volatile and high-risk operating environment across Ukraine. While in line-of-contact areas face the most acute challenges, reported shelling and bombing in other regions also pose serious risks to humanitarian volunteers and staff.

Movement restrictions, unpredictable escalation, and the presence of explosive hazards, including landmines and unexploded ordnance, further limit safe and sustained access to affected areas.

Under the current context, humanitarian delivery is shaped by a mix of access, infrastructure, perception, and environmental factors. Operations in the frontline and adjacent areas are often disrupted by shelling,

missile strikes, or drone activity, which create unpredictable windows for safe movement. Even in areas under government control, the intensity of hostilities limits the ability to sustain regular outreach by the URCS, requiring a shift to lighter, more mobile teams and greater reliance on pre-positioning.

Operational safety is also influenced by community trust and perception. While the Red Cross emblem offers protection, sporadic misuse of the emblem, the spread of harmful information and polarisation and politicisation can undermine the collective credibility of the Red Cross and Red Crescent Movement, leading to hesitation or even heightened risk in certain locations. Maintaining trust requires consistent engagement with a variety of publics including governments, donors, local leaders, and communities, calibrated to context.

Seasonal and structural factors add further constraints. Harsh winter weather regularly closes roads and increases needs just as delivery becomes most difficult. Energy blackouts and telecom outages disrupt not only households but also humanitarian systems, from cash transfers to cold chains. Financial volatility and changing donor priorities, including reductions in contributions by some traditional partners, introduce an additional layer of uncertainty for planning and continuity.

Taken together, these elements are not isolated challenges but operational constraints that shape timelines, coverage, and cost of the response. A strategy that acknowledges the challenges and constraints explicitly, while also outlining mitigation measures such as pre-positioning, flexible delivery modalities, staff and volunteers' insurance coverages, safer access practices, and diversified funding, demonstrates flexibility and readiness to adapt to the constantly shifting context. All activities carried out by the humanitarian actors in Ukraine require careful risk assessment, flexibility, and contingency planning to ensure the safety of personnel and the continuity of operations.

Federation-Wide Approach

This Emergency Appeal is part of a Federation-wide approach grounded in the response priorities of URCS and developed in consultation with all IFRC members engaged in the response. This approach, reflected in the Operational Strategy, ensures coherence across all response activities, whether funded through bilateral, multilateral, hybrid, or domestic sources. The collective capacities of IFRC members supporting this URCS-led response maximise the overall humanitarian impact for people affected by the crisis.

As part of this Federation-wide engagement, 13 Partner National Societies are currently present in Ukraine. 29 Partner National Societies continue to support the response remotely, contributing funding and technical expertise both bilaterally and through the Appeal.

Operational Strategy

VISION

URCS is adopting a response model that aligns with the evolving needs and recovery trajectories across Ukraine. This marks a deliberate shift from uniform emergency assistance to context-specific support that enables communities to recover and rebuild.

To guide this approach, URCS has defined three geographical response zones:

- Regions remain severely affected by ongoing hostilities. The focus in these areas will remain on life-saving assistance, protection, and access to essential services (currently eastern regions).
- Regions that are in transition. Here, the response combines continued humanitarian assistance with early recovery efforts (currently northern and southern regions).
- Regions where conditions allow for the expansion of recovery programming. Except in cases of renewed escalation or seasonal vulnerability, the relief assistance will gradually phase out. Programming will focus on supporting livelihoods, strengthening essential social services for people affected, and community resilience strengthening.

URCS plans to adopt a response modality that combines increased use of cash and voucher assistance, where market conditions permit, with targeted investments in health, shelter, legal aid, socio-economic recovery, psychosocial support to address recovery needs across sectors.

The model is designed to be flexible: should the situation change, programming assumptions will be revisited and response strategies adapted to meet new realities. Across all regions, affected communities will be engaged as active partners through inclusive assessments and structured feedback, ensuring support remains accountable, relevant, and dignified.

URCS applies a needs and gap analysis and evidence-led approach when selecting and sequencing longer-term programmes and activities. Decisions on the humanitarian response are guided by needs and their severity, coverage by other actors, Movement comparative advantage, feasibility and access, cost-effectiveness, protection and inclusion considerations, and the potential for sustainability or handover to the state systems. Evidence comes from multiple sources, including cluster assessments, government data, market and access analyses, URCS feedback mechanisms, and post-distribution monitoring.

Shifts in focus are made both through regular portfolio reviews and in response to clear triggers, such as changes in security conditions, market functionality, arrival of other actors, or government resumption of services. Evidence from evaluations guides the scaling of interventions that deliver sustainable outcomes, while sustainability and partnerships shape investment decisions, ensuring alignment with local authorities and development actors. Also, feasibility and sustainable funding determine the prioritization of long-term interventions under existing security constraints.

Humanitarian diplomacy is a core enabling function that allows the Red Cross and Red Crescent Movement to turn its principles into impact, securing access to people in need, shaping laws and policies that protect them, and ensuring their voices are heard. In 2026–2027, URCS aims to be a trusted auxiliary to public authorities, with its role clearly anchored in law and policy and recognised in health, social protection, disaster preparedness, and emergency response. It seeks to bring the voice of communities in Ukraine into regional and global diplomacy, making sure their realities are reflected in Movement-wide advocacy.

TARGETING

PEOPLE TO BE ASSISTED

In their response, URCS follows the below criteria for targeting people for assistance:

- Older people (65+ years old)
- Internally displaced people (IDPs)
- Large families with 3 or more children under the age of 18
- People living with disabilities and people with limited mobility
- People living with chronic illnesses
- Single parents
- Households with low income

URCS uses a tiered system of prioritisation. While all target groups are recognised as eligible, their level of vulnerability and exposure to risk differs depending on context. Prioritisation is therefore guided by the severity and combination of vulnerabilities, with households meeting multiple risk factors placed higher on the response list.

Secondary criteria, such as geographic exposure (line-of-contact or buffer zones), the extent of housing damage, seasonal factors, and the absence of other humanitarian or state assistance, further refine targeting to ensure that support reaches those most in need and avoids duplication.

Within broader population groups, for example, IDPs or veterans, URCS applies additional differentiation, giving priority to those who also face compounding vulnerabilities such as disability, chronic illness, single parenthood, or low income.

Through this vulnerability-weighted approach, URCS ensures that assistance is inclusive but directed first to those facing the highest risk and least coverage, while staying aligned with inter-agency standards and government frameworks.

CONSIDERATIONS FOR PROTECTION, GENDER, AND INCLUSION AND COMMUNITY ENGAGEMENT AND ACCOUNTABILITY

URCS designs its programmes to reach people with the most acute needs and those who may be in the most vulnerable situations. URCS conducts needs assessments, collecting and analysing sex, age, and disability-disaggregated data, helping to shape targeted support. Safe and non-discriminatory access to URCS assistance and services is guaranteed for marginalised groups, as well as underserved communities in the line of contact areas.

URCS has a safeguarding mechanism in place to prevent harm and uphold safe, respectful conduct. This is complemented by dedicated child protection policies and measures to prevent sexual exploitation and abuse. A code of conduct is in place, with staff and volunteers regularly sensitised to its provisions. Clear reporting channels, including an integrity line for serious complaints, are available, and training to URCS volunteers and staff is provided on the proper use of the Red Cross emblem to prevent misuse that could put communities, volunteers or staff at risk.

URCS shares information on the services it provides with people and communities affected through hot-lines, social media, websites, info desks, and volunteer outreach, with adapted formats for people with low literacy or connectivity. Feedback is gathered through these same channels, as well as suggestion boxes, consultations, and the annual nationwide community needs assessment led by local branches. A dedicated CEA team based in the regions and at national level analyses feedback and ensures it informs programme reviews and adjustments.

