

## Montenegro | Ukraine and Impacted Countries Emergency Appeal



Creative workshop with children in the child friendly space (CFS) in Bar. June 2024. © Red Cross of Montenegro (RCM)

<p><b>Emergency Appeal №:</b> MGR65002 <b>First launched on:</b> 28/02/2022</p>	<p><b>Glide №:</b> OT-2022-000157-UKR</p>								
<p><b>Final report issued on:</b> 31/03/2026</p>	<p><b>Timeframe covered by final report:</b> From 01/04/2022 to 31/12/2025</p>								
<p><b>Number of people targeted:</b> 10,000</p>	<p><b>Number of people reached:</b></p> <table border="1"> <thead> <tr> <th>2022</th> <th>2023</th> <th>2024</th> <th>2025</th> </tr> </thead> <tbody> <tr> <td>2,607</td> <td>15,479</td> <td>3,130</td> <td>3,175</td> </tr> </tbody> </table>	2022	2023	2024	2025	2,607	15,479	3,130	3,175
2022	2023	2024	2025						
2,607	15,479	3,130	3,175						
<p><b>Funding requirement:</b></p> <ul style="list-style-type: none"> <li>• <b>IFRC Emergency Appeal:</b> CHF 6,039,778</li> <li>• <b>Federation-wide:</b> CHF 6,039,778</li> </ul>	<p><b>Expenditure:</b></p> <ul style="list-style-type: none"> <li>• <b>IFRC Emergency Appeal:</b> CHF 2,757,140</li> <li>• <b>Federation-wide:</b> CHF 3,191,114</li> </ul>								

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

## A. SITUATION ANALYSIS

### Description of the crisis

International armed conflict between Russia and Ukraine resulted in widespread displacement, extensive damage to critical infrastructure, loss of life and significant human suffering. The international armed conflict led to immediate humanitarian consequences, particularly in the areas of health, shelter, food security and protection. Although Montenegro does not share its borders with Ukraine, since 24 February 2022 until 23 January 2023, more than 91,500 displaced people from Ukraine entered Montenegro<sup>1</sup>, prompting an urgent response from the Red Cross of Montenegro (RCM). Through its activities, the RCM provided essential humanitarian aid, particularly in the sectors of basic needs, seasonal assistance for winters, health and care, mental health and psychosocial support (MHPSS) and protection, gender and inclusion (PGI). [Needs assessment](#) conducted by the RCM in December 2022 showed that between 18% and 20% of respondents faced an urgent need for food, hygiene items, clothing and mental or physical health services. In total, 60% of respondents indicated that such support was needed but not urgent. Additionally, 49.4% reported that their mental or physical health, or that of a household member, has deteriorated since leaving Ukraine and that they require assistance. Furthermore, the needs assessments revealed that a significant number of displaced people from Ukraine intended to stay in Montenegro for as long as the international armed conflict continues in their home country.

Throughout 2023, Montenegro continued to experience the evolving impacts of the international armed conflict between Russia and Ukraine, with 186,128 people<sup>2</sup> entering the country since the start of the conflict, reflecting a significant influx. While initial emergency needs were partially addressed, new challenges emerged, including access to rights under temporary protection status (TPS), such as healthcare, education, accommodation and access to the labour market. An increasing number of displaced people from Ukraine sought psychosocial support (PSS) to cope with stress, anxiety, grief and loss, underscoring the critical need for comprehensive MHPSS services.

In addition, the operating context became increasingly complex due to political instability, with Montenegro operating under a technical government at the time, economic challenges stemming from the COVID-19 pandemic which disrupted state-level operations, including services for displaced people from Ukraine. These developments required more coordinated and intensified efforts from the RCM to ensure continuity of support and an effective response.

By 2024, the situation of displaced people from Ukraine in Montenegro had evolved, with needs shifting from short-term relief to long-term integration and ongoing support. The extension of the temporary protection until [11 March 2025](#) helped reduce legal uncertainty and stress, particularly for families who had been living in the country for more than two years. Findings from the RCM's [needs assessment](#) conducted in March 2024 clearly reflected this transition, highlighting growing needs related to integration and inclusion, as well as long-term physical and PSS. The focus of response began to include more sustainable, community-based interventions alongside ongoing emergency support.

In 2025, the situation in Montenegro remained protracted with ongoing humanitarian needs among people in vulnerable situations. Since the beginning of 2025, 2,529 displaced people from Ukraine have applied for TPS, while 5,487 have requested an extension of their status, reflecting the continued presence and needs of displaced population.<sup>3</sup> Interventions under the RCM planned for 2025 were designed to address both immediate and longer-term needs, building on lessons learned from previous years and the evolving context.

