

Estonia | Ukraine and Impacted Countries Emergency Appeal



Youth Camp for children displaced from Ukraine organized by Estonian Red Cross © Pablo Vernik

<p>Emergency Appeal №: MGR65002 First launched on: 28/02/2022</p>	<p>Glide №: OT-2022-000157-UKR</p>								
<p>Final report issued on: 31/03/2026</p>	<p>Timeframe covered by final report: From 01/07/2022 to 31/12/2025¹</p>								
<p>Number of people targeted: 12,000</p>	<p>Number of people reached:</p> <table border="1" data-bbox="784 1570 1511 1648"> <thead> <tr> <th>2022</th> <th>2023</th> <th>2024</th> <th>2025</th> </tr> </thead> <tbody> <tr> <td>33,804</td> <td>2,578</td> <td>1,095</td> <td>1,943</td> </tr> </tbody> </table>	2022	2023	2024	2025	33,804	2,578	1,095	1,943
2022	2023	2024	2025						
33,804	2,578	1,095	1,943						
<p>Funding requirement:</p> <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 4 million • Federation-wide: CHF 9.2 million 	<p>Expenditure:</p> <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 2,428,922 • Federation-wide: CHF 6,933,650 								
<p>*Details on methodology, data limitations, and how to interpret this report are provided in Annex I.</p>									

¹ Although the National Society Response Plan indicated an operational end date of 28 February 2025, the operation officially concluded on 31 December 2025.

A. SITUATION ANALYSIS

Description of the crisis

Since the escalation of the Russia-Ukraine international armed conflict, Estonia has been significantly affected by displacement flows from Ukraine. By January 2023, approximately 123,000 people displaced from Ukraine had entered Estonia. In response, the Estonian authorities implemented a temporary protection framework, providing displaced people with the right of residence, access to education and employment, health insurance, financial assistance, and temporary or longer-term accommodation. At the outset of the crisis, national and local reception systems were under considerable pressure, as Estonia had limited prior experience in receiving displaced populations at this scale.

Since the escalation of the international armed conflict, Estonian Red Cross responded to the needs of people displaced from Ukraine by providing humanitarian assistance, first aid services, and information provision, alongside psychosocial and practical support through its branch network. Early response activities focused on addressing immediate needs, including the distribution of clothing, footwear, and hygiene kits, while supporting access to essential services.

Throughout 2023, the situation continued to evolve as the international armed conflict persisted. While initial emergency needs were partially met, the protracted nature of displacement resulted in emerging and increasingly complex challenges. Humanitarian needs gradually shifted from acute, lifesaving assistance towards more stabilisation-oriented support, particularly in the areas of livelihoods, shelter, and mental health and psychosocial support. At the same time, the operating context became more complex due to the differing needs of newly arrived displaced people and those intending to remain in Estonia for longer periods.

In 2024, Estonia continued to be affected by the longer-term humanitarian consequences of the international armed conflict. While conditions improved for some displaced people and in certain sectors, others continued to face persistent challenges, including protection risks, barriers to accessing services, and limited livelihood opportunities. Prolonged displacement and uncertainty had a cumulative impact on mental wellbeing, while financial resources diminished for some households. Although many displaced people found employment, available opportunities were often lower paid and did not correspond to their qualifications or previous professional experience in Ukraine.

As of 30 September 2025, 41,780 people displaced from Ukraine were recorded as residing in Estonia. Key priority needs included access to healthcare, secure employment and livelihoods support, language training, medicines, education for children under 18, and adequate accommodation. As of 30 June 2024, 44 per cent of women and 61 per cent of men aged 20–64 years displaced from Ukraine were employed in Estonia². However, employment was largely concentrated in manual labour and service sectors, primarily due to language barriers and the non-recognition of qualifications obtained in Ukraine. Consequently, many displaced people were required to attend additional courses or obtain licenses or certificates, often facing constraints related to cost and language.

Access to healthcare, particularly mental health and psychosocial services, remained a critical need, as many displaced people continued to experience distress related to displacement and conflict exposure. Health insurance was provided to people displaced from Ukraine on the same basis as for Estonian citizens, complemented by psychological helplines and web-based counselling services provided by the Social Insurance Board. Children displaced from Ukraine were integrated into the Estonian education system, although language barriers and curriculum differences continued to present challenges. Indicative needs assessment findings highlighted significant variation in the availability and coverage of services between the capital, major urban centres, and rural areas.

