

Belarus | Ukraine and Impacted Countries Emergency Appeal



A Belarus Red Cross volunteer registers displaced people from Ukraine near the Ukrainian border, 15 March 2022. © Belarus Red Cross

Emergency Appeal №: MGR65002 First launched on: 28/02/2022	Glide №: OT-2022-000157-UKR				
Final report issued on: 31/03/2026	Timeframe covered by final report: From 01/03/2022 to 29/02/2024				
Number of people targeted: up to 10,000	Number of people reached: <table border="1" data-bbox="787 1665 1149 1740"> <thead> <tr> <th>2022</th> <th>2023</th> </tr> </thead> <tbody> <tr> <td>5,316</td> <td>6,024</td> </tr> </tbody> </table>	2022	2023	5,316	6,024
2022	2023				
5,316	6,024				
Funding requirement: <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 6,427,000 • Federation-wide: CHF 14,000,000 	Expenditure: <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 2,960,129 • Federation-wide: CHF 3,632,903 				
*Details on methodology, data limitations, and how to interpret this report are provided in Annex I.					

A. SITUATION ANALYSIS

Description of the crisis

In February 2022, Belarus was affected by the international armed conflict in Ukraine, resulting in a rapid influx of people seeking safety and widespread disruption to lives and services for those arriving across the border. By late September 2022, around 56,000 border crossings from Ukraine to Belarus had been recorded, and a significant proportion of arrivals were assessed as needing immediate humanitarian support.¹ Initial needs were most acute in basic assistance (cash/food and essential items), access to health services (including medicines), and psychosocial support, particularly for people with specific vulnerabilities and limited resources. Evidence from the Belarus Red Cross (BRC) needs assessment conducted in July–August 2022 (covering 2,538 people / 974 households) highlighted vulnerabilities among displaced households, including health-related needs and reliance on humanitarian assistance to meet basic living costs.² The situation continued to evolve as cross-border movements fluctuated, necessitating an urgent response from the Belarus Red Cross.

Throughout 2023, the crisis context in Belarus became increasingly protracted, with humanitarian needs gradually shifting from immediate emergency relief towards integration-oriented support. A key driver of vulnerability remained insufficient income and high out-of-pocket costs, with displaced people reporting priority needs for financial support (84%) and food (74%), alongside hygiene items (64%) and health services (48%).³ As displacement continued into its second year, demand increased for livelihoods and self-reliance support, sustained access to health care and medicines, and mental health and psychosocial support (MHPSS), reflecting both accumulated stress and longer-term integration challenges. The operating context remained sensitive and resource-constrained, requiring careful prioritisation, strong coordination, and approaches that balanced immediate assistance with pathways to longer-term stability.

¹ UNHCR. Ukraine Situation Regional Refugee Response Plan Summary and Inter-Agency Funding Requirements March – December 2022 September 2022 Recalibration BELARUS. Source: <https://data.unhcr.org/en/documents/download/96300>

² Belarus Federation-wide National Society Response Plan. Source: [IFRC GO - Emergency - Ukraine and Impacted Countries](#)

³ International Organization for Migration (IOM), May 2023. DTM Belarus “Surveys with refugees from Ukraine: needs, intentions and integration challenges” IOM, Minsk. Source: https://dtm.iom.int/sites/g/files/tmzbd11461/files/reports/DTM2023_Belarus_Needs%20and%20intentions%20Ukrainians_Jan-Mar_ENG.pdf

Federation-wide Response to Date:

