Ministry of Foreign Affairs

Activity: NL Red Cross - Ukraine response 2026 (26-0001263)

Id	26-0001263
Date	21-07-2026
SAP application number	

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Key data

Activity basics

Type	Standard
Short name	NL Red Cross - Ukraine response 2026
Contract party	Het Nederlandse Rode Kruis (30011911)
ODA	Yes
Amount EUR	2000000
Start date	01-07-2026
End date	30-06-2027
Full name	Netherlands Red Cross (NLRC) - IFRC Emergency Appeal: Ukraine and impacted countries crisis
Summary	More than four years into the international armed conflict between the Russian Federation and Ukraine, humanitarian needs remain extensive and increasingly complex. Continued hostilities have caused widespread damage to civilian infrastructure, disrupting essential services such as electricity, water, healthcare, and transportation. At the same time, millions of people continue to face displacement, loss of income, repeated exposure to trauma, and a deteriorating socioeconomic situation that further weakens household resilience. The International Federation of Red Cross and Red Crescent Societies (IFRC), together with the Ukrainian Red Cross Society (URCS) and partner National Societies, continues to provide humanitarian assistance across the country. By strengthening the capacity of the Ukrainian Red Cross Society and working closely with local volunteers, the IFRC helps ensure that assistance reaches vulnerable people while supporting longer-term recovery and community resilience. The Netherlands Red Cross will contribute to the IFRC Emergency Appeal, supporting Ukraine and impacted countries in delivering principled, needs-based humanitarian assistance to conflict-affected populations.

Activity details

Date of receipt of proposal	22-06-2026
Proposal’s reference number	MINBUZA-2026.223027
Budget holder	DSH (8141DSH)
Limit access	No
Related activity	4000005666

Accounting data

SAP application number	
Main funds center	Humanitarian aid UKR (1705U0302)

Policy data

Cooperation modality	Other program-based aid
Technical assistance	Less than 10 % of the activity budget
CRS code	72010 Material relief assistance and services
Policy Keywords	
Refugees & host communities	Yes
Team Europe Initiative	No
Policy Markers	
__Trade & The Economy	Not targeted
_Security & Stability	Significant
Biodiversity	Not targeted
Climate change: adaptation	Not targeted
Climate change: mitigation	Not targeted
Desertification	Not targeted
Equality between men & women	Significant
Migration	Significant
Building institutions & capacity	Significant
Disaster Risk Reduction	Significant
Drinking water and sanitation	Significant
Explain your choices	The NLRC contribution to the IFRC EA for Ukraine targets Security & Stability as the response addresses the humanitarian consequences of the ongoing armed conflict through needs-based, life-saving assistance, including food, water, sanitation, health, shelter, and protection services. Migration is selected due to the continued impact of displacement, supporting internally displaced people, returnees, and host communities. Building Institutions & Capacity reflects the focus on strengthening the URCS as a trusted auxiliary to public authorities, with its role reinforced across health, social protection, disaster preparedness, and emergency response. DRR is included as the response supports preparedness and resilience in communities affected by conflict-related risks. Equality between men & women reflects the commitment to ensuring inclusive and equitable access to humanitarian assistance for all affected groups.

Beneficiary location

Beneficiary location	Country
Country	Ukraine
Location type	
Specific location	

Policy Appraisal

Policy relevance

- This activity fits closely with the Netherlands' humanitarian policy as set out in *Kamerbrief over humanitaire hulp en diplomatie 2025 - doen wat nodig blijft* and in the annual plans. The Netherlands funds organizations that complement one another: UN organizations and funds, the Red Cross and Red Crescent Movement, and the Dutch Relief Alliance. Each of these organizations fulfills a specific role based on its mandate and added value. The International Federation of Red Cross and Red Crescent Societies (IFRC), through its national societies, such as the Netherlands Red Cross, is deeply rooted in communities in 191 countries with 16 million volunteers. As a result, the movement can provide rapid and context-specific assistance: before, during, and after a crisis.
- In the Ukraine (OEK) context, this choice for the Red Cross channel directly reflects Dutch priorities on localization and international humanitarian law (IHL). By working through the Ukrainian Red Cross Society (URCS), the Moldova Red Cross Society (MRCS) and the Russian Red Cross (RRC), the Netherlands strengthens National Societies that act as auxiliaries to their public authorities and are embedded in communities at national, regional and local level. URCS and its branch network even operate in areas close to the front line where other actors have limited access, making sure that assistance is locally anchored and tailored to the specific context. At the same time, the activity supports Dutch goals on respect for IHL and the protection of civilians and humanitarian workers. IFRC and ICRC work with the National Societies to promote compliance with IHL and unhindered humanitarian access, and to advocate against attacks on civilians and aid staff. In line with Dutch ambitions and the recent AIV/CAVV advice.
- The activity focuses on life-saving services (health, WASH, shelter, cash, protection). A key added value in the Ukraine context is the scale and quality of mental health and psychosocial support (MHPSS). The IFRC Network has delivered over 2 million MHPSS services, making this the largest Red Cross mental health programme in Europe's history. After four years of international armed conflict, URCS' own assessment shows that four out of five Ukrainians report traumatic experiences, while specialised MHPSS remains limited, especially in rural and heavily affected oblasts. By supporting IFRC/NRK, the Netherlands helps to expand MHPSS through community centres, mobile teams, safe spaces, helplines and targeted services for veterans and families. This aligns with Dutch policy that recognises MHPSS as a core part of humanitarian action.
- Using cash where markets function and improving the use of data match Dutch priorities on innovation and more efficient aid. NRK's expertise in WASH and health, and activities such as providing safe water and energy, winterisation, light repairs, home-based care and evacuation support, fit the Dutch approach that goes beyond immediate survival and helps people recover and rebuild. Overall, the activity puts key Dutch humanitarian policy goals into practice in the Ukraine crisis.