² Statistics Estonia, *Ukrainians in the Estonian labour market*. Available at: <https://www.stat.ee/en/find-statistics/short-term-statistics/ukrainians-estonian-labour-market>

Within this context, and during the implementation of the Ukraine and Impacted Countries Emergency Appeal, Estonian Red Cross prioritised support to people in the most vulnerable situations, particularly single mothers, children with disabilities, and older people. These groups faced heightened barriers to integration and were more likely to be excluded from the labour market. Planned support focused on the following areas:

- **Health and care:** first aid services and mental health and psychosocial support
- **Cash and voucher assistance:** provision of supermarket and pharmacy vouchers
- **Community engagement and accountability:** community consultations and feedback mechanisms
- **Protection:** organisation of protection-oriented activities, including camps for children

Federation-wide Response to Date: Estonia



TOTAL PEOPLE REACHED

33K	2.5K	1K	1.9K
2022	2023	2024	2025

NATIONAL SOCIETY CAPACITY during the response period

1.2K	1.7K
People Trained in First Aid	People Trained in MHPSS
1K	15
Peak Number of Volunteers Mobilised	Branches Responding

Disasters and Crises

BASIC NEEDS ASSISTANCE

33K	2.1K	711	1.9K
2022	2023	2024	2025

CASH AND VOUCHER ASSISTANCE

1.3K	93	830
2023	2024	2025

People reached with around:

- CHF 63K in 2023
- CHF 29K in 2024
- CHF 84K in 2025

Health and Wellbeing

HEALTH AND CARE

4K
2022

MHPSS

3.9K	2.5K	1K	1.1K
2022	2023	2024	2025

WASH

3K	24
2022	2023

Migration and Displacement

MIGRATION

- **70** people reached with education support
- **124** people reached with language support services

Values, Power and Inclusion

PROTECTION, GENDER AND INCLUSION

697	732
2022	2023

COMMUNITY ENGAGEMENT AND ACCOUNTABILITY

National Society has established feedback mechanisms

Summary of response

In early 2022, following the escalation of Russia-Ukraine International Armed Conflict, the Estonian Red Cross volunteers provided support in regional reception centres, the volunteers provided information, emergency needs assessments, and psychosocial support services (PSS). In Estonian Red Cross local branches, the displaced people were provided with hygiene kits, food, information as well as other services (Restoring Family Links, First Aid, PSS). The response was supported by Red Cross Red Crescent Movement partners, who contributed through emergency relief, technical expertise, financial support. Coordination with national authorities and humanitarian actors began early, focusing on health services, shelter provision, protection and psychosocial support, cash and voucher assistance, support to displaced populations based on immediate needs and available capacities.

In 2023, the response scaled up to address growing and evolving needs, with the Estonian Red Cross expanding its reach and strengthening its operational capacity in CVA, MHPSS and integration support. Red Cross Red Crescent partners provided ongoing support through the Emergency Appeal, while also investing in capacity building and localisation. Estonian Red Cross used existing infrastructure to support people displaced from Ukraine as well as organised new activities. Integration camps for displaced and Estonian children were organised to provide PSS and help develop social connections.

By 2024, the response began transitioning from acute emergency relief to more sustained, community-based assistance. The Estonian Red Cross, with support from partners, shifted its focus to mental health and psychosocial support, socio-cultural and socio-economic integration. The Estonian Red Cross integrated protection, inclusion, disaster preparedness into its programmes, while maintaining flexibility to respond to evolving vulnerabilities.

Operational risk assessment

Risk 1: Sudden increase in humanitarian needs due to escalation of the conflict

There was a risk of a sudden increase in the number of people displaced from Ukraine as a result of a potential expansion of the conflict. Given the limited prior experience of national authorities in managing large-scale displacement and the constrained reception and response capacities, there was a risk that the existing system would be unable to absorb a rapid influx. In such a scenario, Estonian Red Cross would be required to significantly scale up its operational role to support national response efforts.

To mitigate this risk, Estonian Red Cross developed winter contingency plans, strengthened disaster preparedness capacities, and reinforced volunteer management and training systems. These measures enhanced organisational readiness and enabled a more rapid and structured response in the event of a sudden increase in needs.

Risk 2: Reduction in available funding for response activities for the displaced communities

A second operational risk related to changes in the funding environment, including a reduction in available funding for support to people displaced from Ukraine. This risk partially materialised, affecting the sustainability of certain activities and posing a threat to the continuity of services.