Belarus




TOTAL PEOPLE REACHED

5.3K 2022 **6K** 2023

NATIONAL SOCIETY CAPACITY during the response period

283 
Peak Number of
Volunteers Mobilised

62 
Branches
Responding

Disasters and Crises



BASIC NEEDS ASSISTANCE

5.3K | **1.7K**
2022 | 2023



SHELTER

1K | **6K**
2022 | 2023



CASH AND VOUCHER ASSISTANCE

People reached with CHF 213K in 2022, and CHF 290K in 2023

2.7K | **3.2K**
2022 | 2023

Health and Wellbeing



HEALTH AND CARE

1.9K | **721**
2022 | 2023



MHPSS

5.3K | **1.7K**
2022 | 2023



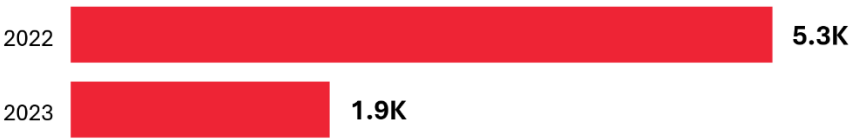
WASH

5.3K | **1.7K**
2022 | 2023

Migration and Displacement



People Reached with MIGRATION Support



Values, Power and Inclusion



PROTECTION, GENDER AND INCLUSION

3.3K | **3.6K**
2022 | 2023



COMMUNITY ENGAGEMENT AND ACCOUNTABILITY



National Society established feedback mechanisms

Summary of response

In early 2022, following the onset of the Russia-Ukraine international armed conflict, the Belarus Red Cross (BRC) rapidly mobilised to provide immediate humanitarian assistance to people arriving from Ukraine and other crisis-affected populations across border regions and urban centres. The initial response focused on basic assistance (food and essential items), cash and voucher assistance (CVA), psychosocial support, and information services. In the first weeks, over 50 volunteers were engaged in frontline response activities, while domestic fundraising efforts helped to raise USD 787,263 as of 1 July 2022. The response was supported by Red Cross Red Crescent Movement partners, who contributed through emergency relief, technical expertise and financial support.

Early coordination with national and local authorities, as well as humanitarian actors, prioritised support to displaced populations with a particular focus on essential items, cash and voucher assistance and psychosocial support, aligned with immediate needs and operational capacities.

In 2023, the response evolved to address increasingly protracted and integration-oriented needs, with the Belarus Red Cross expanding its reach and strengthening operational capacities, particularly in cash and voucher assistance, health and psychosocial support, and longer-term assistance to vulnerable displaced households. Red Cross Red Crescent partners continued to support the response through Emergency Appeals, bilateral contributions, and technical assistance, while also investing in capacity building. Coordination mechanisms were further strengthened, enabling more harmonised action with government counterparts and humanitarian partners in an increasingly complex operating environment.

Operational risk assessment

A critical operational issue in this response was the suspension of the BRC as a member of the International Federation of Red Cross and Red Crescent Societies (IFRC), announced on 1 December 2023.⁴ This decision followed non-compliance with an IFRC Governing Board request for dismissal of the National Society's Secretary General. A previous IFRC investigation found that the Secretary General breached Red Cross Red Crescent Fundamental Principles, misused the emblem, and breached the IFRC integrity policy.⁵

The suspension meant that the BRC lost its member rights within the IFRC and that any new funding from the IFRC was halted, significantly impacting planned resource mobilisation and institutional support for the Ukraine and impacted countries response in Belarus.

As a result, IFRC stopped providing financial support to Belarus Red Cross, and ongoing humanitarian operations faced funding constraints, and challenges in maintaining planned activities for vulnerable populations, particularly where BRC would have relied on IFRC Emergency appeal or pooled Movement funding. This risk was further compounded by the reputational and operational implications of diminished Movement cohesion, which affected coordination and partner confidence in some areas of programming.

⁴ IFRC. Statement on the suspension of the Belarus Red Cross as a member of the IFRC. Source: [Statement on the suspension of the Belarus Red Cross as a member of the IFRC | IFRC](#)

⁵ IFRC releases findings on Belarus Red Cross Secretary General: call for dismissal. Source: [IFRC releases findings on Belarus Red Cross Secretary General: call for dismissal](#)

A. OPERATIONAL STRATEGY

The BRC implemented a flexible operational strategy to ensure that assistance reached the most vulnerable displaced people from Ukraine, while adapting to evolving needs in a protracted crisis context.

BRC conducted a large-scale needs assessment in July–August 2022, covering 2,538 individuals (974 households), and complemented this with ongoing monitoring through branch-level data collection, post-distribution monitoring, and regular analysis of service uptake and feedback. This enabled the National Society to prioritise assistance for households with older people, people with disabilities, single-parent families, large families, and pregnant or lactating women, and to anticipate longer-term needs for those likely to remain in Belarus.

Community feedback mechanisms were embedded across sectors through satisfaction surveys, direct consultations, and the 201 telephone helpline. Feedback was systematically analysed and used to adjust programme design, including the scale-up of cash and voucher assistance (CVA) as the preferred modality and the strengthening of mental health and psychosocial support (MHPSS) and information services in response to identified gaps.


To promote early recovery, BRC progressively shifted from short-term relief towards stabilisation and self-reliance, including livelihoods support, vocational training, and assistance for access to employment and social services. These efforts were complemented by investments in National Society capacity strengthening, volunteer management, helping to sustain assistance while supporting longer-term integration and resilience of displaced populations.

