



Revised Operational Strategy

MGR65002 | RUSSIA



Russian Red Cross volunteers provide comfort and psychosocial support to people displaced from Ukraine.
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Appeal №: MGR65002	Initial Appeal launched: 28/02/2022	People to be reached: 2026: 60,000 2027: 40,000
Glide №: OT-2022-000157-UKR	Disaster categorisation: RED	The previous version of the plan can be accessed here .
Funding Requirements in Russia for 2026 – 2027: <i>For more information on the funding requirement, please refer to the visual here.</i>		IFRC Secretariat: 14,8 M
Operation start date: 28/02/2022	Operation end date: 31/12/2027	Operational Strategy revision: #2 Published: 12/12/2025

Rationale for the Revision of the Plan

The revision of Russian Red Cross (RRC) National Society Operational Strategy (OS) ensures RRC can continue to respond to the humanitarian needs in the Russian Federation resulting from the ongoing international armed conflict between the Russian Federation and Ukraine. Many have been forced to leave their homes, lost access to services, or are struggling to meet basic needs. This revision allows for the IFRC and its member National Societies to support people on all sides of an armed conflict, reaching people based on need alone and ensuring humanitarian assistance in line with neutrality, impartiality, and independence.

The revised OS focuses on people displaced by the international armed conflict and on communities living in areas near the border with Ukraine, who are or may be directly affected by hostilities. It also considers the possibility of further displacement in the event of an escalation, as demonstrated by the situation in the Kursk region in August 2024, when intensified hostilities led to a large-scale population movement within the Russian Federation.

Strengthening operational preparedness and readiness is a core element of the revised plan. It is essential that RRC, with support from the IFRC and the wider Red Cross and Red Crescent network, continues to strengthen its contingency and response capacity, including the ability to rapidly mobilise assistance in the event of further escalations. While the OS under the Emergency Appeal focuses on urgent humanitarian needs and maintaining operational readiness, longer-term or protracted needs, identified through assessments conducted by RRC, are planned to be addressed through the 2026–2028 Russia IFRC Network Country Plan.



People to Be Reached

PLANNED REACH*		
2022 – 2025	2026	2027
2.56M people	60K people	40K 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 [Russian Red Cross National Society Response Plan](#), 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



The IFRC Secretariat funding requirement for RRC has been reprioritised to align with current needs and priorities. The 2023 revision set the requirement at CHF 54.28 million; following a review of changing operational priorities, and humanitarian funding constraints, this has been adjusted to CHF 37.76 million. The Federation-wide funding requirement remains unchanged from 2023. The IFRC and RRC 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.

Situational Overview and Needs^{1,2,3}

The escalation of hostilities since February 2022 has uprooted millions in the mass displacement of people. More than six million have been forced to flee the country and many more displaced internally.⁴ The largest number of arrivals to the Russian Federation occurred in 2022–2023, when over 1.2 million people from Ukraine⁵ were reported in the country.

Many people arrived with very few belongings and needed immediate help, including shelter, food, hygiene items, and medical care. In 2023–2024, internal displacement was also reported among people living in border regions, particularly Belgorod and Kursk, affected by the hostilities.

As the situation has become more protracted, the needs of displaced people have changed. While some still require urgent emergency relief, many now need longer-term support to rebuild stability in their lives. This includes access to mental health and psychosocial support, legal aid, vocational and livelihood opportunities, and integration assistance in host communities.

At the same time, some urgent needs persist, particularly related to housing, health care, and essential items for daily living. A segment of the displaced people now live outside state-run Temporary Accommodation Points (TAPs), reducing their access to government support and requiring more targeted humanitarian assistance. The displaced population includes an increasing number of people from vulnerable groups, such as older people, persons with disabilities, and single-headed households, who have limited opportunities to improve their livelihoods and often face barriers to accessing essential services.

Households in vulnerable situations rely on pensions, support for people living with disabilities, or temporary rent compensation but still struggle to meet essential needs amid rising living costs and limited employment opportunities. Rent, food, and medicines remain the largest household expenses, with older people, single parents, and families including persons with disabilities among those most at risk of economic and social vulnerability.

RRC monitoring and community consultations indicate that displaced households most frequently request financial and housing support, medical and pharmacy assistance, and legal advice to access entitlements. Cash-based assistance is widely preferred for its flexibility, while food and hygiene items, household supplies, and seasonal clothing remain in demand. Access to healthcare and education is generally available but can be constrained by lack of registration or administrative barriers, particularly in larger cities.