Community participation is embedded across the response, with volunteer networks connecting local voices to branch, regional, and national decision-making. Regular feedback reviews directly shape the programmatic priorities of URCS.

Planned Operations

HEALTH AND CARE, INCLUDING MHPSS AND WASH

	HEALTH AND CARE (INCLUDING MHPSS)	IFRC Secretariat Funding Requirement CHF 30,000,000	
		2026	2027
		CHF 18,000,000	CHF 12,000,000
Objective	<i>Communities in crisis-affected areas and displaced people in vulnerable situations are provided with high-quality health and care services, including MHPSS.</i>		
Health and Care			
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached by the National Society with contextually appropriate health services	250,000	250,000
	# of people trained in first aid	150,000	150,000
	Total People to be Reached	250,000	250,000
Priority Actions	<p>EMERGENCY RESPONSE</p> <ul style="list-style-type: none"> URCS continues to provide first aid in the immediate aftermath of hostilities, delivering life-saving and emotional support at the scene of incidents such as shelling or explosions. URCS formalises collaboration with state services, including medical forces, through official agreements to improve access to healthcare for affected populations in areas where hostilities are active and access is limited. URCS increases the reach and effectiveness of its Emergency Response Teams in delivering immediate medical assistance during emergencies by developing a certified first responder system that includes qualified staff. URCS carries out light repairs to damaged healthcare infrastructure to help restore access to essential medical services in affected communities. <p>RECOVERY AND LONGER-TERM SUPPORT</p> <p>Health and Social Care</p> <ul style="list-style-type: none"> URCS supports the delivery of primary healthcare through Mobile Health Units (MHUs), operating in line-of-contact <i>oblasts</i> to provide medical consultations, essential medicines, and basic health services where health systems are disrupted or medical staff are scarce. URCS supports people in vulnerable situations to access hospitals and essential care, including through transportation assistance in areas where mobility or service access is limited. URCS expands home-based care (HBC) services, increasing coverage, especially in remote areas, through a trained pool of home-visiting social helpers and nursing aids. URCS coordinates with public health authorities and contributes to expanding care options nationwide as a provider of long-term support, helping ensure that people in vulnerable situations receive continuous services, including palliative care. URCS promotes healthy and active ageing through a growing network of Active Ageing 		

	<p>Clubs (AACs), helping older adults stay physically, mentally, and socially engaged through group activities, education, and recreation.</p> <ul style="list-style-type: none"> • URCS leads community-based health promotion and disease prevention, scaling up initiatives that reduce the risk of chronic disease and integrating health education into broader programming, in close partnership with local actors. • URCS with government counterparts fosters the development of the nursing profession through the development of nursing standards, continuous professional development trainings and through the establishment of the URCS Professional College. <p>Rehabilitation</p> <ul style="list-style-type: none"> • URCS prioritises inclusive rehabilitation support for people affected by conflict by delivering mobile and facility-based services. • URCS strengthens national rehabilitation efforts by training healthcare workers, educators, family members, and its own staff to reduce stigma and improve support for people with conflict-related injuries and health conditions. <p>First Aid</p> <ul style="list-style-type: none"> • URCS provides lifesaving first aid training across Ukraine, with a focus on conflict-affected and remote areas where access to professional medical care is limited and injuries are frequent. • URCS strengthens the quality, accessibility, and sustainability of first aid services by developing new training products, engaging in commercial initiatives, and establishing regional hubs to deliver training-of-trainers programmes that ensure nationwide consistency and professional standards.
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Mental Health and Psychosocial Support

	Indicator	2026 Target	2027 Target
Key Indicators	# of people reached by National Society mental health and psychosocial support services	30,000	20,000
	# of people trained in mental health and psychosocial support, including psychosocial first aid	1,300	1,200
	Total People to be Reached	30,000	20,000

Priority Actions	<p>EMERGENCY RESPONSE</p> <ul style="list-style-type: none"> • URCS continues to provide psychological first aid in the immediate aftermath of hostilities, delivering emotional support at the scene of incidents such as shelling or explosions. <p>RECOVERY AND LONGER-TERM SUPPORT</p> <p>Mental Health & Psychosocial Support (MHPSS)</p> <ul style="list-style-type: none"> • URCS provides psychosocial support to veterans and their families. • URCS integrates MHPSS across programme areas, including health, rehabilitation, disaster response, and restoring family links, ensuring a coordinated and holistic approach to mental health and well-being. • URCS expands safe and accessible MHPSS spaces across Ukraine, offering tailored emotional support, child-friendly environments, and community-building activities
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	<p>for children, youth, and adults.</p> <ul style="list-style-type: none"> URCS strengthens the capacity and well-being of its staff and volunteers through specialised training and peer-support initiatives to ensure consistent, quality MHPSS delivery.
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	<p>WATER, SANITATION, AND HYGIENE (WASH)</p>	<p>IFRC Secretariat Funding Requirement</p> <p>CHF 15,000,000</p>	
		<p>2026</p>	<p>2027</p>
		<p>CHF 9,000,000</p>	<p>CHF 6,000,000</p>
<p>Objective</p>	<p><i>Comprehensive WASH support is provided to people in vulnerable situations, resulting in an immediate reduction in the risk of water-related diseases and improvement in dignity for the targeted population.</i></p>		
<p>Key Indicators</p>	<p>Indicator</p>	<p>2026 Target</p>	<p>2027 Target</p>
	<p># of people reached by the National Society with contextually appropriate water, sanitation, and hygiene services</p>	<p>100,000</p>	<p>100,000</p>
	<p>Total People to be Reached</p>	<p>100,000</p>	<p>100,000</p>
<p>Priority Actions</p>	<p>EMERGENCY RESPONSE</p> <ul style="list-style-type: none"> URCS provides access to clean, purified water in areas where supply systems are not functioning, using purification and distribution services and restoring damaged infrastructure to meet people’s essential needs for drinking, cooking, and hygiene. URCS distributes hygiene kits as part of winterisation support or to those who have suffered from the hostilities and have no access to hygiene supplies. <p>RECOVERY AND LONGER-TERM SUPPORT</p> <ul style="list-style-type: none"> URCS prioritises the restoration of safe water, sanitation, and essential services in conflict-affected communities by repairing damaged infrastructure and supporting the creation of new water sources in coordination with local authorities. Restoration of community water supply network through infrastructure rehabilitation and provision of equipment for the critical public water infrastructure damaged by the international armed conflict. 		

INTEGRATED ASSISTANCE

	SHELTER, HOUSING, AND SETTLEMENTS	IFRC Secretariat Funding Requirement CHF 45,000,000	
		2026	2027
		CHF 27,000,000	CHF 18,000,000
Objective	<i>Communities in crisis-affected areas and displaced people restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached with shelter support	45,000	45,000
	Total People to be Reached	45,000	45,000
Priority Actions	<p>EMERGENCY RESPONSE</p> <ul style="list-style-type: none"> • URCS provides winterisation support to conflict-affected communities across Ukraine, distributing heating, personal and shelter insulation items. • URCS provides winterisation support carrying out minor winter repairs to critical community facilities. The support also includes the provision of heating and energy equipment, materials, and coverage of utility costs to help people cope with cold weather conditions. • URCS conducts light repairs on damaged homes, safe shelters and critical facilities, including collective sites, restoring basic functionality and safety for people affected by the conflict. • URCS installs concrete protective shelters in exposed public spaces, improving civilian safety in areas where nearby cover is not available during attacks. • URCS provides energy and heating equipment to communities facing large-scale disruptions, helping maintain safe living conditions when critical infrastructure is damaged. • URCS delivers cash and voucher assistance to support small-scale repairs for people whose homes have been damaged as a result of the ongoing hostilities. <p>RECOVERY AND LONGER-TERM SUPPORT</p> <ul style="list-style-type: none"> • URCS supports the establishment of infrastructure for internally displaced people (IDPs), including the development of temporary social housing in coordination with local authorities. 		