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<sup>1</sup> [Ministry of Interior](#), 23 January 2023

<sup>2</sup> [Ministry of Interior](#), December 2023

<sup>3</sup> [Government of Montenegro](#), 29 December 2025

# Federation-wide Response to Date: Montenegro



## TOTAL PEOPLE REACHED

<b>2.6K</b>	<b>15K</b>	<b>3.1K</b>	<b>3.1K</b>
2022	2023	2024	2025

## NATIONAL SOCIETY CAPACITY during the response period

**23**

People Trained  
in First Aid

**311**

People Trained  
in MHPSS

**92**

Peak Number of  
Volunteers Mobilised

**11**

Branches  
Responding

## Disasters and Crises



### BASIC NEEDS ASSISTANCE

<b>2.2K</b>	<b>1.1K</b>	<b>80</b>
2022	2023	2024



### CASH AND VOUCHER ASSISTANCE

<b>2.2K</b>	<b>329</b>	<b>278</b>
2023	2024	2025

People reached with around:

- CHF 202K in 2023
- CHF 189K in 2024
- CHF 62K in 2025

## Health and Wellbeing



### HEALTH AND CARE

<b>2.6K</b>	<b>934</b>	<b>129</b>	<b>394</b>
2022	2023	2024	2025



### MHPSS

<b>2.3K</b>	<b>793</b>	<b>3.1K</b>	<b>3.1K</b>
2022	2023	2024	2025



### WASH

<b>2.2K</b>	<b>821</b>
2022	2023

## Migration and Displacement



### MIGRATION



## Values, Power and Inclusion

### PROTECTION, GENDER AND INCLUSION

<b>871</b>	<b>352</b>	<b>212</b>	<b>19</b>
2022	2023	2024	2025

### COMMUNITY ENGAGEMENT AND ACCOUNTABILITY



National Society has established feedback mechanisms

## Summary of response

In line with its mandate and role and in compliance with legal frameworks, the RCM is a full member of the Coordinating Body established by the Government of Montenegro to oversee the implementation of the Decision on granting TPS to displaced people from Ukraine. From the outset, the RCM has been actively engaged in these meetings, fostering excellent collaboration and a coordinated response among all partners in the country. Accordingly, with the assistance of its donors, the RCM has supported the state in ensuring a more effective response to the needs of displaced people from Ukraine residing in Montenegro.

Since March 2022, the RCM has been providing continuous support to displaced people from Ukraine. Through its comprehensive interventions, the RCM has provided essential humanitarian aid to address basic needs, including seasonal assistance for winter through cash and voucher assistance (CVA). In addition, RCM has focused on delivering critical services in health and care, MHPSS and PGI. Special attention has been given to groups in vulnerable situation, including women with children, pregnant women, single parents and older people, particularly those facing health challenges or traveling alone.

Since the start of the international armed conflict between Russia and Ukraine, the International Federation of Red Cross and Red Crescent Societies (IFRC) has been providing the significant support to the RCM in responding to the needs of displaced people from Ukraine entering Montenegro. With the IFRC's technical guidance and coordination support, the RCM has been able to improve the quality and consistency of its activities, strengthen its institutional capacities and ensure effective use of resources to better support affected population. In close cooperation with the IFRC, the RCM was able to provide essential humanitarian aid to cover basic needs, including seasonal winter assistance through CVA, as well as health and care, MHPSS and PGI. The assistance focused on women with children, pregnant women, single parents and older people, particularly those with health problems or traveling alone.

From July 2024, with the support of IFRC and European Commission's Directorate-General for Health and Food Safety (DG SANTE), RCM began implementing the EU4Health programme. Through this programme, RCM focused on strengthening national capacities in MHPSS, providing training to staff and volunteers and ensuring the delivery of timely and quality psychological first aid to those in need.

In 2025, RCM focused on addressing both immediate and longer-term needs, drawing on lessons learned from previous years and the evolving context.

## Operational risk assessment

### **Political instability and institutional continuity**

Since 2022, Montenegro has experienced a period of sustained political volatility, characterised by two changes of government and an extended phase of constrained executive authority. This environment posed a direct risk to the coherence of the humanitarian response. Frequent ministerial turnover disrupted the functioning of the government-established Coordination Body responsible for addressing displacement from Ukraine, of which the RCM is a member. Each transition required renewed engagement with incoming officials to re-establish awareness of ongoing priorities, creating recurring gaps in institutional continuity and slowing decision-making at a systemic level.

Despite this, the RCM maintained uninterrupted field presence and operational continuity throughout the period. Its sustained engagement with affected populations and partners enabled early identification of emerging challenges and a timely response to urgent needs, even when state coordination mechanisms were temporarily disrupted. Proactive communication and a problem-solving approach further strengthened coordination between the RCM and its partners, enhancing the overall cohesion and effectiveness of the response.

### **Cyber security incident**

In August 2022, Montenegro was subject to a significant cyber-attack that temporarily incapacitated state administrative systems, including those affecting services for displaced people. While this caused measurable delays in the processing of administrative documentation, the RCM navigated the disruption effectively through direct

coordination with authorities and the application of emergency measures, ensuring continuity of its humanitarian operations without material interruption.

### **Socioeconomic pressures and host community tensions**

The response has operated against a backdrop of deepening economic hardship within the host community. Rising inflation and broader economic instability have increased demand for assistance among households from vulnerable host community, creating a dual-burden dynamic alongside the needs of displaced people from Ukraine. Left unaddressed, this disparity carried a risk of social tension and perceived inequity in the distribution of aid.

To mitigate this risk and promote social cohesion, the RCM expanded its programming to serve both displaced and host community population on an inclusive basis. Interventions including food and hygiene distributions, cash assistance for education and other essential support were extended to cover both groups. This approach has functioned as an effective tension-reduction measure, ensuring equitable access to assistance and reducing the potential for community-level friction.

### **Legal framework and service access barriers**

While Montenegro's temporary protection framework provides a sound legal basis for safeguarding displaced people from Ukraine, its practical implementation continues to be constrained by technical and administrative obstacles. Key challenges include linking local health centres to the Health Insurance Fund to enable equitable healthcare access, as well as navigating bureaucratic processes related to employment and education that require ongoing inter-institutional coordination.

