



Cooking class with Ukrainians and Latvians in Riga, March 2025. © Latvian Red Cross (LRC)

<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 01/04/2023 to 31/12/2025</p>						
<p>Number of people targeted: 3,900</p>	<p>Number of people reached:</p> <table border="1" data-bbox="787 1633 1328 1707"> <thead> <tr> <th>2023</th> <th>2024</th> <th>2025</th> </tr> </thead> <tbody> <tr> <td>64,892</td> <td>7,228</td> <td>22,694</td> </tr> </tbody> </table>	2023	2024	2025	64,892	7,228	22,694
2023	2024	2025					
64,892	7,228	22,694					
<p>Funding requirement:</p> <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 1.36 million • Federation-wide: CHF 1.36 million 	<p>Expenditure:</p> <ul style="list-style-type: none"> • IFRC Emergency Appeal: CHF 1,650,135 • Federation-wide: CHF 2,335,125 						
<p>*Details on methodology, data limitations, and how to interpret this report are provided in Annex I.</p>							

A. SITUATION ANALYSIS

Description of the crisis

Since the escalation of the Russia-Ukraine international armed conflict in 2022, Latvia has been affected by the humanitarian consequences of large-scale displacement from Ukraine. As of 20 December 2022, Latvian authorities reported approximately 218,000 entries of people displaced from Ukraine through Latvia's external non-EU borders¹. By February 2023, 45,299 people displaced from Ukraine had been registered for temporary protection. Temporary protection status grants the right to reside in Latvia and provides access to healthcare, employment, financial assistance, education, and the protection of personal and property rights.

In the initial phase of displacement, priority needs included financial assistance, transportation, accommodation, access to employment, information services, and language courses. From the outset of the conflict in February 2022², Latvian Red Cross responded to these needs through the provision of humanitarian assistance, including food parcels, first aid, information services, and branch-level psychosocial and practical support. Essential items such as clothing, footwear, and hygiene kits were distributed to people in vulnerable situations.

Throughout 2023, the operating environment continued to evolve as the conflict persisted. While some immediate emergency needs were partially addressed, longer-term challenges became more prominent, particularly in relation to livelihoods, housing stability, and mental health. By mid-2023, needs increasingly shifted from acute life-saving assistance towards stabilisation-oriented support, with a growing emphasis on livelihoods and mental health and psychosocial support. The context also became more complex due to differing needs between newly arrived people displaced from Ukraine and those planning to remain in Latvia for longer periods.

In 2024, Latvia continued to experience the humanitarian consequences of the protracted conflict. Although conditions improved for some people displaced from Ukraine and in certain sectors, others continued to face ongoing challenges, including protection risks, economic vulnerability, and limited access to services. Prolonged displacement negatively affected mental health, and for many households, financial resources became increasingly strained. While a number of displaced people secured employment, jobs were often low-paid and did not correspond to qualifications or previous professional experience in Ukraine.

As of 31 October 2025, 31,290 people displaced from Ukraine were recorded as residing in Latvia. Priority needs included access to healthcare, employment and livelihoods support, language courses, medicines, education for children under 18, and adequate accommodation³. Approximately 9,000 people displaced from Ukraine were employed, primarily in lower-paid occupations such as cleaning, auxiliary services, and retail support. Limited Latvian language proficiency and the non-recognition of qualifications obtained in Ukraine continued to constrain access to better paid and more stable employment opportunities.

During the implementation of the UIC Emergency Appeal, Latvian Red Cross prioritised support to people in the most vulnerable situations, particularly single mothers, children with disabilities, and older people, who often face greater barriers to labour market participation and integration. Support focused on the following sectors:

- **Health and care:** Provision of primary health care services, First Aid, MHPSS.
- **Shelter, housing and settlements:** Support for housing and household items.
- **Cash and voucher assistance:** Provision of vouchers and cash.
- **Protection, gender and inclusion:** Setting up child-friendly spaces.
- **Community engagement and accountability:** consulting, taking feedback from the community.

