



**MONTENEGRO**  
**Ministry for Human and Minority Rights**

**ACTION PLAN FOR ACHIEVING GENDER EQUALITY  
(APAGE) 2017-2021  
WITH THE IMPLEMENTATION PROGRAM FOR 2017-2018**

**Podgorica, March 2017**



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## GLOSSARY

**GENDER IDENTITY** includes its own gender self-conception, not necessarily dependent on the sex attributed by birth. Gender identity refers to each human being and it does not only mean the binary concept of "male" and "female".<sup>1</sup>

**WOMEN'S HUMAN RIGHTS** are the rights of women and girls, as an inalienable, integral and indivisible part of universal human rights, including the concept of reproductive rights.<sup>2</sup>

**GENDER ROLES** include a group of customs pertaining to activities and behavior assigned to men and women, which are transmitted and maintained through gender contract i.e. through a set of implicit and explicit rules governing gender relations, which determine different work and value of the work, responsibilities and obligations for men and women. They reflect in three levels – the culture – norms and values of the society; institutions – education, employment policy, etc.; and socialization processes, primarily in the family.<sup>3</sup> These are the roles that are attributed to men and women based on cultural norms or tradition. Most often, gender roles are not based on physical or biological predisposition, but are the result of stereotypes and assumptions on what women and men can and should do. Gender roles become problematic when the whole society attaches greater value to the role of one gender – in most cases men.<sup>4</sup>

**GENDER EQUALITY** includes equal visibility, empowerment and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not gender differences and its goal is to promote full participation of women and men in the society.<sup>5</sup> This concept means that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behavior, aspirations and needs of women and men are equally taken into account, valued and supported. According to the Montenegrin Law on Gender Equality, this concept means equal participation of women and men, as well as persons of different gender identity in all areas of public and private sector, equal status and equal opportunities to exercise all rights and freedoms and use of personal knowledge and skills for the development of society, as well as to equally benefit from the results of the work.

**GENDER EQUITY** is a process that leads to the fair treatment of men and women. In order to ensure fairness, certain measures that can compensate for the historical and

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<sup>1</sup> Prilagođeno iz "Kreacija Spola?Roda?", Poštić, Đurković i Hodžić, Zagreb, 2006.

<sup>2</sup> One hundred words for equality: A glossary of terms on equality between women and men, Office for Official Publications of the European Communities, European Communities, 1998

<sup>3</sup> Ibid.

<sup>4</sup> Gender Mainstreaming in Practice: A Toolkit, UNDP Bratislava 2007

<sup>5</sup> Gender mainstreaming - Conceptual framework, methodology and presentation of good practices, Final report of activities of the Group of Specialists on Mainstreaming



social injustice are taken, which prevented women and men to fully participate in a particular activity. Equity leads to equality.<sup>6</sup> Fair ratio on the basis of gender, which implies equal or different treatment, but which is considered equivalent in terms of rights, benefits, obligations and possibilities.

GENDER DISCRIMINATION means discrimination based on sex or gender of the person, which in general affects girls and women more often. CEDAW gives a definition that discrimination against women is any gender-based distinction, exclusion or denial with the consequence or a purpose of nullifying or impairing earnings or exercise, on the basis of equality of men and women, human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other sphere.<sup>7</sup>

GENDER-BASED VIOLENCE is any kind of violence that is carried out based on gender or sex of a person, using physical or psychological force, and includes physical violence, sexual harassment, including rape, incest and pedophilia, etc.<sup>8</sup>

GENDER MAINSTREAMING is a strategy that includes gender equality perspective in all policy areas and activities, as well as at all levels of decision-making, planning and implementation of activities in these areas. Gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so gender perspective is included in all policies at all levels and all stages, by the subjects normally involved in policy-making.<sup>9</sup> It represents the systematic inclusion of a specific position, priorities and needs of women and men in all policies with a goal to promote equality between women and men and modifying all general policies and measures, specifically for the purpose of achieving equality, active and open analysis of their effects on the respective situations of women and men during their implementation, monitoring and evaluation in the planning stage.<sup>10</sup>

GENDER BASED INDICATORS have a special function of pointing to the social changes related to gender over time. Their usefulness is that they can draw the attention to changes in the status and roles of women and men over time and, therefore, measure whether gender equality is achieved. Since the use of indicators and other relevant evaluation techniques lead to a better understanding of how the results can be achieved, the use of gender sensitive indicators also contributes to effective planning and implementation of programs in the future.<sup>11</sup>

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<sup>6</sup> Gender Mainstreaming in Practice: A Toolkit, UNDP Bratislava 2007

<sup>7</sup> Konvencija o eliminaciji svih oblika diskriminacije prema ženama Ujedinjenih nacija, član 1 – CEDAW

<sup>8</sup> One hundred words for equality: A glossary of terms on equality between women and men, Office for Official Publications of the European Communities, European Communities, 1998

<sup>9</sup> Gender mainstreaming - Conceptual framework, methodology and presentation of good practices, Final report of activities of the Group of Specialists on Mainstreaming

<sup>10</sup> Saopštenje Komisije COM (96) 67 finalno od 21/02/96

<sup>11</sup> "Guide to Gender-Sensitive Indicators", Canadian International Development Agency, 1997







## I INTRODUCTION

Since declaring its independence in 2006, Montenegro has made significant progress in the field of development and human rights. During 2006-2007, the country became a member of the UN, the World Bank, the IMF and the OSCE. In 2010, Montenegro became an official candidate country for membership in the European Union.

According to the Montenegrin Law on gender equality, this concept ("Official Gazette of Republic of Montenegro", no. 46/07 from 31.07.2007 and "Official Gazette of Montenegro", no. 73/10 from 10.12.2010, 40/11 from 08.08.2011, 35/15 from 07.07.2015) implies equal participation of women and men, as well as persons of different gender identities, in all areas of public and private sector, equal status and equal opportunities to exercise all rights and freedoms and use of personal knowledge and skills for the development of society, as well as to equally benefit from the results of the work.

Action Plan for achieving gender equality in Montenegro (2017 - 2021) represents the third development document for the implementation of gender equality policy in Montenegro. Like the previous two, this document is also based on international and domestic legal framework dealing with gender equality issue.

The Law on gender equality stipulates that in order to achieve gender equality all government bodies, public administration bodies and local self-government bodies, public institutions, public companies and other legal persons which exercise public authority ought to assess and evaluate in all stages of planning, decision-making and implementation of decisions and taking action within their jurisdiction the impact of these decisions and activities on the position of women and men.

Therefore, APAGE is the document adopted by the Government of Montenegro, but its successful implementation requires the cooperation and coordination of the Ministry for Human and Minority Rights, the Department for Gender Equality, with all ministries, government bodies, the Parliament of Montenegro, public institutions, local self-government bodies and civil society.

APAGE is adopted for a period of four years, in the areas defined in accordance with the Beijing Declaration and the Action Plan. Of the 12 critical areas where gender inequality is the most pronounced in the Beijing Declaration, Montenegro has opted for eight areas in which it intends to act in the next period of time in order to achieve gender equality.



## II LEGAL AND INSTITUTIONAL FRAMEWORK

### LEGAL FRAMEWORK

APAGE is based on national legislation and international human rights instruments, the legal documents of the United Nations, the Council of Europe, the European Union and other international organizations in those areas which are related to gender equality.

### INTERNATIONAL LEGAL FRAMEWORK

#### United Nations Standards for Achieving Gender Equality

The need for establishing gender partnership in political life between women and men stems from international documents: the Universal Declaration of Human Rights (1948), the Convention on the Political Rights of Women (1952), the Convention against Discrimination in Education (1960), the Covenant on Civil and Political Rights (1966), the Covenant on Economic, Social and Cultural Rights (1966), the Declaration on the Elimination of All Forms of Discrimination against Women (1967), the Declaration on the Protection of Women and Children in Emergency and Armed Conflict (1974), the Convention on the Elimination of All Forms of Discrimination against Women (1979), the Declaration on the Elimination of Abuse of Women (1993), the Beijing Declaration and Platform for Action (1995), the Universal Declaration on Democracy (1997), the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (1999), Security Council Resolution 1325 (2000), Resolution 17/19 on human rights, sexual orientation and gender equality adopted by the Human Rights Council, Resolution 66/129 on improving the situation of rural women adopted by the General Assembly. Gender equality issues came into focus when the UN Millennium Declaration/8 Millennium Development Goals (2000-2015) were adopted, which were replaced by the 2030 Agenda for Sustainable Development adopted in mid-September 2015 at the 70<sup>th</sup> session of the UN's General Assembly. This Agenda contains 17 sustainable development goals, also called Global Goals, and is built on the Millennium Development Goals (MDGs) – i.e. eight goals to combat poverty, which the world pledged to achieve by 2015. Millennium Development Goals, adopted in 2000, included a large number of issues, including the fight against poverty, hunger, disease, gender inequality and the access to water and sanitary living conditions. Global Goals of the Agenda 2030 will complete the tasks of the MDGs, ensuring that nothing is overlooked. Global Goal no. 5 is gender equality.



Key actors in the field of gender equality at the level of the United Nations are the United Nations Entity for Gender Equality and the Empowerment of Women<sup>12</sup>, the Committee on the Elimination of Discrimination against Women<sup>13</sup>, the Commission on the Status of Women<sup>14</sup> and the United Nations Population Fund.<sup>15</sup> The United Nations Educational, Scientific and Cultural Organization (UNESCO) considers gender equality as the basic human right, and points out that it is a building block for social justice and economic necessity, and that it is a key factor for the achievement of all internationally adopted development goals, as well as a goal by itself. It deals with the issue of equality in the areas of gender equality and: education, science, culture, communication and information, social sciences and humanities.<sup>16</sup>

Also, the World Health Organization<sup>17</sup>, the United Nations' special organization that acts as a coordinating body of international public health and is an essential player in the field of gender equality because it is involved in monitoring, providing information and programs on violence against women from the health perspective.

In addition to these specialized agents, also other UN agencies are working on the topic of gender equality in the context of their activities. In Montenegro, this topic is a special focus in the work of UNDP through the UNDP Gender Program and UNICEF in the area of child protection and the promotion of equal opportunities for all girls and boys.

### European Union Standards for Achieving Gender Equality

Equality between women and men is a fundamental principle of the European Union. This brings us back to 1957, when the principle of equal pay for equal work became part of the Treaty of Rome. Right of women to equal treatment is above all a fundamental human right. Discrimination is recognized as politically unacceptable, economically unprofitable and legally sanctioned. In this way, gender equality becomes one of the main elements of the reform process. Gender equality as a legal principle in domestic law is often not in line with the European Union law. One of prerequisites for harmonization of national standards with the EU standards is to respect human rights of women and to establish anti-discriminatory mechanisms. Compliance with these principles is expected from each member state, but also from the countries that wish to become members of the European Union. The importance of human rights within the strategy of social and economic development is clearly defined the 1997 Amsterdam Treaty, by which the Union transformed from economic to a political union. This Treaty legally regulates human rights, in particular the principle of equal treatment of men and women and prohibition of gender-based discrimination. The Treaty binds the Union to

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<sup>12</sup> UN Women

<sup>13</sup> Committee on the Elimination of Discrimination against women - CEDAW

<sup>14</sup> Commission on the Status of Women

<sup>15</sup> United Nations Population Fund - UNFPA

<sup>16</sup> UNESCO <http://www.unesco.org/new/en/unesco/themes/gender-equality/>

<sup>17</sup> World Health Organisation - WHO



pursue the elimination of inequalities and to promote equality between men and women. The protection and promotion of women's rights and gender equality are enshrined in the legal acts adopted by the Union, that is, regulations, directives and decisions that are binding, and resolutions and recommendations that define objectives of the Union. Member States are advised to implement specific measures.

With a number of recommendations of the Council of the European Union concerning the establishment of gender equality in the Member States, a document was adopted in 2006 titled "*Roadmap for Equality Between Women and Men 2006-2010*"<sup>18</sup>, which defines the priority areas of work and meets the requirements of different actors for speeding up the process of achieving true gender equality in Europe. The following topics are emphasized as particularly important for this period: Achieving equal economic independence of women and men; Enhancing reconciliation of work, private and family life; Promoting equal participation of women and men in decision-making; Eradicating gender-based violence and trafficking; Eliminating gender stereotypes in society; Promoting of gender equality outside the European Union.

For the purpose of celebrating the 15th anniversary of the Declaration and the Platform for Action adopted in Beijing at the UN Convention on the Elimination of All Forms of Discrimination against Women, the European Commission adopted in 2010 the *Women's Charter* and committed itself to strengthen gender equality in all its policies. For the implementation of the Women's Charter into practice, an action plan for the promotion of equality between men and women was adopted – *Gender Action Plan*.

As a build up to the *Roadmap for Equality Between Women and Men 2006-2010*, and in line with the conclusions of the Council of the EU under the *European Pact for Gender Equality for the period 2011-2020*<sup>19</sup>, this strategy defines activities in relation to the five priority areas defined in the Women's Charter and one area dealing with common issues. For each priority area, the key measures to stimulate change and achieve progress are described, and the proposals can be found in more detail in the accompanying working document of the professional services. The proposed measures follow the dual approach of gender mainstreaming (meaning the inclusion of the gender dimension in all policy areas, the so-called gender mainstreaming policy) and implementation of concrete measures. The Strategy represents the work program for Gender Equality of the European Commission, with the aim to encourage further progress at the national level and build a foundation for cooperation with other European institutions and stakeholders.

Legal framework governs gender equality differently in the Member States and the by adopting various acts at the level of the Community (Union) there are constant attempts

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<sup>18</sup> A Roadmap for Equality Between Women and Men 2006-2010

<sup>19</sup> Council conclusions on the European Pact for gender equality for the period 2011 – 2020. Available at: <http://bit.ly/2lpC7S8>



to regulate this area in the most effective way, so a relatively large number of legal acts was produced, especially directives, mostly in the field of labor and social protection. The frequency and consistency in establishing related systems that follow the directive, speaks of the EU's commitment on the implementation of the principle of gender equality.

Directives or instructions are the laws adopted at EU level, which must be transposed into national legislation of the Member States, and they always set goals that must be achieved, which the practice of the European Court of Justice contributes to as well.<sup>20</sup>

Direktive ili uputstva su zakoni usvojeni na nivou EU koji moraju biti prenijeti u nacionalno zakonodavstvo država članica, i one uvijek postavljaju ciljeve koji moraju biti dostignuti, čemu doprinosi i praksa Evropskog suda pravde.