The RCM has addressed these barriers directly through the deployment of mobile teams and active liaison with local authorities and service providers. This operational model has been central to ensuring that persons with TPS can exercise their rights in practice, not merely in law. By bridging the gap between policy entitlement and actual service access, the RCM has compensated for systemic shortfalls and helped to sustain an effective response under structurally challenging conditions.

## B. OPERATIONAL STRATEGY



Since the beginning of the operation, the RCM has conducted three multi-sectoral [needs assessments](#) to ensure that the operation meets the immediate needs of people in the most vulnerable situations. The first assessment took place in August 2022 in collaboration with the International Organization for Migration (IOM), United Nations Children's Fund (UNICEF) and United Nations High Commissioner for Refugees (UNHCR) which provided an initial understanding of the situation. In December 2022 and March 2024, RCM conducted two multi-sectoral assessments using mixed methodologies, including digital surveys (KoboToolbox), face-to-face interviews and focus group discussions (FGDs) at the local branch level. Overall, the needs assessments consistently concluded that while many displaced people from Ukraine required assistance with basic items such as food, hygiene and clothing, the most significant and persistent needs related to health, including MHPSS.

Recognizing the significant impact of the international armed conflict on people's mental health and well-being, the RCM also carried out two MHPSS-focused needs assessments in [July 2024](#) and [June 2025](#). The assessment conducted in June 2025 specifically focused on the MHPSS needs of older people, children and parents. These evaluations not only provided valuable insights into the effectiveness of existing RCM activities, but also highlighted emerging needs that required a more targeted response. In response to the findings, RCM adapted its approach, implementing three significant changes to the operational plan to better address evolving mental health needs, strengthen support services and enhance the overall impact of the intervention.

One of the key adjustments included the integration of the local population into the response, addressing dissatisfaction among the host community that was affecting relations with displaced people from Ukraine. This shift was crucial in fostering better social cohesion and reducing tensions. In addition, the modality of assistance was adjusted, moving from in-kind support to CVA, in response to the diverse needs identified in the needs assessment. Finally, the focus of MHPSS efforts evolved from immediate interventions, such as psychological first aid (PFA) and basic PSS, to a more community-based approach, with increased attention to the specific needs of vulnerable groups, particularly older people and children. This shift reflected the findings of the assessments, ensuring that RCM's MHPSS activities were more comprehensive and better aligned with the unique vulnerabilities of these groups. Through these concerted efforts, the RCM has remained committed to adapting and optimizing its operations based on continuous learning and community feedback.

## C. DETAILED OPERATIONAL REPORT

### HEALTH AND CARE, INCLUDING MHPSS AND WASH

	<b>HEALTH AND CARE (INCLUDING MHPSS)</b>	<b>Overall Target: 2,000</b>			
		<b>Overall Services Provided: 13,833</b>			
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>				
<b>Health and Care</b>					
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of people reached with primary health services and/or referral to public health institutions	2,607	934	129	394
	# of people trained in first aid	-	23	0	-
<b>Achievements</b>	<ul style="list-style-type: none"> <li>Considering the prevalence of chronic diseases such as high blood pressure, diabetes and heart problems among affected population, local branches provided <b>basic health checks</b> (measuring blood pressure and checking blood sugar level) at Humanitarian Service Points (HSP). For people requiring a more specialized approach, the RCM organized preventive medical check-ups and facilitated access to the health system.</li> </ul>				
					
	<i>Basic health checks at HSP in local branch Budva. July 2025. Source: RCM</i>				

- To improve mental and physical health of the affected community, different **recreational activities** were organized for both displaced people from Ukraine and host community. Some of these activities included nature walks, hiking, fieldtrip and corrective gymnastics. This initiative was significant, not only for physical and emotional well-being, but also for fostering inclusivity and connecting two communities.
- The local branches implemented multiple preventive health initiatives, such as **health workshops** led by specialists e.g., paediatrician, rheumatologist, psychiatrist and internist. Participants were able to gain valuable information, as well as undergo basic screenings during these workshops. The specialists were selected based on current needs of the community and through continuous feedback.
- Besides health workshops, local branches also organized workshops on basics of **first aid** and provided displaced people from Ukraine with lifesaving skills to improve their knowledge. In few branches children from Ukraine showed great interest in learning this skill, hence RCM decided to include them in first aid teams in order to participate in [first aid competitions](#) organized every year. In 2023, one training for first aid instructors was organized for 23 participants.



*First aid workshops for displaced people from Ukraine in local branch Budva. July 2025.*

**Source:** RCM

- Besides first aid workshops, different health and wellbeing initiatives have been organized for children to improve children's knowledge and promote healthy lifestyle through a variety of engaging activities. With healthy-lifestyle sessions, children gained knowledge on nutrition with interactive lessons on balanced meals, physical exercises and healthy choices. These workshops equipped children with essential skills for their overall development and long-term health.
- From the beginning of the Emergency Appeal, a total of **4,064** people were reached with primary health services and/or referral to national public health institutions.

