

Croatia | Ukraine and Impacted Countries Emergency Appeal



Community-based activity with older people from Ukraine and host community in Gospić. © Croatian Red Cross (CRC) – City Red Cross branch of Gospić

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 01/04/2022 to 31/12/2025

Number of people targeted: 15,240

Number of people reached:

2022	2023	2024	2025
13,847	12,049	2,556	1,673

Funding requirement:

- **IFRC Emergency Appeal:** CHF 9,271,714
- **Federation-wide:** CHF 9,462,514

Expenditure:

- **IFRC Emergency Appeal:** CHF 2,124,788
- **Federation-wide:** CHF 4,303,357

*Details on methodology, data limitations, and how to interpret this report are provided in Annex I.

A. SITUATION ANALYSIS

Description of the crisis

Following the escalation of the international armed conflict between Russia and Ukraine on 24 February 2022, many people were forced to leave their homes and seek refuge in other parts of Ukraine or other European countries, including Croatia. Displaced people from Ukraine started arriving to Croatia on 25 February 2022 with the number of arrivals steadily rising ever since. [By 29 December 2025](#), a total of 32,605 displaced people from Ukraine had been registered by the Ministry of Interior of the Republic of Croatia and have been provided with the temporary protection status (TPS). In line with its humanitarian mandate and as a part of the civil protection system, the Croatian Red Cross (CRC) immediately started responding to the needs of the displaced people from Ukraine.

Displaced people from Ukraine granted with TPS were entitled to receive social welfare support from the state, including health services, education for children and accommodation in collective shelters or private housing. [On 29 December 2025](#), there were 3,506 displaced people accommodated in private family houses and flats, while 2,134 people were accommodated in 44 shared facilities provided by the state. All people with TPS were supposed to register with CRC as per recommendation of the Ministry of Interior of the Republic of Croatia.

As per the needs assessments carried out on multiple intervals, people in vulnerable situations included single-parent households (mainly led by single mothers), households with members 65 years or older, families with three or more children below the age of 18 years, households with members suffering from chronic diseases or mental or physical disability who depend on permanent care by another family member. Across the assessments, it was consistently found that the families are unable to meet their basic minimum needs without regular delivery of humanitarian aid irrelevant of the fact they are in public or private accommodation.

Federation-wide Response to Date:

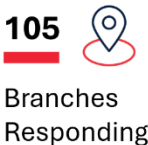
Croatia



TOTAL PEOPLE REACHED



NATIONAL SOCIETY CAPACITY during the response period



Disasters and Crises



BASIC NEEDS ASSISTANCE



SHELTER



CASH AND VOUCHER ASSISTANCE

People reached with CHF 213K in 2023, and 170K in 2024



Health and Wellbeing



MHPSS



WASH



Migration and Displacement



MIGRATION

People Reached with Language Support Services



Summary of response

The CRC has been at the forefront and the main provider of humanitarian services in the response activities from the first arrivals to Croatia. The CRC supported the people affected by providing food and non-food items (NFI), hygiene, cash and voucher assistance (CVA), psychosocial support (PSS) and restoring family links (RFL) services as well as information on the support available in Croatia and referrals to other institutions when needed. In the Temporary Reception Centres (TRCs), which were active during the biggest influx in the beginning, CRC local branches have organized distribution of supplies and have taken care of the reception of displaced people from Ukraine. Ever since, the CRC has been providing assistance to the most vulnerable people.

The CRC registered a total of 8,198 families comprising of 17,871 people by 31 December 2024. As of 29 December 2025, according to the data provided by the Ministry of Interior, a total of 2,134 displaced people are accommodated in collective accommodation facilities provided by the Government of Croatia. Majority of the displaced people registered by the CRC need regular humanitarian assistance and are recognized as the most vulnerable.

The CRC has provided standardized services in the areas of food assistance, protection, gender and inclusion (PGI), community engagement and accountability (CEA), mental health and psychosocial support (MHPSS), water, sanitation and hygiene (WASH) and RFL. The focus was on people from vulnerable situations, including women with children and older people who were majority among displaced people from Ukraine. At peak of the response, 105 local branches supported displaced people from Ukraine across 427 locations nationwide, including towns, municipalities, collective centres and private accommodation. At the peak of the response, this scale of assistance required the mobilisation of more than 400 local staff, over 700 volunteers and 20 personnel from the CRC headquarters (HQ).

The CRC has raised and spent a total of EUR 4.3 million (CHF 4.3 million) to assist people displaced from Ukraine in Croatia as well as to assist other National Societies through the delivery of humanitarian material aid to Ukraine and neighbouring countries.