Rationale

The activity tackles the problem that, more than four years into the armed conflict, humanitarian needs in and around Ukraine remain very high while available funding is decreasing. Many people still live in damaged homes, lack reliable access to electricity, water and health care, face displacement and loss of income, and suffer from trauma and insecurity, especially near the front line and among vulnerable groups such as IDPs, returnees, older people and persons with disabilities.
The extra funding from the Netherlands Red Cross to the IFRC Emergency Appeal helps close this growing financing gap. It allows the Ukrainian Red Cross Society and other National Societies to continue and adapt life-saving, needs-based assistance, such as health and MHPSS services, food and basic items, safe water and sanitation, shelter and winterisation, cash support and protection, rather than scaling down. In this way, the additional resources ensure that principled, locally anchored humanitarian aid remains available to those most affected by the conflict.

Contextual analysis

The activity focuses on crisis-affected households in Ukraine, especially those near the front line or in other heavily affected areas. Priority is given to internally displaced people and returnees in damaged housing, and to vulnerable groups such as women-headed households, large families, older people, people with disabilities and those with chronic illnesses, because they face the greatest difficulty in meeting basic needs and accessing services. The intervention is tailored to different regions: in the east it concentrates on life-saving assistance; in the north and south it combines ongoing humanitarian support with early recovery; and in the west and central Ukraine it focuses more on recovery, livelihoods and rebuilding community infrastructure. Main stakeholders are the Ukrainian Red Cross Society, other IFRC National Societies, the IFRC Secretariat, local and national authorities, UN agencies, international NGOs and community organisations. They have been involved through URCS needs assessments, consultations with affected communities, and coordination meetings, ensuring that the intervention reflects both local priorities and wider humanitarian planning. A small part of the appeal targets the Moldovan and Russian Red Cross who also support Ukrainian refugees.

Added value

The added value of Dutch involvement lies in providing predictable, principled and flexible support to IFRC/NRK, in line with Dutch policy commitments on multi-year, largely unearmarked funding and localization. Dutch priorities on MHPSS, gender, local capacity, IHL and cash fit closely with IFRC's strategy and help keep these themes central in coordination with other donors and agencies. The Netherlands' strong humanitarian diplomacy and engagement with IFRC, ICRC, UN and EU platforms reinforce advocacy for humanitarian access, protection of civilians and respect for international humanitarian law, which is crucial for operations in Ukraine. Support channelled through NRK also strengthens the auxiliary role of URCS with national authorities, helping to connect humanitarian and state systems.
Recipients co-participate significantly: URCS and other National Societies provide staff, volunteers, infrastructure and funds raised domestically, while affected households and communities are involved through feedback, local committees and joint design of activities, contributing their time, knowledge and sometimes resources to recovery efforts.

Lessons learned

The Ukraine context shows that humanitarian needs in protracted crises evolve rapidly, requiring flexible, adaptive programming that can transition from immediate emergency assistance to longer-term recovery and resilience building. Therefore, the EA is designed with sufficient flexibility to adjust interventions based on changing needs and regular context monitoring, and furthermore has country specific operational plans.
A key lesson is the importance of strong community engagement and accountability (CEA). The IFRC response showed that meaningful participation of affected populations, systematic feedback mechanisms, and transparent communication improve the relevance, acceptance, and effectiveness of humanitarian interventions. IFRC's emergency appeal embeds community feedback across planning, implementation, and monitoring.
The Emergency Appeal also highlighted the value of localization by strengthening the capacity and leadership of National Red Cross Societies and local partners. Building on this experience, the activity will work through local structures wherever possible, investing in local capacities to promote sustainability, ownership, and faster response.