- To reinforce and expand RCM’s health support services, particularly for people with chronic conditions and older people, from June 2025, RCM implemented several initiatives:
  - **Targeted health workshops** to strengthen volunteer capacity in supporting the health and well-being of displaced people.
  - **Referral and accompaniment to private healthcare providers** for older people, people with chronic conditions and single caregivers when essential services (e.g., specialist consultations, diagnostic imaging or therapies) were unavailable through the public system. This included covering appointment costs and providing accompaniment support. Through this initiative, **134** of the most vulnerable people received support, enabling them to access timely and essential healthcare services.
  - Development and adaptation of **health information resources** in Ukrainian language.



*Accompaniment to healthcare services in Herceg Novi. August 2025. Source: RCM*

**With the support of UNHCR, the following activities were conducted:**

- With the support of the long-term partner, UNHCR, RCM mobile team assisted 728 displaced people from Ukraine in accessing healthcare services and other rights granted under temporary protection, while also providing PSS.

**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	2,337	793	3,130	3,175
	# of people trained in MHPSS (including psychological first aid and other MHPSS related trainings)	-	60	0	251

- **Achievements** Since the beginning of the response, RCM has been providing MHPSS through six local branches, each engaging one part-time professional. This arrangement continued until February 2023. Due to insufficient funding, the scope of support was reduced to three branches from March 2023 and further limited to two branches as of March 2024. With the support of the EU4Health programme, MHPSS services were expanded again from July 2024, with four branches implementing activities. RCM recruited MHPSS focal point at Headquarters (HQ) level in order to ensure coordination of all MHPSS activities as well as facilitate branch-to-branch exchange. Ukrainian language interpreters were also engaged to ensure smooth communication and provide support to displaced people.

- From the beginning of the Emergency Appeal, a total of **9,435** people were reached with MHPSS, out of which **3,991** people reached through the Emergency Appeal (including Small Grant fund) and **5,444** people through EU4Health programme.
- As part of the focused PSS efforts, awareness-raising and psychoeducation sessions were conducted on various mental health topics. These sessions covered themes such as stress and coping, self-care, managing anxiety and uncertainty, as well as loss and grief. The aim was to enhance participants' understanding of these issues, while also equipping them with practical skills to better manage their well-being and build resilience in the face of adversity.
- Support groups were organized to provide a safe space for people to share their experiences and receive mutual support, while ongoing individual PSS was offered to those experiencing intense distress and mental health issues. For those requiring more specialized care, referrals were made to appropriate services.



Support group meeting in the local branch Bar. September 2024. **Source:** RCM




Yoga sessions led by Ukrainian practitioners in Tivat. September 2025. **Source:** RCM


- Psychoeducational materials were developed and distributed to support the well-being of staff and volunteers, as well as to enhance resilience and provide practical guidance for managing the challenges of displacement.
- With the support of the EU4Health programme and Small Grants funds, various community-based MHPSS activities were implemented, including summer camps for families and older people, creative sessions, cultural exchange activities and psychoeducation workshops.



Leaflet on parenting in displacement in Ukrainian language developed by RCM. **Source:** RCM

	<b>WATER, SANITATION, AND HYGIENE (WASH)</b>	<b>Overall Target: N/A<sup>4</sup></b>			
		<b>Overall Services Provided: 3,027</b>			
<b>Objective</b>	<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>				
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of people reached with hygiene supplies	2,206	821	0	-
<b>Achievements</b>	<ul style="list-style-type: none"> <li>Since the beginning of the Emergency Appeal, a total of 3,600 hygiene kits and 1,150 baby hygiene kits were distributed. In addition, 450 hygiene kits were distributed to the local population.</li> </ul>				

## INTEGRATED ASSISTANCE

	<b>LIVELIHOODS</b>	<b>Overall Target: 4,500<sup>5</sup></b>			
		<b>Overall Services Provided: 3,394</b>			
<b>Objective</b>	<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>				
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of people reached with relief assistance for basic needs (food, clothing, hygiene, medicines, and other essential items)	2,206	1,108	80	-
<b>Achievements</b>	<ul style="list-style-type: none"> <li>During the reporting period, the RCM completed procurement procedures for essential items, including containers, beds, blankets, bed sheets, sets of clothes, heaters and water heaters. As a result, the RCM was able to assist a total of 3,340 people with clothing and non-food items (NFI), directly addressing immediate needs and improving the living conditions of those affected by the conflict.</li> <li>RCM distributed a total of 3,600 food parcels and 1,150 baby food parcels.</li> <li>Due to significant demand from the local population in need, the RCM distributed 15 per cent of the procured goods to local communities. As a result, 540 of the 3,600 food parcels were</li> </ul>				

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

<sup>5</sup> The overall target of 4,500 was initially set for the Shelter, Housing and Settlements sector on the [RCM UIC EA Federation-wide National Society Response Plan](#). As activities planned and tracked under the Shelter sector better align with the Livelihoods sector of the Emergency Appeal, a decision was made to showcase them under the Livelihoods section instead.

distributed to host community members in need, helping to respond to increasing demands among both the local population and displaced people.