There remains a real risk of new displacement and sudden humanitarian needs within the Russian Federation. The events in Kursk in August 2024, when intensified hostilities led to population movements and urgent needs, highlight how quickly the situation can change and why preparedness continues to be essential.

¹ Russian Red Cross Post Distribution Monitoring of Assistance to Displaced Persons, August 2024.

² Russian Red Cross Focus Group Discussions with IDPs from Kursk, January 2025.

³ Russian Red Cross Focus Group Discussions with IDPs from Kursk, April 2025.

⁴ [Ukraine: Over 6 Million Refugees Spread Across Europe - United Nations Western Europe](#)

⁵ [Ukraine: Over 6 Million Refugees Spread Across Europe - United Nations Western Europe](#)

Capacities and Response

NATIONAL RESPONSE CAPACITY

National Society Capacity and Ongoing Response

Since the onset of the conflict, RRC has provided extensive humanitarian support to displaced people from Ukraine and conflict-affected communities across more than 30 regions of the Russian Federation. RRC activities include cash and voucher assistance, mental health and psychosocial support, basic health services, and the distribution of food, hygiene items, and clothing. RRC also delivers livelihood support, legal aid, vocational training, and information and referral services, with particular attention to older people, persons with disabilities, pregnant women, and families with young children. As the situation evolves, RRC continues to adapt its response to address both immediate and longer-term humanitarian needs arising from the ongoing conflict.

RRC is a National Society consisting of 85 regional branches, which are at various scales involved in providing humanitarian support to displaced households through regional and districts structures. RRC coordinates collection of humanitarian aid in Russia. A temporary warehouse for storage and sorting of humanitarian aid was built by RRC in the Rostov region for that purpose.

RRC also provides psychosocial support to the displaced: more than 1,300 RRC psychosocial support specialists are providing services in TAPs and via RRC hotline on humanitarian issues, psychosocial support and restoring family links.

While working on expanding its volunteer base, RRC has been cooperating with national volunteer organisations in the collection and distribution of humanitarian aid, having coordinated with over 100,000 volunteers overall.

Capacity and Response at the National Level

Nationally, RRC maintains close cooperation with federal, regional, and local authorities.

Active partnerships are in place with the Ministry of Health, the Ministry of Emergency Situations, the Ministry of Foreign Affairs, the Office of the Commissioner for Human Rights, and other state bodies.

INTERNATIONAL RESPONSE CAPACITY

IFRC Membership Coordination

RRC receives multilateral support from and coordinates across the IFRC Membership. While RRC leads implementation, IFRC provides technical, financial, and coordination support under the framework of the Emergency Appeal. The partners maintain regular exchanges to align strategic priorities, ensure complementarity of assistance, avoid overlap among target groups, and coordinate monitoring and feedback processes. Cross learning and peer-to-peer exchanges are also coordinated and facilitated to enhance capacities across the IFRC Network.

GAPS IN THE RESPONSE

The humanitarian situation in the Russian Federation remains affected by the prolonged international armed conflict, continued population movements, and the evolving needs of displaced people and vulnerable host communities. Many families continue to face rising living costs, limited income opportunities, psychosocial stress, and barriers to accessing essential services. While large numbers of displaced people have lived in their current locations for more than two years, the conditions of displacement remain unstable for many, particularly those relying on rented accommodation or informal housing arrangements.

RRC assessments and continuous feedback from communities indicate that the most pressing needs are linked to basic living conditions, access to health care and medicines, mental health and psychosocial support, financial assistance, and essential household items. People in vulnerable situations including older people, people living with disabilities, single parents, large families, and people living with chronic illnesses continue to face disproportionate challenges. Needs also evolve quickly in areas close to the border, where sudden escalations have caused urgent humanitarian needs.

While humanitarian assistance is ongoing across multiple sectors, persistent gaps remain that hinder the ability of affected households to regain stability and reduce reliance on external support.

MHPSS

Despite the presence of health facilities across the country, many displaced people continue to face administrative barriers, shortages of essential medicines, and the inability to cover costs for consultations, diagnostics, and long-term treatment. People with chronic conditions, older individuals, and persons with disabilities are particularly affected. Mental health needs remain high due to prolonged stress, loss, uncertainty, and lack of social support systems. Although RRC provides substantial MHPSS services through its hotline, mobile teams, and trained volunteers, the scale of psychological distress surpasses current capacity, especially in regions hosting large numbers of displaced people.