To mitigate the impact, Estonian Red Cross intensified volunteer-based service delivery and actively sought alternative funding sources. As a result of these efforts, the National Society secured funding from the European Social Fund and initiated a socio-cultural and socio-economic project. This intervention contributed to maintaining continuity in selected integration and inclusion activities despite the broader contraction in humanitarian funding.

B. OPERATIONAL STRATEGY

The Estonian Red Cross collaborated closely with various government agencies and national stakeholders to exchange information and coordinate response planning. This cooperation ensured the organisation was well-informed, aligned with other actors' activities and services, and able to pool resources for a more effective and coordinated response.

In addition, the Estonian Red Cross consulted Ukrainian organisations to gain a deeper understanding of evolving needs, adapt priorities, and adjust plans to better serve beneficiaries. Feedback collected directly from beneficiaries, whether in person or via the hotline, was systemically analysed and used to inform and improve future activities.

As needs evolved over time, the Estonian Red Cross shifted its focus toward supporting long-term integration and addressing specific needs that persisted even after beneficiaries had settled in Estonia. Building on initial in-kind support and information services, the organisation expanded its activities to include more MHPSS, integration activities, and, recognising high cost and waiting for medical care, implemented a Cash for Health initiative to ensure access to essential healthcare.

C. DETAILED OPERATIONAL REPORT

HEALTH AND CARE, INCLUDING MHPSS AND WASH

	HEALTH AND CARE (INCLUDING MHPSS)	Overall Target: 6,000			
		Overall Services Provided: 15,751			
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	4,000	0	0	-
	# of people trained in first aid	-	859	303	46
Achievements	<p>In 2022, Estonian Red Cross with Estonian Association of Pharmacists were assisting people displaced from Ukraine accommodated on the passenger ship M/S Isabelle. 4,000 displaced people on board received counselling for minor health concern, and, if necessary, over-the-counter medicines. The activities were funded by Estonian Red Cross.</p> <p>First aid trainings and the provision of first aid kits supported the preparedness of the community to take care of themselves and others in emergency situations. It is noteworthy that a significant part of people trained on first aid, namely 1,162 trainees, were people displaced from Ukraine, ensuring that the community is equipped with life-saving skills. These trainings are tailored to meet the specific needs of participants, focusing on practical techniques for managing emergencies such as injuries, bleeding, heart attacks, and loss of consciousness.</p>				
Mental Health and Psychosocial Support					
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of people reached by National Society mental health and	3,932	2,578	1,095	1,184

psychosocial support services				
# of people trained in MHPSS (including psychological first aid and other MHPSS related trainings)	293	303	625	533

Estonian Red Cross implemented MHPSS activities through a combination of **capacity-building, direct service provision,** and **awareness-raising initiatives.** The majority of these activities were designed and delivered under the **EU4Health** project, funded by the EU Directorate-General for Health and Food Safety (DG SANTE).

The project contributed to strengthening the internal MHPSS capacity of the National Society, facilitating consultation with affected populations, and equipping beneficiaries with practical skills to better manage stress and psychosocial challenges. Psychological First Aid trainings were delivered to staff and volunteers to enhance their ability to provide appropriate support to vulnerable people displaced from Ukraine. In addition, to strengthen community resilience and promote peer-to-peer support mechanisms, PFA trainings were also delivered directly to people displaced from Ukraine.

Support was mostly provided through five different service platforms, including the Help

Achievements




PFA booklet produced by Estonian Red Cross. Source: Estonian RC


Centre in Tallinn, local branches, school-based programmes, summer camps, and the innovative PFA Watch Pilot. The local branches provided MHPSS services through organising group support sessions “We Talk”, providing safe spaces for sharing experiences and mutual support. **Individual consultations** were also provided in 2025 to address more specific personal needs for the most affected people. Estonian Red Cross has been actively involved in various initiatives to improve community health, including mental health. One of the notable achievements is the development of trilingual (Estonian, English and Ukrainian) mental health workbook, which serves as a practical tool for fostering mental awareness program in schools, equipping youth with essential knowledge about mental health challenges and strategies to navigate them effectively. Awareness-raising activities, including the development of several **podcasts on self-care and mental health,** further promoted wellbeing and reduced stigma.