- At the end of February 2022, the CRC collected financial and in-kind donations needed to support the people affected in Croatia as well as in other countries. This was done through the launch of a National Appeal. The CRC successfully raised financial donations amounting EUR 575,783.75 (CHF 578,662.67).
- The CRC received material donations EUR 1.7 million (CHF 1.7 million) approximate value.
- The CRC received and distributed 809 tons of food items from the state commodity reserves.
- The CRC received EUR 1.9 million (CHF 1.9 million) from the International Federation of Red Cross and Red Crescent Societies (IFRC) to implement humanitarian activities under the Emergency Appeal for Ukraine and Impacted Countries.
- The French Red Cross supported the CRC with EUR 62,800 (CHF 62,310).
- A total of EUR 35,216.31 (CHF 35,392.39) was received from the United Nations High Commissioner for Refugees (UNHCR).
- In 2023 and 2024 a total of EUR 200,000 (CHF 201,000) was received from the Swiss Red Cross.
- In addition to the assistance provided to displaced people residing in Croatia, the CRC donated in-kind humanitarian aid delivered to Ukraine and neighbouring countries mainly from the CRC internal stocks through five organised transports of humanitarian aid as stated below.
- The CRC contributed a total of EUR 20,000 (CHF 20,100) from its internal resources to the IFRC and International Committee of the Red Cross (ICRC) emergency appeals.

The CRC Tracing Service has been providing RFL services and facilitating maintenance of contact between family members who have arrived in Croatia and their relatives in Ukraine and other countries, the CRC handed out 2,891 SIM cards, routers, phone chargers and almost 300 mobile phones. To support the families of persons missing in the context of the international armed conflict between Russia and Ukraine, the activities of the CRC Tracing Service focused on assisting displaced people from Ukraine in exercising their right to learn the fate of their relatives, in accordance with Additional Protocol I, Article 32. Promotion of RFL activities were carried out and information was shared regarding the possibility of tracing missing family members, in accordance with the guidelines of the ICRC. A

promotional flyer was produced to raise awareness of RFL services. Since the beginning of the conflict, a total of 13 tracing requests have been opened, six of which are still active. Apart from everything mentioned above, the CRC is also serving as a provider of information related to accessing other public services (such as health and social care, education and employment).

Additionally, as response to the international conflict in Ukraine, in 2022 the CRC had deployed the following humanitarian aid to Ukraine and neighbouring countries in the total value of EUR 165,268 (CHF 166,094) - majority of that aid has been repositioned from the CRC warehouse stock:

- A consignment to the Ukrainian Red Cross Society delivered on 18 March 2022 in Ukraine in the total value of EUR 84,992.89 (CHF 85,417.85) - first aid kits, blankets, sleeping bags and winter jackets.
- A donation sent in cooperation with Caritas Croatia – transported to Ukraine on 31 March 2022 in the total value of EUR 14,891.83 (CHF 14,966.29) - baby food, ready-made canned meals.
- A consignment to the Polish Red Cross delivered to Poland on 6 April 2022 in the total value of EUR 41,660.63 (CHF 41,868.93) - sleeping bags, winter jackets for adults and children, food, personal hygiene products for children and adults.
- A donation sent to the Ukrainian Red Cross Society through the ICRC delivered on 25 April 2022 to Debrecen, Hungary in total value of CHF 15,694.16 (EUR 15,616.08) - bed linen, sleeping bags, instant food, baby diapers, sanitary napkins.
- A donation sent in cooperation with Caritas Croatia delivered in mid-June 2022 to Ukraine in the total value of EUR 8,107.42 (CHF 8,147.96) - ready meals and instant food.

Operational risk assessment

The following risks were identified at the outset of the operation and monitored throughout its implementation. The section reflects both how these risks were anticipated and, where relevant, how they manifested during implementation and were managed accordingly.

Risk 1. Access and movement restrictions

Bureaucratic barriers presented a potential constraint on reaching people in need. This risk was managed through active negotiations to secure and maintain humanitarian access, alongside the application of adaptive and flexible programming approaches that allowed the operation to adjust to changing access conditions as they arose.

Risk 2. Rapidly changing population flows

The unpredictable nature of population movements, including sudden secondary movements and irregular arrival patterns, posed a risk of overwhelming service delivery and planning capacities. In response, the operation developed scalable response plans, maintained contingency stocks, deployed mobile teams and applied real-time monitoring and forecasting tools to anticipate and respond to shifts in population dynamics.