Water, Sanitation and Hygiene (WASH)

While no widespread WASH infrastructure damage has been recorded, some vulnerable households continue to struggle with access to hygiene supplies and adequate sanitation, particularly those living in temporary or overcrowded rented accommodation. Gaps remain in regular access to hygiene items, menstrual hygiene supplies, and support for families caring for children or older household members. These gaps affect dignity and present health risks, especially for socially isolated individuals.

Cash and Voucher Assistance (CVA)

Cash assistance remains the most requested form of support, yet available resources do not fully meet the scale of need. Rising inflation, increasing rent prices, and costs of food and medication have reduced households purchasing power. Many vulnerable families rely on pensions, disability benefits, or temporary compensation that do not cover essential expenses. As a result, people continue to prioritise rent, medicines, and basic goods over long term wellbeing, reinforcing dependence on humanitarian support when CVA cannot be provided at sufficient scale or frequency.

Livelihoods

Economic challenges remain severe for displaced people and vulnerable host community members. Limited job opportunities, skills mismatches, caregiving responsibilities, mobility constraints, and lack of documentation hinder peoples' ability to earn stable income. Many households continue to rely on humanitarian support to cover basic needs, as inflation and the high cost of living have eroded their resilience. Vocational training and livelihood support programmes exist but reach only a portion of those in need, limiting opportunities for sustainable recovery.

Community Engagement and Accountability (CEA)

Although feedback and information mechanisms are established within RRC, communities continue to report inconsistent access to clear, timely information on available services and eligibility criteria. Vulnerable groups such as older people, persons with disabilities, and those with limited digital access face particular challenges in understanding how to access support or raise concerns. Opportunities for communities to meaningfully participate in decision making remain limited in some regions, and inadequate two-way communication may lead to frustration, misinformation, and reduced trust in humanitarian actors.

Migration and Case Management

People on the move continue to require support with legal status, documentation, access to basic services, and safe referral pathways. Case management capacity varies across regions, and demand for assistance remains higher than current service availability. Support with education related costs, transportation, medical care, and essential items is repeatedly requested by displaced households. Administrative complexities and inconsistent access to information further constrain the ability of people to navigate procedures effectively.

National Society Capacity

The scale and duration of the response place growing pressure on RRC staff and volunteers, who manage high caseloads and work with communities experiencing complex and prolonged vulnerability. Continued investment is required in staff well being, supervision, volunteer management, and branch capacity to maintain the quality of the response. Increasing donor compliance requirements and reporting demands further stretch PMER, finance, and administrative systems, underscoring the need for sustained capacity strengthening across the National Society.

Operational Constraints

Humanitarian operations in the Russian Federation continue to be shaped by geographic and contextual constraints.

Logistical constraints are driven by the size of the country, long distances between regions, and the need to support people spread across diverse and sometimes remote areas. Procurement and supply chains are additionally affected by sanctions-related restrictions, foreign exchange fluctuations, and varying levels of availability of goods and services in different regions. These factors can result in delays,

increased costs, and the need for alternative procurement arrangements.

Humanitarian access is generally possible, but it may be affected in certain locations by heightened security risks, movement restrictions linked to hostilities, or changes in local regulations. RRC's auxiliary role and long-standing presence facilitate continued access; however, sustained humanitarian diplomacy and clear communication about the neutral and impartial nature of the response remain essential for maintaining trust and acceptance among all stakeholders.

RRC's extensive volunteer network is central to operational delivery, yet high demand, emotional fatigue, and the scale of needs place ongoing pressure on staff and volunteers. Continuous support, training, supervision, and investment in volunteer well-being are necessary to sustain capacity. At the same time, increased reporting obligations, donor requirements, and compliance processes require strengthened human resources, financial management systems, and PMER capacities at both headquarters and regional levels.

Financial operations are also affected by sanctions, restrictions on international transfers, and reduced availability of traditional banking channels. These constraints require careful planning, adherence to compliance measures, and close coordination with IFRC to ensure uninterrupted delivery of assistance and responsible financial management.