B. DETAILED OPERATIONAL REPORT

HEALTH AND CARE, INCLUDING MHPSS AND WASH


	HEALTH AND CARE (INCLUDING MHPSS)	Overall Target: 7,000			
		Overall Services Provided: 9,795			
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	Reach			
		2022	2023	2024	2025
	# of people reached with primary health services and/or referral to public health institutions	1,986	721	-	-
Achievements	<p>Throughout the reporting period, the Belarus Red Cross provided health-related assistance to people displaced from Ukraine. Support included guidance on accessing and covering the cost of healthcare services, and reimbursement of expenses for medicines and medical treatment.</p> <p>To ensure that assistance reached those most in need in a consistent and transparent manner, the Belarus Red Cross introduced an internal procedure that set out a clear process for submitting and reviewing requests for medical support. The procedure defined decision-making roles at different levels and established common documentation requirements across the organisation.</p> <p>Requests for reimbursement and medical assistance were reviewed through commissions operating at both regional and Secretariat levels. Regional commissions considered cases within an established financial threshold, while more complex or higher-cost requests were reviewed by the Secretariat. This approach allowed decisions to be taken close to the affected communities while maintaining overall consistency and oversight.</p> <p>Medical assistance primarily targeted the most vulnerable groups among displaced people, including older persons and pensioners, single-parent households, and individuals living alone.</p> <p>In most cases, support was provided through the reimbursement of costs already incurred by beneficiaries, based on medical prescriptions, payment documents, and service agreements. In a smaller number of cases, the Belarus Red Cross covered the cost of medical services directly through agreements with healthcare providers.</p>				
Mental Health and Psychosocial Support					
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of people reached by National Society mental health and psychosocial support services	5,316	1,772	-	-

<p>Achievements</p>	<p>Throughout 2022 and 2023, the Belarus Red Cross focused on strengthening the provision of mental health and psychosocial support (MHPSS) for displaced people from Ukraine, as well as PSS for staff and volunteers involved in humanitarian assistance.</p> <p>To enhance the quality and consistency of psychosocial support, the organisation invested in capacity-building for its staff and volunteers, delivering targeted trainings on MHPSS approaches for work with displaced populations and developing a brochure summarizing the Belarus Red Cross' experience in MHPSS provision in crises and emergencies. In parallel, regular coordination and dialogue with key stakeholders were organised across all regions and in Minsk, aimed at improving referral pathways, alignment of approaches, and shared understanding of psychosocial needs.</p> <p>Recognising the risks of emotional strain and burnout among personnel and volunteers working in prolonged emergency conditions, the Belarus Red Cross also prioritised staff and volunteer care. Regional-level trainings were conducted to support emotional wellbeing, strengthen coping mechanisms, and promote peer support within teams engaged in assistance activities.</p> <p>Psychosocial support was provided through a range of individual and group-based activities, addressing stress, anxiety, and emotional wellbeing among displaced people. As a complementary tool, an anti-stress colouring booklet was developed and distributed for use both by displaced individuals and by staff and volunteers. The booklet combined simple practical exercises for stress relief and burnout prevention, offering an accessible self-care resource for different target groups.</p> <p>Overall, MHPSS activities during the reporting period contributed to improved emotional wellbeing, strengthened resilience, and increased awareness of healthy coping strategies among displaced people, as well as among the personnel supporting them.</p>
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	<p>WATER, SANITATION, AND HYGIENE (WASH)</p>	<p>Overall Target: 6,000</p>			
		<p>Overall Services Provided: 7,088</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>Reach</p>			
		<p>2022</p>	<p>2023</p>	<p>2024</p>	<p>2025</p>
<p># of people reached with hygiene supplies</p>		<p>5,316</p>	<p>1,772</p>	<p>-</p>	<p>-</p>
<p>Achievements</p>	<p>Throughout 2022 and 2023, the Belarus Red Cross provided water, hygiene items, and sanitation-related assistance to displaced people from Ukraine, with a focus on meeting basic needs and promoting safe hygiene practices.</p> <p>WASH support included the distribution of hygiene kits, drinking water, and disinfecting supplies, delivered through 7 regional branches across the country. This assistance aimed to improve access to essential hygiene items, reduce health risks, and support dignified living conditions for displaced individuals and families.</p>				

In addition, the Belarus Red Cross worked in close cooperation with external partners, including the Office of the United Nations High Commissioner for Refugees (UNHCR) and UNICEF, to support the delivery of hygiene assistance to displaced people from Ukraine. These partnerships helped strengthen coverage, ensure complementarity of assistance, and respond more effectively to identified needs.