¹ [IOM, Ukraine response – Latvia – Refugees from Ukraine and TNC. December 2022](#)

² While Latvian Red Cross formally joined the IFRC Emergency Appeal in April 2023, the National Society had been actively responding to humanitarian needs arising from the international armed conflict between Russia and Ukraine since February 2022. As a result, certain narrative sections reference activities and contextual developments that predate the official appeal entry in order to provide continuity, explain the operational context, and accurately reflect the full scope of the National Society's engagement and experience informing the reported results

³ [Latvia 2024 - Socio-Economic Insights Survey \(SEIS\)](#)

Federation-wide Response to Date:

Latvia



TOTAL PEOPLE REACHED

64K	7.2K	22K
2023	2024	2025

NATIONAL SOCIETY CAPACITY during the response period

2.4K		2.9K	
People Trained in First Aid		People Trained in MHPSS	
1.5K		10	
Peak Number of Volunteers Mobilised		Branches Responding	

Disasters and Crises



BASIC NEEDS ASSISTANCE

41K	7.2K	22K
2023	2024	2025



SHELTER

240	182	69
2023	2024	2025



CASH AND VOUCHER ASSISTANCE

People reached with CHF 73K in 2023, 103K in 2024, and CHF 233K in 2025

1K	1K	1.4K
2023	2024	2025

Health and Wellbeing



HEALTH AND CARE

7.2K
2023



MHPSS

4.3K	4.4K	3.4K
2023	2024	2025



WASH

64K	3.5K	11K
2023	2024	2025

Migration and Displacement



People Reached with MIGRATION Support

2023	235
2024	150
2025	1.4K

Values, Power and Inclusion



PROTECTION, GENDER AND INCLUSION

250	46
2023	2025



COMMUNITY ENGAGEMENT AND ACCOUNTABILITY



National Society has established feedback mechanisms

Summary of response

In early 2022, following the onset of the international armed conflict between Russia and Ukraine, the LRC rapidly mobilised to provide immediate humanitarian assistance, including shelter, information services, CVA to affected populations in Latvia. The response was supported by Red Cross Red Crescent (RCRC) 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 LRC expanding its reach and strengthening its operational capacity in CVA, MHPSS and integration support. RCRC partners provided ongoing support through the Emergency Appeal, while also investing in capacity building and localisation. LRC used existing infrastructure to support people displaced from Ukraine as well as organised new activities. The Health Rooms in regional branches provided support for basic health check-ups and consultations, as well as organised First Aid trainings for Ukrainians. 5 child-friendly spaces for minors displaced from Ukraine has been established.

By 2024, the response began transitioning from acute emergency relief to more sustained, community-based assistance. The LRC, with support from partners, shifted its focus to livelihoods, mental health and psychosocial support, durable solutions for displaced populations. The National Society (NS) integrated protection, inclusion, disaster preparedness into its programmes, while maintaining flexibility to respond to evolving vulnerabilities.

Operational risk assessment

At the outset of the operation, a key operational risk identified in Latvia was the potential for a sudden increase in the number of people displaced from Ukraine. Such a scenario could have required a rapid scale-up of assistance and placed significant pressure on Latvian Red Cross staff, volunteers, and operational systems. To mitigate this risk, Latvian Red Cross developed winter contingency plans and strengthened volunteer management, disaster preparedness, and cash and voucher assistance capacities to ensure readiness for a potential surge in needs. No major increase in arrivals materialised following the escalation of the international armed conflict, and the National Society did not face challenges related to a sudden or unmanageable increase in demand.

A further risk was related to the limited or decreasing availability of funding for integration-oriented activities, which could have resulted in delays in assistance and reduced support for people in the most vulnerable situations. To address this risk, Latvian Red Cross actively pursued additional funding opportunities and conducted needs assessments to ensure that available resources were prioritised for those most in need. These efforts resulted in the successful mobilisation of funding from the European Social Fund for a project focused on the socio-cultural and socio-economic integration of people displaced from Ukraine, with implementation planned until October 2026. This funding enabled the continuation of key activities and contributed to the sustainability of support.