Overall, while RRC and IFRC maintain a strong operational presence in-country, these constraints reinforce the need for flexible planning, continuous adaptation, and sustained investment in both humanitarian response and National Society capacity to ensure that assistance remains timely, relevant, and effective.

Federation-Wide Response to Date: Russian Federation



TOTAL PEOPLE REACHED

371K 2022 **131K** 2023 **142K** 2024 **34K** 2025

NATIONAL SOCIETY CAPACITY as of June 2025

5.8K 

People Trained
in First Aid

2.9K 

People Trained
in MHPSS

20K 

Volunteers Involved
in the Operation

219 

Branches
Responding

Disasters and Crises



BASIC NEEDS ASSISTANCE

371K 2022 **81K** 2023 **142K** 2024 **17K** 2025



SHELTER

62K 2022 **20K** 2023



CASH AND VOUCHER ASSISTANCE

People reached with CHF 2.6M in 2022, CHF 5.2M in 2023, CHF 6.1M in 2024, and CHF 2.7M in 2025

157K 2022 **131K** 2023 **88K** 2024 **23K** 2025

Health and Wellbeing



HEALTH AND CARE

4 2023 **211** 2024 **145** 2025



MHPSS

20K 2022 **84K** 2023 **83K** 2024 **34K** 2025



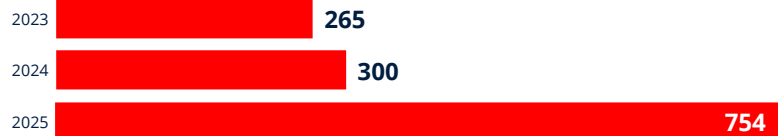
WASH

80K 2022 **44K** 2023 **75K** 2024 **6K** 2025

Migration and Displacement



People reached with MIGRATION support



Values, Power and Inclusion



PROTECTION, GENDER AND INCLUSION

17K 2023 **38K** 2024 **16K** 2025



COMMUNITY ENGAGEMENT AND ACCOUNTABILITY



National Society has established feedback mechanisms

Red Cross Red Crescent Movement Coordination

The International Committee of the Red Cross (ICRC) Moscow Delegation maintains dialogue on humanitarian and International Humanitarian Law (IHL) issues and provides institutional and operational support to RRC. It works closely with RRC Tracing and Information Centre to strengthen registration and follow-up of Restoring Family Links (RFL) cases. The ICRC has expanded its staff to ensure closer coordination with RRC and IFRC on technical areas of shared concern. It also plans to continue supporting border branches, including Rostov, Belgorod, Krasnodar, Kursk, and Voronezh, through cash assistance, livelihoods support, and RFL activities.

IFRC and ICRC are one of only few international organizations still operating in Russia. The IFRC, ICRC, and National Societies work closely with RRC to align approaches, share expertise, and ensure a coherent response grounded in our fundamental principles. In a global environment where neutrality, impartiality, and independence are increasingly misunderstood or questioned, this coordination is vital to maintain trust, safeguard access, and ensure that assistance reaches people solely on the basis of humanitarian need.

International Humanitarian Stakeholders

RRC also cooperates with UNHCR and other international organisations to strengthen humanitarian assistance for displaced people. Through this cooperation, RRC contributes to a more coordinated and comprehensive humanitarian response across the Russian Federation.

Operational Strategy

VISION

In the context of the ongoing international armed conflict between Russia and Ukraine and its humanitarian consequences, RRC aims to continue addressing the most urgent needs of people affected across the country. As the situation continues to evolve, RRC together with IFRC seeks to remain prepared to respond to emerging humanitarian needs and to adapt its assistance should the situation evolve.

This Operational Strategy outlines the priorities for RRC in addressing the most urgent humanitarian needs resulting from the ongoing international armed conflict and its impact across the Russian Federation. In the initial phase, the focus remains on providing timely and essential assistance to displaced people and conflict-affected communities, including basic needs assistance, MHPSS services, hygiene support, cash and voucher assistance, livelihoods and targeted protection services. Particular attention is given to older people, persons with disabilities, single parents, pregnant women, and families with young children in line with the vulnerability criteria guiding RRC response. The Strategy also integrates ongoing IFRC technical and operational support to strengthen coordination, quality assurance, and operational effectiveness.