	LIVELIHOODS	IFRC Secretariat Funding Requirement CHF 47,000,000	
		2026	2027
		CHF 28,200,000	CHF 18,800,000
Objective	<i>Communities in affected areas and displaced people receive basic needs assistance to support immediate livelihoods security and recover their way of life and income through sustainable livelihoods programmes that promote socioeconomic integration and economic stability.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached with relief assistance for basic needs	1,000,000	1,000,000
	# of people supported to start or improve their income generation activities	21,600	21,600
	Total People to be Reached	1,000,000	1,000,000
Priority Actions	<p>EMERGENCY RESPONSE</p> <ul style="list-style-type: none"> • URCS meets people's basic needs, such as food and other essential items via multi-purpose cash assistance (MPCA) where markets are functional. • URCS meets people's basic needs, such as food and other essential items via in-kind assistance where markets are disrupted or inaccessible. • URCS distributes greenhouse winterisation kits to support to support households engaged in agriculture who have been affected by the hostilities. <p>RECOVERY AND LONGER-TERM SUPPORT</p> <p>Socio-economic Recovery</p> <ul style="list-style-type: none"> • URCS supports rural and marginalised communities to restore agriculture-based livelihoods, providing resources to rebuild productive capacities and strengthen household resilience. • URCS promotes economic security and inclusion for people in Ukraine affected by the conflict by delivering career counselling, vocational training, and grants that support the re-establishment of small businesses and social enterprises. • URCS supports local economic recovery by supporting microeconomic initiatives, including targeted cash assistance for income-generating activities and small business development. • URCS supports the reintegration of veterans through targeted cash assistance for vocational training, enabling them to establish sustainable livelihoods, including in the agricultural sector. • URCS supports the reintegration of veterans and their families through qualified case management support, helping them reconnect with their communities and recover from the impacts of conflict. 		

	CASH AND VOUCHER ASSISTANCE	IFRC Secretariat Funding Requirement CHF 47,000,000	
		2026	2027
		CHF 28,200,000	CHF 18,800,000
Objective	<i>Displaced people in vulnerable situations have their needs addressed through the use of cash.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached with conditional and/or unconditional cash and voucher assistance	150,000	133,000
	Total People to be Reached	150,000	133,000
Priority Actions	<p>Cash and voucher assistance is integrated across several URCS response programmes, supporting households in meeting basic needs, restoring livelihoods, and promoting recovery. These interventions are detailed both in this section and under the relevant sectoral sections of this document. The target of people to be reached and funding requirement for cash and voucher assistance is consolidated in this section, while sectoral targets of people to be reached budgets exclude cash and voucher assistance to avoid duplication in counting people reach and of funding requests.</p> <p>Health and Social Care</p> <ul style="list-style-type: none"> URCS supports the reintegration of veterans and their families through psychosocial retreats and targeted cash assistance, helping them reconnect with their communities and recover from the impacts of conflict. <p>Shelter, Housing, and Settlements</p> <ul style="list-style-type: none"> URCS delivers cash and voucher assistance for small repairs for people whose housing have been damaged as a result of the ongoing hostilities. <p>Livelihoods</p> <ul style="list-style-type: none"> URCS meets people's basic needs, such as food, household items, and other essentials, via multi-purpose cash assistance (MPCA) where markets are functional. URCS supports local economic recovery by supporting microeconomic initiatives, including targeted cash assistance for income-generating activities and small business development. URCS supports the reintegration of veterans through targeted cash assistance for vocational training, enabling them to establish sustainable livelihoods, including in the agricultural sector. <p>Protection</p> <ul style="list-style-type: none"> URCS provides families of missing persons with holistic support, including psychological assistance, humanitarian aid, and cash and voucher assistance to help address immediate and long-term needs. URCS provides cash and voucher assistance to mine victims in Ukraine to help them meet their basic needs and support their immediate recovery following incidents involving explosive hazards. 		

PROTECTION AND PREVENTION

	PROTECTION, GENDER, AND INCLUSION	IFRC Secretariat Funding Requirement CHF 2,004,000	
		2026	2027
		CHF 1,200,000	CHF 804,000
Objective	<i>Communities in crisis-affected areas and displaced people in vulnerable situations are safe from harm including violence, discrimination, and exclusion, and their needs and rights are met.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached with protection, gender, and inclusion activities	50,000	50,000
	# of people trained on prevention and protection of sexual exploitation and abuse and child safeguarding	300	300
	Total People to be Reached	50,000	50,000
Priority Actions	Access and Protection <ul style="list-style-type: none"> URCS support families in Ukraine separated by conflict, disasters, or migration reconnect with missing loved ones, providing tracing services regardless of nationality, in coordination with the ICRC. URCS provides families of missing persons with holistic support, including psychological assistance, humanitarian aid, and cash and voucher assistance to help address immediate and long-term needs. URCS delivers informational sessions on explosive ordnance across Ukraine, training volunteer instructors and working with state and local authorities to deliver awareness sessions for communities living in or near contaminated areas and for essential service providers. URCS provides cash and voucher assistance to mine victims in Ukraine to help them meet their basic needs and support their immediate recovery following incidents involving explosive hazards. URCS supports the development of innovative demining solutions in Ukraine by providing grants and loans for non-technical approaches, particularly in agricultural areas contaminated by mines, for example, through the production of prototype demining drones. 		
	Protection, Gender, and Inclusion <ul style="list-style-type: none"> URCS strengthens its institutional policies and structures for Safeguarding and PGI, ensuring that all programmes are inclusive, do no harm, and respond effectively to violence, discrimination, and exclusion. URCS mainstreams PGI across its programmes, promoting equitable access to services and safe, dignified participation for people affected by the conflict, especially those at heightened risk such as survivors of gender-based violence. URCS collaborates with government ministries and NGOs to map and strengthen referral pathways for gender-based violence (GBV) survivors and to ensure coordinated, accountable support for people facing violence, discrimination, and exclusion. URCS continues to operate a safe and confidential referral system through its 		

	Information Centre, ensuring survivors of exploitation, abuse and harassment are referred to appropriate specialised services.
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	COMMUNITY ENGAGEMENT AND ACCOUNTABILITY (CEA)	IFRC Secretariat Funding Requirement CHF 2,004,000	
		2026	2027
		CHF 1,200,000	CHF 804,000
Objective	<i>The diverse needs, priorities and preferences of the affected communities guide the response through a people-centred approach and meaningful community participation.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	% of operational feedback received and responded to by the National Society	95%	95%
	# of people who receive information from the National Society through its community engagement activities	180,000	180,000
	# of staff, volunteers and leadership trained on Community Engagement and Accountability	300	300
	Total People to be Reached	180,000	180,000
Priority Actions	<ul style="list-style-type: none"> URCS scales up communication with communities about URCS's mandate, response activities, selection criteria, and assistance processes, using trusted and accessible channels. URCS establishes inclusive, participatory approaches, such as community committees and focus group discussions, to involve diverse groups in planning its programmes and decision-making. URCS works on increasing staff and volunteer capacity to listen to and act on community input across all programmes. 		