Estonian Red Cross overall trained **1,754** individuals nationwide, including their own staff and volunteers, displaced people from Ukraine, educators, frontline responders, healthcare workers, community actors, and staff from NGOs. These trainings enhanced skills in recognizing distress, providing psychosocial support, and managing challenging situations, while also promoting staff and volunteer wellbeing. Estonian Red Cross also provided other training formats, including Trauma-Informed PFA, PFA for Young Peers and Training of Trainers. The trainings were offered in Estonian, Russian and Ukrainian, ensuring accessibility for locals and for displaced people from Ukraine.

Additionally, care for staff and volunteers has also expanded, with **728** Estonian Red Cross staff and volunteers supported through structured meetings, webinars, mental health sessions and workshops.

	WATER, SANITATION, AND HYGIENE (WASH)	Overall Target: 6,000			
		Overall Services Provided: 3,024			
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	3,000	24	0	-
Achievements	<p>Throughout the operation, Estonian Red Cross provided essential in-kind support to address immediate hygiene needs and uphold the health and dignity of people displaced from Ukraine. Hygiene kits were distributed to vulnerable individuals and households, with a particular focus on new arrivals and people with heightened vulnerabilities. The kits contained essential hygiene items and contributed to improved living conditions during the initial phase of displacement. In total, 3,024 hygiene kits were distributed through reception centres and Estonian Red Cross branches.</p> <p>As the response evolved, Estonian Red Cross adapted its assistance modalities in line with emerging needs. The National Society temporarily suspended the procurement and distribution of hygiene kits through humanitarian service points in order to conduct an ongoing needs assessment. This assessment aimed to generate evidence on the most appropriate and effective forms of support for displaced populations, rather than continuing standardised distributions without sufficient alignment to priority needs.</p> <p>Findings from the assessment indicated a shift in needs from primarily in-kind assistance towards longer-term and integration-oriented support. More than half of respondents identified access to language classes as a priority need, followed by food assistance. Additional needs included support with medications, household items, educational services, and seasonal clothing and footwear.</p> <p>In response to these findings, Estonian Red Cross adjusted its operational approach and expanded activities beyond in-kind assistance. This included the scale-up of integration support, MHPSS language clubs, and the provision of CVA. These adaptations ensured that support remained relevant and responsive to the evolving needs of people displaced from Ukraine, while contributing to more dignified and sustainable outcomes over the course of the operation.</p>				

INTEGRATED ASSISTANCE

	LIVELIHOODS	Overall Target: N/A³			
		Overall Services Provided: 38,624			
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			
		2022	2023	2024	2025
	# of people reached with relief assistance for basic needs (food, clothing, hygiene, medicines, and other essential items)	33,804	2,166	711	1,943
Achievements	<p>During the response, Estonian Red Cross provided relief assistance the basic needs of 38,624 individuals, with most of the assistance distributed in 2022, at the peak of the humanitarian response. The relief items were mainly distributed through Estonian Red Cross branches across the country, with locally collected donations from other organisations and individuals.</p> <p>The assistance included the distribution of hygiene kits, clothing, blankets, pillows, and food aid, addressing immediate essential needs. In addition, in 2022, the Tallinn Branch, in cooperation with the Tallinn City Government, supported 250 children by providing backpacks and basic school supplies.</p>				

	CASH AND VOUCHER ASSISTANCE	Overall Target: 6,000			
		Overall Services Provided: 2,274			
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	-	1,351	93	830
	Amount of cash distributed, CHF	-	CHF 62,871	CHF 29,449	CHF 84,197
Achievements	<p>Throughout the implementation period, Estonian Red Cross made significant progress in strengthening its institutional and operational capacity to deliver Cash and Voucher Assistance as part of its preparedness for launching and scaling national CVA programmes. Targeted trainings were systematically delivered in preparation for each specific CVA intervention, including a dedicated two-day training held on 20–21 April in advance of supermarket voucher distributions. These sessions brought together volunteers, staff, and branch coordinators from</p>				

³ Although Livelihoods activities were not initially included under the National Society Response Plan and therefore no target was set, the Estonian Red Cross identified emerging relief-related needs during implementation and adapted its response accordingly.

across Estonia and covered not only core CVA principles, but also key cross-cutting components such as Information Management, Protection, Gender and Inclusion, and Community Engagement and Accountability, ensuring a holistic and standards-based approach. Branch coordinators further enhanced their competencies through a two-day capacity-building workshop focused on CVA and Emergency Appeals management. Organisational capacity was subsequently reinforced through a CVA self-assessment conducted in 2024, which identified priority gaps and informed a CVA preparedness action plan. Staff participation in CVA Level 2 training, peer-to-peer technical exchanges by the CVA focal point, and a CVA lessons learned workshop organised in 2025 collectively contributed to strengthened technical expertise, improved programme design, and more systematic learning to inform future CVA interventions.