As humanitarian needs evolve, RRC will continue adapting its response based on findings from planned needs assessments and community feedback. A subsequent revision of the Strategy will further define medium to long-term recovery priorities, including livelihoods support, socioeconomic inclusion, and resilience-building initiatives for displaced people and affected host communities. At the same time,

National Society Strengthening remains central to the approach, with continued investments in volunteer management, emergency preparedness, branch capacity, PMER systems, and community engagement mechanisms as outlined in the OS.

TARGETING

PEOPLE TO BE REACHED

In its response, RRC prioritises assistance according to the following vulnerability criteria:

- Older people (60+ years old)
- Pregnant and lactating women
- Women with children under the age of three and single parents with children under 18 years old
- People with disabilities
- Large families with three or more children under 18 years old

These groups include both people internally displaced within the Russian Federation and people from Ukraine who have been displaced by the conflict, depending on the local context.

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


RRC ensures that protection, gender, and inclusion principles are integrated across all response and recovery activities. Particular attention is given to the needs of women, children, older people, and persons with disabilities, ensuring equitable access to assistance and services. Staff and volunteers are trained on child safeguarding, prevention of sexual exploitation and abuse (PSEA), and non-discrimination principles.


RRC applies a community-centred approach, ensuring that people affected and communities are informed, consulted, and actively involved in decision-making processes. Feedback and complaints mechanisms, including in-person consultations, suggestion boxes, and hotline support, are in place at regional and local levels. Regular feedback is analysed and used to adjust activities and strengthen accountability to affected populations.

Through these measures, RRC aims to provide assistance that is safe, inclusive, and responsive to the diverse needs and priorities of the people it serves.


Ongoing and Planned Operations

HEALTH AND CARE, INCLUDING MHPSS AND WASH


	HEALTH AND CARE (INCLUDING MHPSS)	IFRC Secretariat Funding Requirement CHF 1,095,000	
		2026	2027
		CHF 657,000	CHF 438,000
Objective	<i>Communities in crisis-affected areas and displaced people in vulnerable situations are provided with high-quality MHPSS support.</i>		
Key Indicators	Mental Health and Psychosocial Support		
	Indicator	2026 Target	2027 Target
	# of people reached by National Society mental health and psychosocial support services	9,000	6,000
	# of people trained in mental health and psychosocial support	300	200
Total People to be Reached		9,000	6,000
Priority Actions	<ul style="list-style-type: none"> • Provide MHPSS support, including Psychological First Aid (PFA) in TAPs, to displaced people from Ukraine and internally displaced people. • Deliver psychosocial support both individually and in groups through face-to-face and online formats. • Carry out awareness-raising activities on mental health and coping strategies. • Trained RRC staff and volunteers provide PFA through a helpline and in border areas, where RRC tents will be set up to offer first aid and MHPSS services while people await transportation. • Support the well-being of volunteers and RRC staff, including work meetings, trainings on burnout prevention, supervisory sessions, volunteer recognition initiatives, and experience-sharing events. 		

	WATER, SANITATION, AND HYGIENE (WASH)	IFRC Secretariat Funding Requirement CHF 100,000	
		2026	2027
		CHF 60,000	CHF 40,000
Objective	<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>		
Key Indicators	Indicator	2026 Target	2027 Target
	# of people reached by the National Society with contextually appropriate water, sanitation and hygiene services	6,000	4,000
Total People to be Reached		6,000	4,000
Priority Actions	<ul style="list-style-type: none"> Distribute hygiene supplies to affected and vulnerable populations, with a focus on promoting dignity and safe hygiene behaviours. 		


INTEGRATED ASSISTANCE


	LIVELIHOODS	IFRC Secretariat Funding Requirement CHF 3,983,000	
		2026	2027
		CHF 2,389,800	CHF 1,593,200
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	60,000	40,000
	# of people supported to start or improve their income generation activities	2,400	1,600
Total People to be Reached		60,000	40,000
Priority Actions	<ul style="list-style-type: none"> Distribute relief assistance for emergency basic needs to people affected by displacement or hostilities. 		

	<ul style="list-style-type: none"> Organise vocational trainings, both individual and group-based, to improve skills and enhance livelihood opportunities. Provide further support for employability through the promotion and assistance of small business initiatives.
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	CASH AND VOUCHER ASSISTANCE	IFRC Secretariat Funding Requirement CHF 3,237,000	
		2026	2027
		CHF 1,942,200	CHF 1,294,800
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	15,000	10,000
Total People to be Reached		15,000	10,000
Priority Actions	<ul style="list-style-type: none"> Maintain a unified approach to providing assistance through cash and vouchers, targeting five categories of the most vulnerable people among the newly arrived, to ensure that the vulnerable households can meet their most urgent needs with dignity and flexibility. Distribute clothing vouchers worth RUB 5,000 per person to vulnerable households. 		