Durability

Durability is ensured by investing in the long-term capacity of URCS and other National Societies: strengthening governance, branch networks, logistics, digital systems, HR and monitoring, so they can continue delivering services after the activity ends. At community level, the programme builds resilience through livelihoods support, vocational training, rehabilitation of local infrastructure and improved risk awareness and preparedness, thereby reducing dependence on external aid. By integrating community health, MHPSS and WASH services into national health, social protection and disaster management systems, results are anchored in regular structures.
The exit strategy is gradual. When possible, the response will shift from emergency activities to recovery and then to regular programming under IFRC Network Country Plans for 2026–2028. Direct humanitarian inputs will be reduced where national and local actors can take over, while contingency arrangements remain in place to scale up assistance again if hostilities or needs increase.

Gender

The activity acknowledges the target group's gender-specific interests and needs. It recognises that women and girls face particular protection risks and heavy care responsibilities. They also may have less access to income, documentation and safe accommodation. They therefore require support in mental health and psychosocial services, health care, protection and livelihoods. The protection, PGI and MHPSS components are designed to address these needs through safe referral pathways, inclusive service design and targeted livelihoods and psychosocial support.
Women and young people are included in the stakeholder analysis. Community engagement and needs assessments treat them as key stakeholders: feedback mechanisms and focus groups capture the perspectives of women, adolescents and youth, while community centres and youth-oriented activities involve young people in shaping services and risk-awareness initiatives. Gender- and age-sensitive approaches guide both targeting and programme design.

Climate change

The EA and operational strategy is primarily designed to respond to humanitarian needs arising from the Ukraine crisis rather than climate change. However it acknowledges that climate-related hazards may exacerbate existing vulnerabilities.
Although the proposal is not a climate-focused intervention, it incorporates climate adaptation considerations into programme implementation. Activities will be designed to remain operational during periods of extreme weather, while support to communities and service delivery will take seasonal and climate-related risks into account. Where feasible, environmental sustainability measures will be applied, such as responsible procurement, waste reduction, and efficient use of resources, in line with the IFRC's commitment to integrating climate and environmental considerations across humanitarian programming. The proposal does not include dedicated climate mitigation interventions, as its primary objective is humanitarian assistance to people affected by the Ukraine crisis.

Cooperation, harmonisation and alignment

The activity is delivered through the IFRC Network in close collaboration with the Ukrainian Red Cross Society (URCS), the Moldova Red Cross Society (MRCS) and the Russian Red Cross (RRC), as well as the ICRC. The Netherlands Red Cross contributes to the response through the IFRC Network, supporting the implementation of the IFRC Emergency Appeal. In Ukraine, Moldova and the Russian Federation, the respective National Red Cross Societies work alongside local authorities and community organisations, while the IFRC and National Societies participate in UN-led coordination mechanisms (through OCHA and the relevant clusters). This ensures that the response is aligned with broader humanitarian efforts and firmly grounded in the country-specific operational context.

The Emergency Appeal is a shared framework where many donors contribute, so funds from governments and National Societies are pooled, allowing money to be used flexibly across sectors and regions instead of in separate, stand-alone projects.

Digitalisation

The activity supports further digitalisation of the involved National Societies by strengthening digital tools for cash assistance, volunteer management and monitoring in close collaboration with staff and volunteers, so they fit local needs and conditions. These systems follow IFRC data-protection standards, are embedded in National Society structures to remain sustainable, and are coordinated within the Movement to avoid unnecessary duplication.

Results

Humanitarian Aid

Effective and efficient international humanitarian aid provided to save lives, reduce human suffering, protect human dignity, and mitigate the effects of crises, conflicts, and disasters; enabled by Dutch multi-year, flexible financing to UN organizations, the Red Cross movement and the Dutch Relief Alliance and through subsidies to other partners.

Monitoring and evaluation

Monitoring & Evaluation

- All elements pertaining to the NRK Blokallocatie 2022-2026 (Sophia: 4000005666, Impact: 10-0002003) are valid for this top up to that contribution. These can be found:
  - Bemo: MINBUZA-2022.233331
  - Beschikking: MINBUZA-2022.337218
- No additional formal requirements are added to the reporting and M&E provisions. Reporting happens through the annual report (2026), as part of the global overview.
- We will ask NLRC regular information which illustrates the work undertaken by IFRC/URCS in the region which can help the ministry to inform the public about the type of work supported and type of results achieved. This is not included as addition to the formal reporting requirements, as it pertains more to public diplomacy then to accountability.