	<b>CASH AND VOUCHER ASSISTANCE</b>	<b>Overall Target: 2,000</b>			
		<b>Overall Services Provided: 2,832</b>			
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 <sup>6</sup>	-	2,225	329	278
	Amount of cash distributed, CHF	-	CHF 201,658	CHF 189,085	CHF 62,115
Achievements	<ul style="list-style-type: none"> <li>In order to strengthen the capacities of the RCM and facilitate further planning, development and implementation of CVA programmes, RCM appointed a dedicated focal point for CVA, responsible for coordination, technical guidance and ensuring alignment with CVA standards and best practices.</li> <li>In February 2023, the RCM initiated a <b>pilot project</b> for cash assistance in three local branches (Bar, Budva and Kotor). Cash assistance was provided to 281 families, reaching <b>670</b> people. The exceptionally positive feedback from beneficiaries prompted a strategic shift in operational priorities towards an increased focus on cash assistance.</li> <li>In addition, the RCM implemented a pilot project on sectoral cash assistance, specifically <b>cash for education</b> for school-aged children in Montenegro. The programme was carried out in two disbursement rounds, providing support to <b>256</b> children in the first round (196 children from Ukraine and 60 local children) and <b>249</b> children in the second round (191 children from Ukraine and 58 local children). Each child received approximately CHF 60. The initiative aimed to promote the social integration of displaced children from Ukraine into local communities while also ensuring that the most vulnerable local children received the support they needed.</li> <li>RCM initiated a financial support programme through self-registration application, known as AccessRC, and successfully disbursed funds to <b>1,337</b> people, providing CHF 112 per person and totalling EUR 160,440 (CHF 149,454). Furthermore, <b>1,568</b> people were reached as part of <b>winterization assistance</b>, amounting to CHF 175,276.</li> </ul>				

<sup>6</sup> The figure represents the number of unique individuals reached per year, with each person counted only once regardless of multiple services received.

- In November 2023, the RCM organized a [lesson learned workshop](#) from cash interventions carried out during 2023. The primary goal of this workshop was to assess and learn from the implementation of CVA interventions and to improve future initiatives by integrating practical experiences and feedback.
- In December 2024, the RCM launched a targeted winterisation cash programme designed to support both displaced people from Ukraine and the host community, with a focus on maintaining a balanced level of assistance to reduce potential tensions. The programme aimed to allocate 20% of the support to the host community, ensuring that both groups received the necessary help. A total of **205** people were supported, with each person receiving CHF 116, bringing the total amount disbursed to CHF 23,780.
- In February 2025, winterisation support was provided to **278** people, with a total disbursement of CHF 62,115.

Leaflet on financial assistance programme in 2023 developed by the RCM. **Source:** RCM

## PROTECTION AND PREVENTION

	<b>PROTECTION, GENDER, AND INCLUSION</b>	<b>Overall Target:</b> 10,000			
		<b>Overall Services Provided:</b> 2,448			
<b>Objective</b>	<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>				
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of children welcomed in child-friendly spaces	871	149	82	15
	# of people reached with PGI activities	724	352	212	19
	# of staff, volunteers and associated personnel trained on prevention and protection of sexual exploitation and abuse and child safeguarding	-	3	21	-

## Achievements

- The RCM had a full-time, dedicated PGI focal point at HQ level. In addition, RCM engaged six part-time professionals (one per local branch) to support staff and volunteers in implementing PGI-related activities at branch level. Support was downscaled to three branches in March 2023 and further reduced to two branches in 2024 due to limited funding.
- Standard Operating Procedures (SOPs) for handling sensitive information were developed and adopted. Initial coordination meetings were conducted at both national and local levels, and the dissemination of these SOPs remains an ongoing process even after the completion of the Emergency Appeal.
- In October 2022, RCM organized a [seven-day meeting](#) for children and adults from Ukraine to connect individuals facing similar challenges and provide mutual support. Activities aimed to improve mental health and facilitate integration, including language classes, interactive cultural workshops, corrective gymnastics, entertainment for all ages and a concert by the traditional academic choir “Antivari Musica.”
- Implemented **creative workshops** included culinary arts, fine arts, patchwork crafting, figurine sculpting and knitting, providing hands-on learning and opportunities for artistic expression. These activities offered enriching experiences that promoted creativity and cultural exchange.
- **Language classes**<sup>7</sup> were organized to support the integration of people from Ukraine into local community by improving communication skills, facilitating social interactions and enhancing access to education, employment and healthcare. In the latter half of the project, learning became more engaging as participants practiced with native speakers and interacted with different groups. A Buddy System was introduced to encourage language practice beyond the classroom, reinforcing inclusion and active participation in the community.
- The RCM initiated a pilot project to improve access to education for school-aged children through a **certified language course**. Special attention was given to 20 children, who, over a period of three months, had the opportunity to attend online classes at a more advanced language level, aiming to enhance their academic success.



*Sewing workshop in local branch Bar. July 2025. Source: RCM*

<sup>7</sup> While the Emergency Appeal indicator 3k (people reached with language support services) is classified under the Migration sector, the National Society planned and implemented language support activities within its PGI programming. For this reason, the language support summary of achievements is also reflected under the PGI section.



*Language class in local branch Budva. December 2024. Source: RCM*

- In order to support education of children residing in Montenegro, the RCM procured and distributed **595** of **school material** since the launch of the Emergency Appeal.
- In addition to language classes, RCM organized integration activities to familiarize participants with the culture and nature of Montenegro. **Field trips** included Cetinje, with a visit to the Red Cross memorial room and Nikšić, with a visit to Monastery Ostrog. Other destinations included the Oil Mill in Bar, historic cities like Kotor and natural sites such as Skadar Lake and Manitovac nature resort, offering participants a mix of cultural and recreational experiences.