Programme implementation was also affected by staff turnover within the National Society, with several changes in project management roles over the four-year implementation period. This risk was mitigated through effective documentation, structured handover processes, and targeted onboarding of new staff. Support from the IFRC further contributed to maintaining continuity, institutional memory, and consistency in programme delivery despite changes in personnel.

A. OPERATIONAL STRATEGY

The Latvian Red Cross ensured that the operation effectively met the immediate and evolving needs of the most vulnerable affected people through a structured, evidence-based, and coordinated approach.

Annual needs assessments and analysis were carried out complemented by focus group discussions with affected people. This enabled the National Society to identify changing priorities, emerging vulnerabilities, and gaps in assistance. Taking this information and feedback into account, Latvian Red Cross could adjust activities and fundraise accordingly. Community consultations ensured that interventions remained relevant and aligned with the actual needs and preferences of displaced people.

The National Society also placed strong emphasis on **coordination with NGOs, local authorities, and community-based organisations**, which helped to avoid duplication of services and prevented communities from being overwhelmed by overlapping activities. In some cases, the Latvian Red Cross delayed some activities on purpose, to implement them when other organisations' support ended. This coordination ensured more efficient use of resources and coverage.

The needs-assessments, cooperation with other NGOs and local governments ensured that Latvian Red Cross could better understand the displaced community, shifting from immediate relief activities to supporting social inclusion, socio-economic integration. The long-term integration support was done in a multisectoral approach, including such activities as language courses, employment support, CVA, sociocultural activities.

B. DETAILED OPERATIONAL REPORT

HEALTH AND CARE, INCLUDING MHPSS AND WASH

	HEALTH AND CARE (INCLUDING MHPSS)	Overall Target: 1,000			
		Overall Services Provided: 24,913			
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	-	7,291	-	-
	# of people trained in first aid	-	99	1,200	1,179
Achievements	<p>Latvian Red Cross focused on promoting access to basic health services, preventive care, and community-level emergency response capacity. Health promotion and prevention activities were implemented through health rooms in Red Cross branches, where people displaced from Ukraine had access to free basic health check-ups and health consultations. These services supported early identification of health concerns and facilitated referrals to public health institutions when required, while also promoting healthier practices.</p> <p>In 2023, a total of 7,291 people were reached with primary health services and or referred to public health institutions through branch-based health rooms.</p> <p>First aid training activities were delivered on an annual basis to strengthen emergency preparedness and community safety among Latvian Red Cross staff, volunteers, and members of the displaced community. In 2023, 99 people participated in first aid trainings. In 2024, first aid trainings reached 1,200 people, while in 2025 a further 1,179 people were trained.</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	-	4,370	4,445	3,404
	# of people trained in MHPSS (including psychological first aid and other MHPSS related trainings)	-	319	1,275	1,331
Achievements	<p>MHPSS was a key component of the response and included both group and individual support sessions, awareness-raising activities, and psychological first aid (PFA) trainings for Ukrainians. LRC staff and volunteers received PFA trainings themselves, to ensure their capacity to provide PFA and appropriate psychosocial support. A total of 2,925 individuals across Latvia, including</p>				


369 LRC staff and volunteers, 1,377 non-Red Cross professionals, and 1,179 professionals working with children, have participated in PFA trainings, including both the basic PFA module and the specialised PFA for Children module.

Latvian Red Cross has invested in the professional development of its MHPSS team capacities through specialised trainings in: MHPSS in Emergencies, Trauma-Informed PFA, Caring for Staff and Volunteers, Problem Management Plus, Child-Friendly Spaces in Emergencies. The extensive capacity building has enabled Latvian Red Cross to embed MHPSS as a key component in emergency response.