	MIGRATION	IFRC Secretariat Funding Requirement CHF 6,000,000	
		2026	2027
		CHF 3,600,000	CHF 2,400,000
Objective	<i>People on the move, regardless of their background or status, have access to the lifesaving assistance and protection they need.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of migrants and displaced people reached with services for assistance and protection	10,000	10,000
	Total People to be Reached	10,000	10,000
Priority Actions	EMERGENCY RESPONSE <ul style="list-style-type: none"> URCS continues to deliver support to people in vulnerable situations, focusing on evacuation assistance for people moving from areas affected by hostilities to safer 		

	<p>locations within Ukraine.</p> <p>RECOVERY AND LONGER-TERM SUPPORT</p> <ul style="list-style-type: none"> URCS, in partnership with the Ministry of Reintegration, supports returnees through business start-up assistance, including skills training and grants to help them establish micro and small enterprises in Western and Central Ukraine.
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	<p>RISK REDUCTION, CLIMATE ADAPTATION AND RECOVERY</p>	<p>IFRC Secretariat Funding Requirement</p> <p>CHF 4,500,000</p>	
		<p>2026</p>	<p>2027</p>
		<p>CHF 2,700,000</p>	<p>CHF 1,800,000</p>
<p>Objective</p>	<p><i>The immediate needs of the people affected are met, their vulnerability to future disaster and climate change impacts is reduced, and the resilience and preparedness of affected communities are strengthened.</i></p>		
<p>Key Indicators</p>	<p>Indicator</p>	<p>2026 Target</p>	<p>2027 Target</p>
	<p># of people supported by National Society emergency response team(s)</p>	<p>50,000</p>	<p>50,000</p>
	<p># staff and volunteers trained on emergency response and/ or disaster risk reduction</p>	<p>1,000</p>	<p>1,500</p>
	<p>Total People to be Reached</p>	<p>50,000</p>	<p>50,000</p>
<p>Priority Actions</p>	<ul style="list-style-type: none"> URCS Emergency Response Teams provide immediate assistance to people affected in the aftermath of hostilities. Their activities include operating mobile heating points, providing first aid and first psychological aid, conducting search and rescue, and delivering essential relief in areas impacted by attacks. URCS enhances disaster preparedness and risk reduction (DRR) across Ukraine, establishing a national DRM-DRR staff structure, identifying branch focal points, and defining the role of Emergency Response Teams (ERTs) to strengthen readiness at all levels. URCS conducts training on emergency response and DRR to staff and volunteers. URCS conducts national and regional capacity assessments to inform tailored training programmes on first aid, MHPSS, climate change adaptation, and advanced vulnerability and capacity assessments. URCS develops and implements a comprehensive contingency plan, including rapid response protocols for emergencies such as frontline displacement, natural disasters, and rising numbers of internally displaced persons. URCS establishes and trains community emergency response structures in preparedness and response activities, including early warning systems, contingency planning, evacuation, and coordination, while exploring digital tools to enhance community engagement. URCS pilots regional decontamination centres to build local awareness and practical skills for responding to chemical, biological, radiological and nuclear (CBRN) threats as part of a more inclusive and specialised DRR strategy. URCS strengthens intersectoral collaboration with national authorities and local self-government bodies, ensuring coordinated, community-based approaches to disaster preparedness and risk management. 		

	EDUCATION	IFRC Secretariat Funding Requirement CHF 4,000,000	
		2026	2027
		CHF 2,400,000	CHF 1,600,000
Objective	<i>People affected have safe, continuous, and equitable access to education and relevant information that support their ability to cope with, adapt to, and recover from the impacts of the conflict.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people trained on International Humanitarian Law (IHL)	3,500	3,500
Priority Actions	<ul style="list-style-type: none"> URCS contributes to improved access to education in international armed conflict-affected areas by supporting rehabilitation of damaged educational infrastructures, distributing learning materials, and implement education activities tailored to local needs. URCS expands IHL awareness and education across Ukraine, working with the National IHL Commission and relevant ministries to engage groups such as youth, journalists, academics, diplomats, and volunteers through public campaigns and training. 		

ENABLING APPROACHES

	NATIONAL SOCIETY STRENGTHENING	IFRC Secretariat Funding Requirement CHF 31,000,000	
		2026	2027
		CHF 18,600,000	CHF 12,400,000
Objective	<i>National Societies respond effectively to the wide spectrum of evolving crises and their auxiliary role in disaster risk management is well-defined and recognised.</i>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of volunteers involved in the operation	8,000	8,000
	% of volunteers involved in the operation that are insured	100%	100%
	# of branches that are responding	200	200
	% of branches responding to the emergency with strengthened capacity to deliver quality services to communities	45%	65%
	% of branches responding to the emergency that use a digital data collection system (mobile or online tools) for standardised reporting	55%	65%
	% of minimum standards met to strengthen safe, timely, and accountable procurement, warehousing, and fleet capacity of the National Society	70%	80%
Priority	<ul style="list-style-type: none"> URCS reinforces its auxiliary role and government partnerships by formalising roles 		

Actions	<p>and strengthening coordination with state actors in civil protection, health, social services, and humanitarian response.</p> <ul style="list-style-type: none"> • URCS enhances its advocacy and humanitarian diplomacy efforts, positioning itself as a key national and international humanitarian actor through strategic engagement with decision-makers and policy dialogue. • URCS improves governance to ensure timely, effective, and transparent decision-making with proper oversight, by implementing governance reform plans, strengthening financial and risk/compliance management, and updating its legal bases and statutes in line with the 2018 Guidance for National Society Statutes. • URCS strengthens and operationalises its management system to improve coordination by aligning priorities horizontally across departments and vertically across branches and enabling timely decision-making and service delivery nationwide. • URCS continues to strengthen its finance function at both National Committee and branch levels, improving internal controls and enhancing compliance with international financial reporting standards. • URCS expands its Branch Development Programme (BraVo) by investing in sustainable local leadership and continues to build the capacity to deliver quality programmes and social services that meet diverse community needs and enable effective emergency response. • URCS further improves its volunteer management systems through digitalisation, expanding engagement opportunities such as online volunteering and social service activities, and strengthening youth participation through partnerships, self-governance, and leadership roles. • Branch capacities are continuously strengthened through the Inter-Regional Offices by improving coordination between the National Committee and regional and local branches, decentralizing the expertise and support in corporate services and ensuring URCS Regional Branch development. This includes cascading the URCS Strategic Plan, coordinating annual planning, and consolidating needs assessment. • URCS delivers programs through standardised services provided by staff and volunteers, while developing its community development approach driven by data and expanding its network of community centres across Ukraine. Building on the 2025 pilot, these centres will serve as safe, inclusive spaces offering a single entry point for multi-sector early recovery services, promoting community participation, and strengthening coordination with authorities and local stakeholders. • URCS advances digital transformation to the branches and sectors, by upgrading IT infrastructure and adopting process-based management supported by integrated systems and digital tools designed to improve transparency, accountability, quality reporting, coordination, and service delivery. • URCS strengthens monitoring of response implementation by enhancing its PMER system and deploying tools to track progress, measure results, and adjust its programming based on evidence and learnings across departments and branches in line with its strategic objectives. • URCS conducts systematic evaluations of its 5-Year Strategic Plan, operational plans, and projects to strengthen accountability and improve the quality and effectiveness of service delivery, with PMER systems in place to support this process. • URCS strengthens its brand and positioning by advancing its media and communications strategy to ensure community and public trust, support resource
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	<p>mobilisation, position its unique value in country including its auxiliary role, enhance transparency and accountability, and promote inclusive, community-informed humanitarian action through targeted campaigns, public forums, and strategic partnerships.</p> <ul style="list-style-type: none"> • URCS implements a strategic resource mobilisation approach through fundraising campaigns, partnerships, local initiatives, and income-generating activities to enhance financial sustainability. • URCS strengthens its Human Resources function by implementing a People/HR strategy at both National Committee and branch levels that aligns with the Strategic Plan. Staff and volunteer competencies are continuously developed through training and capacity-building programmes with a strong focus on duty of care and accountability, while ensuring the HR needs of regional branches are fully supported. • URCS continues to strengthen its logistics systems by acquiring sustainable infrastructure, developing clear procedures and SOPs, and enhancing organisational integration. • The warehouse and storage facilities are being modernised with digital systems, advanced safety and security equipment, and scalable infrastructure modifications to enable efficient workflows and ensure good working conditions throughout all seasons. Procurement management is being professionalised with procedures that align closely with international donor requirements and Ukrainian national legislation, conducted transparently by trained staff. • Fleet management is optimised for sustainability, safety, and efficiency. Cargo transport and last-mile delivery are reinforced through reliable assets and strong logistics partnerships. URCS improves emergency logistics by integrating scenario planning, local procurement, supplier agreements, and stock pre-positioning, while using data systems and partnerships to ensure visibility, coordination, and rapid response.
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	COORDINATION AND PARTNERSHIPS	IFRC Secretariat Funding Requirement CHF 1,000,000	
		2026	2027
		CHF 600,000	CHF 400,000
Objective	<i>Technical and operational complementarity is enhanced through cooperation among the IFRC Membership and with the ICRC.</i>		
Priority Actions	<p>Coordination and Engagement with External Partners</p> <ul style="list-style-type: none"> • URCS maintains response coordination with local authorities and stakeholders, the United Nations and other international NGOs involved in the emergency response and recovery. • URCS participates and represents its partners as part of the Humanitarian Country Team, a high-level leadership body led by the UN Humanitarian Coordinator, which brings together UN agencies, NGOs, and Red Cross/Red Crescent Movement members to oversee the response to the ongoing crisis in Ukraine. <p>IFRC Membership Coordination</p> <ul style="list-style-type: none"> • URCS and IFRC hosts regular membership coordination meetings with in-country IFRC Network members to share information and to have an aligned approach. 		