Risk 3. Protection risks, including sexual and gender-based violence (SGBV) and child protection

The operational context carried an elevated risk of vulnerability to exploitation, trafficking, SGBV and family separation among the people served. To mitigate these risks, the operation established safe and accessible reporting channels, ensured confidential case management, appointed dedicated SGBV and child protection focal points, created safe spaces for at-risk individuals and maintained referral pathways to specialised services.

Risk 4. Coordination and information management (IM)

Insufficient coordination among operational partners carried the potential for duplication of efforts, gaps in service coverage and inconsistent information reaching people in need. This risk was addressed through active participation in relevant coordination clusters, including WASH, health, protection and IM, as well as through the conduct of shared assessments, agreement on common referral pathways and the development of consolidated information products for beneficiaries.

Risk 5. Human resources (HR) and volunteer management

The demands of a sustained emergency response carried inherent risks related to staff and volunteer wellbeing, including the potential for burnout, gaps in technical capacity and the need to uphold standards of conduct throughout the operation. CRC addressed these risks by providing regular PSS training, enforcing duty of care policies, applying codes of conduct and implementing structured measures to support staff and volunteer resilience throughout the operation.

Risk 6. Social cohesion and host community relations

Increased pressure on local resources and services carried a risk of tension between displaced populations and host communities. CRC actively promoted social cohesion through inclusion measures that benefited both groups, facilitated dialogue forums to support mutual understanding, extended shared services to host community members, communicated the mutual benefits of the humanitarian response and conducted local needs assessments to ensure that host community perspectives were taken into account.

B. OPERATIONAL STRATEGY

As per the Response Plan from 2022, the aim was to reach 15,240 people (6,600 households), focussing on the most vulnerable, particularly single mothers with children and older people over 60. As part of the operation, the CRC ensured that up to 10% of the assistance was allocated to the most vulnerable members of the local population, based on identified needs.

The operation was designed and planned on the basis of needs assessments. In 2022, CRC's local branches with the highest number of displaced people from Ukraine were consulted repeatedly to understand the needs and response capacities as the response had to be adapted to the shifting situation. The CRC carried out an online emergency needs assessment for displaced people from Ukraine residing in Croatia in the first quarter of 2023. The results of the assessment were disseminated to local branches. The preliminary results indicated that majority of concerns of displaced people from Ukraine residing in Croatia were related to socio-economic factors, including language barrier, employment and enrolment of children in kindergartens. Collected data has been used for further situation and context analysis to enhance the effectiveness of project implementation.

In 2024, prior to defining the content of the hygiene kits that were distributed in 2025, needs assessment was done in cooperation with the local branches that had beneficiaries who were accommodated in collective centres, in order to define the type of hygiene kits as well as kits with disinfectants.

C. DETAILED OPERATIONAL REPORT

HEALTH AND CARE, INCLUDING MHPSS AND WASH

	HEALTH AND CARE (INCLUDING MHPSS)	Overall Target: 7,000			
		Overall Services Provided: 12,022			
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					
Achievements	<p>The CRC continuously implemented referral to health and mental health services. However, no formal system or standardised process was in place to record and track these referral services. As a result, the CRC was unable to accurately capture and report the number of people reached under the IFRC Emergency Appeal for Ukraine and Impacted Countries Indicator 1a which relates to people reached with primary health services and or referrals to public health institutions.</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 ¹	4,839	2,690	1,777	728
	# of people trained in MHPSS (including psychological first aid and other MHPSS related trainings)	-	809	889	290
Achievements	<p>Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries</p> <p>In total, more than 11,000 PSS services were provided to displaced people living in private accommodation and collective centres. Of these, 8,492 services were provided under the EU4Health programme. For those residing in private accommodation, support was offered through both individual and group activities held at CRC facilities and through mobile team visits to their homes. For people hosted in government-managed collective centres, activities were organised directly on-site within the centres.</p> <p>Special attention was given to people in vulnerable situations including older people, children with special needs, mothers with multiple children and others identified as in particularly vulnerable situations, ensuring comprehensive support for those in need. Community-based MHPSS (CBMHPSS) activities were organised based on identified needs. These activities were</p>				

¹ The 2022 and 2023 figures represent people reached, whereas 2024–2025 figures reflect services provided due to a change in methodology. Figures are therefore not directly comparable and should be considered approximate, as reporting in this sector is primarily service based.

developed with the active participation of affected communities, aiming to reduce uncertainty, loneliness and isolation, while creating safe spaces that foster resilience and hope.