Regular psychosocial support and supervision groups were established to address the emotional well-being of both displaced Ukrainians and the Latvian Red Cross staff and volunteers working with them. Within the EU4Health programme, **8,719 instances of MHPSS services were provided** to the displaced people from Ukraine through various channels and activities. Structured psychological support groups for the most vulnerable were organised in four branches across the country. Ukrainian psychologists were actively involved, ensuring culturally sensitive support and greater trust among participants. The support groups applied a variety of methods, such as therapeutic exercises, creative activities, facilitated discussions. The sessions focused on teaching psychological self-help techniques for managing anxiety, panic attacks and emotional distress, while also fostering mutual support and connections among the participants.

These activities generated strong interest among the community. A notable example of this was when a person displaced from Ukraine took the initiative to organise and lead yoga sessions for fellow community members. This peer-led activity created a safe and supportive space for participants, contributing to stress reduction, improved wellbeing, and stronger social connections. This initiative also demonstrated the empowerment of Ukrainians to take an active role in supporting one another, with LRC providing the means to do so.

Latvian Red Cross launched several assessments to evaluate the psychosocial needs of displaced Ukrainians, which revealed that barriers to medical services remain, along with psychological uncertainty, information outreach, low integration of children into education system.


	WATER, SANITATION, AND HYGIENE (WASH)	Overall Target: N/A ⁴			
		Overall Services Provided: 79,767			
Objective	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.				
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of people reached with hygiene supplies	-	64,892	3,500	11,375
Achievements	Between 2023 and 2025, Latvian Red Cross provided hygiene kits to newly arrived people displaced from Ukraine and those in the most vulnerable situations, both at reception centres and through local Red Cross branches across the country. In total, more than 79,000 hygiene kits containing essential items such as soap, toothpaste, and sanitary products were distributed. This support contributed to maintaining personal hygiene and dignity and helped individuals and families meet basic needs as they settled in Latvia.				

INTEGRATED ASSISTANCE

	SHELTER, HOUSING, AND SETTLEMENTS	Overall Target: 400			
		Overall Services Provided: 491			
Objective	<i>Communities in crisis-affected areas and displaced people restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions.</i>				
Key Indicators	Indicator	Reach			
		2022	2023	2024	2025
	# of people assisted with collective temporary shelter/accommodation	-	240	182	69
Achievements	<p>Since 2022, Latvian Red Cross has provided continuous support to people displaced from Ukraine, both in two Red Cross-managed accommodation facilities and within the wider community. On a daily basis, approximately 160 to 180 people residing in the Red Cross facilities received assistance, while additional support was extended to displaced individuals and families living outside the centres.</p> <p>In 2023, the number of people accommodated in Red Cross facilities reached 240. By the end of 2025, this number had decreased to 40, reflecting changing accommodation needs and increased self-reliance among some households. Social workers based in the facilities provided daily support to families, addressing everyday needs, offering guidance, and responding to practical questions related to living conditions and access to services.</p>				

⁴ Although WASH activities were not initially included under the National Society Response Plan and therefore no target was set, the LRC identified emerging WASH-related needs during implementation and adapted its response accordingly.

Households residing in the facilities were also encouraged to participate in Latvian Red Cross integration activities, including language clubs, mental health and psychosocial support trainings and sessions, and social cohesion events organised jointly with members of the host community. By reaching people displaced from Ukraine both in organised accommodation settings and within the community, Latvian Red Cross helped ensure broader access to essential support while promoting dignity, wellbeing, and stability throughout the displacement experience.

	LIVELIHOODS	Overall Target: N/A⁵			
		Overall Services Provided: 70,922			
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)	-	41,000	7,228	22,694
Achievements	<p>Assistance was directed towards addressing the essential needs of displaced persons and improving their living conditions through the provision and distribution of household and humanitarian relief items. Support encompassed food and hygiene kits, school supplies to facilitate children's access to education, and donated clothing, footwear, and household goods.</p> <p>In total, more than 70,000 people displaced from Ukraine received relief assistance targeting their most pressing basic needs. It is important to note that the majority of distributed items were sourced from donations by individuals and organisations, rather than procured through emergency appeal funds.</p>				

⁵ Although Livelihoods activities were not initially included under the National Society Response Plan and therefore no target was set, the LRC identified emerging relief assistance related needs during implementation and adapted its response accordingly.