	<ul style="list-style-type: none"> URCS leads within the IFRC Network under a collective responsibility approach, with partners aligning their support to strengthen coherence, effectiveness, and shared impact across the response. <p>Red Cross Red Crescent Movement Coordination</p> <ul style="list-style-type: none"> URCS engages with Red Cross Red Crescent Movement Partners contributing to the response to ensure a unified response with the support of ICRC and IFRC. The Red Cross Red Crescent Movement Partners in Ukraine jointly facilitate information sharing and joint planning to ensure coordinated and complementary response efforts.
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	IFRC SECRETARIAT SERVICES	IFRC Secretariat Funding Requirement CHF 7,000,000	
		2026	2027
		CHF 4,200,000	CHF 2,800,000
Objective	<i>Technical and operational complementarity is enhanced through cooperation among the IFRC Membership and with the ICRC.</i>		
Priority Actions	<p>Operational Management</p> <ul style="list-style-type: none"> Through its Delegation in Ukraine, the IFRC Secretariat supports URCS in managing and coordinating the implementation of the Appeal, ensuring that assistance and resources are efficiently channelled to meet humanitarian needs, while also providing strategic and programmatic guidance. The IFRC Secretariat at the regional and global levels provides support to the local teams in Ukraine, ensuring effective administration of the Appeal and coordination of broader technical and managerial assistance to the operation. <p>Security</p> <ul style="list-style-type: none"> The IFRC Secretariat ensures security management across the response, working closely with the ICRC and URCS to monitor the situation, update area-specific risk assessments, and adjust security measures as needed. The IFRC Secretariat applies IFRC security plans and risk mitigation measures for all in-country personnel, ensuring area-specific assessments, clear contingency plans, and evacuation procedures are in place. <p>Resource Mobilisation</p> <ul style="list-style-type: none"> The IFRC Secretariat works on coordinating and mobilising international support for the response in Ukraine through multilateral channels, ensuring coherence with the bilateral engagement of URCS and alignment with the country's evolving humanitarian and recovery priorities. <p>Corporate Services</p> <ul style="list-style-type: none"> The IFRC Secretariat provides ongoing administrative, human resources, and IT support to ensure smooth response in Ukraine. This includes managing travel, accommodation, meetings, translation, and protocol services; maintaining office facilities and equipment; and ensuring legal, insurance, and administrative compliance. 		

Finance

- The IFRC Secretariat manages financial and administrative processes for the Appeal, including budget review and validation, fund transfers, payments, and audits, ensuring full compliance with IFRC policies and donor requirements.

Compliance and Risk Management

- The IFRC Secretariat monitors and updates a risk register in line with the IFRC Risk Management Framework to ensure proactive identification and management of operational and financial risks.
- The IFRC Secretariat undertakes periodic spot checks and compliance testing across the overall Appeal implementation, including financial management, donor compliance, and administrative processes, to identify potential gaps or deviations from IFRC policies and standards and to inform immediate corrective actions where necessary.

Planning, Monitoring, Evaluation, Accountability, and Learning

- The IFRC Secretariat works with URCS and Movement partners to link PMER, IM, and CEA systems so that monitoring data, evaluation and learning findings, and community feedback directly inform adjustments to programme design and implementation.
- The IFRC Secretariat together with Movement partners supports URCS in operationalising a coherent monitoring system that ensures reliable data collection from community to national level by using standardised tools and processes in order to enable data analysis to inform decision making and enhanced programming.
- The IFRC Secretariat together with Movement partners support CEA and PGI mainstreaming into monitoring systems to ensure that community feedback and protection considerations inform programme adjustments and transparent reporting to partners and communities affected.
- The IFRC Secretariat, together with URCS and Movement partners, promotes continuous learning by setting up regular mechanisms and forums to capture, document, and share lessons from the operation, ensuring that findings from monitoring and evaluation are applied to improve programmes and management practices.

Communications and Humanitarian Diplomacy

- The IFRC Secretariat positions National Societies as trusted partners in the response, through coordination of regular public communication, campaigns, and digital outreach that highlight the collective strength of the IFRC Network and wider Red Cross and Red Crescent Movement.
- The IFRC Secretariat supports coordination with the Red Cross and Red Crescent Movement in advocating with and on behalf of people affected and ensuring local voices are amplified in all engagement efforts to seek the best outcomes for people affected by this crisis.
- The IFRC Secretariat leverages the collective strengths, resources and skills of National Societies in communications and HD to meaningfully communicate and advocate on humanitarian needs and impact among those affected by the international armed conflict. This includes highlighting the added value of the work of URCS and the broader IFRC Network.
- The IFRC Secretariat advocates for principled and unimpeded humanitarian action, promoting the consistent application of International Humanitarian Law (IHL), access to essential humanitarian services, protection of displaced people within and beyond

	<p>Ukraine, and the strengthened auxiliary role of National Societies in line with the Fundamental Principles.</p> <p>Logistics and Supply Chain</p> <ul style="list-style-type: none"> • The IFRC Secretariat supports URCS in coordinating procurement, transportation, warehousing, and fleet management for the response, ensuring that supply chain activities are adapted to complex security and access conditions. • The IFRC Secretariat supports URCS in strengthening its local supply chain and logistics capacity to enhance the sustainability and efficiency of relief delivery to affected communities.
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Risk Management

The IFRC is taking a proactive approach to risk management, implementing an optimal set of controls to maximise the effectiveness and efficiency of the operation at regional and country level. A Strategic Risk Register is managed at regional level for the whole operation, while at the country level, a country risk register is managed by the IFRC Head of Delegation. These registers include details on the risks, mitigation measures, risk owners, and residual risks after implementing mitigation actions. This is part of the wider Risk Management Plan for the Ukraine and Impacted Countries Emergency Appeal, which includes guidelines for reporting, risk escalation, and roles and responsibilities.