Local branches focused their efforts on various psychosocial activities such as life skills building activities, gardening, art workshop for children, adults and older people facilitating the smooth integration of the target group into local communities. Those activities had an effect of calming but also focusing on building connectedness and self and community efficacy. Group activities were rolled out on a weekly (for example, creative workshops with different age groups) and monthly basis and some were conducted on a needs basis (individual counselling session and individual psychological first aid (PFA)).

An important component of the PSS response was the provision of individual assistance, including PFA delivered through home visits. This support targeted those most vulnerable, including people experiencing loss or ambiguous loss, separation from family members or pre-existing mental health conditions that had deteriorated following displacement to Croatia. A significant number of people required or actively sought, PSS assistance from local branch teams to help them cope with uncertainty regarding their future.



CBMHPSS activity in Varaždin with adults and children. Source: CRC

Displaced people from Ukraine showcased increasingly complex psychosocial needs, ranging from deteriorating mental health and suicidal behaviour to family and peer violence. These situations required coordinated responses with government institutions and specialised organisations. In this context, the CRC strengthened its partnerships with PSS's providers, including Red Noses Clowndoctors, psychiatric hospitals and Ukrainian associations, to ensure more comprehensive assistance.

The CRC joined their efforts in honouring the World Mental Health Day, observed globally every year on 10 October 2023. By recognizing mental health as a universal human right, the main message was to raise awareness of mental health issues and advocate for better mental health care. The CRC conducted a communication campaign through social networks that lasted from 9 to 15 October 2023. As part of the campaign, the CRC organized a one-time intervention called the "Red Cross Café", enabling displaced people and local community to engage in conversations with members of PSS team. Around 300 people including displaced people from Ukraine visited the Red Cross' cafes in the cities of Čakovec, Valpovo, Grubišno Polje, Dubrovnik, Ivanić-Grad, Osijek, Varaždin and Zagreb.

Under the EU4Health programme, four advanced MHPSS trainings, nine PFA trainings and one PFA Training of Trainers (ToT) were organized for 253 staff and volunteers of CRC. PFA trainings

were organized for staff and volunteers in local branches who distributed cash cards, equipping them with skills to ensure distribution is carried out in a more dignified manner while taking into consideration the mental health needs of displaced people from Ukraine. In addition, four PFA trainings were organized for CRC HQ staff. Also, for those working directly with people from Ukraine, external supervision of psychosocial work has been organized to support them and enhance the quality of their work.

In addition to CRC staff and volunteers trained, under the EU4Health programme a total of 1,715 teachers were trained in cooperation with the Teachers Training Agency.


With support of the Emergency Appeal one more advanced MHPSS training was conducted in 2023 for 20 CRC staff and volunteers active in Ukraine response.

PSS teams have been playing a crucial role on the ground not only in responding to the mental health needs but also in helping the people to receive all important information related to integration.

With support from other funding sources

PSS activities implemented from 2022 until the end of 2025 have been funded from other sources on CRC disposition, including an in-country raised National Appeal for Ukraine and bilateral support.

- A total of 6,501 displaced people from Ukraine have received PSS from the CRC, funded through the CRC National Appeal and bilateral support received from the French Red Cross and Swiss Red Cross. In response to their needs, PSS teams have delivered 27,213 individual and group support sessions across the country.
- PFA was provided in all locations where CRC operated, including individual and collective centres, through individual and group discussions as well as during various workshops. CRC mobile teams also visited people residing in private accommodation upon request. These services were delivered through 47 local branches. PSS activities included providing PFA, PSS groups activities, counselling, information on access to rights, accompanying individuals to medical appointments and supporting the enrolment of children in kindergartens and school.

	WATER, SANITATION, AND HYGIENE (WASH)	Overall Target: 12,250			
		Overall Services Provided: 18,222			
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	Reach			
		2022	2023	2024	2025
	# of people reached with hygiene supplies	4,500	12,049	0	1,673

Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries

CRC distributed 29,511 hygiene packages across five distribution rounds between February and June 2023, with an additional round in September 2023. The parcels were tailored to meet the needs of displaced people from Ukraine, considering their living conditions and household composition. The most recent distribution took place in April 2025, when CRC provided enhanced hygiene packages through 16 city branches delivering 2,352 packages.

In total, 31,863 hygiene parcels funded through the IFRC Emergency Appeal have been distributed since the onset of the international conflict.

In 2025 a total of 1,673 people received hygiene package (out of those 775 women below 55 years of age, 256 women over 55 years, 587 men and 55 children up to three years of age).