*Participants of the youth camp embark on a boat trip to a historically significant site in Montenegro. June 2024. Source: RCM*




*Displaced people from Ukraine visiting Manitovac nature resort. September 2025. Source: RCM*

- **International Refugee Day**, celebrated every year with various activities, was marked on 20 June by the RCM and the UNHCR with a Youth Camp. The Youth Camp included nature walks, kayaking, boat trip and various workshops, fostering integration and a sense of belonging.

- RCM adapted office premises and procured the necessary equipment to establish **child-friendly spaces** (CFS) in **10** locations.
- RCM conducted several meetings with representatives from local branches involved in the operation response to share knowledge on PGI tools and policies. The discussions focused on safeguarding vulnerable populations, promoting gender equality and ensuring inclusivity in all aspects of the organization's operations. These meetings reinforced RCM's commitment to protection, inclusion and gender equality.
- The RCM local branches of Bar and Budva produced and published a bilingual [magazine](#) in Montenegrin and Ukrainian. The magazine featured diverse topics including Montenegrin history and legends, MHPSS themes, games, poems, pictures and personal stories from Ukrainian and Montenegrin contributors. During gatherings, participants had the opportunity to exchange these publications between themselves, enriching cultural exchange and community interaction.
- The RCM organized special events to celebrate seasonal and religious occasions, such as Christmas, New Year and Easter. These events provided a sense of community and belonging for displaced people, offering them a chance to celebrate traditions and share experiences.

**With the support of UNICEF, the following activities were conducted:**

- Organized meetings with representatives of schools attended by children from Ukraine to raise awareness.
- Held meetings with Centres for Social Work.
- Delivered two training sessions for institutions on social and child protection.
- Provided informational materials to schools, health centres, centres for social work and refugees.
- Conducted workshops in schools in Herceg Novi, Tivat, Budva and Bar on the prevention of discrimination and non-violent communication among peers, reaching a total of 312 people (both adults and children).
- Organized 15 sports events for children.
- Reached a total of 732 people through these activities.

	<b>MIGRATION</b>	<b>Overall Target: 1,000</b>			
		<b>Overall Services Provided: 23,317</b>			
<b>Objective</b>	<i>People on the move, regardless of their background or status, have access to the lifesaving assistance and protection they need.</i>				
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of HSPs that provided services to refugees/displaced people	10	10	3	4
	# of people supported in official procedures	2,607	15,479	3,062	242
	# of people reached with education support (including childcare and summer camps)	-	792	229	213
	# of people reached with employability support (including labour market orientation, employability and skills training)	-	-	96	8
	# of people reached with language support services (language courses and classes)	-	364	206	19
<b>Achievements</b>	<ul style="list-style-type: none"> <li>• Through established HSPs across local branches, RCM volunteers provided comprehensive humanitarian assistance, offering essential information on rights, responsibilities procedures and available protection mechanisms. They supported beneficiaries in registration processes and facilitated access to medical, educational and social services to migrants and displaced people from Ukraine. In close cooperation with relevant institutions and organizations, referrals were made to ensure people received appropriate and timely support.</li> <li>• Furthermore, the RCM emphasized long-term integration by supporting education, language learning, vocational training and psychosocial well-being. These activities aimed to empower refugees to rebuild their lives with dignity and resilience. Through active engagement with local communities and partnerships with various stakeholders, the RCM fostered an inclusive and supportive environment that strengthened refugees' sense of belonging and stability despite the challenges of displacement.</li> <li>• Through the IFRC Global Route Based Migration Programme (GRBMP), RCM established HSP at migration entry points. In addition, with support from the Swiss Red Cross, RCM was present in the reception centre with a mobile team providing protection, information sharing, translation, restoring family links (RFL) services and humanitarian assistance to newly arrived migrants.</li> <li>• The RCM launched a pilot project aimed at improving educational access for school-aged children through a <b>certified language course</b>. Special attention was given to <b>20</b> children, who, over a period of three months, had the opportunity to participate in advanced-level online language classes to enhance their academic success. This pilot project serves as a trial</li> </ul>				

for this approach and will allow the RCM to evaluate and potentially extend this activity in the future.

- The RCM provided continuous homework assistance to support the academic progress of displaced children from Ukraine. This helped them keep up with their studies and improve their academic performance.
- The RCM distributed **595** sets of school materials during project implementation to support the education of children residing in Montenegro.
- In the second half of 2023, a Cash for Education programme was successfully rolled out in two phases. During the first phase, financial support was provided to **256** children, followed by a second round benefiting **249** children. Each child received EUR 60 (CHF 55) in funding to support their educational needs. Up to 10% of the assistance was provided to vulnerable children from Montenegro.



## 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
	National Society with established feedback mechanisms	Yes	Yes	Yes	Yes
	# of community feedback comments collected	45	265	497	235
	# of community feedback reports produced	1	2	1	1
	# of operational decisions or changes made based on community feedback	1	0	0	0

### Achievements

- The RCM applied a community engagement and accountability (CEA) approach, recognizing beneficiaries as active agents in their own recovery. The RCM consistently promoted their **meaningful participation** across all stages of the response, including planning, implementation and evaluation. This participatory approach ensured that interventions were responsive to community needs and grounded in continuous dialogue and feedback. To achieve this, RCM employed a range of methods, including **needs assessments, FGDs, individual interviews, post distribution monitoring (PDM) assessments and community consultations**, complemented by an established **feedback mechanism** and close collaboration with community leaders. These efforts strengthened transparency, accountability and trust between the organization and the communities it serves.
- To ensure accountability and transparency, PDM assessments were systematically conducted following each intervention, particularly those involving CVA. This approach ensured that

RCM's activities remained aligned with international humanitarian standards and best practices.