Risk	Likelihood	Impact	Mitigating actions
Insecurity and ongoing hostilities in line-of-contact areas directly affected by the conflict continue to limit URCS's ability to safely and consistently reach people in need.	High	High	<ul style="list-style-type: none"> • Work with Movement partners on de-confliction efforts with relevant actors to facilitate safe access to conflict-affected areas. • Continuously assess access constraints and update contingency and preparedness plans accordingly. • Maintain and regularly test evacuation plans for volunteers, staff, and people affected, including clear decision-making protocols, communication chains, and transport arrangements in case of rapid deterioration in security conditions.
Active hostilities expose URCS volunteers and staff as well as other IFRC Membership staff present in Ukraine to injury, trauma or loss.	High	High	<ul style="list-style-type: none"> • Conduct regular security risk assessments and real-time context monitoring. • Adhere to existing security guidelines and protocols. • Deliver regular security briefings to staff and volunteers. • Ensure ongoing RCRC Movement (URCS, IFRC, and ICRC) security coordination. • All volunteers and staff are insured.
URCS premises and fleet assets are exposed to potential damage or destruction.	High	High	<ul style="list-style-type: none"> • Ensure building safety, surveillance systems and firefighting equipment is installed.

			<ul style="list-style-type: none"> • Apply protective measures to physical buildings, for example, sandbags. • Relocate assets from high-risk areas. • Track and manage fleet movements through GPS. • Coordinate with regional and local branches for contingency planning and alternative logistics arrangements. • All premises, fleet, and stocks are insured.
Active conflict has damaged critical infrastructure, including roads, bridges, railways, and energy systems, creating severe logistical challenges.	High	High	<ul style="list-style-type: none"> • Pre-position stocks in regional and branch warehouses to compress the time between sourcing and emergency response. • Keep updated shipping instructions for alternative supply routes and border entry points as a contingency plan for smooth flow of goods and delivery in high-risk areas. • Establish local and international framework agreements for the supply of goods and services. International contracts will complement local supply in case of disruption to production capacity. • Strengthen capacity for local sourcing and procurement to reduce reliance on international supply routes which can be strained by customs formalities, access constraints and long-haul supply chains.
Given URCS's wide-scale presence and direct engagement with vulnerable communities, there is a safeguarding risk, including sexual exploitation, abuse, or harassment, involving staff, volunteers, or other actors.	Medium	High	<ul style="list-style-type: none"> • Strengthen safeguarding systems, ensuring that each team member receives an adequate briefing on the Code of Conduct, PSEA Policy, and Child Safeguarding. • Support programme teams to integrate safeguarding risk mitigation into their design and delivery • Conduct regular community risk monitoring to identify potential safeguarding concerns early. • Display the Integrity Line and reporting mechanisms visibly in all offices and operational spaces • Establish clear reporting pathways for National Society teams to the IFRC

			<p>and engage volunteers regularly on safety concerns.</p> <ul style="list-style-type: none"> • Prioritise strong leadership messaging on the absolute prohibition of sexual exploitation, abuse, and sexual misconduct, led by the Senior Management. • Ensure that all deployed personnel are screened and have signed the Code of Conduct. • Ensure teams do not operate alone or in all-male groups when working in communities.
Cases of gender-based violence, and neglect of vulnerable groups such as older people, people living with disabilities, children, and marginalised groups.	Medium	High	<ul style="list-style-type: none"> • Ensure that confidential reporting channels are accessible to beneficiaries and their family and that and are functional and responsive.
Risk of disease outbreaks (including waterborne and respiratory illnesses).	Low	Medium	<ul style="list-style-type: none"> • Deploy mobile health and hygiene promotion teams to affected communities during outbreak or infrastructure-related emergencies. • Pre-position hygiene kits, water purification supplies, and essential medical stocks in high-risk and flood-prone areas. • Provide portable water through mobile water purification equipment. • Strengthen community-based epidemic preparedness through awareness campaigns and preventive messaging.
Seasonal flooding, extreme winter conditions, heatwaves, and other climate-related hazards pose recurrent risks to both communities and operational continuity.	Low	Low	<ul style="list-style-type: none"> • Integrate climate risk into programme planning to ensure continuity of services during seasonal disruptions. • Support vulnerable households with climate-adaptive interventions, for example insulation materials, water drainage solutions, energy-efficient heating. • Conduct public awareness sessions and risk communication campaigns on how to prepare for and respond to seasonal hazards.

<p>Insufficient technical capacity, tools, and coordination affect the quality, consistency, and timeliness of data collection, analysis, and reporting.</p>	<p>Medium</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Train volunteers and staff at all levels on data collection, analysis, and reporting tools. • Implement internal data quality checks and validation processes. • Establish a common accountability framework with minimum quality standards and transparent processes, designed to reduce parallel reporting and minimise additional requirements for partners while ensuring consistency and accountability. • Keep donors informed about ongoing challenges related to data collection, aggregation, and reporting.
<p>Inconsistent engagement with communities, combined with gaps in the analysis and application of community feedback, can result in programmes that do not fully reflect local needs or preferences.</p>	<p>Medium</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Standardise community engagement practices across all branches and programmes to ensure consistent application of CEA principles. • Train staff and volunteers on effective community engagement, including how to collect, analyse, and act on feedback. • Close the feedback loop by communicating back to communities how their input influenced decisions or changes.
<p>Humanitarian activities continue to take place in a highly politicised environment, particularly in areas close to or within frontline regions. This creates an ongoing risk of misinterpretation of operations and exposure to mis- or disinformation, which can affect public perception and trust. Such dynamics lead to reputational pressure on National Societies and the wider Movement, with potential implications for funding and operational access.</p>	<p>Medium</p>	<p>High</p>	<ul style="list-style-type: none"> • National Societies are taking practical steps to protect the neutrality and credibility of their work. This includes giving clear guidance to staff and volunteers on how to operate in sensitive environments, ensuring that information shared from the field is consistent and accurate, and reporting on activities in a transparent way. • The IFRC provides continued support to affected National Societies to reinforce principled humanitarian action, strengthen adherence to Movement policies, and manage reputational pressures. This includes targeted humanitarian diplomacy, coordinated communications, and proactive engagement to address emerging concerns.
<p>Staff and volunteer burnout, fatigue, and reduced mental wellbeing.</p>	<p>High</p>	<p>High</p>	<ul style="list-style-type: none"> • Strengthen staff and volunteer care systems by ensuring that wellbeing

			<p>protocols are operational and accessible across all branches.</p> <ul style="list-style-type: none"> • Ensure supportive supervision, including regular wellbeing check-ins, reflective discussions, and mechanisms for managers to identify early signs of stress or overload. • Maintain and expand access to PSS, using available resources and referral pathways, ensuring both individual and group support options.
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Quality and Accountability

URCS will continue to use the One Plan monitoring system, established in 2023, as the main system for consolidating response data, including contributions through this Emergency Appeal.

Data from the field is collected in communities by URCS staff and volunteers. Focal points at *raion*¹⁶ level coordinate submissions, supported by Regional QCA Focal Points who ensure alignment with URCS Minimum Standards and digitalise inputs where needed. Interregional URCS PMER and IM Focal Points then review, validate, and consolidate reports from several branches, with technical support from the National Committee. At the national level, URCS programme focal points compile all inputs, while PMER and IM teams validate the data, compile reports, and carry out final quality reviews before reports are shared with URCS senior management, donors, and Movement partners.

To ensure quality in monitoring, evaluation, and reporting on the programme/ project across the organisation, URCS is adopting standardised internal tools for data collection, analysis, validation, and reporting. By using unified indicators across its network, URCS ensures consistency while enabling comparable data from branches and partners to feed into a single national system. All data handling follows URCS policies and national law on data protection.

Reporting follows a six-month cycle for consolidated reports for donors and Movement partners, complemented by monthly internal indicator-tracking dashboards to guide programmes and operations.