Distribution of hygiene packages in 2025

Package	Description	Apr-25
Package A	Hygiene package for spaces in collective accommodation	679
Package B	Hygiene package for women up to 55 years in collective accommodation	775
Package C	Hygiene package for men in collective accommodation	587
Package D	Hygiene package for women over 55 years in collective accommodation	256
Package E	Hygiene package for children up to 3 years old in collective accommodation	55
Total		2,352

Achievements

Distribution of hygiene packages in 2023

Package	Description	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Sep-23	Total
Package A	Family hygiene package for private accommodation	3,687	1,545	2,231	3,835	3,835	4,819	19,952
Package B	Hygiene package for children aged 0-3 years	302	412	269	440	480	410	2,313
Package C	Family hygiene package for collective accommodation	1,200	738	784	1,570	1,522	1,432	7,246
Total		5,189	2,695	3,284	5,845	5,837	6,661	29,511


Post Distribution Monitoring (PDM) was conducted following the final distribution of hygiene packages in 2023. In addition to the PDM, regular monitoring was carried out during and after distributions to assess beneficiary satisfaction with the assistance provided. Two focus groups discussions (FGDs) were organised to collect structured feedback on the relevance and quality of the support. Overall beneficiaries expressed a high level of satisfaction with CRC's assistance and the engagement of staff. Hygiene packages were generally well received although recipients suggested adjustments to certain items and the inclusion of sanitary pads.


With support from other funding sources

Majority of WASH activities funded from other sources on CRC disposition (in the first place from an in-country raised National Appeal for Ukraine):

- A total of 12,814 hygiene packages were distributed in 2022, addressing the immediate needs of approximately 4,000 families. In December 2022, CRC also received 9,216 hygiene items, including toilet paper, liquid soap, sanitary pads, paper napkins and a limited quantity of laundry detergent, which were distributed across December 2022 and January 2023.
- In 2022, the CRC distributed hygiene supplies received from the state commodity reserves and from its own stocks.
- In 2023, an additional 49,852 individual hygiene packages were distributed to displaced people from Ukraine residing in both collective centres and private accommodation.

INTEGRATED ASSISTANCE

	<p>SHELTER, HOUSING, AND SETTLEMENTS</p>	<p>Overall Target: 4,500</p>			
		<p>Overall Services Provided: 2,856</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>Reach</p>			
		<p>2022</p>	<p>2023</p>	<p>2024</p>	<p>2025</p>
<p># of people assisted with collective temporary shelter/accommodation</p>		<p>1,578</p>	<p>1,278</p>	<p>0</p>	<p>0</p>
<p>Achievements</p>	<p>Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries</p> <p>Public and private contributors donated the supplies to CRC, while the IFRC’s resources supported their proper storage, handling and delivery to people in need. Activities initially planned under the Emergency Appeal could not be implemented due to insufficient funding and donor earmarking requirements, which limited the flexibility of certain allocations.</p> <p>With support from other funding sources</p> <ul style="list-style-type: none"> • 43,000 different essential and household items were distributed to 1,980 displaced families from Ukraine. The CRC distributed kitchen sets (consisting of plates, glasses, cutlery and cookware), bed linen (pillows, bedsheets, blankets), school supplies and play equipment. <p>This assistance was carried out during different phases and over the period of two years. The frequency of this assistance varied from branch to branch based on needs and availability of items in those branches.</p>				

	LIVELIHOODS	Overall Target: 13,530			
		Overall Services Provided: 16,233			
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) ²	2022	2023	2024	2025
13,847		2,386	0	0	
Achievements	<p>Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries</p> <p>The distribution of food parcels under the Emergency Appeal was planned as a contingency measure. Its implementation depended on how often and in what quantities the Government of the Republic of Croatia would release food stocks from the state commodity reserves for CRC distribution. The CRC envisaged the procurement and distribution of 33,000 food packages (one parcel per family monthly, covering 5,500 families for six months). However, this activity was not carried out despite the delays in delivery of food items by the Government of the Republic of Croatia to CRC during 2022. The shortage of wheat stocks in country during 2022 played a major role in delay of food distributions. However, this delay was for a short period and the stocks were filled once the wheat consignments arrived in country. These delays during 2022 resulted in CRC to plan and prioritize multipurpose assistance for the winter of 2023.</p> <p>With support from other funding sources</p> <ul style="list-style-type: none"> 69,831 food packages were distributed to more than 6,000 displaced families. Some of the families received food parcels more than once. The total quantity distributed was around 491 tons. 3,082 items of clothes were distributed to 1,000 families. A total of 26,300 boxes for wrapping of humanitarian aid were purchased for packing of non-food (NFI) and food items. This was done to ensure the humanitarian aid is distributed in a more dignified manner and for easy and secure transportation of these items. From other sources (state commodity reserves and donations), the CRC distributed in 2022: 16,866 food parcels, 21,9 tons of hygiene, almost 5,000 kg of disinfectants. In 2023 the CRC distributed: 18,011 food parcels. In 2024, the CRC distributed 24,500 food parcels, 790 kg of hygiene, 9,850 pieces of clothing items. In 2025, the CRC distributed 21,775 of food parcels. 				