PROTECTION AND PREVENTION

	COMMUNITY ENGAGEMENT AND ACCOUNTABILITY (CEA)	IFRC Secretariat Funding Requirement CHF 448,000	
		2026	2027
		CHF 268,800	CHF 179,200
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	70%	80%
	# of people who received information from the National Society through its community engagement activities	60,000	40,000
Total People to be Reached		60,000	40,000
Priority Actions	<ul style="list-style-type: none"> • Conduct regular consultations with displaced households to assess and respond to their evolving needs. • Engage volunteers and emerging community leaders (within and outside TAPs) in planning, implementing, and monitoring programme activities. • Regularly adapt and strengthen activities and key messages based on feedback. • Share key information about the response, available services, and frequently asked questions through trusted two-way communication channels. • Strengthen community connections and contribute to social cohesion. • Provide staff and volunteers with knowledge and training to effectively engage with affected communities. 		

	MIGRATION	IFRC Secretariat Funding Requirement CHF 2,552,000	
		2026	2027
		CHF 1,531,200	CHF 1,020,800
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	3,600	2,400
Total People to be Reached		3,600	2,400
Priority Actions	<ul style="list-style-type: none"> • Provide case management to help displaced people and families meet urgent needs such as medical care, medicines and equipment, transportation, temporary housing, essential household items, and education-related costs for children. • Support displaced people in official procedures, including accompaniment in migration, temporary protection, and asylum processes, and maintain information management systems for registration and follow-up. 		

ENABLING APPROACHES

	NATIONAL SOCIETY STRENGTHENING	IFRC Secretariat Funding Requirement CHF 1,593,000	
		2026	2027
		CHF 955,800	CHF 637,200
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	10,000	10,000
	% of volunteers involved in the operation that are insured	100%	100%
Priority Actions	Volunteer Management and Youth Development <ul style="list-style-type: none"> • Continue developing volunteer teams in RRC regional branches. • Implement motivation strategies to strengthen volunteer engagement. • Enhance mechanisms to attract new volunteers. 		

- Provide consultations and expert support to regional branches for participation in grant competitions.
- Strengthen cooperation with other NGOs at the regional level.
- Organise the III Forum on Volunteerism and Youth.

Human Resource Development

- Strengthen HR capacity by revising job descriptions and aligning them with RRC's strategic objectives and Movement standards.
- Continue development and implementation of an employee training plan.
- Strengthen a system for performance evaluation, motivation, and feedback.
- Adapt an optimal organisational structure for RRC Headquarters and regional branches to ensure active participation in international dialogue, knowledge sharing, and learning.

PMER Development

- Prepare monitoring plans for RRC Headquarters and regional branch activities across core and project work.
- Strengthen evaluation standards, conduct lessons-learned workshops, and compile recommendations for future projects.
- Adjust simple reporting templates and infographics for use by regional branches in communication channels.
- Implement and review feedback mechanisms for beneficiaries, communities, volunteers, staff, and partners, ensuring integration into key RRC activities.
- Adjust programmes and activities based on collected feedback, supported by the procurement of necessary equipment and software.
- Recruit and train staff and volunteers on community engagement and reporting systems.


Risk Management Development

- Conduct scenario planning exercises.
- Analyse risks and design mitigation measures.
- Implement Risk Communication and Community Engagement activities, ensuring two-way information sharing on health-related topics and acting on community feedback to build trust and counter misinformation.

Resource Mobilization Capacity Building

- Introduce modern resource mobilisation approaches at HQ and regional levels.
- Conduct market and brand awareness research to identify opportunities and effective fundraising channels.
- Strengthen a unified emergency fundraising system.