At the same time, URCS is simplifying and streamlining how programme information, community feedback, and other monitoring data flow from the field to regional and national levels, reducing duplication and speeding up analysis. Any changes to the monitoring system in the near future, should they occur, will be explained in the Appeal's operational updates.

URCS Quality Control and Accountability Department, which is responsible for setting standards, ensuring consistency, and providing quality assurance on programming across the organisation, receives technical and financial support in-country by the British Red Cross, Danish Red Cross, German Red Cross, and the IFRC Delegation in Ukraine. The IFRC Regional Office for Europe and Central Asia provides additional support to URCS on Federation-wide reporting and other PMER-related matters, if needed.

Please see [Annex I](#) for the indicator definitions and the targets set for this Operational Strategy.

¹⁶ The second-level administrative division in Ukraine.

IFRC Secretariat Funding Requirement for Ukraine in 2026 – 2027

Planned Operations

Health and Care, Including MHPSS	CHF 30,000,000
WASH	CHF 15,000,000
Shelter, Housing, and Settlements	CHF 45,000,000
Livelihoods	CHF 47,000,000
Cash and Voucher Assistance	CHF 47,000,000
Protection, Gender, and Inclusion	CHF 2,004,000
Community Engagement and Accountability	CHF 2,004,000
Migration	CHF 6,000,000
Risk Reduction, Climate Adaptation, and Recovery	CHF 4,500,000
Education	CHF 4,000,000

Enabling Approaches

National Society Strengthening	CHF 31,000,000
Coordination and Partnerships	CHF 1,000,000
IFRC Secretariat Services	CHF 7,000,000

Total IFRC Secretariat Funding Requirement CHF 241,508,000

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Reference



Click here for:

- [Ukraine and Impacted Countries Emergency landing page on IFRC GO](#)
- [Note on methodology in estimating people to be reached targets and federation-wide response to date overview](#)

Annex I: Indicator Definitions and Targets

Given the variability of National Societies' data systems, it is not always possible to distinguish unique individuals from multiple instances of support. Therefore, some figures may reflect service counts rather than unique reach. To minimise overestimation and ensure consistency, the methodology applies yearly disaggregation and uses the highest reported indicator value to calculate both sector-level and total reach, rather than summing indicators.

While targets are calculated at indicator level, sector/enabling-approach targets are similarly based on the highest estimate within each group of indicators to avoid double counting. As we avoid cumulative reporting wherever possible, any instance where cumulative values must be presented is clearly labelled as "services to be provided" rather than "people to be reached". In line with the Federation-wide reporting approach, "people to be trained" targets are excluded from overall "people to be reached" figures, as training and direct service delivery are classified and reported separately. For more details, kindly refer to the [UIC EA Federation-wide Data Methodology](#).

Indicator	Definition	Target	
		2026	2027
HEALTH AND CARE			
# of people reached by the National Society with contextually appropriate health services	This indicator counts the number of people who receive primary health care, first aid, or health-related referrals, as well as those supported through mobile health services, home-based care, rehabilitation services or spaces, health awareness and disease prevention sessions, or CVA for health-related needs from the National Society.	250,000	250,000
# of people trained in first aid	This indicator counts the number of people who have been trained in First Aid. This includes National Society volunteers, staff, and community members.	150,000	150,000
Total people to be reached:		250,000	250,000
MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT			
# of people reached by National Society mental health and psychosocial support services	This indicator counts the number of people who receive mental health and psychosocial support (MHPSS) from the National Society. This includes people assisted through group sessions or individual support, including psychological first aid, structured group activities, referrals for specialised mental health care, and other psychosocial support sessions.	30,000	20,000
# of people trained in mental health and psychosocial support	This indicator counts the number of people who have been trained in mental health and psychosocial support (MHPSS), including psychological first aid and other MHPSS-related trainings. This includes National Society volunteers, staff, and communities.	1,300	1,200
Total people to be reached:		30,000	20,000

WATER, SANITATION, AND HYGIENE			
# of people reached by the National Society with contextually appropriate water, sanitation and hygiene services	This indicator counts the number of people supported through programmes that provide access to safe water, sanitation and hygiene services. This includes supplying clean or purified water where systems are disrupted, restoring or repairing damaged water and sanitation facilities, and delivering hygiene promotion and awareness activities in communities and schools. It also covers the integration of hygiene messages into community programmes to support safe practices and reduce public health risks. In Ukraine, this excludes the distribution of hygiene kits, as these are counted under relief support in accordance with the URCS One Plan 2023–2027.	100,000	100,000
Total people to be reached:		100,000	100,000
SHELTER, HOUSING, AND SETTLEMENTS			
# of people reached with shelter support	This indicator measures the number of people who receive shelter assistance or related services that improve their safety, dignity, and living conditions before, during, or after a crisis. This includes general shelter support such as providing essential household items, carrying out light repairs to homes, shelters, or critical community facilities, supplying insulation materials, improving access to safe spaces during emergencies, offering cash or voucher assistance for minor repairs or for rent and utilities, and maintaining essential services in temporary accommodation centres. It also includes winter-specific support, delivered as a seasonal modality within shelter assistance, such as distributing winter items and providing heating, energy, and minor winter repair assistance to help households and community facilities cope with cold weather conditions.	45,000	45,000
Total people to be reached:		45,000	45,000
LIVELIHOODS			
# of people reached with relief assistance for basic needs	This indicator counts the number of people who receive in-kind relief items that support basic living conditions during or immediately after a crisis. Assistance may include the distribution of food, drinking water, no-light kits, clothing, and other essential household items that help meet immediate daily needs. This indicator excludes any support provided through cash or voucher modalities. This indicator also excludes people reached with items intended for heating or winterisation, as these are reported under a separate shelter-related indicator.	1,000,000	1,000,000

<p># of people supported to start or improve their income generation activities</p>	<p>This indicator measures the number of people who receive support to start, restore, or improve income-generating activities and livelihoods. Assistance may include financial support (such as grants or staged micro-grants), vocational or skills training, business development support, provision of equipment or materials, and tailored coaching or mentoring to help people establish or strengthen small businesses, self-employment, or agricultural production.</p> <p>In Ukraine, groups supported include rural and marginalised communities, small business owners and social entrepreneurs, returnees, and veterans and their families. Support involves restoring agriculture-based livelihoods, vocational training, career counselling, business start-up assistance, and targeted cash for income-generation.</p>	<p>21,600</p>	<p>21,600</p>
<p>Total people to be reached:</p>		<p>1,000,000</p>	<p>1,000,000</p>
<p>CASH AND VOUCHER ASSISTANCE</p>			
<p># of people reached with conditional and/or unconditional cash and voucher assistance</p>	<p>This indicator counts the number of people who received cash or voucher assistance through Red Cross-managed programmes.</p> <p>This indicator reflects assistance delivered through cash or vouchers as a modality and does not include in-kind distributions.</p> <p>In Ukraine, it includes: 1) cash assistance to cover priority/basic needs where markets are functional and accessible; 2) cash assistance linked with social protection schemes for vulnerable groups; 3) cash support enabling people to access URCS sectoral services (e.g., health, protection, shelter minor repairs); 4) people receiving vouchers distributed through the URCS branch network.</p>	<p>150,000</p>	<p>133,000</p>
<p>Total people to be reached:</p>		<p>150,000</p>	<p>133,000</p>
<p>PROTECTION, GENDER, AND INCLUSION</p>			
<p># of people reached with protection, gender, and inclusion activities</p>	<p>This indicator counts the number of people who receive protection-related services that support their safety, dignity, and inclusion.</p> <p>This includes activities such as awareness-raising on protection risks, child safeguarding and safe referral, support to families of missing persons, case management for gender-based violence and other protection concerns, information and risk-reduction sessions (including explosive ordnance awareness), psychosocial and practical support to vulnerable groups, and access to safe, inclusive spaces and services.</p>	<p>50,000</p>	<p>50,000</p>