Between June 2023 and February 2024, the Estonian Red Cross provided targeted CVA assistance to displaced people from Ukraine to help meet their basic needs. During this period, **1,935 supermarket vouchers**, each valued at **50 EUR**, were distributed to particularly vulnerable households. The programme targeted individuals with disabilities, retirees aged 60 and above, and single-parent households with two or more underage children.


In recognition of the significant burden of medical expenses, especially for individuals with specific or chronic health conditions, the Estonian Red Cross partnered with the pharmacy chain **Apotheka** to provide pharmacy vouchers to vulnerable people displaced from Ukraine. This **Cash for Health programme** supported people living with chronic illnesses, with **830 beneficiaries** receiving vouchers with 3 instalments over 3 months. Overall, CHF 84,197 was distributed and used in the pharmacies for prescription and non-prescription drugs. This support helped improve access to essential medicines and health-related supplies.



*Displaced individuals who received Apotheka pharmacy voucher in front of Tallinn Branch. **Source:** Estonian RC*

PROTECTION AND PREVENTION

	PROTECTION, GENDER, AND INCLUSION	Overall Target: 6,000			
		Overall Services Provided: 2,356			
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	569	358	0	-
	# of people reached with PGI activities	697	732	0	-
Achievements	<p>Between 2022 and 2025, Estonian Red Cross implemented a comprehensive package of child-focused and protection-oriented interventions aimed at supporting the wellbeing, social inclusion, and protection of people displaced from Ukraine. Over the course of the operation, 59 integration camps and four Child Friendly Spaces were organised for displaced children, providing structured, safe, and supportive environments that promoted positive peer interaction, emotional wellbeing, and psychosocial support. Activities were implemented across multiple locations, including Tallinn, Saaremaa, Pärnu, and Tartu.</p> <p>In 2025, programming was further refined to prioritise children experiencing integration-related or behavioural challenges. Camps during this period placed greater emphasis on psychosocial support, self-expression, and emotional regulation through guided activities, contributing to improved coping skills and positive engagement in a structured setting.</p> <p>To strengthen safeguarding and ensure consistent protection standards, a Child Protection Policy was developed and formally adopted. This policy established clear safeguarding procedures and minimum standards for all activities involving children, reinforcing a safe, respectful, and protective environment across Estonian Red Cross operations.</p> <p>In cooperation with the Tallinn City Government, the Tallinn Branch supported 250 displaced children entering first grade by providing backpacks and essential school supplies. This intervention contributed to a more dignified and supported transition into the Estonian education system for newly enrolled children.</p> <p>Protection, Gender and Inclusion (PGI) principles were systematically integrated across operational sectors through targeted capacity-building initiatives. For example, comprehensive Cash and Voucher Assistance (CVA) preparedness training for staff and volunteers included dedicated sessions on PGI and safeguarding standards. PGI and Community Engagement and Accountability (CEA) considerations were also mainstreamed into MHPSS activities and in-kind assistance distributions. As part of this broader PGI commitment, volunteers supporting people displaced from Ukraine received training in intercultural communication and International Humanitarian Law, strengthening the quality, safety, and inclusiveness of service delivery.</p> <p>In parallel, four Child Friendly Spaces were established within Estonian Red Cross branches in Tallinn, Saaremaa, Pärnu, and Tartu. These spaces were utilised by both displaced and local children for specialised activities and supervised play, including while parents accessed other services. Collectively, these interventions contributed to enhanced child protection, psychosocial wellbeing, and social inclusion outcomes throughout the duration of the operation.</p>				