	<p>Communication Development Support</p> <ul style="list-style-type: none"> • Provide training for staff and volunteers on communication (storytelling, media, social media, etc). • Continue providing transparent reports on RRC activities, especially in public fundraising during emergencies. • Develop a crisis communication manual and support staff in its use across different scenarios. <p>Capacity for Emergency Response</p> <ul style="list-style-type: none"> • Enhance the Federal Emergency Team. • Train staff and regional branches on emergency response. • Strengthen coordination with authorities, NGOs, and other partners. <p>Fundraising and Income-Generating Activities</p> <ul style="list-style-type: none"> • Implement the fundraising strategy in regional branches. • Organise fundraising education and training for regional staff. • Attract new business partners and formalise agreements. • Regularly analyse fundraising outcomes and refine methods and tools. • Develop new educational programmes and products to generate income. • Establish a pool of trainers through RRC Academy to support capacity-building in the regions.
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	IFRC SECRETARIAT SERVICES	IFRC Secretariat Funding Requirement	
		CHF 1,792,000	
		2026	2027
		CHF 1,075,200	CHF 716,800
Objective	<p><i>The IFRC is working as one organisation, delivering on its promises to National Societies and volunteers, and leveraging the strength of the communities with which it works as effectively and efficiently as possible.</i></p>		
Priority Actions	<p>Operational Management</p> <ul style="list-style-type: none"> • As part of the coordinated Movement response, the IFRC provides strategic, technical, and operational support to RRC to ensure effective implementation of the Emergency Appeal. • The IFRC ensures overall coordination and oversight of the operation, supporting coherence and alignment of RRC activities with the wider IFRC Emergency Appeal framework and coordination between RRC, the IFRC Country Cluster Delegation (CCD), the Regional Office for Europe (ROE), and the Geneva Secretariat. 		

Security

- The IFRC Secretariat ensures security management across the response, working closely with RRC and the ICRC where relevant 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 in line with the Minimum Security Requirements.

Resource Mobilisation and Partner Engagement

- The IFRC maintains communication, coordination, and reporting with donors and partners in Russia and internationally, ensuring visibility of RRC humanitarian action and accountability for resources mobilised under the Appeal.

Movement Coordination

- The IFRC facilitates regular coordination among Movement partners, including the ICRC and other National Societies, to strengthen complementarity, avoid duplication, and promote a unified Red Cross Red Crescent response.

Corporate Services

- The IFRC provides ongoing administrative, human resources, and IT support to ensure the smooth implementation of the response in Russia. This includes support for travel, accommodation, meetings, translation, and protocol services; maintenance of office facilities and equipment; and ensuring legal, insurance, and administrative compliance in support of RRC operations.

Finance

- The IFRC supports financial management of the Emergency Appeal, including budget review, fund transfers, financial reporting, and audits, in line with IFRC policies and donor requirements.

Logistics and Supply chain

- The IFRC provides technical oversight and compliance support to RRC for logistics and procurement under the Emergency Appeal, in line with IFRC standards and donor requirements.
- RRC manages local procurement based on market availability, while the IFRC Logistics unit reviews and confirms all procurement files equal to or exceeding CHF 50,000, ensuring proper documentation, archiving, and accountability throughout the supply chain.

Planning, Reporting, Monitoring, Evaluation and Quality Assurance

- The IFRC supports RRC in applying IFRC policies, standards, and tools across all response and recovery activities, ensuring accountability, transparency, and compliance with the Fundamental Principles.

	<ul style="list-style-type: none">• IFRC CCD PMER officer will support RRC in monitoring of the activities, providing reporting, ensuring documentation of lessons learned, as well as sharing the challenges and best practices. <p>Technical and Thematic Support</p> <ul style="list-style-type: none">• The IFRC provides ongoing technical support to RRC in key operational areas, including CVA, PGI, MHPSS, National Society Development (NSD), and Community Engagement and Accountability (CEA). <p>Capacity Strengthening</p> <ul style="list-style-type: none">• The IFRC contributes to strengthening the institutional and operational capacity of RRC through training, peer exchange, and targeted support in areas such as volunteer management, preparedness, and monitoring and evaluation. <p>Communications</p> <ul style="list-style-type: none">• The IFRC supports RRC communication development priorities and coordinates communication across the IFRC Network and with the ICRC.• External communication is strengthened to focus on principled humanitarian action and humanitarian impact. In addition, to highlight the reach of RRC activities, reinforcing trust and engagement with key publics.
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IFRC Secretariat Funding Requirement for Russia in 2026 – 2027

Planned Operations	
Health and Care, Including MHPSS	CHF 1,095,000
WASH	CHF 100,000
Livelihoods	CHF 3,983,000
Cash and Voucher Assistance	CHF 3,237,000
Community Engagement and Accountability	CHF 448,000
Migration	CHF 2,552,000
Enabling Approaches	
National Society Strengthening	CHF 1,593,000
IFRC Secretariat Services	CHF 1,792,000
Total IFRC Secretariat Funding Requirement	CHF 14,800,000

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. A detailed risk register has been created and regularly maintained between IFRC Head of Delegation and key stakeholders. The register will include more details, including the risk owner and the residual risk after implementing mitigation actions. A risk management plan has also been developed to ensure proper implementation of these measures.