# of people trained on prevention and protection of sexual exploitation and abuse and child safeguarding	This indicator counts the number of volunteers, staff, and associated personnel who have received PGI-related training, including general PGI modules and training on preventing, identifying, and responding to sexual exploitation, abuse, and harassment, as well as safeguarding.	300	300
Total people to be reached:		50,000	50,000
COMMUNITY ENGAGEMENT AND ACCOUNTABILITY			
% of operational feedback received and responded to by the National Society	<p>This indicator measures the proportion of operational feedback issues that the National Society has responded to and resolved, compared with the total number of feedback issues received.</p> <p>Operational feedback refers to feedback about the delivery and quality of humanitarian services, including access to and eligibility for support, timeliness, and any issues affecting how assistance is provided to affected people.</p> <p>Resolved feedback means the National Society has responded to the person, taken any necessary action, and formally closed the feedback loop by marking the issue as completed and informing the person of the outcome.</p>	95%	95%
# of people who received information from the National Society through its community engagement activities	<p>This indicator counts the number of people who received information directly from National Society staff or volunteers through two-way communication. This includes people receiving information from the National Society during community visits, group sessions, helpline calls, distribution, helpdesks, or direct digital exchanges.</p> <p>Two-way communication means that the National Society provides information directly to people and people have the opportunity to respond, ask questions, engage in a dialogue or are referred to appropriate support. It also means that National Society responds to feedback and complaints they receive.</p> <p>Direct digital communication refers to any digital interaction where the National Society can confirm that a specific person received information, for example, hotline calls, SMS/WhatsApp exchanges, emails and other digital means.</p> <p>This indicator counts direct reach only.</p>	180,000	180,000
# of staff, volunteers and leadership trained on Community Engagement and Accountability	This indicator counts the number of staff, volunteers, and leaders who have received training in Community Engagement and Accountability (CEA), including approaches, tools, and practices for ensuring meaningful participation, feedback, and two-way communication with communities.	300	300
Total people to be reached:		180,000	180,000

MIGRATION			
# of migrants and displaced people reached with services for assistance and protection	<p>This indicator counts the number of people who receive migration and integration and inclusion-related assistance that supports their safety, dignity, and ability to access essential services when leaving, fleeing, or returning to their homes.</p> <p>In Ukraine, this indicator specifically counts the number of people who have been assisted with evacuation support and, as a result, displaced from their homes.</p>	10,000	10,000
Total people to be reached:		10,000	10,000
RISK REDUCTION, CLIMATE ADAPTATION, AND RECOVERY			
# of people supported by National Society emergency response team(s)	<p>This indicator counts the number of people affected by conflict or other emergencies who receive direct assistance from Emergency Response Teams (ERTs).</p> <p>This includes people supported through activities such as operating mobile heating points or emergency support points, providing transportation and evacuation from areas of acute hostilities, delivering first aid and psychological first aid, conducting search and rescue, and distributing essential relief, including warm food and water, in locations affected by an emergency or disaster.</p>	50,000	50,000
# of staff and volunteers trained on emergency response and/or disaster risk reduction	This indicator measures the number of volunteers or staff who are part of, or preparing to join, the National Society's Emergency Response Team and who have received training related to emergency response and/or disaster risk reduction.	1,000	1,500
Total people to be reached:		50,000	50,000
EDUCATION			
# of people trained on International Humanitarian Law	<p>This indicator counts the number of people who receive International Humanitarian Law (IHL) training or participate in IHL awareness or dissemination sessions.</p> <p>It includes structured learning activities such as formal trainings, inductions, workshops, briefings, and awareness sessions aimed at strengthening understanding of IHL principles, rules, and their application.</p>	3,500	3,500
NATIONAL SOCIETY STRENGTHENING			
# of volunteers involved in the operation	This indicator counts the number of registered National Society volunteers who have participated in the response to the emergency on a recurring basis during the reporting period. A volunteer is considered involved if they have taken part in at least two response activities or have been engaged in responding to the emergency at least once per month.	8,000	8,000
% of volunteers involved in the operation that are insured	This indicator measures the proportion of active, registered volunteers engaged in the emergency response who are included in an insurance policy that covers health, accident, and death	100%	100%

	compensation.		
# of branches responding	This indicator counts the number of National Society branches that are actively engaged in the emergency response during the reporting period. A branch is considered responding if it carries out one or more emergency response activities as part of the National Society's coordinated response during the reporting period.	200	200
% of branches responding to the emergency with strengthened capacity to deliver quality services to communities	<p>This indicator measures the percentage of responding National Society branches that have strengthened their operational, organisational, and service-delivery capacity through funding provided by the Emergency Appeal.</p> <p>A branch is considered to have strengthened capacity if it meets at least three (3) out of the following six (6) conditions:</p> <ol style="list-style-type: none"> 1) The branch has completed a self-assessment (OCAC, BOCA) or annual planning aligned with the National Society Strategic Plan and has an active action plan based on this process. 2) The branch has an operational base and essential equipment, such as office space, furniture, and IT equipment, that enable staff and volunteers to work effectively and provide services to communities. 3) The branch has minimum emergency response capacity demonstrated through trained volunteer teams and key emergency equipment (e.g., volunteer protection equipment, first-aid kits, vehicles or access to emergency stock). 4) The branch delivers at least one National Society service in line with nationally standardised service guidelines, for example: a) a nationally approved service package (home-based care, MHPSS provision, employability support, etc.); or b) a standardised community centre/ hub model. 5) The branch demonstrates minimum community engagement and accountability and protection, gender and inclusion capacity through both of the following: a) uses at least one feedback mechanism (e.g. hotline, feedback box, QR code for feedback, etc.) and applied the feedback in service delivery; and b) integrates PGI considerations into service delivery (e.g. identifying and responding to access barriers to support for people in vulnerable situations, applies safeguarding practices). 6) The branch demonstrates progress in resource mobilisation through at least one of the following: a) conducting a local fundraising activity; or b) developing an income-generating initiative; or c) formalising cooperation with a local authority or business; or d) submitting a grant application or partnership proposal. 	45%	65%
% of branches responding to the emergency that use a	This indicator measures the percentage of National Society branches responding to the emergency that use digital data collection systems, such as mobile apps (e.g., Excel, Kobo, ODK, RedRose) or	55%	65%

digital data collection system for standardised reporting	<p>online forms (e.g., Power Apps, DHIS2 forms, Google Forms), to submit standardised activity reports and data during the emergency, enabling faster, more reliable data flows that strengthen accountability and the evidence base for programme planning and transparent donor communication.</p> <p>Digital systems exclude paper forms, paper forms or reports digitalised into PDF format, and updates sent via WhatsApp or SMS.</p>		
% of minimum standards met to strengthen safe, timely, and accountable procurement, warehousing, and fleet capacity of the National Society	<p>This indicator measures how much of the National Society's national-level supply chain capacity is in place, based on a set of clearly defined conditions.</p> <p>The National Society's national-level supply chain capacity is assessed against the following five conditions, each scored Yes/No.</p> <ol style="list-style-type: none"> 1) Written procedures such as standard operating procedures, exist and are used for procurement and stock management. 2) Digital systems are used to manage procurement, stock, and fleet activities and information. 3) The NS has an operational warehouse with the basic equipment and safety measures needed to receive, store, and dispatch items. 4) The NS can receive, process, and dispatch priority items within an acceptable response time. 5) The NS has a clear approach to managing and maintaining its vehicles, including a plan for servicing, budgeting, and replacing or renting transport when needed. 6) The NS has clear shipping instructions and established procedures for importation of humanitarian goods including customs clearance procedures and required documentation. 	70%	80%