Overview of the Directives in accordance with the period of adoption is as follows:

- **Council Directive 75/117/EEC** on the approximation of the laws of the Member States relating to the application of the principle of equal pay for men and women. The principle established in Article 119 of the Treaty establishing the European Community means that any discrimination on grounds of sex with regard to all aspects and conditions of remuneration is eliminated for the same work or work of equal value.
- **Council Directive 2002/73/EC** of the European Parliament and of the Council amending and supplementing **Directive 76/207/EEC** on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions (text relevant to the European Economic Area);
- **Council Directive 79/7/EEC**<sup>21</sup> of 19 December 1978 on the progressive implementation of the principle of equal treatment of men and women in the field of social protection;
- **Council Directive 86/613/EEC** on the application of the principle of equal treatment between men and women engaged in an activity, including agriculture, in a self-employed capacity and on the protection of self-employed women during pregnancy and motherhood;
- **Council Directive 92/85/EEC**<sup>22</sup> of 19 October 1992 on the introduction of measures to encourage the improvement of health and safety at work of pregnant workers and workers who have recently given birth or are on maternity leave. Member States shall take measures to prohibit the dismissal of pregnant women during the period from the beginning of pregnancy until the end of maternity leave, except in cases not connected with their condition, and if a worker is dismissed the reasons for this must be stated in writing. A special part of the Guidelines deals with

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<sup>20</sup> European Union and gender equality. Available at: <http://bit.ly/2lf3HAv>

<sup>21</sup> Directive 79/7/EEC available at: <http://bit.ly/2LYiCK>

<sup>22</sup> Directive 92/85/EEC available at: <http://bit.ly/2L9CB2>



labor rights or obligations for retaining the wage and/or the right to adequate protection in accordance with national legislation or practice;

- **Council Directive 96/34/EEC** of absence from work for child care, whose purpose is to facilitate the reconciliation of parental and professional responsibilities for working parents and applies to both men and women, who have an employment contract on the grounds of birth or adoption of a child. This Directive guarantees the right to return to the same job or, if impossible, to a corresponding or similar job position in accordance with the contract of employment or employment relationships, and the rights acquired at the date of commencement of parental leave will be retained until its end and will be applied in the event of changes in national legislation, collective agreements or practice;
- **Council Directive 97/80/EC** on the burden of proof in cases of discrimination based on sex shall ensure that measures taken by Member States for the implementation of the principle of equal treatment are effective, in order to provide to all persons who consider themselves wronged satisfaction through court process;
- **Council Directive 97/81/EC** on part-time work, in order to ensure the elimination of discrimination against workers employed part-time, improve the quality of part-time work, facilitate the development of this type of work on a voluntary basis and to contribute to the flexible organization of working time that takes into account the needs of employers and workers;
- **Council Directive 2000/78/EC** on equal treatment in employment and occupation establishes a general framework for combating discrimination on the grounds of religion or belief, disability, age or sexual orientation;
- **Directive 2002/73/EEC** of the European Parliament and of the Council amending and supplementing **Council Directive 76/207/EEC** on the application of the principle of equal treatment of men and women in relation to access to employment, vocational training, promotion at work and working conditions. Mandatory legislation which defines sexual harassment and its recognition is introduced for the first time at EU level as a form of discrimination based on sex. Governments of the Member States shall introduce legislation that allows employers to introduce measures for protection from sexual harassment in the workplace and equality plan on a regular basis;
- **Council Directive 2004/113/EC**<sup>23</sup> implementing the principle of equality between men and women in the production and supply of goods and provision of services. Direct and indirect discrimination, harassment and sexual harassment are defined. Expenses related to pregnancy and maternity shall not result in differences in individual premiums and benefits;
- **Council Directive 2006/54/EC**<sup>24</sup> of the European Parliament and of the Council of 5 July 2006 on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation; in order to improve the availability of European legislation the “recast” Directive 2006/54/EC

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<sup>23</sup> Directive 2004/113/EC available at: <http://bit.ly/2mBv60t>

<sup>24</sup> Directive 2006/54/EC available at: <http://bit.ly/2mlffHz>



brings together in a single legal text six directives (**75/117/EC, 76/207/EEC, 2002/73/EC, 86/378/EEC, 96/97/EC i 97/80/EC**) which were abolished on 15 August 2009;

- **Council Directive 2010/41/EU** of the European Parliament and of the Council of 7 July 2010 on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity and repealing Council Directive 86/613/EEC (OJ 180 15.7.2010.);
- **Council Directive 2010/18/EU<sup>25</sup>** of 8 March 2010 implementing the revised Framework Agreement on parental leave concluded by BUSINESSEUROPE, UEAPME, CEEP and ETUC and repealing Directive 96/34/EC of 3 June 1996.

Today, the six most important valid Directives at the EU level are: Directive 2010/41, Directive 2010/18, Directive 2006/54, Directive 2004/113, Directive 92/85 i Directive 79/7<sup>26</sup>.

In addition to the directives the Decisions and Resolutions of the Council of the EU are of extreme importance:

- Council Decision 95/593/EC of 22 December 1995 on mid-term Community action program on equal opportunities for women and men;
- Council Decision 2001/51/EC: launching a program in conjunction with the Framework Strategy on Gender Equality (2001 to 2005);
- Decision no. 1554/2005/EC of the European Parliament and of the Council amending the Council Decision 2001/51/EC on starting a program relating to the Community framework strategy on gender equality and Decision No. 848/2004/EC of starting a Community action program to promote organizations active at the European level in the field of equality between men and women;
- Council Resolution of 27 March of 1995 on balanced participation of women and men in decision-making process.
- Resolution of the European Parliament of 12 March 2008 on the position of women in rural areas of the EU;

Communications that are taken into consideration when it comes to improving the legal framework for gender equality in the EU Member States, as well as the important guidelines, are:

- Guidelines on the application of Council Directive 2004/113/EC to insurance, in the light of the judgment of the Court of Justice of the European Union in Case C-36 (Test-Achats),
- Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions:

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<sup>25</sup> Directive 2010/18 available at: <http://bit.ly/2lpPSAf>

<sup>26</sup> European Commission: Gender equality legislation website: [http://ec.europa.eu/justice/gender-equality/law/index\\_en.htm](http://ec.europa.eu/justice/gender-equality/law/index_en.htm)



A better work-life balance: stronger support for reconciling professional, private and family life<sup>27</sup> - 2008

- Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Tackling the pay gap between women and men<sup>28</sup> - 2007

One of the most important recent recommendations is the *Recommendation of the European Commission on strengthening the principle of equal pay between men and women through transparency*, from March 2014 which states that women are still under the influence of gender discrimination in wages and inequality in the labor market, which prevents them from achieving their full potential. This recommendation provides guidance to Member States to help them to implement better and more effectively the principles of equal pay in order to fight against discrimination and reduce the so-called gender pay gap, i.e. the difference in wages between men and women.

One of the most important institutions in the field of gender equality at the EU level is certainly the *European Institute for Gender Equality*.<sup>29</sup> The European Parliament adopted a Regulation (EC) No. 1922/2006 of the European Parliament and of the Council of 20 December 2006 on establishing a European Institute for Gender Equality.<sup>30</sup> The regulation, among other things, states that the Institute should develop cooperation and dialogue with non-governmental organizations, research centers, social partners and other similar bodies that are actively working in this field in order to achieve equality at national and European level, as well as in other countries.

### Standards of the Council of Europe for reaching gender equality

As a full member of the Council of Europe, Montenegro seeks the implementation of all conventions and measures recommended by the Council of Europe to its member states. A long-term continuous operation of the Council of Europe in the field of human rights and gender equality has led to solid standards which, if fully implemented, would lead to the fact that the Member States come closer to real equality between women and men. Some of the milestone achievements in this respect include two conventions: *Council of Europe Convention on Action against Trafficking in Human Beings* and the *Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention)*. In addition, a number of recommendations adopted by

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<sup>27</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A better work-life balance: stronger support for reconciling professional, private and family life, available at: <http://bit.ly/2ml6jbw>

<sup>28</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Tackling the pay gap between women and men, available at: <http://bit.ly/2l2oaxh>

<sup>29</sup> Website of the European Institute for Gender Equality: <http://eige.europa.eu/>

<sup>30</sup> Regulation (EC) No 1922/2006 of the European Parliament and of the Council of 20 December 2006 on establishing a European Institute for Gender Equality. available at: <http://bit.ly/2lpYbfh>



the Committee of Ministers of the Council of Europe are dealing with the issues of gender equality in a wide range of areas particularly violence against women, balanced participation in political and public decision-making, media, education, health and sport.

Conventions of the Council of Europe important to the area of gender equality mentioned in the standards of the Council of Europe<sup>31</sup>:

- ***European Convention for the Protection of Human Rights and Freedoms (1950)*** is main European legal document related to human rights, which guarantees civil and political human rights.
- ***European Social Charter (1961)*** is the counterpart to the European Convention on Human Rights in the field of economic and social rights. The Charter guarantees the rights in the areas of housing, health, education, employment, legal and social protection and movement of persons.
- ***Council of Europe Convention on Action against Trafficking in Human Beings (2005)*** aims to prevent and combat trafficking in women, men and children for sexual, labor or other forms of exploitation and for the protection of victims and prosecution of traffickers. This includes non-discriminatory provisions of Article 3 and the obligation of the states to promote gender equality and use gender perspective in the development, implementation and evaluation of measures to implement the Convention.
- ***Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention, 2007)*** is the first treaty which criminalizes all forms of sexual offenses against children. The Convention specifically criminalizes engaging in sexual activities with a child, child prostitution, child pornography and "sex tourism". The Convention stipulates that individuals are prosecuted for certain crimes, even when the offense was committed abroad.
- ***Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention)*** is the most far-reaching international treaty to combat violence against women and domestic violence. It aims at zero tolerance for such violence and represents a major step forward in creating a safer Europe for women.

Recommendations of the Committee of Ministers to the Council of Europe member states include:

- **Recommendation R (79)10 on women migrants** calls Member States to ensure that national legislation and regulations concerning women migrants are fully adapted to international standards.
- **Recommendation R (85)2 on legal protection against gender discrimination** advises Member States to take or strengthen measures to promote equality between

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<sup>31</sup> Gender equality and women's rights - Council of Europe Standards. Available at: <http://bit.ly/2bp0o8M>



women and men, through legislation in the field of employment, social security and pensions, tax, civil rights, the acquisition and loss of nationality and political rights.

- **Recommendation R (90) 4 on the elimination of sexism from language** invites Member States to promote the use of language that reflects the principle of equality between women and men, and to take appropriate measures to encourage the use of non-sexist language, taking into account the presence, position and the role of women in society.
- **Recommendation R (96)51 on reconciliation of work and family life** calls on Member States to take measures to enable women and men to better balance their work and family lives. Proposed measures include the organization of working hours (flexible employment practices, maternity and parental leave); the elimination of discrimination between women and men in the labor market; developing adequately financed services in favor of families; adaptation of the social security and tax systems to the increasing diversity of working patterns and organization of school time and curricula.
- **Recommendation R (98) 14 on the integration of gender aspects of public policy** calls on Member States to create a favorable environment and facilitate conditions for the implementation of gender equality in the public sector based on the Report of the Council of Europe on gender equality.
- **Recommendation R (2002) 5 on the protection of women against violence** sets a series of measures to help the country end all forms of violence against women, including legal and political measures for prevention and measures that serve to investigate violence against women, help the victims, increase awareness of citizens, collect relevant data, work on education and etc.
- **Recommendation R (2003) 3 on balanced participation of women and men in political and public decision making** sets a standard which has been followed by other organizations and countries: balanced representation of women and men is defined as a minimum of 40% representation of each sex in any decision-making body in political and public life.
- **Recommendation (2007)13 on gender mainstreaming in education** calls on Member States to promote and encourage measures that aim to integrate gender perspective at all levels of the education system and in the education of teachers. It outlines a series of comprehensive measures, including the legal framework, the organization of schools and school programs.
- **Recommendation (2007)17 on standards and mechanisms of gender equality** provides an extensive list of measures for achieving gender equality in practice, taking into account human rights and integration of gender perspective in legislation in all sectors.
- **Recommendation (2008)1 on including gender differences in health policy** requires the Member States to take into account gender perspective in health care, paying attention to the specific health needs of men and women, including integration of gender perspective in their health policies and strategies.
- **Recommendation (2010)10 on the role of women and men in combating and**



**solving conflicts and peacebuilding** provides guidelines on how to respond to different roles ascribed to men and women in the activities of conflict prevention, conflict resolution and peacebuilding.

- **Recommendation (2012)<sup>6</sup> on the protection and promotion of rights of women and girls with disability** asks Member States to adopt appropriate legislative measures and carry out other positive actions that might encourage the participation of women and girls with disabilities in all areas of life.
- **Recommendation (2013)<sup>1</sup> on gender equality and the media** includes guidelines and suggestions of measures to combat gender stereotypes in the media and applies equally to the Member States and media organizations.
- **Recommendation (2015)<sup>2</sup> on integrating gender perspective in sport** calls on Member States to promote and encourage policies and practices aimed at introducing, implementing and ensuring the integration of gender perspective in all fields and at all levels of sport, including: legislation, policies and programs, collecting data and research on women and girls in sport and women's sport, as well as raising awareness and training for civil servants and other staff involved in the field of sport on gender issues.

## NATIONAL LEGAL FRAMEWORK

The Law on Amendments to the Law on Gender Equality was adopted in 2015 by the Parliament of Montenegro, which defines that the issues of direct and indirect discrimination on grounds of sex (in addition to all forms of discrimination) are dealt with by the Protector of Human Rights and Freedoms within his/her jurisdiction, and that the proceedings on petitions in cases of discrimination based on sex transferred from the jurisdiction of the Ministry for Human and Minority Rights to the competence of the Protector. It is important to note that this Law expanded the scope of the sanctions concerning gender-based discrimination and violations of the principle of equal treatment of men and women in certain areas of life, including discrimination against women due to pregnancy.