INTEGRATED ASSISTANCE

	<p align="center">SHELTER, HOUSING, AND SETTLEMENTS</p>	<p>Overall Target: 5,000</p>			
<p>Overall Services Provided: 8,619</p>					
<p>Objective</p>		<p><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></p>			
<p>Key Indicators</p>	<p>Indicator</p>	<p align="center">Reach</p>			
		<p align="center">2022</p>	<p align="center">2023</p>	<p align="center">2024</p>	<p align="center">2025</p>
	<p># of people assisted with collective temporary shelter/accommodation</p>	<p align="center">632</p>	<p align="center">-</p>	<p align="center">-</p>	<p align="center">-</p>
	<p># of people assisted with individual temporary shelter/accommodation per household</p>	<p align="center">1,064</p>	<p align="center">6,024</p>	<p align="center">-</p>	<p align="center">-</p>
<p># of host families supported to welcome people fleeing from Ukraine</p>	<p align="center">899</p>	<p align="center">-</p>	<p align="center">-</p>	<p align="center">-</p>	
<p>Achievements</p>	<p>To support displaced people from Ukraine who were in need of accommodation, the Belarus Red Cross facilitated temporary housing solutions through placements in dormitories, crisis centres, and premises managed by the organisation. Alongside direct accommodation support, displaced people received regular counselling on available housing options and were referred, where appropriate, to territorial social service centres for temporary placement.</p> <p>To help meet immediate household needs, the Belarus Red Cross provided essential non-food items, including bedding, blankets, kitchen utensils and tableware, as well as clothing and footwear. These items supported displaced individuals and families in establishing basic living conditions and maintaining dignity during displacement.</p> <p>In addition to nationwide activities, targeted support was provided at regional level. In the Brest region, the regional branch of the Belarus Red Cross organised a local fundraising initiative to help cover accommodation and food costs for displaced people temporarily residing in a dormitory facility. This initiative helped ensure continued access to safe shelter and basic services for those most in need.</p> <p>Overall, shelter and household assistance activities aimed to provide displaced people with safe temporary accommodation, essential household items, and practical guidance, supporting stability and easing the challenges associated with displacement.</p>				


	LIVELIHOODS	Overall Target: 80			
		Overall Services Provided: 7,088			
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	Reach			
	# of people reached with relief assistance for basic needs (food, clothing, hygiene, medicines, and other essential items)	2022	2023	2024	2025
Achievements		<p>During the reporting period, the Belarus Red Cross worked to support the economic self-reliance of displaced people from Ukraine by facilitating access to employment and livelihood opportunities.</p> <p>Support focused on creating pathways to employment and vocational development. The Belarus Red Cross cooperated with a range of partner organisations to help displaced people from Ukraine access job opportunities and navigate employment-related processes. Individual counselling and referrals were provided through local branches, supporting displaced people in re-entering the labour market and building stable livelihoods.</p> <p>To address immediate needs while longer-term income solutions were being developed, the Belarus Red Cross provided food assistance to displaced individuals and families. This included the distribution of food items, support with meal costs, and assistance related to receiving discounts to school meals for children from displaced households. Both in-kind and cash-based support for food was provided through regional branches, based on identified needs.</p> <p>In addition to short-term assistance, the Belarus Red Cross supported small-scale business initiatives as a way to strengthen household resilience and promote longer-term self-sufficiency. A dedicated internal framework was introduced to guide the submission, review, and approval of business proposals from displaced people, ensuring a transparent and structured selection process.</p> <p>To help beneficiaries develop viable ideas, at least two business skills trainings were organised in several regions, focusing on basic entrepreneurship, planning, and implementation. These activities enabled displaced people to turn professional skills and experience into income-generating activities. A wide range of initiatives was supported, including services, small-scale production, agriculture, food preparation, beauty services, and tutoring.</p> <p>In parallel, and in cooperation with the United Nations Development Programme (UNDP), the Belarus Red Cross supported displaced people in meeting their education and skills development needs. Assistance included access to professional orientation, digital literacy training, and support for vocational and professional courses, helping beneficiaries strengthen skills relevant to the labour market and improve future employment prospects.</p> <p>The overall target was established at the outset of the response, at a time of significant uncertainty regarding projected arrival figures and the scale and nature of needs. As such, it represented an initial planning estimate rather than a fixed projection. It should also be noted that the primary focus of the Belarus Red Cross livelihoods response is not the provision of hot</p>			

meals, but the delivery of vocational training and support to business and income generating initiatives. In a protracted crisis context, these interventions are critical to strengthening self reliance, supporting socio economic integration and enabling longer term income stability. These activities experienced substantial demand among displaced populations in 2023.