CASH AND VOUCHER ASSISTANCE

Overall Target: 2,500

Overall Services Provided: 3,553

Objective

Displaced people in vulnerable situations have their needs addressed through the use of cash.

Key Indicators

Indicator	Reach			
	2022	2023	2024	2025
# of people reached with conditional and/or unconditional cash and voucher assistance	-	1,050	1,080	1,423
Amount of cash distributed, CHF	-	CHF 72,900	CHF 102,892	CHF 233,336

From 2023, Latvian Red Cross implemented Cash and Voucher Assistance activities to support people displaced from Ukraine in meeting basic needs, while also strengthening organisational capacity for cash-based interventions.

Supermarket vouchers were provided to eligible households as a form of targeted assistance. A total of 1,022 households were supported through two rounds of voucher assistance, with 1,496 vouchers distributed at a total value of CHF 175,792 (EUR 183,000). Post-distribution monitoring indicated that vouchers were primarily used to purchase food items, reported by 91.67 per cent of households. Additional uses included hygiene items at 21.67 per cent, school supplies at 18.61 per cent, and household goods at 17.22 per cent. These findings indicate that the assistance effectively addressed priority household needs.

Achievements




Voucher distribution point in Riga Branch, 2024. Source: LRC

To address increased financial needs during winter period, the LRC launched a multipurpose cash programme in 2025. Through this programme, 1,423 beneficiaries from 653 households received EUR 175 per person to support essential living costs (in total CHF 233,336⁶). The programme targeted low-income households, older people and people with disabilities. The LRC piloted the global framework agreement with Yordex to distributed pre-paid cards to people that did not prefer bank transfers. A post-distribution monitoring survey indicated that the assistance was primarily used for essentials, including food, medicines and medical services, as well as clothing and footwear, thereby contributing to improved household wellbeing and dignity.

PROTECTION AND PREVENTION

	PROTECTION, GENDER, AND INCLUSION	Overall Target: 600			
		Overall Services Provided: 326			
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	-	250	-	30
	# of people reached with PGI activities	-	-	-	46
Achievements	<p>Five child-friendly spaces were established in Latvian Red Cross branches, providing safe, inclusive, and supportive environments for children displaced from Ukraine as well as children from host communities. The spaces offered structured opportunities for play, learning, and social interaction, contributing to children’s wellbeing and social inclusion.</p> <p>In parallel, Latvian Red Cross adopted a Child Safeguarding Policy, ensuring that all activities involving children were guided by clear standards and procedures. The policy strengthened organisational accountability and helped ensure that services were delivered in a safe, respectful, and protective environment for all children.</p>				

⁶ Using an average EUR/CHF exchange rate for the year of 2025 (EUR 249,025 * 0.9370 = CHF 233,336)

	MIGRATION	Overall Target: N/A⁷			
		Overall Services Provided: 3,136			
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	-	60	30	30
	# of people reached with education support (including childcare and summer camps)	-	235	-	357
	# of people reached with employability support (including labour market orientation, employability and skills training)	-	-	55	202
	# of people reached by social cohesion activities to improve relations between asylum seekers, refugees and displaced people, and host communities	-	100	150	1,455
# of people reached with language support services (language courses and classes)	-	105	120	357	
Achievements	<p>Between 2023 and 2025, Latvian Red Cross supported people displaced from Ukraine in key integration-related areas, including employment, language acquisition, education support, and social cohesion. The majority of these activities were implemented through a project funded by the Swiss Secretariat for Migration. The project also enabled peer exchange and learning with Lithuanian Red Cross, Romanian Red Cross, and Hungarian Red Cross.</p> <p>In 2023, services supporting displaced people from Ukraine were delivered through 60 humanitarian service points. This number decreased to 30 service points in both 2024 and 2025, reflecting consolidation of activities as needs evolved and assistance became more targeted.</p> <p>Employability support activities were implemented in 2024 and 2025 to strengthen access to the labour market. In 2024, 55 people displaced from Ukraine were reached with employability support, increasing to 202 people in 2025. Support included labour market orientation, employability and skills training, group-based labour market sessions, and individual consultations. Participants received tailored career guidance, including the development of personalised employment plans and identification of suitable vocational training opportunities. In addition, selected participants received co-financing to support participation in vocational training courses. Participant feedback indicated improved understanding of the Latvian labour market, stronger CVs, and increased confidence in seeking employment.</p>				

⁷ Although Migration activities were not initially included under the National Society Response Plan and therefore no target was set, the LRC identified emerging migration-related needs during implementation and adapted its response accordingly.