The Law on Amendments to the Law on Gender Equality is in compliance with the Law on Prohibition of Discrimination, as well as with the EU acquis. This primarily refers to the harmonization of definitions of discrimination based on sex to the definitions of direct and indirect discrimination in line with the EU standards. The Law on Amendments to the Law on Gender Equality is aligned with ratified international treaties and other documents adopted under the auspices of UN, EU and the Council of Europe, and the European Union directives related to gender equality and equal treatment of women and men: Council Directive 79/7/EEC on the progressive implementation of the principle of equal treatment of men and women in the field of social protection; Council Directive 2000/78/EC on equal treatment in employment and



occupation establishes a general framework for combating discrimination on the grounds of religion or belief, disability, age or sexual orientation; Council Directive 2004/113/EC implementing the principle of equality between men and women in the production and supply of goods and provision of services; Council Directive 2006/54/EC of the European Parliament and of the Council on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation; Council Directive 2010/41/EU of the European Parliament and of the Council on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity and repealing Council Directive 86/613/EEC.

It can be stated that the principles of CEDAW Convention are included in the relevant legal and institutional frameworks of the Montenegrin system that deals with gender equality. We adopted Amendments to the Law on Prohibition of Discrimination (2014), the Law on Protector of Human Rights and Freedoms (2014), the Law on Gender Equality (2015), and adopted a new Law on Prohibition of Discrimination of Persons with Disabilities (2015), which determines stronger obligation to protect all forms of discrimination, introduces criminal provisions, and gives greater powers to the Protector of Human Rights and Freedoms. In 2014, we adopted the Law on Amendments to the Law on the Protector of Human Rights and Freedoms, which provides that the Protector of Human Rights and Freedoms may have more deputies.

In 2015, the Law on Amendments to the Law on Free Legal Aid was adopted. Changes were made in the part which recognizes the right of the victims of domestic violence to free legal aid in the same way as victims of the crime of domestic violence. The Law of Charge to Victims of Criminal Offenses was also adopted, which acknowledges the right to adequate compensation also to the victims of the crime of domestic violence.

Internal act of the Protector of Human Rights and Freedoms systematized the Fourth core job group Institutional mechanism for protection against discrimination, minority rights and gender equality, with tasks related to the protection of human rights and freedoms in the areas of: anti-discrimination, minority rights and other minority groups, the rights of the elderly, religious rights, the rights of persons with disabilities, gender equality (including protection from domestic violence from April 2015), gender identity and sexual orientation, and other related fields. So far, the most commonly reported discrimination related to labor and employment, domestic violence, education, and the most common form of violation of the principle of discrimination was mobbing.<sup>32</sup> It

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<sup>32</sup> In the opinion of the Protector, such a small number of complaints could have been (but not necessarily) the result of the fact that the Anti-Discrimination Law did not contain an explicit provision on discrimination based on sex, but in a broader context a provision on discrimination based on gender identity. At the initiative of the Ombudsman, this legal provision has been deleted in the Amendments to the Law on Gender Equality, adopted in June previous year. Proceeding on petitions was deleted from the Law on Gender Equality, and this responsibility is fully taken by the Protector, in proceedings on



should be noted that the legislative amendments from 2014 deleted mobbing as a separate form of discrimination, while at the same time the procedure for protection from mobbing is prescribed by a special Law on the Prohibition of Workplace Harassment.

The Law on Gender Equality provides that specific affirmative measures to ensure gender equality could be taken in all social areas of life in which there was unequal treatment of women and men. Some of these are: special credit lines for women, lower interest rates on loans for self-employment of women granted by the state, healthcare measures for women, programs of economic empowerment of women, and etc. The Ministry for Human and Minority Rights signed a Memorandum of Cooperation with the Employers' Federation in 2014, in order to respect and promote gender equality in all aspects of entrepreneurship and in relations between employers and employees. Ministry signed a Memorandum of Cooperation with the Police Academy with the aim of increasing enrollment of women at the academy.

The Women's Entrepreneurship Development Strategy was adopted in 2015, and it provides incentives for women and their involvement in entrepreneurship.

The Law on Amendments to the Law on Gender Equality incorporated the suggestions of the European Commission that the promotion of the principle of gender equality is a part of the activities of the legislative and executive authorities. A closer relationship was established between the Law on Gender Equality and the obligations of the political parties, with the Law on Political Parties and the Law on Election of Councillors and Members of Parliament as specific laws that prescribe the behavior of political parties to provide solutions in their bylaws, which will grant equal access and greater participation of women in power structures and decision-making.

The Government of Montenegro adopted three important documents during 2014/2015 dealing with the issue of gender equality: Information on the representation of women in legislative, executive and judicial authorities, Guidelines for creating favorable environment for women entrepreneurship in local communities and Guidelines for strengthening inter-institutional cooperation, non-governmental organizations and local communities to prevent and combat violence against women and domestic violence.

The amendments to the Law on Election of Councillors and Members of Parliament from 2011 introduced a quota system to lists of candidates in the elections for the first time in Montenegro – an attempt at improving the participation of women in representative government. It stipulates that the electoral list must be at least 30% of the less represented gender, in order for it to be accepted by the State Election Commission. In addition to this guarantee, there were no assurances such as the order on the list, which would actually guarantee a higher percentage of women in the national parliament or

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complaints which are submitted to this institution in accordance with the Law on Prevention of Discrimination and the Law on Protector of Human Rights and Freedoms.



the parliaments of the local governments. Political parties have applied this provision in a manner that they put the candidates of the less represented gender (women) on last place on the list, which resulted that in the Convocation of the Parliament of Montenegro after the parliamentary elections in 2012 there were only 14 female members which represented about 17% of the total number of MPs. Namely, the Law on Amendments to the Law on Election of Councillors and Members of Parliament from March 2014 foresees that in every four candidates listed in order on the list (the first four places, four other places and so until the end of the list) there must be at least one candidate member of the underrepresented sex. It should be noted that in the last amendments in 2014 an additional guarantee was provided for better representation of women in the representative government, because according to the newly adopted resolution *"if the mandate of Councillor or MPs from among the underrepresented sex is terminated, instead the next first candidate on the electoral list from among the underrepresented sex will be chosen."*

Amendments to the electoral legislation in 2014 had an effect on the parliamentary elections in 2016. In the current term of the Parliament of Montenegro (26th Convocation) out of 81 MPs 19 were women, or 23.46%, which is an increase compared to the 25th Convocation which had 15 women, or 18.5%.

The Law on Health Care defines gender identity, with the aim of recognition of antidiscriminatory relationship on all grounds in the healthcare system. The right to health care is prescribed by the Law on Health Care and the Law on Health Insurance. There are no records in the healthcare system that are based on ethical, national or any other affiliation of the beneficiary of healthcare protection. The health care system provides a free and appropriate approach for obtaining healthcare services through the selected doctor or selected gynecologist at primary healthcare level as a starting point for being provided with healthcare services at higher levels of health care to all women, including women with disabilities, women from RE population and displaced refugee women.

Although there is a good institutional and legislative framework for the protection and promotion of human rights and freedoms in Montenegro, practice shows that Roma, LGBT people, women, persons with disabilities and elderly are still exposed to social marginalization and discrimination. Anti-discrimination legislation was modified recently and it defines more precisely the mandates of the existing institutions within the system of protection against discrimination (Law on Amendments to the Law on Prohibition of discrimination adopted in 2014; draft Law on the Prohibition of Discrimination Against Persons with Disabilities, the draft Law on Amendments to the Law on the Protection of Human Rights and Freedoms and the draft Law on Amendments to the Law on Gender Equality, which is ready for adoption).

There is a clear need for further strengthening of the capacities of institutions and their



employees, resources and etc concerning these changes, in order to ensure effective protection against discrimination.

At the same time, marginalized persons are not sufficiently informed and empowered when it comes to their rights and institutional mechanisms for their protection or lack the trust in institutions. Practice has shown that victims of discrimination prefer to turn to NGOs when they face any issues that are based on discrimination.

According to the analysis and research, stereotypes, patriarchal way of thinking and lack of openness to diversity are very strong and more than one third of the population shows a discriminatory attitude.

Women continue to face various forms of discrimination in political, social and economic sphere, where only 23.46% of women are MPs, while data from 2014 indicates that only 8% of women own property, while 9,6% were owners of private businesses. Finally, domestic violence is widespread, and 33% of women are subjects of domestic violence. Roma and Egyptians still live on the margins of the society and there should be continuous work in the fields of education, health care, housing and employment. Persons with disabilities are also subject to multiple discrimination, and physical access to institutions still remains one of the most obvious problems.

## **INSTITUTIONAL MECHANISMS FOR THE IMPLEMENTATION OF GENDER EQUALITY POLICIES**

### **NATIONAL LEVEL**

The institutional mechanisms for implementing gender equality policies in Montenegro are the Ministry for Human and Minority Rights, the Committee for Gender Equality of the Parliament of Montenegro and the Protector of Human Rights and Freedoms, and contact persons from all relevant institutions, which are obliged to perform tasks related to the achievement of gender equality at national and local level.

**Committee for Gender Equality of the Parliament of Montenegro** was established 11 July 2001 which, in accordance with its competences discusses proposals for laws, other regulations and general acts which refer to the establishment of the principle of gender equality, particularly in the area of the right of the child, family relations, employment, entrepreneurship, decision-making processes, education, health care, social policy and information; it takes part in the preparation, development and harmonization of laws and other acts with the standards of the EU legislation and programs of the European Union which refer to gender equality: promotes signing of international documents dealing with this issue and monitors their applying; cooperates with adequate working



bodies of other parliaments and NGOs in this field. Also, the Committee monitors and evaluates harmonization of the laws of Montenegro with Acquis and based on the Government reports monitors and evaluates applying of laws particularly the laws from which obligations harmonized with Acquis stem. Committee for Gender Equality of the Parliament discussed the draft Law amending the Law on Gender Equality for the first time as a parent committee, which was adopted in 2015.

The Government of Montenegro established the Office for Gender Equality at the meeting held on 27 March 2003. According to the Law on Gender Equality the Ministry for Human and Minority Rights is in charge of the tasks related to achieving gender equality. In April 2009 the **Gender Equality Department** becomes an integral part of the Ministry for Human and Minority Rights. Responsibilities of the Department are as follows: coordinates activities aimed at establishing gender equality and participates in the preparation and adoption of action plans for the establishment of gender equality at all levels; monitors implementation of international documents and conventions as well as the accepted international standards in the field of gender equality, undertakes measures for their implementation in the legal system of Montenegro and creates high-quality monitoring of the compliance with these documents; prepares Action Plan, proposes its adoption and monitors its implementation; develops programs for implementation of the Action Plan based on the reports of bodies for the areas of their competence; organizes research and analysis on the status of gender equality and analysis necessary for the Action Plan implementation, and collects data in the framework of cooperation at the national and international level; prepares reports on the fulfilment of international commitments by Montenegro in the field of gender equality; cooperates with local self-governments and provides support to the establishment of mechanisms for the establishment of gender equality at the local level; establishes cooperation with non-governmental organizations; undertakes and stimulates activities of education about gender equality and organizes issuing adequate publications aimed at promoting gender equality; submits annual report to the Government about implementation of the Action Plan.

**The National Council for Gender Equality** was established on 24 October 2016 and represents a new institutional mechanism for achieving gender equality. As a professional advisory body, it was formed to discuss issues of implementation of gender equality policies at the national and local level. Council work refers to the consideration and application of the rules related to gender equality and the evaluation of these regulations and their effect on the position of women and men. The Chairman of the Council is the Minister for Human and Minority Rights. In addition to the representatives of relevant institutions, the Council is also composed of 4 representatives of the NGOs. In order to discuss issues in specific areas of importance for gender equality eight advisory bodies are formed within the Council, which further monitor the implementation and improvement of policy of equal opportunities within their area, and every advisory body, or committee, has an appointed president. The committees are as follows:



- Committee for greater presence of women in political participation,
- Committee on economic empowerment and status of women in the labor market,
- Committee for protection from domestic violence and violence against women,
- Committee on healthcare and social protection of women,
- Committee on science, education, culture and sport,
- Committee for sustainable and rural development,
- Committee for international cooperation, and
- Committee for cooperation with local governments.

**Protector of Human Rights and Freedoms (Ombudsman)** is an independent and autonomous institution in Montenegro established by a special Law passed by the Parliament of the Republic of Montenegro on 10 July 2003. Ombudsman individually and independently undertakes measures, while observing the principles of justice and fairness, to protect human rights and freedoms when they have been violated by an act, action or omission of an action by the public authority bodies, and measures to prevent torture and other forms of inhuman or degrading treatment or punishment and measures of protection against discrimination. Ombudsman can be contacted by any person who believes that his/her rights or freedoms have been violated by an act, action or omission of an action. Ombudsman is authorized to deal with complaints concerning the work of courts in case of delays in proceedings, abuse of procedural authorities or non-execution of court decisions. Ombudsman is required to submit to the Parliament the annual report about his/her activities for the previous year, which in particular contains a general overview of cases s/he acted upon, statistics and evaluation of the status of human rights and freedoms in Montenegro, recommendations and measures that Ombudsman proposes to improve human rights and eliminate detected deficiencies as well as the evaluation of the situation in the field of discrimination. S/he investigates complaints of citizens which indicate direct or indirect discrimination based on sex, holds for attitudes and gives opinions and recommendations.

Pursuant to the Law on Gender Equality, ministries and administration bodies have appointed civil servants to perform duties of **coordinators of activities concerning the issues of gender equality** within their competence and to participate in the preparation and implementation of the Action Plan. As of November 2016, 106 contact persons for gender equality were appointed in the institutions at national and local level.

The role of collecting and publishing data, i.e. statistics on gender equality, is a very important and in September 2016 the Ministry for Human and Minority Rights and the **Statistical Office of Montenegro** signed a Memorandum of Cooperation on the project related to the development of "**Index of gender equality in Montenegro and other common activities in the field of anti-discrimination, gender equality and minority rights.**" Planned Index will measure gender equality in the range from 1 (complete inequality) to 100 (complete equality) in six areas: knowledge, work, money, health, time and power.



## LOCAL LEVEL

In addition to institutional mechanisms at the national level, mechanisms at the local level have also been established. Gender equality policies in Montenegro were significantly improved in the previous period in the context of local self-governments, thanks to the activities of the Ministry of Human and Minority Rights, as well as its partners the OSCE Mission to Montenegro, UNDP Office in Montenegro, as well as partners from local governments and civil society. Joint activities have resulted in the following achievements: Memorandum of Cooperation was signed with all municipalities - 23 in total. Memorandum was signed in 2015 with 7 municipalities Gusinje, Plav, Andrijevica, Petnjica, Šavnik, Žabljak and Plužine.