	CASH AND VOUCHER ASSISTANCE	Overall Target: 4,200			
		Overall Services Provided: 5,960			
Objective	<i>Displaced people in vulnerable situations have their needs addressed through the use of cash.</i>				
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of people reached with conditional and/or unconditional cash and voucher assistance	2,740	3,220	-	-
	Amount of cash distributed, CHF	CHF 212,519	CHF 289,569	-	-
Achievements	<p>In 2023, cash and voucher assistance (CVA) became a central modality of response for the Belarus Red Cross in supporting people displaced from Ukraine. Cash assistance was used as a flexible and dignified way to help households meet their priority needs and adapt to their individual circumstances.</p> <p>Starting from March 2023, the Belarus Red Cross, with the support of the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC), and UNICEF, implemented a cash assistance programme targeting the most vulnerable displaced households, including people living with disabilities and families with children.</p> <p>To ensure the effective and nationwide delivery of cash assistance, the Belarus Red Cross partnered with the national postal service, Belpochta, following a competitive procurement process. Belpochta’s extensive countrywide network enabled beneficiaries to access cash transfers across all regions. To support transparency and accessibility, the Belarus Red Cross carried out information and outreach activities, distributing printed materials that explained eligibility criteria and application procedures.</p> <p>The programme prioritised households facing heightened vulnerability, including older people, single-parent households, families with young children, and persons with disabilities, as well as households experiencing particularly difficult living conditions as a result of displacement.</p> <p>In parallel, the Belarus Red Cross implemented cash and voucher activities in cooperation with other humanitarian partners. With support from UNICEF, additional displaced households received financial assistance. Jointly with the Office of the United Nations High Commissioner for Refugees (UNHCR), displaced people applying for legal status in Belarus received cash support, while selected households received vouchers for essential household goods, helping them meet basic needs related to daily living.</p> <p>Overall, multi-purpose cash assistance played a key role in strengthening the coping capacity and dignity of displaced people from Ukraine, allowing households to prioritise their own needs while contributing to more efficient and needs-based humanitarian assistance.</p>				

PROTECTION AND PREVENTION

	PROTECTION, GENDER, AND INCLUSION	Overall Target: 2,500			
		Overall Services Provided: 7,998			
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	Reach			
		2022	2023	2024	2025
	# of children welcomed in child-friendly spaces	329	581	-	-
	# of people reached with PGI activities	3,398	3,690	-	-
Achievements	<p>Throughout 2022 and 2023, the Belarus Red Cross focused on ensuring access to information, protection services, and inclusive support for people displaced from Ukraine, with particular attention to women, children, and families.</p> <p>To help newly arrived displaced people understand how to access humanitarian assistance and available support services, the Belarus Red Cross developed region-specific information materials, including practical guidance and referral information. These materials were widely distributed through regional branches and used as a key tool to support informed decision-making and reduce barriers to assistance. Additional child-friendly items, such as toys, were provided to families with children to support their wellbeing and sense of normalcy.</p> <p>Targeted support for women was provided through specialised consultation spaces, including the so-called “Orange Room” in the Gomel and other regions, established by Belarus Red Cross and UNFPA. These consultations focused on the prevention of violence, awareness-raising, and access to support services, offering a safe and confidential environment for women to seek information and assistance.</p> <p>Child-focused activities were organised through local branches in the Gomel region and the city of Gomel, where child-friendly spaces and activity rooms provided structured group sessions for children. These activities aimed to support emotional wellbeing, social interaction, and a sense of safety for children affected by displacement.</p> <p>To further improve access to information and support, the Belarus Red Cross operated a dedicated information hotline (Info Line 201). The hotline provided displaced people with timely guidance on humanitarian assistance, housing options, and available support services, helping them navigate challenges related to displacement and daily living.</p> <p>Overall, protection, gender, and inclusion activities aimed to ensure that displaced people had access to clear information, safe support mechanisms, and inclusive services, with particular attention to the specific needs of women and children.</p>				