² While values for 2024 and 2025 are reported as 0 under this indicator, the CRC continued to deliver substantial relief assistance through funding sources outside of the IFRC Emergency Appeal for Ukraine and Impacted Countries. The number of people reached could not be reported, as distributions are managed independently by branches based on needs. However, large volumes of in-kind support were provided (e.g. food parcels, hygiene items and clothing), as detailed in the Achievements section below.

	CASH AND VOUCHER ASSISTANCE	Overall Target: 13,530			
		Overall Services Provided: 5,684			
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	-	3,128	2,556	-
	Amount of cash distributed, CHF	-	CHF 212,829	CHF 170,457	-
Achievements	<p>Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries</p> <p>CRC supported 3,128 unique people with voucher assistance throughout the response period. Each recipient received a voucher from one of the largest supermarkets in Croatia. This intervention was designed as part of the 2023/2024 winterisation strategy, in response to harsh winter conditions and reduced seasonal employment opportunities.</p> <p>In total, 5,684 gift cards were distributed. The value of each gift cash card was EUR 70 (CHF 73.5) and was intended to cover two months. Survival minimum expenditure basket was developed to calculate the prices of the items and decide the value of the card. It should be noted that the amount available on each card for two months was around 45% of the cost of the overall survival minimum expenditure basket. This was decided by CRC together with other stakeholders and communities and considering the in-kind items available with CRC. To cover the gap, CRC complimented this assistance with in-kind distributions from their stocks in order for families to prioritize the items which are not part of in-kind packages.</p> <p>The vulnerability criteria for beneficiary selection were developed in close consultation with key stakeholders, including local branches and communities. These criteria were systematically applied and verification processes were put in place to ensure that assistance reached the intended target groups.</p> <p>The first distribution round took place between October and November 2023, followed by a second round from December 2023 to January 2024. A third round was conducted in February 2024, targeting families with children. This final phase utilised remaining resources, prioritising the most vulnerable households.</p>				

PROTECTION AND PREVENTION



PROTECTION, GENDER, AND INCLUSION

Overall Target: 20,000

Objective

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.

Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries

Annually, since 2023, five young people from Ukraine participated in the full programme of the Youth Summer School organised by the Red Cross County Branch of Osijek–Baranja. The Youth Summer School offered opportunities to develop life skills, strengthen peer connections and integrate with the youth from the host community. Several participants from Ukraine later became volunteers in their local CRC branches. In addition, an annual intercultural event enabled 14–20 young displaced people from Ukraine to join the Summer School for one day, further fostering social interaction and mutual understanding with Croatian peers.

Achievements



Youth Summer School in Orahovica in 2025. Source: CRC

Throughout 2024, CRC organised a range of community-based inclusion and psychosocial activities, 73 events in total. In February, a community volunteer in the Jastrebarsko Collective Centre led the exhibition "[Croatia through the Eyes of Ukrainians](#)," showcasing artwork created in therapeutic sessions.

During the summer months, nine intercultural field trips were organised to build trust and provide safe spaces for open dialogue. City branches in Gospić and Varaždin implemented CBPSS activities for older people and children, including intergenerational workshops.

Additionally, in 2024 CRC published the picture book “Unusual Journey” in Croatian and Ukrainian, conveying the message that even in the most difficult times, there are always people who will extend a helping hand and support them in their daily lives. Copies were distributed to CRC branches nationwide.

In late 2024, the CRC organised weekly workshops in Gospić, bringing together older displaced people from Ukraine and members of the host community to foster social connection and inclusion. In parallel, the Osijek–Baranja branch hosted a Christmas pub quiz within the collective centre, creating an opportunity for people of different age groups to interact and strengthen community ties.

In July 2025, CRC adopted its Protection from Sexual Exploitation and Abuse (PSEA) and Safeguarding Policy.