Coordinators for gender equality were appointed in 21 municipalities. The Decision on Gender Equality was adopted in 16 municipalities. The Councils for gender equality were established in 12 municipalities, and, so far, five Offices for gender equality were formed in 5 municipalities.

Local action plans for gender equality have been adopted in 12 municipalities. In 2015, the capital city of Podgorica, Berane, Pljevlja and Ulcinj adopted a Local action plan. It is particularly significant that the capital city, the most populated city in Montenegro, adopted this kind of strategy document for the first time. Municipalities of Tivat, Bar, Budva, Berane, Herceg Novi and Pljevlja are recognized the importance of gender budgeting within their budget, and allocated special funds for implementing their local action plans. Also, employees in the local self-government in the municipalities were educated on issues of gender equality and the general anti-discrimination legislation.

## COOPERATION WITH THE CIVIL SOCIETY ORGANIZATIONS

There is continuous cooperation with the NGOs both nationally and locally and the role that the female sector plays in the promotion of gender equality is large, especially in the spheres of protection from violence and economic empowerment of women. It is common practice that Forum for dialogue with representatives of women's organizations is held minimum once a year, to discuss topics of common interest. The activities are conducted through joint campaigns, training, research, and implementation of projects funded mostly by the European Union through the national IPA program or programs of cross-border cooperation, and support the development of a centralized network of CSOs (Civil Society Facility - Partnership Framework Agreements).

Women's NGOs are always members of the working group for drafting laws and strategies concerning gender equality. They are also members of the committees for monitoring the Convention and the Law on Gender Equality, as well as national and local plans for gender equality. There are two representatives of NGOs in the Committee for



monitoring APAGE, and the National Council for Gender Equality were 4 representatives of NGOs, one of which is also the president of the Committee for protection against domestic violence and violence against women. An example of good cooperation is joint implementation of long-term campaign "16 Days of Activism against Gender-Based Violence."

In order to cooperate better with civil society, all ministries sign memorandums on cooperation in their domain with the organizations in areas related to the implementation of the policy of gender equality, the fight against trafficking, the fight against violence, etc.



### III OVERVIEW OF THE STATE

#### 1. Promotion of gender equality and women's human rights

Although there is good institutional and legislative framework for the protection and promotion of human rights and freedoms in Montenegro, practice shows that women, Roma, LGBT people, people with disabilities and older are still exposed to social marginalization and discrimination. Recent changes in the anti-discrimination legislation defined the mandate of the existing institutions located within the anti-discrimination system more accurately and there is a clear need for further strengthening of the capacities of the institutions and their staff, resources and etc, in order to ensure effective protection against discrimination.

Often marginalized people are not informed when it comes to their rights and institutional mechanisms for their protection or lack trust in institutions. Practice has shown that victims of discrimination rather turn to NGOs when they face any issues that are based on discrimination.

According to the analysis and research, stereotypes, patriarchal way of thinking and a lack of openness to diversity are very strong and more than one third of the population shows a discriminatory attitude.

Key challenges in this area include poor integration of human rights and gender components in development policies, and institutions do not have sufficient staff with expertise in this area or the assets planned in the annual budget are not sufficient. Therefore, there is a need for additional training and financial assistance. The system of functional mechanisms for monitoring and evaluation of human rights and gender equality is still not sufficiently developed horizontally across institutions, and it is necessary to work on improvement at both the national level and the local level. According to the research of the Committee for Gender Equality and the Ministry for Human and Minority Rights conducted in 2013, most public officials do not understand the concept of access based on human rights nor gender mainstreaming and, moreover, consider gender mainstreaming irrelevant because, as they point out, "the law guarantees equality for all."

Women continue to suffer from various forms of discrimination in the political, social and economic sphere. Roma and Egyptians are still living on the margins of society and there needs to be continuous work in the fields of education, health care, housing and employment. Persons with disabilities are also subject to multiple discrimination, and physical access to institutions remains one of the most obvious problems.



In order to decrease the level of discrimination towards marginalized groups, the following strategies were adopted: Strategy of improving the quality of life of LGBT people 2013 - 2018; Strategy for social inclusion of Roma and Egyptian communities in Montenegro 2016 - 2020; Strategy for the protection of persons with disabilities from discrimination and promote equality 2017-2021; Strategy for the Integration of Persons with Disabilities in Montenegro 2016-2020.

In the segment of promotion of gender equality, for example, the Ministry of Defense adopted a Strategy of human resources management of the Ministry of Defense and the Army of Montenegro, which defines gender equality policies and specific strategic goals: increased representation of women in the Armed Forces, the command functions and missions and continuous implementation of national gender equality policies, Resolution 1325 and other applicable and adopted regulations. Through the cooperation of the Ministry of Defense and the NGOs a large number of employees in the Armed Forces was trained on the UNSC Resolution 1325, gender equality and violence against women.

The Ministry of Defense has a total of 6 regional trainers for gender equality in the military operations that are responsible for the education of all members of the Army of Montenegro on gender equality UNSC Resolution 1325. Through a special program "Mentoring for gender equality" an annual training of high-ranking officer of the Army was conducted (whose job description includes the obligation of implementation of activities in the field of gender equality), how to involve gender perspective in policy-making and in the daily work in the Army.

Within the framework of regional cooperation with UNDP/SEESAC, research was conducted and the Study on the position of women in the armed forces of the Western Balkans was adopted, which was the result of joint work of the ministries of defense and armed forces in the region, and is a unique example of regional cooperation of this kind. The study contains comparable data on women in the armed forces in the Western Balkans, policies and practices of the ministries of defense and armed forces in the field of recruitment and employment of women, career development, education and training, information on women's participation in peacekeeping missions, policies and practices in the area of achieving gender equality in the armed forces, as well as concrete examples of good practices that are being implemented in the ministries of Defense in the Western Balkans.

## 2. Gender sensitive upbringing and education

Education in Montenegro aims to build a sustainable education system which will create conditions for the development of students as independent, versatile personalities ready for critical thinking, research, acquiring functional knowledge and skills for their active



involvement in society and increase overall economic capacity of the country. The system would also need to strive for promoting equality and social cohesion, improving creativity and innovation.<sup>33</sup> More than 8,000 people in Montenegro, or 1.3% of the population, is actively involved in national post-millennium consultations on the development goals for the period after 2015, which are part of the global campaign carried out with the support of the United Nations in more than 80 countries<sup>34</sup> and education is recognized as one of the key resources of the future.

If we analyze the educational system in terms of integration of gender components, it can be noticed that in the process of revising the programs in 2013 the topic "Reproductive - sexual system" is included in the subject biology (grammar schools and vocational schools). Non-discriminatory attitude towards different sexual orientations is especially highlighted in the sub-goals. In addition, in subjects such as biology, psychology, sociology, civic education or individual in a group, the program allows you to plan additional targets related to sexual education.

A Manual for teachers on the subject of "Healthy Lifestyles" was created in 2013, which deals with the issue of gender equality. As an elective subject in the Gymnasium there is a subject on "Citizenship education" that treats gender equality, and in 2012/2013 school year, 2,778 students took it as an elective.

Educational program "Healthy Lifestyles" in the first or second grade of high school treats sexuality through some of these topics: development in adolescence, mental health, sexual and reproductive health, HIV/AIDS, prevention of violence (including sexual violence). Appreciating the recommendations of the Council of Europe and the concept of "Cross-curricular approach", the Bureau for Education Services prepared a document "Cross-curricular topics and areas" where an important part was devoted to cross-subjects areas: "Health education and upbringing," which includes topics of sexual education of young people.

Within the campaign "16 Days of Activism against Gender-Based Violence", the Ministry for Human and Minority Rights, in cooperation with the NGOs held public classes in schools on the topic of gender equality and gender-based violence.

However, it is necessary to strengthen further the component of gender-sensitive education and improve textbooks for primary and secondary schools, and to train educational personnel on gender equality at all levels of education.

### 3. Gender equality in the economy

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<sup>33</sup> 2030 National Strategy for Sustainable Development

<sup>34</sup> Komar, Olivera, Gegaj, Pavle. „ Montenegro We Want - Report on national consultations in Montenegro on post-Millennium Development Goals“, Podgorica, April 2013.



Economic position of women is very dynamic in the last decade. According to Monstat's data, in 2013 the total number of unemployed composed of 48.8% of women (16,855) and 51.2% of men (17,659). Although the unemployment rate is halved in the last 10 years, the unemployment rate remained still twice as high as the Millennium Development Goals. In 2014, only 11.3% of women were self-employed, which is twice less than men (21.3%). The general lack of decent work affects women's ability to earn pensions. Accordingly, only 30,300 women use the right for pension while 49,569 men received this privilege. The UN Committee on the Elimination of Discrimination against Women (CEDAW) expressed concern about the situation of women in the labor market, especially in terms of the concentration of women in low-paid sectors of employment, often hired through temporary contracts, which can easily be terminated, and limiting their right to paid maternity leave, complicates (most often also makes it impossible) return to work after childbirth. Women are underrepresented in high-level positions in the public and private sector. CEDAW was also concerned about the lack of flexible working arrangements, adequate programs for childcare in coordination with working hours and special concern because of non-transferable parental leave for fathers which forces women to work part-time and low-paid jobs and strengthens the unequal division of family responsibilities between the sexes .

In addition, according to the most recent data, the difference in wages between men and women in Montenegro is 13.9%, which means that women earn only 86.1% of the average salary paid to men for the same work. The causes of the gender gap in earnings include: 1) direct discrimination; 2) indirect discrimination; 3) lower valuation of women's work; 4) segregation in the labor market; 5) stereotypes and tradition; and 6) an increased need for women to balance work and private life, which is probably related to taking additional responsibilities as care providers (not only to children but also the elderly and disabled members of the household). As one of the results of the gender gap in wages, in accordance with the fact they earn less when they are employed, women later have lower pensions, which consequently increases the risk of poverty.

Women own only 4% of the houses, 8% of the land, and 14% of retreat houses in Montenegro. Without property, their chances for self-employment and economic empowerment are at a minimum, due to the inability to provide guarantees for loan repayment in the form of mortgages. Lack of property ownership is a cause of multiplying discrimination against women: they are still dependent on others (mostly husbands), they easily fall under the poverty line in the case of internal or external shocks, and are discouraged to separate from the partners in the case of domestic violence (or for any other reason).

The unemployment rate among women in the North is seven times higher than in the South, and three times higher than in the central region. More than half of women in rural areas have never tried to find a job. About 1/3 of women are housewives and perform tasks related to household maintenance. Based on research, we have obtained



information that 5.7% of women went to school or studied, 10.3% said that the chances of getting a job are very small, and 10% are retired. Most rural women have no pension insurance, due to lack in earnings or cash, or because they are working on their own property. Some of these women have never worked and, as such, do not have a pension plan. More than 6% of women do not have health insurance because they do not have regular contracts (36.7%) or their status in the country is not regulated (63.2%).

Additionally, women entrepreneurship represents only 9.6% of the total number of registered entrepreneurial companies. Bearing in mind that the country's overall economic program relies on the development of entrepreneurial potential, this data on women and entrepreneurship comes as a cause for concern due to the use of human capital, as well as the gender dimension of development. Under IPA 2010, a survey was conducted on barriers faced by women and some of the findings were that: money and favorable models of financing (loans) are lacking the most in order for women to successfully start their own business. Other obstacles include the lack of assistance in preparing a business plan, selecting and equipping the premises, lack of tax incentives in the first years of business, bad business contacts and lack of information about the business registration process. Lack of business contacts and adequate work experience, unsatisfactory level of management skills, inadequate education, lack of additional training to start their own business and ignorance of good entrepreneurial practices are important factors that inhibit the development of women entrepreneurship.

In this regard, it is important to note that the Government of Montenegro adopted the Strategy on Development of Women Entrepreneurship 2015-2020 that will significantly improve the environment for development and the skills to start with women's entrepreneurship. The activities proposed in this document are complementary to the objectives and activities proposed by the Strategy on Development of Women Entrepreneurship.

#### 4. Gender-sensitive health care

According to Eurostat data for 2013 life expectancy at birth in Montenegro is 74.1 years for men and 79.0 years for women, lower than the EU average, which is 77.8 years for men and 83.3 for women. Infant mortality rate, which is an important indicator of the health status of the population and level of development of health care, as well as an indicator for the socio-economic development, amounted to 4.3 (per 1,000 live births) in 2015, according to the World Bank. Despite the fact that this rate is among the lowest in the region, it is still higher than the EU average (3.7). The mortality rate of children under five years, according to the World Bank was 4.7 (per 1,000 live births) in 2015, which is also higher than the EU average (4.4). The total number of live births is decreasing, and the participation of boys in the number of births increases slightly.



The health care system recognizes the special needs of women to health services, taking into account the biological, socio-economic and psychological factors that are different for men and women. Efforts are made, within the possibilities, to harmonize the planning of health care to the needs of women. However, comprehensive analyses of the current state of women's health in the community have not been done, which were supposed to identify health problems, needs of women of all ages and risk factors to women's health, in order to define the programs of health care for women. Women with disabilities are in a particularly difficult position and it should be noted that there is a lack of conditions in the hospitals at the local level for their safe and dignified delivery. There is no systematic monitoring and evaluation of implemented programs to enable the definition of priority targets that are realistic and achievable, and are considered relevant for conservation and improvement of women's health.