	MIGRATION	Overall Target: 6,000			
		Overall Services Provided: 9,689			
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	Reach			
		2022	2023	2024	2025
	# of people assisted with transportation or evacuation	639	1,962	-	-
	# of HSPs that provided services to refugees/displaced people	15	15	-	-
	# of people supported in official procedures	5,316	1,772	-	-
Achievements	<p>Throughout 2022 and 2023, the Belarus Red Cross, in cooperation with UNICEF, provided humanitarian assistance, psychosocial support, and family links services to people displaced from Ukraine travelling through the Belarus–Poland border.</p> <p>To support this work, a border support service was established at the Belarus–Poland crossing point in the Brest region. Assistance was delivered by Belarus Red Cross staff and volunteers through a permanent presence at the Brest bus station and directly at the border. This ensured that displaced people in transit could access timely support at key points along their journey.</p> <p>At these locations, displaced people received humanitarian assistance, including food and hygiene items, as well as information, counselling, and referrals to relevant services. Special attention was given to families with children: volunteers organised simple recreational activities and games to help children cope with stress and long waiting times in a safe and supportive environment.</p> <p>As part of Restoring Family Links (RFL) activities, displaced people were supported in maintaining contact with their relatives. This included access to phone calls and the possibility to charge mobile devices, helping people reconnect with family members and access essential information while in transit.</p> <p>Overall, migration-related activities at the border focused on providing practical assistance, protection-oriented support, and clear information to displaced people during a particularly vulnerable phase of their journey, helping ease transit-related stress and support safe onward movement.</p>				



COMMUNITY ENGAGEMENT AND ACCOUNTABILITY (CEA)

Objective

The diverse needs, priorities and preferences of the affected communities guide the response through a people-centred approach and meaningful community participation.

Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of National Societies with established feedback mechanisms	Yes	Yes	-	-
	# of community feedback comments collected	695	770	-	-
	# of community feedback reports produced	2	2	-	-
	# of operational decisions or changes made based on community feedback	2	2	-	-

Achievements

Throughout 2022 and 2023, the Belarus Red Cross placed a strong emphasis on community engagement and accountability, working both with displaced people from Ukraine to ensure inclusive, participatory, and responsive assistance.

Local communities played an active role in the response. Residents across the country regularly contributed in-kind donations, including clothing, footwear, household items, food, and hygiene supplies, which were channelled to displaced people through regional branches. This engagement helped strengthen solidarity between displaced populations and host communities.


At the national level, the Belarus Red Cross organised a range of activities aimed at strengthening coordination, skills, and accountability. These included dialogue platforms with local authorities and stakeholders, trainings on volunteer management and project management, and capacity-building activities focused on psychosocial support provision. Special attention was given to empowering both staff and volunteers, as well as displaced people themselves, including through trainings on developing and presenting small-scale initiatives.

At the regional level, CEA activities focused on listening to affected communities, improving service quality, and strengthening local capacities. Focus group discussions with displaced people were organised to better understand needs and experiences. Staff and volunteers received training on working with beneficiary databases, volunteer coordination, psychosocial support, and supportive communication. Regional meetings with stakeholders supported coordination around MHPSS and other services, while motivational and wellbeing activities helped sustain volunteer engagement.

The Belarus Red Cross also developed region-specific information tools, including practical roadmaps for displaced people, to improve access to information and ensure consistency in service delivery across the country.

Overall, CEA activities strengthened two-way communication, trust, and participation, ensuring that displaced people were actively engaged in the response, informed about available support, and able to contribute to improving the quality and relevance of assistance.

ENABLING APPROACHES

	NATIONAL SOCIETY STRENGTHENING				
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	Reach			
		2022	2023	2024	2025
	# of volunteers involved in the operation	189	283	-	-
	# of branches responding	60	62	-	-
	# of branches which started branch development as part of the current response activities (including soft and infrastructure investments)	-	7	-	-
	# of Movement partners (Federation-wide) that support the development of National Societies (support bilaterally or through the IFRC)	-	4	-	-
	National Society has in place capacities to conduct an Emergency Needs Assessment	-	Yes	-	-
National Society is part of their national government's disaster response mechanism	-	No	-	-	
Achievements	<p>In 2022 and 2023, the Belarus Red Cross focused on strengthening its operational capacity to respond effectively to displacement-related needs, with particular attention to infrastructure, equipment, staff readiness, and organisational development.</p> <p>To improve the quality and reach of services for people displaced from Ukraine, the organisation invested in upgrading facilities and equipment used in the response. This included improving the functioning of crisis centres in several regions through the provision of essential household, sanitation, and kitchen equipment, as well as enhancing working spaces at Secretariat level to support coordination, communication, and decision-making.</p> <p>Operational readiness was further reinforced through the provision of equipment and uniforms for staff and volunteers involved in the migration response, as well as tools for response teams operating in the field. These investments supported safer working conditions, increased mobility, and more efficient delivery of assistance, including in situations requiring rapid deployment.</p> <p>The Belarus Red Cross also strengthened its technical and administrative capacity by equipping project staff with necessary IT resources, supporting effective data management, coordination, and reporting.</p> <p>Organisational development was a key enabling component of the response. As part of the Branch Organisational Capacity Assessment (BOCA) process, seminars were conducted across national,</p>				