Language support services were delivered annually to facilitate communication skills development and integration. In 2023, 105 people displaced from Ukraine participated in language courses and language clubs. This number increased to 120 participants in 2024 and further to 357 participants in 2025. Courses were delivered in multiple regions and covered beginner to intermediate language levels.

Education-related support, including childcare activities and summer camps, was provided to support children's learning and social inclusion. In 2023, 235 children displaced from Ukraine were reached with education support activities. In 2025, a further 357 children participated in similar activities, including integration-focused learning and recreational events. No education support activities were implemented under this indicator in 2024.

Social cohesion activities were implemented throughout the reporting period to improve relations between people displaced from Ukraine and host communities. Between 2023 and 2025, a total of 1,705 people were reached with social cohesion activities by Latvian Red Cross. Activities included cultural orientation sessions, cooking workshops, educational excursions, holiday celebrations, neighbourhood clean-up events, and community-based gatherings that brought together people of different ages and backgrounds.



Cooking class with Ukrainians and Latvians in Riga, March 2025. Source: LRC

Integration days for children involving Latvian- and Ukrainian-speaking teachers were organised in different parts of Latvia, creating opportunities for children displaced from Ukraine and children from host communities to interact, learn together and express themselves creatively. Activities included language learning elements and were supported by teachers within Latvian and Ukrainian language skills.



Children camps for Ukrainian and Latvian children, 2024. Source: LRC



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	Yes
	# of community feedback comments collected	-	-	406	258
	# of community feedback reports produced	-	-	1	0

Achievements

LRC conducted annual needs assessments to systematically identify and analyse the evolving needs of displaced population. The findings informed programme design and adjustments, ensuring support remained relevant, timely, and aligned with the needs of the community. In addition, focus group discussions were organised with community members to gather qualitative insights and strengthen community participation in shaping assistance approaches.

The CEA considerations were taken into account in conducting CVA, integration and MHPSS activities. In CVA, this included clear communication on eligibility criteria, transfer modalities, and complaint mechanisms. Within integration and MHPSS activities, community feedback was used to adapt service delivery, improve accessibility, and address emerging needs. After every CVA programme, a post-distribution monitoring survey was done, analysing people's satisfaction of the process and comments on improvement. The findings informed adjustments to future CVA programming, including the development of additional informational materials and the simplification of procedures. Similarly, post-activity surveys were carried out after language clubs, employment support and social cohesion activities to assess their relevance and impact, helping to identify areas for improvement and ensure continued alignment with community needs.

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	-	-	1,500	-

# of branches responding	-	10	6	6
# of branches which started branch development as part of the current response activities (including soft and infrastructure investments)	-	6	6	6
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

Achievements

Throughout the operation, LRC adapted its National Society Development priorities in response to evolving operational needs. While initial plans included warehouse improvement and expansion, shifting priorities led the National Society to focus resources on other NSD areas. In-kind assistance, particularly for newly arrived people displaced from Ukraine, was therefore managed through existing logistics capacity. As displacement became more protracted and people increasingly settled in Latvia, LRC progressively shifted its operational focus towards integration, MHPSS and CVA, transitioning away from large-scale in-kind distributions.

Organisational capacity was strengthened across several priority areas, including MHPSS, integration, CVA, PGI, and CEA. As part of this process, a CVA self-assessment was conducted to identify strengths and areas for improvement. AccessRC was piloted, and staff completed CVA Level 2 training, enhancing technical competencies and operational readiness for cash-based interventions.