All levels of health care are included in the implementation of planned activities in this area, with special emphasis on primary care. At the primary level of population's health care services, conducted processes of education of women and youth in the field of healthy lifestyles, reproductive health, preparing them for motherhood are not adequate to the needs and are particularly inaccessible to the women from rural areas and some marginalized groups (Roma, Egyptian, Albanian women living in rural areas, etc). Also, educational and informative programs on the preservation of health in menopausal women are not adequately represented.<sup>35</sup>

In accordance with the economic possibilities, it is sought to monitor and apply modern achievements in medicine, provide modern equipment, educate medical staff and develop the information system. However, there is no valid analysis of the problems of women of all age groups in accessing healthcare, analysis of satisfaction of services provided in health facilities and the attitude of health workers.<sup>36</sup>

There are no legal obstacles for women's full access to health care, but in practice there are barriers that are explained more by cultural characteristics than lack of access to healthcare services. Also, life in rural areas, lack of information, lack of education, prejudices and patriarchal upbringing, shame, belonging to a minority which does not understand enough the language and etc, contribute to poor utilization of healthcare. There is a cut off percentage of women who are not able to plan their families as they wish, but are subject to a number of pregnancies and births, particularly when it is desired to have a son.<sup>37</sup>

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<sup>35</sup> Gender equality in the field of health care. Available at:  
[https://ec.europa.eu/epale/sites/epale/files/ravnopravnost\\_u\\_domenu\\_zdravstvene\\_zastite -  
\\_izvjestaj\\_crna\\_gora.doc](https://ec.europa.eu/epale/sites/epale/files/ravnopravnost_u_domenu_zdravstvene_zastite_-_izvjestaj_crna_gora.doc)

<sup>36</sup> Ibid.

<sup>37</sup> Ibid.



Health care statistics is segregated by gender. The Ministry of Health and the Department of Public Health are the implementers of a number of preventive programs for youth and women, there are youth counseling services and counseling for reproductive health. They carry out educational programs at the national level, especially for members of RE population on the topic of healthcare with a focus on reproductive health, prevention of entry into early marriages, prevention of sexually transmitted diseases and HIV.

The government has recently adopted a series of strategic documents in the area of health care, such as: National Strategy to improve health care quality and patient safety and the Action Plan for 2017-2018, Strategy of Mental Health Protection And Improvement and currently valid Action Plan for 2017-2018, the 2015-2020 National Strategy to combat HIV/AIDS and others.<sup>38</sup>

Although the area of health care is covered by the education programs in primary and secondary schools, it is necessary to improve the knowledge of young people on reproductive health, gender concepts and gender equality itself.

## 5. Gender-based violence

Violence against women and domestic violence has been and remains one of the priority issues in the area of gender equality, especially if we are aware of the prevalence of gender violence in Montenegro. According to the UNDP survey conducted within the framework of the IPA 2010 program, 65.8% of women in Montenegro are experiencing some form of violence by their spouses and/or partners. In the last 5 years there has been a significant increase in the number of reported cases of domestic violence, which indicates the visibility of the phenomena and that the framework that encourages victims to report the perpetrators and take steps towards exiting the situations of violence has been improved. Thus, for example, there were 481 reported cases in 2009, while in 2014 there were 1,249 according to the official institutional reporting. Unfortunately, the number of murders of women, usually a wife or partner, and by the persons who have repeatedly been reported and arrested for domestic violence, has increased in recent years.

The Government makes efforts to create a legal and policy framework that would provide an adequate response to the current situation. According to the Criminal Code of Montenegro (2004), Article 220 prescribes criminal prosecution for the offense of domestic violence, ex officio. The Law on Protection from Domestic Violence (2010) shall apply in misdemeanor proceedings and, for the first time in the legal system of Montenegro, protective measures for victims of violence have been introduced, namely:

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<sup>38</sup> Strategic framework in the area of health care could be found on the website of the Ministry of Health [www.mzdravlja.gov.me/biblioteka/strategije](http://www.mzdravlja.gov.me/biblioteka/strategije)



1) an order for suspension/removal of the abuser from an apartment or other housing space; 2) restraining; 3) the prohibition of harassment and following; 4) the treatment of addiction, or liable psychosocial treatment. In addition, the Guideline on the implementation of measures of protection provides for mandatory psychosocial treatment of perpetrators of violence, but still there is no sign of the conceptualization of the program according to which a trained professional should perform such treatments.

Unfortunately, the impact of overall social and personal perceptions across institutional support system results in poor multi-sectoral response to violence, particularly in cases of domestic violence, although the *Protocol on Actions, Prevention Of and Protection Against Family Violence*<sup>39</sup> provides clear instructions on procedures and institutional cooperation in relation to domestic violence and violence against women, with a detailed explanation of the role of the police, healthcare, educational system and social welfare system. In addition, available data confirm mild form of penalties, and out of 935 cases in 2014, only 10% were prison sentences, while the others were fines (252), suspended judgments (133), warnings (85); suspendings (82); corrective measures (7); releases (8); liberating judgments (254); and safeguard measures (247).

UNDP research on the perception of violence provides information that that 92% of citizens assess domestic violence as much present, while only 13% said they feel comfortable to talk about it or report the same. The same study confirmed high tolerance for domestic violence in society as a whole, bearing in mind that 1 out of 4 citizens said that violence is justified. Also, in 36% of cases only, members of the extended family would be willing to provide support and protection to victims of violence.

Inherited experience of patriarchal power, which gives a man the right to a privileged position in relation to a woman, is still one of the key obstacles to entitlement to protection from domestic violence. Violence against women is unfortunately still often treated as family/private problem even though the legal framework, namely the Law on Protection from Domestic Violence (Article 9) stipulates the duty of public authorities, other bodies, medical, educational and other institutions to report violence to the police, in the event of doubt as to the incidence of violence that was learned from performing activities within their jurisdiction.

## 6. Gender equality in the media, culture and sport

Law on Amendments to the Law on Gender Equality 2015 regulates two provisions, which envisage sanctions, and are related to the use of gender-sensitive language and mandatory gender training for all employees, including the media.

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<sup>39</sup> Available at: <http://bit.ly/2ILWnzH>



In recent years, numerous activities were conducted, in order for the media to be the actors in implementing gender equality policies. The adopted laws and strategic documents oblige the media to respect women's human rights and the promotion of gender equality.

Through the Gender Equality Program IPA 2010, which was implemented in partnership by the Department for Gender Equality MoHMR and UNDP, with financial assistance from the EU, intensively advocated improving affirmative action in the Law on Election of Councillors and MPs, which included the leadership, MPs and women's groups of the parliamentary political parties through a set of meetings, which the public was informed on. The media have followed these activities with broadcasts on this topic, with the aim of raising awareness and creating a positive climate in society and support for greater involvement of women in politics. The campaign has resulted in the introduction of a measure, which slightly improves the quota to increase the representation of women and adopts a solution for women to position themselves as at least every fourth on the list.

In the area of media, an example of good practice is the project "Gender Sensitization of Montenegrin Media - A Step Forward", which was implemented under the auspices of the OSCE Mission to Montenegro and the Department for Gender Equality in the period July-December 2013, and aimed at improving media policies and practices in order to achieve gender equality and respect for women's human rights. It is important to emphasize the activities of UNESCO in the field of media, which, among other things, developed gender-sensitive indicators for media.<sup>40</sup>

Unfortunately, the role of the media is still not strong enough in the area of promoting gender equality, but is a subject of corporative goals and sexist marketing programs. Having access to a wide number of citizens, media influence on their attitudes and opinions, and it is scientifically proven that prolonged exposure of people to similar messages and patterns contribute to their acceptance as true, because by repetition, subconsciousness makes them true. The use, or abuse, of women's bodies in advertising is notable, and is accompanied by stereotypical representation of women in the role of a housewife who, with a smile on her face, serves her husband and children. In this way, the advertising industry helps stereotypical view of women as less ambitious and capable, and often promotes sexism in the media.<sup>41</sup> It is noticeable that in Montenegro, as well as in other countries in the region, the visibility of women in the media decreases as the prominence and importance of the topic increases.

The greater presence of women and their success in the field of culture and art is visible. Information about the situation in this area can be found in the publication of UNESCO:

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<sup>40</sup> Gender sensitive indicators for media. Available at: <http://bit.ly/1QZRkmE>

<sup>41</sup> Gender equality in the media. Available at: <http://bit.ly/2lXHFGy>



"Gender Equality, Heritage and Creativity",<sup>42</sup> which, among other countries, also includes information related to Montenegro.

Equality between women and men is one of the fundamental principles of the European Union. The European Commission has expressed its commitment to combating gender gap and its elimination in decision-making in the Women's Charter and the Strategy for equality between women and men 2010-2015. Sports organizations are encouraged to increase gender balance in executive committees, administration and coaching positions. In the area of sports, success of women in Montenegro is visible but the number, i.e. the percentage of women in decision-making structures and leading positions in the sports clubs is still low. It is necessary to conduct a detailed research in this area and make recommendations for improvements.

## 7. Equality in the decision-making process in political and public life

The participation of women in decision-making in politics, before the parliamentary elections in October 2016, with 18% of women in the Parliament, was the lowest in the Western Balkans. As a result of the established electoral quota for the underrepresented gender, the representation of women on electoral lists after the parliamentary elections in October 2012 was 30%, for the first time in Montenegro. Also, the introduction of this provision has led to increased participation of women in the Parliament, which, at that time, led to the best results in the last fifteen years and reached 17%. However, although this represented a historically highest share of women in parliament ever, it still represents a share which is below the minimum requirement of 30%, as a temporary measure to achieve the full target in the future. Therefore, although progress has been made, it is still far from the desired situation because the Parliament cannot ensure the empowerment of women through improved political representation despite the introduction of quotas and amendments to the policy. In order to improve the situation, CEDAW urged the Government to reconsider the 30% quota in the Election Law to ensure that a group of three candidates on the electoral lists of political parties has at least one woman candidate (rather than what is now the case - a group of four candidates).

The best result in the history of Montenegrin parliamentary system was achieved after the elections in 2016 – 23.46% of women, but it still has not provided the appropriate standard in the field of women's political participation.

However, not only are the decision makers biased when it comes to gender roles in politics and private life, but there are also deep-rooted beliefs against the participation of women among citizens i.e. voters, without significant differences between the perceptions of men and women. They, unlike the politicians, do not doubt the

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<sup>42</sup> Gender equality, heritage and creativity. Available at: <http://bit.ly/2nyzON1>



competence of women and the lack of knowledge and experience is not considered relevant obstacle for most of them, but they mention other reasons. In the post-2015 consultations, "women's exclusion from decision-making was one of the problems strongly emphasized by the respondents."

According to the conducted assessment of the major obstacles to the further development of political participation of women, some of the main causes that have been identified are:

- a) lack of female solidarity;
- b) lack of holding power of the actual position;
- c) the perception on the political groups of women as primarily humanitarian organizations;
- d) chronic shortage of public support;
- e) gender role in the perception of political leaders;
- f) economic independence of women and the lack of economic impact;
- g) very little strong role models in politics.



## IV MISSION AND GOALS OF THE PLAN

**Mission of APAGE** is to ensure gender equality in creating and implementing all national and local policies, and in the work of all legal subjects at the state level.

**Plan goals** by area:

### 1. IMPROVING HUMAN RIGHTS OF WOMEN AND GENDER EQUALITY

**Strategic goal:** Establish society of equal opportunities and elimination of all forms of gender-based discrimination

Objective 1.1: The principle of gender equality integrated in drafting and implementation of all national policies (programs and strategies) and actions of state bodies .

Indicator of the effect: Number and % of the state bodies that adequately implement the Law on Gender Equality and national policies which include gender component.

Objective 1.2: Improved human rights of women through a consistent implementation of international instruments for their protection.

Indicator of the effect: All relevant institutions implement and regularly inform the government and international organizations on the implementation of international instruments on gender equality and in particular the protection of human rights of women.

Objective 1.3: Ensuring application of anti-discriminatory legislation with the assessment of performance, quality and level of application of regulations

Indicator of the effect:

- Number of cases based on discrimination on the basis of sex and gender
- Increase in number of solved cases reported annually on this basis or other bases from the Law on Gender Equality.

### 2. GENDER-SENSITIVE UPBRINGING AND EDUCATION

**Strategic goal:** Introduce gender-sensitive education at all levels of education

Objective 2.1. Gender component present in teaching in primary and secondary schools.

Indicator of the effect: Percentage of teachers who apply the objectives of cross-subject area of gender equality in primary and secondary schools.

Objective 2.2. Increased level of knowledge of the employed in the education system on gender equality



Indicator of the effect: Minimum 25% of institutions at pre-primary, primary and secondary education in Montenegro included in the training program and 1 of their representatives increased the level of knowledge in the field of gender equality.

Objective 2.3. Achieved gender balance in the choice of professions in secondary and higher education institutions.

Indicator of the effect: Increased percentage of boys and girls who educate themselves for professions where they have not been traditionally represented.

Objective 2.4. Promoted gender equality in institutions of higher education

Indicator of the effect:

- Increased level of knowledge of the employees in higher education on gender equality.
- The gender component integrated into the implementation of the program of higher education.

### **3. GENDER EQUALITY IN ECONOMY**

**Strategic goal:** Increase employment of women and eliminate all forms of discrimination of women in labour market.

Objective 3.1. Increase employment of women, especially Povećana zapošljivost žena, especially less employable category.

Indicator of the effect: Increased number of employed women, particularly the percentage of less employable category.

Objective 3.2. Encourage female entrepreneurship and self-employment.

Indicator of the effect: Improved legal framework and special measures of support for the development of entrepreneurship and self-employment of women secured at national and local level.

Objective 3.3. Strengthening local institutions and women's capacity to facilitate and encourage the entry into entrepreneurship.

Indicator of the effect: Engaged local support services and established cooperation with financial institutions as a credible clients of financial institutions.

Objective 3.4. Achieved a high degree of compliance of professional and family responsibilities of women and men.

Indicator of the effect: Legal framework provided and promotion of the practice that allows it to use the working engagements which allow compliance of work and family responsibilities between women and men.



Objective 3.5. Ensure effective implementation of laws and decreased gender-based discrimination in the labour market.

Indicator of the effect: Decreased gender-based discrimination in the labour market and increased number of reported cases that were solved.

Objective 3.6. Reduce the gap in earnings between men and women.

Indicator of the effect: The gap in earnings between men and women in Montenegro reduced by a minimum of 3% by the end of the reporting period (January 2019), with the available annual data for the private and public sector separately.

#### **4. GENDER-SENSITIVE HEALTH CARE**

**Strategic goal:** Improve available gender-sensitive health care.

Objective 4.1. Improved prevention and early detection of malignant disease.

Indicator of the effect: Improved national program of early detection and organize minimum one annual campaign.

Objective 4.2. Improved measures to preserve the reproductive health of all women and girls.

Indicator of the effect: Provided accessible and comprehensive health care and support in achieving it for all women, especially representatives vulnerable groups (rural women, women with disabilities, victims of human trafficking, etc.) in all municipalities in Montenegro.