With support from other funding sources

CRC organised workshops for creating Christmas and New Year decorations, engaging different age groups in festive activities. In several locations, holiday gift distributions were also carried out for children and youth, helping to promote inclusion, joy and a sense of celebration within the community.

Child friendly spaces (CFSs) were not formally established under the IFRC Emergency Appeal. At the onset of the response, limited child-friendly activities were organized within collective centres, however, these were not funded through the IFRC Emergency Appeal. Following the launch of the IFRC Emergency Appeal, interventions became more structured. Children participated in organized workshops conducted after kindergarten or school hours, as well as during school breaks. These workshops were implemented as part of the MHPSS response and participating children have been included in the reported figures reflected under the above indicators.



MIGRATION

Overall Target: 3,250

Overall Services Provided: 106

Objective

People on the move, regardless of their background or status, have access to the lifesaving assistance and protection they need.

Key Indicators

Indicator	Reach			
	2022	2023	2024	2025
# of people reached with language support services (language courses and classes)	-	82	24	-

Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries

Achievements



Croatian language course in Varaždin. Source: CRC

In late 2024, the Varaždin branch organised a three-month Croatian language course for 24 adults seeking employment or social participation.

With support from other funding sources

In January 2023, a Croatian language course was organised in the collective accommodation centre in Split, with financial support from the United Nations Children’s Fund (UNICEF). A second Croatian language course in Split was later delivered at the Centre for Culture and Lifelong Education “Golden Gate” in cooperation with and co-financing by the Centre, Split-Dalmatia County and the local CRC branch. A total of 82 displaced people from Ukraine attended, of whom 40 successfully completed levels A1 and A2 and received certificates.



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.

Achievements

CEA was implemented as a cross-cutting component in close coordination with the PSS sector. Given the cross-departmental nature of the role, the CEA Officer worked in direct collaboration with the IFRC Emergency Appeal and MHPSS programme teams to ensure community feedback informed programme implementation. To strengthen community feedback mechanisms, the CEA Officer conducted field visits to two local Red Cross branches working with displaced persons from Ukraine. During these visits, two FGDs were organised to collect structured feedback from beneficiaries regarding project activities and assistance provided. Participants reported positive experiences with CRC staff and expressed gratitude for the assistance received. Main areas of uncertainty identified among beneficiaries related to long-term accommodation and financial stability.

Prior to distribution of cash cards, the project team prepared informative materials including Info sheet with all relevant information, explanation of the criteria applied when defining the recipients of cash cards and frequently asked questions (FAQ) documents. To further enhance two-way communication, CRC launched a dedicated Telegram channel in October 2023 for displaced people from Ukraine. The channel served both as an information-sharing tool and a feedback mechanism. To support inclusive communication, a Ukrainian language interpreter was also engaged. In addition, a small-scale needs and satisfaction survey was conducted in January–February 2024, focusing on beneficiary feedback regarding the cash card distribution programme. On local level, Red Cross branches staff regularly offered the possibility to refugees to speak about their needs and wishes one-on-one or during/after group social activities or during visits of the mobile team. Their statements were taken into account when adapting or planning activities.

ENABLING APPROACHES



NATIONAL SOCIETY STRENGTHENING

Objective

National Societies respond effectively to the wide spectrum of evolving crises and their auxiliary role in disaster risk management is well-defined and recognised.

Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
Key Indicators	# of volunteers involved in the operation	700	700	105	105
	National Society provides insurance for all of their volunteers	Yes - fully	Yes - fully	Yes - fully	Yes - fully
	# of branches responding	98	103	105	105

# of Movement partners (Federation-wide) that support the development of National Societies (support bilaterally or through the IFRC)	-	0	1	1
National Society has in place capacities to conduct an Emergency Needs Assessment	-	Yes	Yes	Yes
National Society is part of their national government's disaster response mechanism	-	Yes	Yes	Yes