- The RCM has activated the first **free Call Centre** for displaced people from Ukraine in Montenegro. This Call Centre provided all necessary information, including rights guaranteed under TPS, how to apply for TPS, access to the education and health system, information about RCM's activities and services, information for potential victims of human trafficking as well as contact with the operator for more detailed questions and complaints. Information was available in three languages: Ukrainian, English and Montenegrin.



Promotional material for the Call Centre developed by the RCM. **Source:** RCM

- RCM has been working on the promotion of the Call Centre, through **promotional materials**, which were distributed to all border crossings in the country as well as to the registration desks in the ministries, all relevant partners on the meetings of the Coordination Body, through social and traditional media. In order to promote the project and raise awareness of the community and affected groups, RCM and local branches constantly share different content through social media, television, radio, electronic media, (Viber, Telegram).
- In addition to standard communication systems and the ability to submit complaints and feedback, the RCM has also created a special email address for this affected group [info.ukraine@ckcg.me](mailto:info.ukraine@ckcg.me) only for feedback regarding this topic.
- During the project, the RCM has been a part of **multiple case studies**. In January 2024, the RCM participated in a [CEA in CVA Study](#) conducted by the IFRC, providing valuable insights into RCM's efforts and practices. In January and February, RCM also carried out a [Perception Study](#) among the displaced people from Ukraine, offering a deeper understanding of how both Ukrainian and Montenegrin (host) communities perceive the lives of displaced people in Montenegro. In spring 2024, RCM completed the [Cash for Education Study](#), which demonstrated the positive impact of financial assistance on school-aged children and their families. The findings showed that targeted cash transfers significantly improved access to education while reducing financial strain on vulnerable households.
- SOPs for handling sensitive information have been developed and adopted by the RCM. The SOPs define the roles and responsibilities of key actors, establish procedures for the receipt and further handling of sensitive information, outline communication lines between different stakeholders and set out the steps in the decision-making process.

## ENABLING APPROACHES

	<b>NATIONAL SOCIETY STRENGTHENING</b>				
<b>Objective</b>	<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>				
<b>Key Indicators</b>	<b>Indicator</b>	<b>Reach</b>			
		<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
	# of volunteers involved in the operation	36	92	35	23
	National Society provides insurance for all of their volunteers	Yes - fully	Yes - fully	Yes - fully	Yes - fully
	# of branches responding	11	11	3	4
	# of branches which started branch development as part of the current response activities (including soft and infrastructure investments)	-	6	0	0
	National Society has in place capacities to conduct an Emergency Needs Assessment	-	Yes	Yes	Yes
<b>Achievements</b>	<b>Branch and volunteering development</b>				
	<ul style="list-style-type: none"> <li>Support was provided to both the HQ and branches through capacity building initiatives and allocation of resources, including staffing assistance.</li> <li>The visibility of volunteers was enhanced by providing them with necessary equipment and actively promoting their accomplishments. This helped to recognize their contributions and increase their presence within the community.</li> <li>As part of the <b>Investments in Preparedness</b> fund, essential equipment was procured for emergency response teams, including a tent, canopy, folding tables and chairs and personal equipment sets. This initiative strengthened the National Society's capacity to respond to emergencies and contributed to the sustainability of its operations.</li> <li>Regular coordination meetings and field visits were conducted for both the HQ and branches.</li> </ul>				



*Disaster management (DM) simulation exercise as part of DM Refresher Training. October 2025. Source: RCM*

### **Youth engagement**

- The RCM ensured active participation of volunteers from youth clubs in all activities conducted for displaced people from Ukraine.
- The trained volunteers were engaged to organize summer camp and activities for social integration. The RCM organized joint camp for youth from Ukraine and Montenegro to promote integration.

### **Programs development**

- Strengthened preparedness and response capacities within National Societies through comprehensive trainings and participation on trainings in different programmatic and technical areas, including information management (IM), emergency needs assessment, MHPSS, disaster management, first aid, CVA, CEA and PGI.
- With the support of available funds, the RCM was able to significantly strengthen its capacities. This progress was achieved through the development of materials, the strengthening of human resources and the organization of various trainings and [awareness raising campaigns](#). Since the beginning of the project, 60 staff members and volunteers were trained in **MHPSS**. To further enhance knowledge and strengthen national capacities in first aid, **one training for first aid instructors** was organized for 23 participants, while **realistic simulation training on injuries and illnesses** reached 37 participants. During 2024 and 2025, four additional trainings were organized on **disaster management, health and epidemic preparedness and MHPSS**, engaging 66 RCM staff members and volunteers, bringing **the total number of trained individuals to 186**. Moreover, through the EU4Health programme, an additional **228** staff members, volunteers and other professionals received training in MHPSS, further contributing to the overall strengthening of national capacities.
- During the Emergency Appeal, 414 RCM staff and volunteers were trained through 21 training sessions across various thematic areas.