Objective 4.3. Improved sensibility and level of knowledge of health care workers about gender-sensitive health care.

Indicator of the effect: Increased awareness and level of knowledge of health professionals on the concept of gender equality and the importance of gender-sensitive health care.

Objective 4.4. Improved response of the health system in the area of recognizing and responding to domestic violence cases.

Indicator of the effect: Increased awareness of health workers about the legal requirements and regulations of the Protocol on Actions, Prevention Of and Protection Against Family Violence, which was signed by the Ministry of Health.

#### **5. GENDER-BASED VIOLENCE**

**Strategic goal:** Prevent all forms of violence against women and domestic violence and improve position and protection of the right of victims of all forms of violence.



Objective 5.1. Improved legal framework and technical conditions for the effective implementation of safeguards and effective punishment of perpetrators.

Indicator of the effect:

- Legal framework for the protection from gender-based violence complies with international documents and best practices.
- Strengthened capacities of the competent authorities for an adequate response to violence and to provide adequate protection for victims of violence.

Objective 5.2. Established efficient system of monitoring of the implementation of measures from the Strategy to Combat Trafficking in Human Beings 2012-2018.

Indicator of the effect: Minimum one annual report on the implementation of measures from the Strategy for Combating Trafficking in Human Beings 2012-2018, with recommendations for improvements.

Objective 5.3. Increased awareness of the public about occurrence, problems and ways to combat gender-based violence

Indicator of the effect: Increased number of detected acts of gender-based violence and domestic violence and reduced harmful traditional practices that support violent behavior.

Objective 5.4. Strengthened system of social and other support and protection of all victims of domestic violence.

Indicator of the effect:

- Increased number, type and availability of support services for victims of domestic violence by 25%. The quality of services provided and the level of satisfaction of beneficiaries of these services.
- Improved sustainability of social services and other institutions and civil society organizations in the field of domestic violence.

Objective 5.5. Developed awareness of public officials responsible for law enforcement, health and social workers about all forms of violence against women and domestic violence and their education.

Indicator of the effect:

- Increased awareness of legislative and institutional framework for protection from discrimination.
- Improved level of information and professional competence of civil servants to provide effective protection and support to victims of gender-based violence.

## **6. GENDER EQUALITY IN THE MEDIA, CULTURE AND SPORT**

**Strategic goal:** Prevent gender stereotypes and introduce gender equality policy in the media, culture and sport.



Objective 6.1. Increased media visibility of the implementation of gender equality policy.  
Indicator of the effect: The increased presence of gender equality issues in the Montenegrin media by 30% compared to the previous year.

Objective 6.2. Increased knowledge of employees in the media on gender equality.  
Indicator of the effect: Minimum 50 participants from the media increased their knowledge in the field of gender equality and reported in accordance with the gender-sensitive principles.

Objective 6.3. Establishing gender equality in the field of culture.  
Indicator of the effect: Employees in the field of culture know the Law on Gender Equality and implement gender-sensitive policies internal organizational policy and conduct gender-sensitive programs and projects.

Objective 6.4. Improved media promotion of successful women.  
Indicator of the effect: The media landscape is filled with examples of successful women in all fields and it promotes the overcoming of the traditional male and female roles in society.

## **7. EQUALITY IN THE DECISION-MAKING PROCESS IN POLITICAL AND PUBLIC LIFE**

**Strategic goal:** Equal participation of both women and men at all levels of decision-making.

Objective 7.1. Achieved balanced representation of women and men in the legislative and executive authorities at all levels.

Indicator of the effect:

- At least 40% of women MPs in the Parliament until 2020.
- At least 50% of the parliamentary parties adopted affirmative measures for political empowerment of women within the party.
- At least 50% of the parties implemented gender mainstreaming campaign, and programs include measures to achieve gender equality.
- At least one activity per year was implemented through the joint action of women from the parliamentary parties.
- At least three women's organizations in the parties have an independent budget on annual basis in the amount of 10% of the total budget of party income.

Objective 7.2. Implementation of Resolution 1325 of the UN Security Council - Women, Peace and Security.

Indicator of the effect: The principles of Resolution are integrated into the work of the security sector in Montenegro.



## **8. INSTITUTIONAL MECHANISMS FOR THE IMPLEMENTATION OF GENDER EQUALITY POLICIES AND INTERNATIONAL COOPERATION**

**Strategic goal:** Creation of sustainable mechanisms at the local and national level for achieving gender equality.

Objective 8.1. Strengthened mechanisms for the implementation of gender equality at the national level and improvement of their coordination and reporting.

Indicator of the effect:

- There is a sustainable mechanism at the national level for the implementation of gender equality policies, trained personnel, tools and regular communication between all relevant actors.
- Set up an Index of gender equality and follow up on other important UN indicators in this area.

Objective 8.2. Established new and strengthened the existing local mechanisms for gender equality.

Indicator of the effect: There are sustainable mechanisms for the implementation of gender equality policies at the local level, trained personnel, tools and regular communication between all relevant actors.

Objective 8.3. Strengthened capacities of the Gender Equality Department for the implementation of gender equality policies.

Indicator of the effect: The Gender Equality Department has the human, technical and material capacity to coordinate the implementation of gender equality in Montenegro and implement measures foreseen by the Strategy and the Law on Gender Equality.

Objective 8.4. Continuous cooperation with civil society organizations

Indicator of the effect: There is regular communication and regular meetings and joint activities of the Gender Equality Department and the Forum for Dialogue with representatives of the female sector and other civil society organizations dealing with issues of gender equality.

Objective 8.5. Introduce gender-sensitive budget management in the local self-governments and ministries.

Indicator of the effect: There is a system developed for gender-sensitive management of budgetary funds in minimum 5 local self-governments and 3 ministries.

Objective 8.6. Inclusion of European standards of gender equality into national legislation and integration of gender equality in the process of EU accession negotiations.

Indicator of the effect: Percentage of integration of gender component in the Action Plan for the implementation of EU integration. Percentage of implementation of measures



under Chapter 23 in the section: "Gender Equality" and other sections of concern in the field of gender equality.

Objective 8.7. Enhanced cooperation with institutional mechanisms in the countries of the region.

Indicator of the effect: Regular communication and good cooperation between the Montenegrin institutions dealing with gender equality issues with their counterparts in the region.

Objective 8.8. Objective 8.8. Increased level of awareness of women and the general public about women's basic rights arising from the UN and EU legal documents.

Indicator of the effect: Citizens possess basic knowledge about women's rights deriving from the UN and EU legal documents.



## **V MANNER OF REPORTING ABOUT APAGE IMPLEMENTATION**

Implementation of the plan is the responsibility of all sectors, and reporting should be carried out in accordance with the Law on Gender Equality and the obligations prescribed by this law.

UN Minimum Set of Gender Indicators and additional indicators defined in the action plan should be followed as the mechanism for reporting. The cross-agency and Expert Group on Gender Statistics within the UN Statistical Commission has set a minimum set of gender indicators for international compilation around the world, in order to provide a basis for monitoring gender issues at the global level (United Nations, 2014).

This global minimum set contains the minimum common denominator for statistics on gender equality and women's empowerment. It is expected to be the basis for regional and national indicator development exercises.<sup>43</sup>

The relevant ministries are obliged to report annually to the Ministry of Human and Minority Rights - Gender Equality Department on the implementation of the measures in this plan, as well as other activities with a goal to ensure gender equality.

If necessary, they are obliged to report in accordance with the indicators to the Ministry of Human and Minority Rights - Gender Equality Department also during the process of submitting regular reports to the European Commission and other international bodies.

Follows:

## **VI IMPLEMENTATION PROGRAM FOR 2017-2018**

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<sup>43</sup> United Nations Statistics Division. Minimum Set of Gender Indicators. Available at: <http://bit.ly/2mvrgXL>



## **2017 – 2021 ACTION PLAN FOR ACHIEVING GENDER EQUALITY IN MONTENEGRO**

*IMPLEMENTATION PROGRAM (action plan) FOR 2017 – 2018*



## 1. IMPROVING HUMAN RIGHTS OF WOMEN AND GENDER EQUALITY

**Strategic goal: Establish society of equal opportunities and elimination of all forms of gender-based discrimination**

Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification</u> ( <u>sources of verification</u> )	Necessary funds
<b>Objective 1.1: The principle of gender equality integrated in drafting and implementation of all national policies (programs and strategies) and actions of state bodies.</b> <b>Indicator of the effect:</b> Number and % of the state bodies that adequately implement the Law on Gender Equality and national policies which include gender component.						
1.1.1. Ensure that the component of gender equality is included when creating all national policies (strategies, action plans).	Committee for Gender Equality of the Parliament of Montenegro, all ministries and government institutions	Ministry for Human and Minority Rights, Council for Gender Equality	Continuous 2017 - 2018	- Number and % of national policies whose drafting includes gender studies and gender indicators.	- Reports of the: Committee for Gender Equality of the Parliament of Montenegro, Ministry for Human and Minority Rights, - Reports of the ministries and government institutions - CEDAW Reports, Action plans 19 and 23.	Regular funds
1.1.2. Conduct monitoring report on the implementation of the Law on Gender Equality in the use of gender-sensitive language in the documents of state institutions and	Ministry for Human and Minority Rights, Ministry of Culture	Ministries and government institutions, Agency for Electronic Media,	2018	- Monitoring report which includes: - The level of usage of gender sensitive language in the	- Report of the Ministry for Human and Minority Rights (Gender Equality	Regular funds



the media.		civil society organizations		documents of state institutions and the media. - The number of applications filed against legal entities for non-compliance with the provisions of the Law on GE which regulates the usage of gender sensitive language. - Prepare recommendations for improvements and submit to institutions and media included in the analysis, as well as the general public.	Department), - Reports of the civil society organizations, - Reports of the Agency for Electronic Media, - Reports of the media self-regulatory bodies.	
<b>Objective 1.2: Improved human rights of women through a consistent implementation of international instruments for their protection.</b> <b><i>Indicator of the effect:</i></b> All relevant institutions implement and regularly inform the government and international organizations on the implementation of international instruments on gender equality and in particular the protection of human rights of women.						
1.2.1. Regularly report to the international organizations on the implementation of international instruments for the protection of human rights of women, including CEDAW, the Istanbul Convention.	Ministry of European Affairs, Ministry of Labor and Social Welfare, Ministry for Human and	Ministries and state institutions, local self-government bodies, Protector of Human Rights	2017 – 2018	- The number and type of reports for international organizations prepared and adopted by the	- Reports of all the ministries in the areas included in APAGE. - Report of the	Regular funds



	Minority Rights, Committee for Gender Equality of the Parliament of Montenegro	and Freedoms of Montenegro, civil society organizations		Government. - Reports on the implementation of international instruments regularly prepared and adopted.	Ministry for Human and Minority Rights, - Reports of the Committee for Gender Equality of the Parliament of Montenegro. - Reports of the civil society organizations.	
1.2.2. Organizing consultative and control hearings on the topic of implementation of international conventions and recommendations.	Parliament of Montenegro and the competent Committees	Committee for Gender Equality of the Parliament of Montenegro	Continuous 2017 - 2018	- Number of consultative and control hearings organized on the topic of implementation of international conventions and recommendations on an annual basis.	- Reports of the Committee for Gender Equality of the Parliament of Montenegro.	Regular funds
1.2.3. Improving national framework pursuant to ratified international documents and recommendations (such as the Istanbul Convention and GREVIO recommendations, etc.).	Ministry for Human and Minority Rights, Ministry of Labor and Social Welfare, Ministry of Justice and other ministries.	Parliament of Montenegro, Committee for Gender Equality of the Parliament of Montenegro and other Committees	Continuous 2017 - 2018	- Number of amendments which harmonize national legislation with international conventions.		Regular funds



1.2.4. Organize the promotion of women's human rights and the history of the women's movement, such as International Women's Day 8 March and others.	Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Local offices for gender equality	Ministries and state institutions, local self-government bodies, civil society organizations	I quarter of 2017 I quarter of 2018	- The number and type of events organized to promote the 8th of March as the day of celebration of women's human rights and the history of women's movement.	- Report of the Ministry for Human and Minority Rights, - Reports of the Committee for Gender Equality of the Parliament of Montenegro, - Reports of the local self-government bodies	Regular funds
1.2.5. the publication of international conventions and promotion in the field of gender equality (Beijing, Istanbul Convention, CEDAW etc.)	Ministry for Human and Minority Rights	Civil society organizations	2018	- Number of events, - Circulation of the print editions.	- Reports of the Ministry for Human and Minority Rights	Regular funds, donations
<b>Objective 1.3: Ensuring application of anti-discriminatory legislation with the assessment of performance, quality and level of application of regulations</b> <b><u>Indicator of the effect:</u></b> <ul style="list-style-type: none"> <li>- <i>Number of cases based on discrimination on the basis of sex and gender</i></li> <li>- <i>Increase in number of solved cases reported annually on this basis or other bases from the Law on Gender Equality.</i></li> </ul>						
1.3.1. Organize a national public awareness campaign with the mechanisms of protection from gender-based discrimination.	Ministry for Human and Minority Rights	Local self-government bodies, Protector of Human Rights and Freedoms of Montenegro,	Annually	- Organize at least one seven-day campaign annually. - Number of media appearances. - The number of events.	- Reports of the PR department of the Ministry for Human and Minority Rights	5.000 €



		Committee for Gender Equality of the Parliament of Montenegro		- Type and number of material distributed.		
1.3.2. Submit records and data on cases of discrimination based on sex and their outcome to the Protector of Human Rights and Freedoms.	Responsible institutions in accordance with the <i>Regulations on the content and manner of keeping separate records on cases of reported discrimination</i>	Protector of Human Rights and Freedoms of Montenegro	I quarter of 2018	- Annual report on cases of discrimination based on sex and their outcome, which includes the number of reported and solved cases.	- Reports of the Protector of Human Rights and Freedoms of Montenegro, Reports of the judiciary, Reports of the civil society organizations, Reports on chapters 19 and 23.	Regular funds
1.3.3. Monitoring primjene Zakona o rodnoj ravnopravnosti u državnim organima i ustanovama	Committee for Gender Equality of the Parliament of Montenegro	Ministry for Human and Minority Rights, ministries and state institutions, local self-government bodies, civil society organizations	I quarter of 2018	- Conduct monitoring survey on the degree of implementation of the Law on gender equality. - The number and list of state bodies and institutions included in the survey. - Recommendations made.	- Report of the Ministry for Human and Minority Rights (Gender Equality Department)	Regular funds



1.3.4. The training of judicial office holders and lawyers on the application of international and national legislation on gender discrimination	Judicial Training Center of Montenegro, Ministry for Human and Minority Rights	Bar Association, Protector of Human Rights and Freedoms of Montenegro	2017 – 2018	- Organize at least two trainings annually.	- Report of the Ministry for Human and Minority Rights.	Regular funds
1.3.5. Organizing seminars on the topic: "The essential differences in terminology and concepts that determine gender identity, sex, heterosexual, bisexual and homosexual orientation, and intersexual or typical characteristics".	Ministry for Human and Minority Rights - Directorate for the Promotion and Protection of Human Rights and Freedoms	Civil society organizations	2018	- Organize trainings - Number of persons trained.	- Report of the Ministry for Human and Minority Rights - Directorate for the Promotion and Protection of Human Rights and Freedoms	Regular funds

## 2. GENDER-SENSITIVE UPBRINGING AND EDUCATION

### **Strategic goal: Introduce gender-sensitive education at all levels of education**

Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification</u> <u>(sources of verification)</u>	Necessary funds
<b>Objective 2.1. Gender component present in teaching in primary and secondary schools.</b> <b><u>Indicator of the effect:</u></b> Percentage of teachers who apply the objectives of cross-subject area of gender equality in primary and secondary schools.						