Finance

Budget breakdown

- The contribution is made via Netherlands Red Cross (NRK) to the IFRC Emergency Appeal Ukraine and impacted countries crisis. The agreements regarding overhead costs and other applicable budget arrangements with NRK have been established under the full framework of the *Subsidy Policy Framework Humanitarian Aid 2022–2026*.
- This contribution falls under Component 3: Support to acute crises of the subsidy framework. The relevant subsidy agreement is registered under Sophia reference no. 4000005666 and impact number **10-0002003**. All financial reporting will also be done through that number.
- This BEMO is of an administrative nature, as the funding for the Ukraine response is sourced from budget article **5.3** rather than **4.1**. The contribution itself follows the existing subsidy and accountability arrangements.
- There is a clear humanitarian need in Ukraine to fund the IFRC Emergency Appeal. The total funding requirements for the appeal amount to approximately EUR 800 million, while current coverage is around 69%, leaving a significant funding gap. See screenshot.

Operational Strategy
INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022/2-2025/12	Operation	MGR65002
Budget Timeframe	2022-2027	Budget	APPROVED

Prepared on 28 Apr 2026
All figures are in Swiss Francs (CHF)

MGR65002 - Ukraine and impacted countries crisis

Operating Timeframe: 05 Feb 2022 to 31 Dec 2027; appeal launch date: 28 Feb 2022

I. Emergency Appeal Funding Requirements

Total Funding Requirements	800,000,000
Donor Response* as per 28 Apr 2026	549,630,633
Appeal Coverage	68.70%

II. IFRC Operating Budget Implementation

Planned Operations / Enabling Approaches	Op Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items	91,232,256	97,168,837	-5,936,582
PO02 - Livelihoods	2,992,527	3,588,909	-596,382
PO03 - Multi-purpose Cash	157,020,890	153,552,184	3,468,705
PO04 - Health	59,168,220	49,366,932	9,801,288
PO05 - Water, Sanitation & Hygiene	5,181,488	5,367,053	-185,565
PO06 - Protection, Gender and Inclusion	7,301,201	6,922,308	378,893
PO07 - Education	150,047	127,747	22,300
PO08 - Migration	106,330,168	58,955,476	47,374,691
PO09 - Risk Reduction, Climate Adaptation and Recovery	-4,629,513	10,887,228	-15,516,741
PO10 - Community Engagement and Accountability	2,301,717	2,327,854	-26,137
PO11 - Environmental Sustainability	3,849	87,268	-83,419
Planned Operations Total	427,052,849	388,351,796	38,701,053
EA01 - Coordination and Partnerships	12,601,706	11,423,707	1,177,999
EA02 - Secretariat Services	50,652,128	43,001,090	7,651,038
EA03 - National Society Strengthening	66,831,235	58,081,415	8,749,820
Enabling Approaches Total	130,085,069	112,506,211	17,578,857
Grand Total	557,137,918	500,858,008	56,279,910

III. Operating Movement & Closing Balance per 2025/12

Opening Balance	0
Income (includes outstanding DREF Loan per IV.)	532,870,304
Expenditure	-500,858,008
Closing Balance	32,012,296
Deferred Income	6,113,699
Funds Available	38,125,995

Earmarking

No it's not earmarked for specific activities. It's a contribution (via NRK) to the IFRC emergency Appeal for Ukraine and impacted countries. NRK will however ensure that the Dutch contribution is time-earmarked in the appeal as the Dutch funds must be spent by 30 June 2027 (SBK rules), while the wider appeal continues until December 2027.

Prepayments

- The activity is above EUR 25.000, does not fall under a treaty contribution, general contribution, or contribution to a multilateral organization or MDTF. The contribution constitutes a subsidy granted for the implementation of

humanitarian assistance by NRK and its Movement-partners, along the lines that are set out in the subsidy framework “Humanitaire Hulp 2022-2026”.

- The payment is a top-up contribution and will be transferred upfront to enable timely implementation of humanitarian activities. The contribution therefore needs to be registered as a prepayment.
- The subsidy agreement includes a retention mechanism for the final year of implementation: based on annual plan of year 5.T his retention has already been applied under impact no. **10-0002003**, where approximately EUR 1.4 million has been retained and will only be released after complete financial reporting and verification of the eligible expenditure.
- For this additional contribution, no further amount will be withheld, as the funds need to be transferred to the IFRC Emergency Appeal to support the ongoing humanitarian operations in Ukraine and impacted countries.

Audit opinions

NRK will submit a consolidated narrative report and audit opinions at the activity level on an annual basis. This will be done through impact no. **10-0002003.**