	MIGRATION	Overall Target: 12,000			
		Overall Services Provided: 194			
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 HSPs that provided services to refugees/displaced people	15	15	15	15
	# of people reached with education support (including childcare and summer camps)	-	-	-	70
# of people reached with language support services (language courses and classes)	-	-	-	124	
Achievements	<p>At the initial stage of the response, Estonian Red Cross volunteers provided support in regional reception centres, focusing on information provision and PSS to newly arrived displaced people from Ukraine. In parallel, in-kind humanitarian assistance was distributed through Estonian Red Cross local branches. As the response evolved, local branches continued to serve as key access points for support, providing information services, hygiene kits, FA, PSS, and RFL assistance.</p> <p>Estonian Red Cross has been actively promoting socio-cultural integration through a variety of community-focused activities in local branches. These initiatives included: community-events, sport and cultural events that bring together local residents and the people displaced from Ukraine, facilitating the creation of social connections. Additionally, to support longer-term integration, language clubs were organised across Red Cross branches in Estonia, creating opportunities for displaced people to practice language skills and strengthen communication within the host community.</p> <p>Special attention was given to children through the organisation of children’s camps for children displaced from Ukraine, which provided safe and supportive environments offering PSS and opportunities to build social connections with peers from both displaced and host communities. Children’s camps have been organised since 2022 and continued through the end of 2025. In total, 59 camps were held across Estonia, bringing together displaced and Estonian children.</p> <p>In 2025, specialised camps were organised for children displaced from Ukraine experiencing behavioural challenges with a strong focus on providing a safe space for children to express their concerns, receive support, and engage in positive, active participation. These activities contributed to their emotional wellbeing and helped to make social connections. During the camps, young people visited museums, sports centres and creative studios, where they explored new hobbies and leisure activities, gained new knowledge, and took part in team games that encouraged cooperation and built their confidence. One of the highlights was the “Giving Back Day”, during which participants met with the Deputy Mayor of Tartu city, prepared food that was distributed to shelters and daycare centre. This activity fosters active engagement and empowerment among the teens. The mother of one participant shared her gratitude for her son’s experience: <i>“My son has had a very hard time adjusting to a new society. <...> In five days, he found friends he hadn’t found in a whole year at school”</i>. A camp organised summarised the</p>				

purpose of the initiative: *“Ukrainian children need support and a sense of belonging. Our goal was to show that they are welcome, noticed, and they have opportunities to rebuild their lives here”.*

The Estonian Red Cross second-hand store played an important role in supporting displaced people from Ukraine by providing free essential household and personal items, including clothing, pillows, blankets, bed sheets, and other basic necessities. This assistance helped address immediate needs, improved living conditions, and ensured that displaced individuals and families had access to dignified and practical support during their displacement.



Camps for Ukrainian children in Estonia, 2025. Source: Estonian RC



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
Key Indicators	National Society with established feedback mechanisms	-	-	-	Yes
	# of community feedback comments collected	-	-	-	300
	# of operational decisions or changes made based on community feedback	-	-	-	8

Achievements	<p>Throughout the operation, Estonian Red Cross established close cooperation with Ukrainian community-based organisations to strengthen contextual understanding of community needs, priorities, and concerns. This collaboration supported the design and implementation of activities that were responsive, relevant, and grounded in the lived experiences of people displaced from Ukraine.</p> <p>To reinforce accountability and meaningful participation, in 2025 Community Engagement and Accountability (CEA) training was delivered to branch staff and volunteers, strengthening their capacity to engage effectively with affected populations. In parallel, structured feedback mechanisms were established at branch level, enabling community members to provide feedback and raise concerns through in-person visits or telephone contact.</p> <p>Feedback collected through these channels was systematically reviewed and used by branches and the project team to inform day-to-day operational adjustments, guide the planning of new initiatives, and shape the development of future projects. This approach ensured that activities remained adaptive and responsive to evolving needs, while contributing to continuous improvements in the quality and relevance of services provided to people displaced from Ukraine.</p>
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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	725	1,052	155	25
	# of branches responding	15	15	15	15
	# of branches which started branch development as part of the current response activities (including soft and infrastructure investments)	-	15	15	15
	# of Movement partners (Federation-wide) that support the development of National Societies (support bilaterally or through the IFRC)	-	2	2	2
	National Society has in place capacities to conduct an Emergency Needs Assessment	-	No	No	No
	National Society is part of their national government's disaster response mechanism	-	No	No	No

Between 2023 and 2025, Estonian Red Cross undertook a series of institutional strengthening actions aimed at enhancing organisational effectiveness, preparedness, and sustainability. In September 2023, a self-assessment workshop based on the Organisational Capacity Assessment and Certification (OCAC) framework was conducted to review institutional capacity across key functional areas and to update the National Society's capacity-building priorities.