regional, and district levels to assess existing capacities and identify priority areas for improvement. Based on these assessments, tailored action plans were developed and supported, helping selected branches strengthen their organisational systems, working environments, and community outreach capacities.

In parallel, efforts were made to mobilise local resources and community support. In the Vitebsk region, a local fundraising initiative was organised to support the renovation of a crisis centre, contributing to improved living conditions for displaced people temporarily accommodated there.

Preparedness and coordination were further strengthened through large-scale simulation and learning activities. In 2023, the Belarus Red Cross organised the XI Emergency Response School, bringing together response teams, volunteers, and international partners. The exercise focused on coordination and response mechanisms in scenarios including emergencies, disasters, and mass arrivals of displaced people, reinforcing cooperation and operational readiness across organisations.

Overall, enabling functions played a critical role in ensuring that humanitarian assistance was well-coordinated, timely, and delivered at scale, providing a strong operational foundation for the Belarus Red Cross response to displacement-related needs.



COORDINATION AND PARTNERSHIPS

Objective *Technical and operational complementarity is enhanced through cooperation among the IFRC Membership and with the ICRC.*

Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
Key Indicators	Movement coordination meetings are organized, and updates are provided to the Movement partners	-	Yes	-	-
	# of external Stakeholders and Clusters coordination meetings organized	-	4	-	-

Achievements Throughout 2022 and 2023, the Belarus Red Cross delivered humanitarian assistance to people displaced from Ukraine in close coordination with national authorities, civil society organisations, and international partners. Key international partners included the International Committee of the Red Cross (ICRC) and United Nations agencies operating in Belarus, such as IOM, UNHCR, UNDP, UNICEF, and UNFPA.

At national and regional levels, the Belarus Red Cross maintained regular cooperation with health authorities, migration and citizenship departments, regional and district executive committees, and territorial social service centres. This coordination supported effective referrals and access to essential services, including healthcare, social assistance, employment, temporary accommodation, and legal status procedures for displaced people.

As part of efforts to strengthen institutional coordination in the area of migration response, the Belarus Red Cross signed a multilateral cooperation agreement in July 2023 with key state

institutions, including the Ministry of Foreign Affairs, the Ministry of Internal Affairs, the Ministry of Emergency Situations, and the State Border Committee of the Republic of Belarus. This agreement reinforced the role of the Belarus Red Cross as a leading humanitarian actor in migration-related response and enabled faster, more coordinated action during migration-related emergencies.

In addition, a bilateral protocol of cooperation was signed with the Ministry of Internal Affairs in July 2023. The protocol provided a framework for joint actions, including improving displaced people's access to public services, supporting vulnerable individuals with medical and social assistance, delivering joint information activities, and conducting coordinated monitoring visits to temporary detention and isolation facilities where irregular migrants are held.

To support the implementation of cash and voucher assistance, the Belarus Red Cross also entered into a memorandum of understanding with Belpochta and UNICEF. This partnership enabled the secure and efficient delivery of financial assistance to displaced households across the country, combining humanitarian expertise with established national service infrastructure.

Overall, coordination and partnership efforts strengthened complementarity, efficiency, and accountability, ensuring that assistance to displaced people was well-aligned with national systems and international humanitarian standards.

C. FINANCIAL REPORT

The interim Final Financial Report is attached below to this narrative report. The financial report is published on an interim basis given that, as of 31 December 2025, final reconciliations of the projects remained pending. The finalized report will be made available in 2026. Any remaining balance will be transferred to the funding pool of the Revised Emergency Appeal for Ukraine and Impacted Countries, in support of the continuation of activities addressing the humanitarian consequences of the Russia-Ukraine international armed conflict. Further details on the interpretation of financial data and reporting scope are provided in Annex I.