In 2025, LRC conducted a market study and a public image survey, generating evidence-based insights to inform programme design, improve service delivery, and strengthen accountability. These initiatives supported the identification of opportunities for longer-term financial sustainability and provided a clearer understanding of public perceptions of the organisation, contributing to strengthened trust and relevance.

Key facilities, including social service centres and transportation services, were strengthened to enhance the National Society's capacity to deliver timely and effective assistance. Investments in infrastructure and operational preparedness improved service quality, accessibility, and the ability to respond to both emergency and longer-term community needs.

In addition, branch structures were reviewed and restructured to improve coordination, clarify roles and responsibilities, and strengthen internal efficiency. These changes contributed to improved communication between headquarters and branches, enabling more streamlined decision-making and more consistent implementation of programmes across locations.



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
	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	0	0

Achievements

Strong partnerships were established with the Estonian Red Cross and the Lithuanian Red Cross Society, supported by regular exchange of experiences and good practices across multiple sectors. Since 2025, the Baltic National Societies have increasingly collaborated on joint planning and proposal development and are currently implementing two EU-funded projects together, reflecting a strengthened and strategic regional cooperation.

LRC works closely with municipalities and other relevant government institutions in the planning and implementation of activities for displaced people from Ukraine, ensuring alignment with national and local response frameworks and enhancing the effectiveness and sustainability of support provided.

The LRC strengthened partnerships and coordination with MHPSS actors through a phased approach that prioritised municipal collaboration and alignment with national assistance frameworks. In 2023, efforts focused on local coordination, notably through engagement with the Rezekne municipality to organise accommodation arrangements and discuss the provision of psychosocial support at the Rezekne Accommodation Centre. These interactions also served to promote Psychological First Aid training, resulting in six municipalities applying for capacity building for their staff and volunteers. In 2024, coordination expanded to additional municipalities, including Valmiera and Saldus, to jointly plan future support and ensure comprehensive assistance for displaced individuals. At the national and international levels, the LRC engaged with International Organization for Migration to explore future cooperation and partnered with the Society Integration Fund to assess needs among the Ukrainian population, enabling better tailoring of services.

knowledge exchange and sustainability were further reinforced through international and educational partnerships. In 2024, two LRC trainers undertook an exchange visit with the Finnish Red Cross to share experiences on volunteer training methodologies, training materials, and practical MHPSS exercises. In 2025, the focus of LRC coordination efforts shifted to institutionalisation and capacity certification. A LRC representative participated in a PFA community meeting as part of a peer-to-peer certification programme for PFA for children and signalled readiness to act as a focal point on the Geneva Education Foundation platform.



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 Latvian Red Cross throughout the implementation of the Emergency Appeal, contributing to effective coordination, operational oversight, and the quality delivery of activities. This support played an important role in strengthening organisational capacity across several priority areas, including integration activities, mental health and psychosocial support, cash and voucher assistance, protection, gender and inclusion, and community engagement and accountability, contributing to a more coherent and effective response.

C. FINANCIAL REPORT

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

Expenditure by Thematic Area

Planned Operations / Enabling Approaches	Expenditure
PO01 - Shelter and Basic Household Items	0
PO02 - Livelihoods	0
PO03 - Multi-purpose Cash	501,979
PO04 - Health	590,705
PO05 - Water, Sanitation & Hygiene	36,306
PO06 - Protection, Gender and Inclusion	112,711
PO07 - Education	0
PO08 - Migration	92,565
PO09 - Risk Reduction, Climate Adaptation and Recovery	64,652
PO10 - Community Engagement and Accountability	7,480
PO11 - Environmental Sustainability	87,168
Planned Operations Total	1,493,566
EA01 - Coordination and Partnerships	0
EA02 - Secretariat Services	12,336
EA03 - National Society Strengthening	144,233
Enabling Approaches Total	156,569
Grand Total	1,650,135

Contact information

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

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In the IFRC

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For IFRC Resource Mobilization and Pledges support:

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For In-Kind donations and Mobilization table support:

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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.