Quality and Accountability

Federation-wide quality and accountability will be ensured through coordinated monitoring, reporting, and learning arrangements between the IFRC, the National Society, and Movement partners. A harmonised set of indicators and standard reporting tools will be used across the operation to provide a consolidated and consistent overview of progress, results, and reach, in line with IFRC standards for external reporting

Monitoring data is collected at community and branch level and consolidated through national and Federation-wide reporting processes, with IFRC PMER and information management functions providing technical support to strengthen data quality, validation, and analysis. Regular reporting cycles are maintained to ensure accountability to affected populations, donors, and Movement partners, while internal monitoring supports timely programme adjustments.

Community engagement and feedback are integrated into monitoring processes to ensure services remain relevant, accessible, and responsive. Learning is supported through periodic reviews, evaluations where appropriate, and the use of monitoring findings and community feedback to adapt activities over time. Any adjustments to monitoring or reporting arrangements during the implementation period will be reflected in operational updates.

Please see [Annex 1](#) or the indicator definitions and the targets set for this Operational Strategy.

Contact Information

For further information, specifically related to this operation please contact:

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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
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 have received 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.	9,000	6,000
# 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.	300	200
Total people to be reached:		9,000	6,000

WATER, SANITATION, AND HYGIENE			
# of people reached by the National Society with contextually appropriate water, sanitation and hygiene services	<p>This indicator measures the number of people supported through programmes that provide access to safe water, sanitation and hygiene services.</p> <p>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.</p>	6,000	4,000
Total people to be reached:		6,000	4,000
LIVELIHOODS			
# of people reached with relief assistance for basic needs	<p>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.</p> <p>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.</p>	60,000	40,000
# of people supported to start or improve their income generation activities	<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 impacted countries, support may include livelihood activities such as cash for work, work-readiness support, job-matching and referral to short courses, transport or tool assistance to access employment, accredited skills or vocational training, micro-enterprise support through training, mentoring and staged grants, and addressing practical barriers to entering the labour market (e.g., childcare or disability-inclusive adaptations).</p>	2,400	1,600
Total people to be reached:		60,000	40,000

CASH AND VOUCHER ASSISTANCE			
<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 impacted countries this includes support to meet basic needs (such as food, clothing, essential household items, rent, or utilities), access essential health or protection services, carry out minor shelter repairs, or strengthen livelihoods through vocational training, income-generating activities, or small business development. It also covers targeted assistance provided to people affected by conflict, displacement, or sudden movements, including those requiring support for recovery, reintegration, or addressing urgent immediate needs.</p>	15,000	10,000
Total people to be reached:		15,000	10,000
COMMUNITY ENGAGEMENT AND ACCOUNTABILITY			
<p>% of operational feedback received and responded to by the National Society</p>	<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>	70%	80%

<p># of people who receive information from the National Society through its community engagement activities</p>	<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 and does not count the reach via social media or TV/radio channels.</p>	60,000	40,000
Total people to be reached:		60,000	40,000
MIGRATION			
<p># of migrants and displaced people reached with services for assistance and protection</p>	<p>This indicator counts the number of people who received 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 impacted countries, this includes support that meets immediate needs such as information, case management, transportation and evacuation, and legal or administrative guidance; services that facilitate integration or social cohesion, such as language courses, employment counselling, after-school activities, and community events; and activities that help returnees re-establish their lives in their home countries, including vocational training and support for business start-ups. It also covers efforts to connect displaced people with services through community centres and hubs, provide mobile assistance at borders, and coordinate with authorities and partners to monitor trends, identify risks, and ensure a harmonised, protection-focused response.</p>	3,600	2,400
Total people to be reached:		3,600	2,400

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.	10,000	10,000
% 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 compensation.	100%	100%