Expenditure by Thematic Area

Planned Operations / Enabling Approaches	Expenditure
PO01 - Shelter and Basic Household Items	0
PO02 - Livelihoods	0
PO03 - Multi-purpose Cash	7,642
PO04 - Health	98,561
PO05 - Water, Sanitation & Hygiene	0
PO06 - Protection, Gender and Inclusion	0
PO07 - Education	0
PO08 - Migration	2,066,943
PO09 - Risk Reduction, Climate Adaptation and Recovery	0
PO10 - Community Engagement and Accountability	0
PO11 - Environmental Sustainability	0
Planned Operations Total	2,173,146
EA01 - Coordination and Partnerships	1,463
EA02 - Secretariat Services	677,045
EA03 - National Society Strengthening	108,475
Enabling Approaches Total	786,983
Grand Total	2,960,129

Contact information

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

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Reference documents

↳ Click here for:

- [Previous Appeals and updates](#)
- [Emergency Plan of Action \(EPoA\)](#)
- [Note on methodology in calculating people reached and federation-wide response to date overview](#)

How we work

All IFRC assistance seeks to adhere the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief, the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable, to **Principles of Humanitarian Action** and **IFRC policies and procedures**. The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

ANNEX I. NOTE ON READING THIS REPORT

The structure of final country reports of Ukraine and Impacted Countries Emergency Appeal is organised around the sectors and enabling approaches outlined by the Appeal. The narrative presents a cumulative account of the response efforts carried out by National Societies within the timeframe of their respective Response Plans, unless stated otherwise.

All data is self-reported and, where necessary, validated and triangulated with previous reports or publicly available information. Detailed National Society Response Plans and individual results can be accessed on [IFRC GO](#). Please note that, in some cases, data may be incomplete, or estimates may be used where gaps exist, following a conservative and transparent methodology. Additionally, due to variations in National Societies' activities and data systems, some reported figures may represent services delivered rather than unique individuals reached, which may result in a degree of double counting.

At the country level, operations were aligned with National Society Response Plans developed at the launch of the Emergency Appeal. These plans were based on available data, needs assessments, risk analyses, and planning assumptions at the time, with aspirational funding requirements reflecting projected needs. As the context evolved, including changes in needs, population movement dynamics, and funding levels, National Societies adapted their responses accordingly. While remaining aligned with the overall strategic intent, adjustments were made to ensure that available resources were directed to maximise relevance, efficiency, and impact.

It should also be noted that while the narrative reflects the achievements of National Societies across the IFRC Network using federation-wide resources, the accompanying financial report presents income and expenditure related exclusively to the IFRC Emergency Appeal.

Data presented throughout the report follows different aggregation methodologies depending on the section. Under the Federation-wide Response to Date Overview, people reached figures are presented by year to enhance transparency and minimise double counting. In contrast, the National Society Capacity section combines cumulative and peak indicators, where training figures represent cumulative totals, while volunteer and branch figures reflect the highest levels reported during the response period. Branch figures may reflect a mix of "branches" and "local units" according to IFRC definitions, which may affect comparability across countries. Additionally, sector tables present both indicator-level data from the Ukraine and Impacted Countries Indicator Tracking Tool (ITT) and a total number of services provided (displayed at the top of each table), calculated by summing yearly reach values across all indicators within each sector. This differs from the methodology used in the Federation-wide overview and the people reached figures highlighted on the cover page, which aim to reflect unique individuals reached where possible. Values reported as "0" in sector tables may indicate either that no people were reached or that the number could not be accurately inferred or estimated.

As the escalation of the international armed conflict between the Russian Federation and Ukraine entered its fourth year, the IFRC revised the [Ukraine and Impacted Countries Emergency Appeal](#) to reflect the continued scale of humanitarian needs and the evolving nature of the response. The operation has been extended to 31 December 2027, maintaining the IFRC Secretariat funding ask at CHF 800 million and increasing the federation-wide requirement to CHF 3.1 billion. The revised Appeal retains a more focused geographic scope, covering Ukraine, the Republic of Moldova, and the Russian Federation, while other countries transition to [IFRC Network Country Plans 2026–2028](#). This ensures continuity of support through longer-term programming, while maintaining flexibility to adapt to future developments.

For most countries whose operations under the Appeal concluded on 31 December 2025, remaining balance was transferred to the funding pool of the revised Emergency Appeal for Ukraine and Impacted Countries to support the continuation of activities addressing the humanitarian consequences of the Russia-Ukraine international armed conflict.