Technical preparedness was further strengthened in 2024 through participation of three staff members in Chemical, Biological, Radiological, and Nuclear (CBRN) training facilitated by IFRC. The training enhanced technical knowledge on CBRN risks and safety measures and promoted regional knowledge exchange among Baltic National Societies.

Support to local branches was reinforced through the provision of mini-grants and small-scale projects, enabling branches to conduct local needs assessments, design context-specific activities, and implement community-level actions. This decentralised approach strengthened branch ownership, responsiveness, and the relevance of services delivered to local communities.

In 2025, Estonian Red Cross completed a fundraising market study, generating evidence-based insights into fundraising opportunities in Estonia and providing concrete recommendations to strengthen internal fundraising capacity. The findings informed a renewed focus on digital fundraising, as well as enhanced engagement with corporate partners and individual donors.

To support long-term organisational development, a participatory strategy development workshop was organised, bringing together headquarters staff, branch representatives, and volunteers. The process enabled collective reflection on evolving risks, population vulnerabilities, and organisational priorities, resulting in the development of a new National Society strategy to be submitted for adoption by the Governing Board.

Achievements

Volunteer management systems were further strengthened in 2025 with the establishment of a dedicated volunteer manager position. This role supported more structured volunteer recruitment, onboarding, and management, working closely with branches to review existing practices, introduce new tools, and observe volunteer activities, thereby contributing to more effective and sustainable volunteer engagement.

Volunteer engagement was reinforced through targeted capacity-building and coordination initiatives. A large-scale volunteer event organised in summer 2025 brought together volunteers from across the organisation and featured thematic workshops on key Red Cross areas of work, fostering peer learning, motivation, and networking. Throughout the Emergency Appeal implementation, volunteers received structured training in first aid, Psychological First Aid, intercultural communication, and International Humanitarian Law. To further support coordination and oversight, a centralised volunteer database was established.

Organisational capacity in Cash and Voucher Assistance (CVA) was strengthened through a CVA self-assessment conducted in 2024, which identified key gaps and informed an action plan for CVA preparedness. Staff participated in CVA Level 2 training, and the CVA focal point engaged in peer-to-peer exchange, strengthening technical expertise and institutional learning. In 2025, a CVA lessons learned workshop reviewed achievements, challenges, and good practices, informing further improvements to CVA preparedness and future programming.

Additional institutional strengthening measures included targeted capacity-building in Community Engagement and Accountability (CEA) and Information Management (IM). In 2025, CEA and IM training was delivered to staff and volunteers, with a particular focus on branch-level capacity. The training also demonstrated effective regional cooperation, as it was co-facilitated by Lithuanian Red Cross, and focused on foundational CEA principles, introduction to IM tools, and basic IM skills.

Collectively, these initiatives strengthened Estonian Red Cross's organisational resilience, technical capacity, and volunteer systems, contributing to a more effective, accountable, and sustainable response throughout the duration of the operation.



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	Yes	Yes
	# of external Stakeholders and Clusters coordination meetings organized	-	5	5	5

Achievements

Throughout the operation, Estonian Red Cross strengthened coordination and partnership arrangements across the Red Cross and Red Crescent Movement, with national authorities, and with external stakeholders, contributing to a more coherent, effective, and sustainable response for people displaced from Ukraine.

At regional level, strong partnerships were established with the Latvian Red Cross and the Lithuanian Red Cross, supported by regular exchange of experiences and good practices across multiple technical sectors. Since 2025, Baltic National Societies have increasingly engaged in joint planning and proposal development and are currently implementing two EU-funded projects together, reflecting a more strategic and institutionalised regional cooperation. Additional Movement support was provided by the Finnish Red Cross and the Austrian Red Cross, which contributed to both operational implementation and organisational capacity strengthening.

Regional preparedness efforts were further advanced through the EU-funded project *Baltic Civic Defence for Complex Emergencies (BCD)*, supported by DG ECHO, which outlines a range of joint initiatives to strengthen preparedness across the Baltic region. In this context, Baltic National Societies are preparing to join a shared stock management platform, X-stock, which will enable improved visibility and sharing of resources to support mutual assistance during emergencies. Several regional exercises and international events are planned for 2026, further consolidating this cooperation.