- **Four study visits/exchange opportunities** with neighbouring National Societies were conducted, promoting peer-to-peer support and applying positive practices from other National Societies. It was organized with the Red Cross of Bulgaria, Croatian Red Cross and Red Cross of the Republic of North Macedonia.
- Peer-to-peer learning and knowledge sharing among branches were facilitated through regular online and in-person meetings. These sessions helped to harmonize MHPSS approaches and standardize activities across the branches.
- The Post Office was identified as the most suitable financial service provider (FSP) for CVA, ensuring efficient and reliable delivery of services. The RCM formalized a **Framework Agreement** with the Post Office which granted the RCM the authorization to implement cash interventions up to CHF 2 million, streamlining the process by eliminating the need for a formal procurement procedure.
- Through the pilot Seed Funding, RCM strengthened its communication initiatives by enhancing communication capacities at both national and local levels in Montenegro, with the aim of improving crisis communication management through integrated internal and external communication skills.

#### Branch development

- In 2025, RCM initiated the Branch Organizational Capacity Assessment (BOCA) process. As part of this process, a training for BOCA facilitators was conducted in May 2025 in Sutomore, during which 10 facilitators from the National Society, local branches, and branch governing boards were trained. To date, the BOCA self-assessment has been completed in 10 local branches.



## 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	-	2	2	2

### Achievements

- The RCM actively participated and contributed to different events, trainings, workshops and meetings organized by the IFRC or Partner National Societies (PNSs). IFRC ensured availability of necessary support specially in MHPSS, CVA, PGI and CEA.
- The RCM ensured regular coordination with Movement Partners to guarantee coordinated actions.

- The RCM maintained regular coordination with the Ministry of Labour and Social Policy, Ministry of Interior, Ministry of Foreign Affairs, Ministry of Health, Directorate for Protection and Rescue, Crisis Management Centre and the Working Group on Migration policy initiated by the Government of Montenegro. The RCM actively participated in coordination meetings organized by governmental institutions, specifically in the special group for support.



## 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

IFRC supported the RCM by providing programme and technical assistance during the emergency response, including regional coordination across all sectors and guidance on data management and collection tools for CVA and other interventions.

IFRC strengthened the RCM's capacity through sectoral training, support in IM and initiatives to enhance National Society systems and structures.

## 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

<b>Planned Operations / Enabling Approaches</b>	<b>Expenditure</b>
PO01 - Shelter and Basic Household Items	1,253,490
PO02 - Livelihoods	0
PO03 - Multi-purpose Cash	613,270
PO04 - Health	489,218
PO05 - Water, Sanitation & Hygiene	0
PO06 - Protection, Gender and Inclusion	96,707
PO07 - Education	0
PO08 - Migration	40,059
PO09 - Risk Reduction, Climate Adaptation and Recovery	248,936
PO10 - Community Engagement and Accountability	706
PO11 - Environmental Sustainability	0
<b>Planned Operations Total</b>	<b>2,742,387</b>
EA01 - Coordination and Partnerships	0
EA02 - Secretariat Services	5,306
EA03 - National Society Strengthening	9,447
<b>Enabling Approaches Total</b>	<b>14,753</b>
<b>Grand Total</b>	<b>2,757,140</b>

## Contact information

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

### In the Red Cross of Montenegro

- **Secretary General:** Jelena Dubak, [jelena.dubak@ckcg.me](mailto:jelena.dubak@ckcg.me)
- **Operational Coordination:** Goran Petrusic, Disaster Management Coordinator, [goran.petrusic@ckcg.me](mailto:goran.petrusic@ckcg.me)

### In the IFRC

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

### For IFRC Resource Mobilization and Pledges support:

- **Regional Head, Engagement and Partnerships:** Andrej Naricyn, [andrej.naricyn@ifrc.org](mailto:andrej.naricyn@ifrc.org)
- **Coordinator, Resource Mobilisation in Emergencies:** T'Nasha La Roche, [tnasha.laroche@ifrc.org](mailto:tnasha.laroche@ifrc.org)

### For In-Kind donations and Mobilization table support:

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

#### Reference documents

↘ Click here for:

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

## How we work

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

## ANNEX I. NOTE ON READING THIS REPORT

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

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

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

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

Data presented throughout the report follows different aggregation methodologies depending on the section. Under the Federation-wide Response to Date Overview, people reached figures are presented by year to enhance transparency and minimise double counting. In contrast, the National Society Capacity section combines cumulative and peak indicators, where training figures represent cumulative totals, while volunteer and branch figures reflect the highest levels reported during the response period. Branch figures may reflect a mix of "branches" and "local units" according to the IFRC's 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 Emergency Appeal for Ukraine and Impacted Countries](#) to reflect the continued scale of humanitarian needs and the evolving nature of the response. The operation has been extended to 31 December 2027, maintaining the IFRC Secretariat funding ask at CHF 800 million and increasing the Federation-wide requirement to CHF 3.1 billion. The IFRC revised Emergency Appeal retains a more focused geographic scope, covering Ukraine, the Republic of Moldova and the Russian Federation, while other countries transition to [IFRC Network Country Plans 2026-2028](#). This ensures continuity of support through longer-term programming, while maintaining flexibility to adapt to future developments. For most countries whose operations under the IFRC Emergency Appeal concluded on 31 December 2025, remaining balance was transferred to the funding pool of the revised Emergency Appeal for Ukraine and Impacted Countries to support the continuation of activities addressing the humanitarian consequences of the Russia-Ukraine international armed conflict.