<p>Achievements</p> <p>Activities implemented under the IFRC Emergency Appeal for Ukraine and Impacted Countries</p> <p>Between 2023 and 2025, CRC undertook three peer-to-peer learning visits supported by the IFRC, involving exchanges with the Hungarian Red Cross, Red Cross of Montenegro and a reciprocal visit in 2024 for Montenegro's MHPSS team to observe EU4Health activities.</p> <p>CRC implemented a range of training initiatives. Staff and volunteers attended CEA foundation training in Bulgaria in June 2023, CVA workshops and data-management training during 2023–2024, a logistics training in Sarajevo in October 2023 and MHPSS in emergencies training in September 2024. CRC also organised its own trainings, including the Disaster Response Emergency Fund (DREF) training for 14 staff and volunteers in March 2024. Leadership and focal points represented CRC in global and regional forums, including the IFRC Global Supply Chain Conference in Dubai in March 2024, a safeguarding workshop in Budapest in May 2025 and the annual MHPSS Network Forum in Türkiye in October 2025. In November 2024, the CRC Head of Youth and Volunteering Department participated in the Volunteer Safety, Security and Wellbeing training organized by the IFRC. In November 2025, they also took part in the Interactive Volunteering training focused on volunteering development.</p> <p>CRC also invested in organisational development and strengthening. The National Logistics Centre was upgraded with additional storage and office space, interior areas were equipped and new information technology (IT) equipment and furniture were procured in 2024 to enhance productivity, cybersecurity and emergency readiness. In August 2024, CRC acquired a dedicated training tent for disaster preparedness.</p> <p>Public awareness and communication capacity were also reinforced. CRC produced five voluntary blood donation awareness videos in May 2024, broadcast on national television and organised an “HR Development Day” in June 2024 to improve communication practices, which later resulted in further PSS workshops for staff. CRC played a visible role in regional knowledge exchange. In October 2024, it hosted the annual Red Cross Red Crescent European MHPSS Network Meeting in Petrčane, bringing together 41 National Societies and 78 participants. CRC teams presented their experience with MHPSS in migration contexts.</p>
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COORDINATION AND PARTNERSHIPS

Objective	<i>Technical and operational complementarity is enhanced through cooperation among the IFRC Membership and with the ICRC.</i>				
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	Movement coordination meetings are organized, and updates are provided to the Movement partners	-	Yes	Yes	Yes
	# of external Stakeholders and Clusters coordination meetings organized	-	1	1	1
Achievements	<p>CRC is cooperating with the ICRC Regional Delegation in Belgrade on a regular basis connected to regular immigration detention, RFL for migrants and missing people's file programme.</p> <p>CRC maintained strong collaboration with the IFRC Country Cluster Delegation to Central and South-Eastern Europe (CCD CSEE) in Sarajevo in developing the Operational Strategy and Operational Implementation Plan. On 1 September 2023, the IFRC established its country office in Zagreb and deployed its Operations Manager for Croatia, Montenegro and North Macedonia there from 1 October 2023 to the end of June 2024 to ensure dedicated support to the CRC.</p>				



IFRC SECRETARIAT SERVICES

Objective	<i>The IFRC is working as one organization, delivering what it promises to National Societies and volunteers, and leveraging the strength of the communities with which they work as effectively and efficiently as possible.</i>
Achievements	IFRC supported the CRC by enhancing its capacity, particularly in adopting standards and technologies related to data management, CVA solutions and other operational areas. The IFRC also provided comprehensive support to CRC through the IFRC Regional Office for Europe (ROE) in Budapest and the IFRC CCD CSEE, including technical assistance in IM, planning, monitoring, evaluation and reporting (PMER), logistics, finance and other sector-specific areas.

D. 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	16,655
PO03 - Multi-purpose Cash	605,962
PO04 - Health	437,100
PO05 - Water, Sanitation & Hygiene	616,668
PO06 - Protection, Gender and Inclusion	17,012
PO07 - Education	16,156
PO08 - Migration	0
PO09 - Risk Reduction, Climate Adaptation and Recovery	95,100
PO10 - Community Engagement and Accountability	9,391
PO11 - Environmental Sustainability	0
Planned Operations Total	1,814,045
EA01 - Coordination and Partnerships	4,564
EA02 - Secretariat Services	7,024
EA03 - National Society Strengthening	299,156
Enabling Approaches Total	310,744
Grand Total	2,124,788

Contact information

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

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In the IFRC

- **Regional Office of Europe:** Ruben Cano, Regional Operations Manager, ruben.cano@ifrc.org
- **IFRC Country Cluster Delegation to Central and South-Eastern Europe:** Nemanja Zekic, Programme Coordinator, nemanja.zekic@ifrc.org

For IFRC Resource Mobilization and Pledges support:

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For In-Kind donations and Mobilization table support:

- **Manager, Global Operational Procurement and Regional Supply Chain:** Indra Eckstein, indra.eckstein@ifrc.org

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 the IFRC Emergency Appeal for Ukraine and Impacted Countries is organised around the sectors and enabling approaches outlined by the Emergency 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 the 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 IFRC revised Emergency 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 IFRC Emergency 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.