At national level, Estonian Red Cross worked closely with municipalities and relevant government institutions in the planning and implementation of activities for people displaced from Ukraine, ensuring alignment with national and local response frameworks. During the early phase of the international armed conflict, Estonian Red Cross cooperated with local authorities to support reception centres in Pärnu, Tartu, Saaremaa, Rakvere, and Tallinn. In cooperation with Tallinn City Municipality, Estonian Red Cross supported displaced children through the provision of backpacks and school supplies, while municipal services supported the distribution of supermarket vouchers to displaced people from Ukraine.

To strengthen its role within Estonia's crisis management system, Estonian Red Cross prioritised the formalisation of its crisis management functions and mandates. In December 2025, the National Society organised a large-scale simulation exercise, *Aid Bridge 2025*, bringing together representatives from key government institutions, including the Ministry of Foreign Affairs, Ministry of Social Affairs, Fire and Rescue Services, Tallinn City Municipality, and Customs authorities. The exercise simulated the reception of international humanitarian assistance in Estonia and clarified the role and coordination mechanisms of Estonian Red Cross within such a scenario.

At Movement level, Estonian Red Cross leadership actively participated in regional coordination platforms organised by the IFRC, the Red Cross EU Office, and peer National Societies. In 2025, Estonian Red Cross hosted and led the annual Baltic Forum Plus meeting in Tallinn, bringing together Baltic, Nordic, and Central European National Societies. The forum provided a strategic platform for leadership-level discussions on the evolving funding environment, emerging risks in Europe, and opportunities for deeper cross-regional cooperation.

Under the EU4Health Programme, Estonian Red Cross remained in close coordination with the IFRC throughout project implementation. The National Society actively participated in EU4Health coordination meetings, regional seminars, and capacity-building sessions organised by the IFRC and the IFRC Reference Centre for Psychosocial Support. These exchanges supported harmonised MHPSS approaches across National Societies and facilitated the adoption of good practices and tools, including the WeTalk tool, following an exchange visit with the Danish Red Cross, as well as resources and practices shared through the MHPSS Hub.

Collaboration within the Red Cross and Red Crescent Movement supported the alignment of technical approaches, improved training quality, and the scaling of peer support and community-based MHPSS initiatives across the response.

Externally, Estonian Red Cross worked in close partnership with national authorities to strengthen coordination of MHPSS services and embed Psychological First Aid within Estonia's broader crisis preparedness and response systems. Key partners included the Ministry of Social Affairs, the Social Insurance Board, the Health Board, the Rescue Board, and the Police and Border Guard Board. Coordination took place through bilateral meetings, participation in national and regional crisis committees, and joint technical working groups. Estonian Red Cross also leads the First Aid Mass Training Working Group, which is developing a standardised national curriculum integrating first aid and PFA components for large-scale emergencies.

To further institutionalise cooperation, Estonian Red Cross initiated a formal cooperation agreement with the Social Insurance Board to strengthen collaboration on MHPSS service delivery and training in crisis contexts. Engagement with the Estonian Society of Family Doctors opened pathways for integrating PFA into primary healthcare and community health services.

In parallel, Estonian Red Cross engaged with local civil society organisations, including NGOs with trained PFA personnel, to expand outreach and referral pathways. Partnerships with Ukrainian community associations and organisations working with the people on the move were central to ensuring cultural relevance and responsiveness of services. School-based cooperation played a key role in reaching children, educators, and families through PFA training and psychosocial awareness activities.



IFRC SECRETARIAT SERVICES

Objective

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.

Achievements

An Operations Manager provided continuous support to the Estonian Red Cross throughout the implementation of the Emergency Appeal, contributing to effective coordination, oversight, and quality delivery of activities. This support played a key role in strengthening organisational capacities across several priority areas, including integration activities, MHPSS, CVA, PGI, and CEA, ensuring a more coherent and effective response.

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	0
PO03 - Multi-purpose Cash	209,812
PO04 - Health	940,285
PO05 - Water, Sanitation & Hygiene	44,464
PO06 - Protection, Gender and Inclusion	154,570
PO07 - Education	0
PO08 - Migration	359,099
PO09 - Risk Reduction, Climate Adaptation and Recovery	47,527
PO10 - Community Engagement and Accountability	0
PO11 - Environmental Sustainability	0
Planned Operations Total	1,755,757
EA01 - Coordination and Partnerships	8,035
EA02 - Secretariat Services	204,141
EA03 - National Society Strengthening	460,989
Enabling Approaches Total	673,165
Grand Total	2,428,922

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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.