2.1.1. Form a Commission and develop curriculum for the introduction of cross-curricular program for gender equality in primary and secondary schools	Bureau for Educational Services	Ministry of Education and Ministry for Human and Minority Rights	IV quarter of 2017	- Program adopted - Number of primary schools where the program is implemented - Number of students who choose the subject	- Report of the Bureau for Educational Services. - Report of the Ministry of Education.	Regular funds
2.1.2. Develop and publish a manual called: <i>"Guide for teachers through cross-curricular areas - gender equality, for primary and secondary schools"</i>	Institute for textbook publishing and teaching aids	Ministry of Education and Ministry for Human and Minority Rights	IV quarter of 2018	- Textbook developed. - Number of distributed copies. - Number of schools which implement the program and use the manual annually. - Number of teachers included.	- Report of the Institute for textbook publishing and teaching aids	Regular funds
2.1.3. Training for implementation of cross-curricular program for gender equality in primary and secondary schools	Bureau for Educational Services	Ministry of Education and Ministry for Human and Minority Rights	IV quarter of 2018	- Number of organized trainings. - Number of teachers trained.	- Report of the Bureau for Educational Services.	Regular funds, donations
<b>Objective 2.2. Increased level of knowledge of the employed in the education system on gender equality</b> <b><i>Indicator of the effect:</i></b> Minimum 25% of institutions at pre-primary, primary and secondary education in Montenegro included in the training program and 1 of their representatives increased the level of knowledge in the field of gender equality.						
2.2.1. The implementation of the program of professional training in the field of gender equality for educational personnel at pre-primary, primary and	Ministry of Education, Bureau for Educational Services, Upbringing and educational	Ministry of Education and Ministry for Human and Minority Rights, Centre for Vocational	IV quarter of 2017  IV quarter of 2018	- Organize minimum 2 trainings per year - one for each of the target groups (for teachers at the preschool, elementary and secondary level of education).	- Report of the Bureau for Educational Services. - Report of the Ministry of Education.	Regular funds



secondary level of education, in accordance with the recommendation of the Council of Europe CM(2007)13	institutions	Education, Upbringing and educational institutions, civil society organizations		- Minimum 50 representatives of educational personnel trained annually.	- Report of the Upbringing and educational institutions	
<b>Objective 2.3. Achieved gender balance in the choice of professions in secondary and higher education institutions.</b>						
<b><u>Indicator of the effect:</u></b> Increased percentage of boys and girls who educate themselves for professions where they have not been traditionally represented.						
2.3.1. Marking the International Day of Women and Girls in Science (11 February) and the promotion of successful women in Montenegro in the field of science .	Ministry of Science	Ministry of Education and Ministry for Human and Minority Rights (Gender Equality Department)	Annually (11. februar)	- Number of institutions involved in the event. - The number and type of events organized on the territory of Montenegro.	- Reports of the Ministry of Science. - Reports of the Ministry of Education.	Regular funds
2.3.2. Implemented the annual campaign to encourage men and women to be educated for the profession in which they are not traditionally represented, especially in the "green" and innovative sectors (ICT, etc.).	Ministry of Education, Ministry of Science, Centre for Vocational Education, Upbringing and educational institutions, Universities, Employment Agency	Ministry for Human and Minority Rights (Gender Equality Department)	I and II quarter of 2017  I and II quarter of 2018	- Conducted two campaigns at the national level. - Number of institutions involved in the campaigns. - The number and type of events organized as part of the campaigns.	- Reports of the Ministry of Education, Ministry of Science, Centre for Vocational Education, Upbringing and educational institutions, MONSTAT.	Regular funds
<b>Objective 2.4. Promoted gender equality in institutions of higher education.</b>						
<b><u>Indicator of the effect:</u></b>						



<ul style="list-style-type: none"> <li>- Increased level of knowledge of the employees in higher education on gender equality.</li> <li>- The gender component integrated into the implementation of the program of higher education.</li> </ul>						
2.4.1. Organize training on gender equality for staff in higher education institutions	University of Montenegro	Ministry for Human and Minority Rights (Gender Equality Department), Civil society organizations	IV quarter of 2018	<ul style="list-style-type: none"> <li>- At least one training organized annually for minimum 15 employees in higher education institutions.</li> <li>- The number of higher education institutions involved in the training.</li> </ul>	- Report of the University of Montenegro.	2.000
2.4.2. Monitor the implementation of gender-sensitive language in official records in institutions of higher education (diplomas, certificates, etc.)	Ministry of Education, higher education institutions	Ministry for Human and Minority Rights (Gender Equality Department)	I quarter of 2016	<ul style="list-style-type: none"> <li>- Conduct and publish the analysis.</li> <li>- Number of institutions of higher education covered by the analysis.</li> </ul>	- Reports of the higher education institutions, Ministry of Education, civil society organizations.	Regular funds
2.4.3. Conduct a poll on the existence, possibilities and interest in introducing gender studies	Ministry of Education, higher education institutions	Ministry for Human and Minority Rights (Gender Equality Department), Civil society organizations	III quarter of 2016	<ul style="list-style-type: none"> <li>- Analysis published.</li> <li>- Number of higher education institutions interested in implementing the program</li> <li>- Number of students interested in enrolling in gender studies.</li> </ul>	- Reports of the higher education institutions, Ministry of Education, civil society organizations.	2.500



2.4.4. Signing of Memorandum of Understanding with the University of Montenegro in the field of gender equality - the introduction of gender studies or study program: Gender equality.	Ministry for Human and Minority Rights	University of Montenegro, Ministry of Education	2017-2018	<ul style="list-style-type: none"> <li>- Memorandum signed.</li> <li>- Gender studies introduced at the University of Montenegro.</li> <li>- Number of students enrolled in gender studies.</li> </ul>	- Report of the Ministry for Human and Minority Rights.	Regular funds, donations
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### 3. GENDER EQUALITY IN ECONOMY

**Strategic goal: Increase employment of women and eliminate all forms of discrimination of women in labour market.**

Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification (sources of verification)</u>	Necessary funds
<b>Objective 3.1. Increase employment of women, especially Povećana zapošljivost žena, especially less employable category.</b> <b><i>Indicator of the effect:</i></b> Increased number of employed women, particularly the percentage of less employable category.						
3.1.1. Implementation of active employment policy measures (especially hard- to-employ categories of women, members of RE population, refugees and displaced persons)	Employment Agency, Ministry of Labour and Social Welfare, Ministry of Finance	Ministry for Human and Minority Rights (Gender Equality Department), Local self-governments, Media	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Number and type of measures of active employment policy implemented.</li> <li>- Number of persons by gender included in the measures of active</li> </ul>	- Reports of the Employment Agency, Ministry of Labour and Social Welfare, MONSTAT.	Regular funds



				employment policy		
3.1.2. Promotion and incentives for market participants to move from informal (undeclared work and grey economy) to formal flows (registered business entities)	Ministry of Finance, Tax Administration	Ministry of Economy	Continuous 2017-2018	- The number of registered business entities.	- Reports of the Ministry of Finance, Customs Administration	Regular funds
3.1.3. Combat illegal employment with gender-sensitive statistics	Directorate for Inspection Affairs	Ministry of Finance – Tax Administration, Ministry of Interior – Police Administration.	Continuous 2017-2018	- Number of employees at the behest of labor inspection.	- Annual report of the Directorate for Inspection Affairs	Regular funds
<b>Objective 3.2. Encourage female entrepreneurship and self-employment.</b> <b><i>Indicator of the effect:</i></b> Improved legal framework and special measures of support for the development of entrepreneurship and self-employment of women secured at national and local level.						
3.2.1. Implementation and presentation of the annual report on the implementation of the Women' Entrepreneurship Development Strategy in Montenegro (2015-2020).	Ministry of Economy	Partners in the area of women entrepreneurship	I quarter of 2018	- Report on the implementation of the Women' Entrepreneurship Development Strategy in Montenegro (2015-2020). - Results are presented and made available online.	- Report of the Ministry of Economy	Regular funds



3.2.2. Create and develop a comprehensive database on women's entrepreneurship in Montenegro at the national and local level, number of women in administrative and other committees and managerial positions.	Ministry of Economy, Directorate for Small and Medium Enterprises, MONSTAT, Chamber of Commerce, local and regional self-government units.	MONSTAT, Montenegrin Business Women Association and other similar organizations, Union of Employers, Chamber of Commerce, Tax Administration, Employment Agency	I quarter of 2018	- Established database. - Number and regional representations of women entrepreneurs.	- Report of the Directorate for Small and Medium Enterprises	Regular funds
3.2.3. Improvement of favourable credit lines for women	Employment Agency, Investment-Development Fund, Directorate for Small and Medium Enterprises	Ministry for Human and Minority Rights (Gender Equality Department), civil society organizations	Continuous 2017-2018	- Number of established credit lines - Number of approved loans for women within the existing credit lines under favourable conditions	- Report of the Employment Agency, Directorate for Small and Medium Enterprises	Donations
3.2.4. Initiate introduction of tax incentives for self-employed women, women entrepreneurs and women employed in agriculture	Ministry of Finance, Ministry of Agriculture and Rural Development	Ministry for Human and Minority Rights (Gender Equality Department), civil society organizations	I quarter of 2018	- Type and number of tax reliefs for self-employed women, women entrepreneurs and women employed in	- Reports of the Ministry of Finance, Ministry of Agriculture and Rural Development.	Regular funds



				agriculture. - Number of women who use these reliefs.		
3.2.5. Implement training programs and seminars for women starting private business or are owners of SMEs, with special training for women from hard-to-employ category	Ministry of Economy, Ministry of Finance, Directorate for Small and Medium Enterprises, Chamber of Commerce, Union of Employers	Montenegrin Business Women Association and other similar organizations, civil society organizations	Continuous 2017-2018	- Number of training programs implemented. - Number of women participating in the programs. - Number of women from hard-to-employ category included in the training.	- Reports of the: Ministry of Economy, Ministry of Finance, Directorate for Small and Medium Enterprises, Chamber of Commerce, Union of Employers.	Redovna budžetska sredstva
3.2.6. Organize a fair of women entrepreneurship	Directorate for Small and Medium Enterprises, Chamber of Commerce, Union of Employers	Montenegrin Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations, civil society organizations	Annually during 2017 – 2018	- One fair organized annually. - Number of women entrepreneurs who participated. - Number of visitors. - Media presence.	- Reports of the holders of activities and civil society organizations.	Regular funds, donations
3.2.7. Support for the promotion of activities of the associations which are engaged in agriculture	Ministry of Agriculture and Rural Development,	Local self-governments	Continuous 2017-2018	- Number of promotional activities of associations that	- Reports of the Ministry of Agriculture and Rural Development, Ministry of Sustainable Development	Regular funds, donations



and/or headed by women	Ministry of Sustainable Development and Tourism, Directorate for Small and Medium Enterprises			are involved in agriculture. - The number of entrepreneurs involved in these activities.	and Tourism, Directorate for Small and Medium Enterprises.	
3.2.8. Support for project ranking for investments in households where the carriers are women	Ministry of Agriculture and Rural Development, Investment-Development Fund, Ministry of Economy	Local self-governments - Secretariats for entrepreneurship	Continuous 2017-2018	- Number of women household carriers with approved projects for investment.	- Reports of the Ministry of Agriculture and Rural Development.	Donations
3.2.9. Celebrating International Day of Women Entrepreneurs (third Friday in May)	Ministry of Economy, Directorate for Small and Medium Enterprises	Chamber of Commerce, Union of Employers, Association of Women Entrepreneurs of Montenegro, civil society organizations, media	Annually (third Friday in May)	- Organize at least one event at the national level. - Number of participants. - Number of women entrepreneurs who participated.	- Reports of the holders of activities: Ministry of Economy, Directorate for Small and Medium Enterprises.	Regular funds



3.2.10. Organize conferences/consultations for the exchange of good and bad practices of women entrepreneurs, with participation of national minorities and persons with disabilities	Ministry for Human and Minority Rights (Gender Equality Department), Ministry of Economy, Employment Agency	Montenegrin Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations, Tax Administration, Chamber of Commerce, Union of Employers, Local self-government units, MONSTAT, NGO	2018	- Organize at least 3 conferences. - Number of participants.	- Reports of the holders of activities	Regular funds
<b>Objective 3.3. Strengthening local institutions and women's capacity to facilitate and encourage the entry into entrepreneurship.</b> <b><i>Indicator of the effect:</i></b> Engaged local support services and established cooperation with financial institutions as a credible clients of financial institutions.						
3.3.1. Entrepreneurs mentoring - mentoring schemes and development of custom programs for participants in the mentoring schemes	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	National and local partners in the area of economy (Local self-government units, Employment Agency, Union of Employers, Chamber of Commerce, Montenegrin	III quarter of 2017	- Tailored program for participants in the mentoring schemes. - Number of mentors. - Number of users of mentoring schemes.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the project „Support to implementation of the Anti-discrimination and gender equality policies in Montenegro” (IPA/2014/037-	IPA II funds (2016-2019)



		Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations)			803.08/ME/HumanRights).	
3.3.2. Networking with business associations	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	National and local partners in the area of economy (Local self-government units, Employment Agency, Union of Employers, Chamber of Commerce, Montenegrin Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations)	III quarter of 2017	- Number and type of joint activities, established partnerships or networks.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the project „Support to implementation of the Anti-discrimination and gender equality policies in Montenegro” (IPA/2014/037-803.08/ME/HumanRights).	IPA II funds (2016-2019)
3.3.3. Creating a database of established cooperation with the IDF and/or other	Ministry of Economy, Directorate for	National and local partners in the area of	II quarter of 2017	- Established database.	- Reports of the Ministry for Human and Minority Rights (Gender Equality	IPA II funds (2016-2019)



financial institutions	Small and Medium Enterprises, Ministry for Human and Minority Rights (Gender Equality Department), UNDP	economy (Local self-government units, Employment Agency, Union of Employers, Chamber of Commerce, Montenegrin Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations)			Department) and UNDP. - Report on the implementation of the project „Support to implementation of the Anti-discrimination and gender equality policies in Montenegro” (IPA/2014/037-803.08/ME/HumanRights).	
3.3.4. Conference on the economic status of women	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	National and local partners in the area of economy (Local self-government units, Employment Agency, Union of Employers, Chamber of Commerce, Montenegrin Business Women Association, Association of	II quarter of 2017	- Number and structure of conference participants.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the project „Support to implementation of the Anti-discrimination and gender equality policies in Montenegro” (IPA/2014/037-803.08/ME/HumanRights).	IPA II funds (2016-2019)



		Women Entrepreneurs of Montenegro and other similar organizations)				
3.3.5. Assessment of local authorities on the issue of gender equality at all levels and the empowerment of women entrepreneurship	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	National and local partners in the area of economy (Local self-government units, Employment Agency, Union of Employers, Chamber of Commerce, Montenegrin Business Women Association, Association of Women Entrepreneurs of Montenegro and other similar organizations)	III quarter of 2017	- Assessment and plan for action developed.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the project „Support to implementation of the Anti-discrimination and gender equality policies in Montenegro” (IPA/2014/037-803.08/ME/HumanRights).	IPA II funds (2016-2019)
3.3.6. Organize trainings for municipalities	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	National and local partners in the area of economy (Local self-government units,	III quarter of 2017	- Orgaize four two-day trainings. - Number of municipalities participating in the training.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the	IPA II funds (2016-2019)







3.5.1. The collection, compilation and processing of statistical data on gender discrimination and mobbing of employees	Directorate for Inspection Affairs	Ministry for Human and Minority Rights (Gender Equality Department), Protector of Human Rights and Freedoms of Montenegro	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- The number and type of reported cases of discrimination and mobbing of employees annually.</li> <li>- Structure of the victims of discrimination.</li> </ul>	Annual reports: <ul style="list-style-type: none"> <li>- Directorate for Inspection Affairs</li> <li>- Protector of Human Rights and Freedoms of Montenegro</li> </ul>	Regular funds
3.5.2. Provide free legal aid in cases of violations of the labor-based work	Local offices for free legal aid, Courts, civil society organizations (NGOs, trade union organizations)	Bar Association	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Broj pružene besplatne pravne pomoći.</li> </ul>	- Reports of the holders of activities: Ministry of Justice, Ministry of Labour and Social Welfare, Local offices for free legal aid.	Regular funds
3.5.3. Training of the labor inspectors (and other inspectors in the Directorate for Inspection Affairs in accordance with prescribed competencies) responsible for the monitoring and control of the implementation of the Labor Law, the Law Against Discrimination, the Law on Prohibition of Discrimination against	Human Resources Administration, Ministry for Human and Minority Rights (Gender Equality Department), civil society organizations	Directorate for Inspection Affairs	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Number and type of trainings organized.</li> <li>- Number of participants.</li> </ul>	- Reports of the Directorate for Inspection Affairs, Ministry of Labour and Social Welfare, civil society organizations, trade union organizations.	Regular funds



Persons with Disabilities Act, Law on Prohibition of Workplace Harassment, and other laws						
<b>Objective 3.6. Reduce the gap in earnings between men and women.</b> <b><i>Indicator of the effect:</i></b> The gap in earnings between men and women in Montenegro reduced by a minimum of 3% by the end of the reporting period (January 2019), with the available annual data for the private and public sector separately.						
3.6.1. Creation of information material for the public about the importance of the principle of equal pay for work of equal value and implementation of the Labor Law	Ministry for Human and Minority Rights (Gender Equality Department), Ministry of Labour and Social Welfare	Committee for Gender Equality of the Parliament of Montenegro, civil society organizations, international organizations	2018	- One annual campaign organized. - Number of press releases. - Press clipping .	Reports of the holders of activities: - Periodic reports of MONSTAT. - Publication „Women and men in Montenegro“.	Regular funds
3.6.2. Regular reporting on the earnings of men and women	MONSTAT, Ministry for Human and Minority Rights (Gender Equality Department), Ministry of Labour and Social Welfare, Ministry of Finance	Ministries, government bodies, local self-government bodies, civil society organizations	Continuous 2017-2018	- Minimum one annual report presented to the public with the available annual data prepared separately for private and public sector.	- Reports of the holders of activities. - Periodic reports of MONSTAT.	Regular funds

#### 4. GENDER-SENSITIVE HEALTH CARE

**Strategic goal: Improve available gender-sensitive health care.**



Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification</u> <u>(sources of verification)</u>	Neccessary funds
<b>Objective 4.1. Improved prevention and early detection of malignant disease.</b> <b><u>Indicator of the effect:</u></b> <i>Improved national program of early detection and organize minimum one annual campaign.</i>						
4.1.1. Continuously develop and implement a national program for early detection of malignant disease (including new population groups and other Montenegrin territories)	Ministry of Health, Institute for Public Health	Health care institutions at all levels of health care protection	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Developed national program (for the diseases for which it does not exist)</li> <li>- Implemented preventive programs</li> <li>- Printed – distributed flyers and brochures</li> <li>- Number of medical checks</li> </ul>	- Annual reports of the Ministry of Health, Institute for Public Health.	Regular funds
4.1.2. Marking the date from the health care calendar (prevention of cervical cancer, breast cancer, combating violence against women, etc.)	Institute for Public Health	Health care stations, Media, civil society organizations, Ministry for Human and Minority Rights	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- At least one 7-day campaign organized.</li> <li>- Number of media programs and texts.</li> </ul>	- Annual reports of the Ministry of Health, Institute for Public Health.	Regular funds
<b>Objective 4.2. Improved measures to preserve the reproductive health of all women and girls.</b> <b><u>Indicator of the effect:</u></b> <i>Provided accessible and comprehensive health care and support in achieving it for all women, especially representatives vulnerable groups (rural women, women with disabilities, victims of human trafficking, etc.) in all municipalities in Montenegro.</i>						



4.2.1. Provide conditions for all the women for human and natural childbirth and humanization of birth	Ministry of Health, Clinical Centre, Health care stations through adequate counselling for reproductive health	Civil society organizations	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- The total number of births annually.</li> <li>- The number of caesarean births annually.</li> </ul>	- Godišnji izvještaji: Kliničkog centra, Domova zdravlja, Ministarstva zdravlja.	Regular funds
4.2.2. Implement programs to support all women after childbirth regarding breastfeeding, baby care and concern about their health	Health care stations – paediatric service, nursing service, selected doctor for women	General hospitals, Institute for Public Health	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- The percentage of children who are covered by health care visit.</li> <li>- Women who have visited selected gynecologist after childbirth.</li> </ul>	- Annual reports of the health care stations.	Regular funds
4.2.3. Implement and promote programs of education of young people and women about reproductive health (family planning and contraceptive use, PPI, HIV/AIDS) with special attention to vulnerable groups (RE population, rural areas, women with disability)	Ministry of Health, Institute for Public Health, Health care stations – counselling for young people, counselling for reproductive health	Civil society organizations	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Number of educative events (workshops, seminars, etc.)</li> <li>- Number of participants in training</li> <li>- Number of individual consultations.</li> </ul>	Reports of the Ministry of Health, Institute for Public Health	Regular funds
4.2.4. Evaluation of preventive activities carried out on the basis of the report from the health centers' counseling units and other organizational units with respect to the measures to be	Ministry of Health, Institute for Public Health	Health care stations	Annually	- Evaluation reports and recommendations created for complementing and enhancing	- Evaluation report of the Institute for Public Health.	Regular funds



implemented on the preservation and improvement of the reproductive health of women				aforementioned activities.		
<b>Objective 4.3. Improved sensibility and level of knowledge of health care workers about gender-sensitive health care.</b> <b><i>Indicator of the effect:</i></b> Increased awareness and level of knowledge of health professionals on the concept of gender equality and the importance of gender-sensitive health care.						
4.3.1. Increase the level of knowledge of health workers about the concept of gender equality and the importance of gender-sensitive health care, especially in the cases of gender-based violence	Ministry of Health, Institute for Public Health - Centre for the Promotion of Health	Health care facilities, Ministry For Human and Minority Rights (Gender Equality Department), civil society organizations	Continuous 2017-2018	- Number of trainings conducted annually. - Number of participants and institutions included in trainings.	- Annual reports of the Ministry of Health, Institute for Public Health	Regular funds
<b>Objective 4.4. Improved response of the health system in the area of recognizing and responding to domestic violence cases.</b> <b><i>Indicator of the effect:</i></b> Increased awareness of health workers about the legal requirements and regulations of the Protocol on Actions, Prevention Of and Protection Against Family Violence, which was signed by the Ministry of Health.						
4.4.1. Education of health care workers in the field of recognition and cooperation with relevant institutions on the measures related to domestic violence	Ministry of Health, Institute for Public Health	Health care institutions at all levels of health care protection, Ministry of Labor and Social Welfare, Civil society organizations	2017 and 2018	- Minimum one education annually. - Number of participants.	- Annual reports of the Institute for Public Health	Regular funds







<ul style="list-style-type: none"> <li>- <i>Legal framework for the protection from gender-based violence complies with international documents and best practices.</i></li> <li>- <i>Strengthened capacities of the competent authorities for an adequate response to violence and to provide adequate protection for victims of violence.</i></li> </ul>						
5.1.1. Publishing reports and presenting to the public the results of the Strategy for protection from violence in family (2016-2020)	Ministry of Labor and Social Welfare	Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, civil society organizations	IV quarter of 2017  IV quarter of 2018	<ul style="list-style-type: none"> <li>- Reports on the implementation of the strategy adopted by the Government.</li> <li>- The degree of implementation of the strategy.</li> <li>- Defining recommendations for a new strategy.</li> </ul>	<ul style="list-style-type: none"> <li>- Reports of the Ministry of Labor and Social Welfare.</li> <li>- Reports of the independent evaluators (academic community, civil society organizations).</li> </ul>	Regular funds
5.1.2. Analysis of imposing security measure restraining order under Article 77a of the Criminal Code and the security measure restraining from the apartment or other premises for housing under Article 77b of the Criminal Code	Supreme Court	State institutions and domestic and international organizations	IV quarter of 2017	<ul style="list-style-type: none"> <li>- Conducted an analysis of court practice.</li> </ul>	<ul style="list-style-type: none"> <li>- Report of the Supreme Court.</li> <li>- Insight into the analysis.</li> </ul>	Regular funds
5.1.3. Develop guidelines on the monitoring and enforcement of protective measures	Ministry of Interior – Police Administration	Domestic and international organizations	IV quarter of 2017	<ul style="list-style-type: none"> <li>- Developed guidelines with a clear description of processes, tasks and responsibilities of the police officers.</li> </ul>	<ul style="list-style-type: none"> <li>- Annual report of the Ministry of Interior – Police Administration.</li> <li>- Insight into the document.</li> </ul>	Regular funds



5.1.4. Work on creating the conditions for the implementation of protective measures mandatory psychosocial treatment of perpetrators of violations in the field of Law on Domestic Violence Protection	Ministry of Health (Special psychiatric hospital Dobrota) and Ministry of Labor and Social Welfare (in accordance with the Istanbul Convention)	Magistrates courts, Health care institutions, other partner institutions	Continuous 2017-2018	- Designed program of psychosocial treatment. - Number of health centers trained for the implementation of psychosocial treatment. - Number of professional staff trained to implement the treatment.	Annual reports: - Ministry of Health (Special psychiatric hospital Dobrota) and Ministry of Labor and Social Welfare.	Regular funds
5.1.5. Training of police officers on how to track and enforce protective measures, risk assessment, and develop a plan of support for victims of violence	Ministry of Interior – Police Administration	Ministry of Labor and Social Welfare, Domestic and international organizations	2018	- Number of trained police officers.	- Annual report of the Ministry of Interior – Police Administration.	Regular funds
<b>Objective 5.2. Established efficient system of monitoring of the implementation of measures from the Strategy to Combat Trafficking in Human Beings 2012-2018.</b> <b><i>Indicator of the effect:</i></b> Minimum one annual report on the implementation of measures from the Strategy for Combating Trafficking in Human Beings 2012-2018, with recommendations for improvements.						
5.2.1. Presented to the public a report on the results of performance assessment (evaluation) of implementation	Ministry of Interior - Office for Combating Trafficking in Human Beings	Institutions included in the Working Group for monitoring the	Twice a year	- Annual reports on the implementation of the Strategy to Combat Trafficking	- Report of the Ministry of Interior - Office for Combating Trafficking in Human Beings.	Regular funds



		implementation of the Strategy to Combat Trafficking in Human Beings		in Human Beings. - Report presented in the media and available on the website of the Ministry.		
5.2.2. Organize public workshops, conferences, lectures on violence against women who are victims of human trafficking	Ministry of Interior - Office for Combating Trafficking in Human Beings, Ministry for Human and Minority Rights	Civil society organizations (NGOs, Red Cross of Montenegro)	II and IV quarter (Roma Day is in II quarter, and 16 days of women activism in the IV)	- Number of events organized (workshops, conferences, lectures) annually. - Number of participants.	- Report of the Ministry of Interior - Office for Combating Trafficking in Human Beings.	Regular funds
<b>Objective 5.3. Increased awareness of the public about occurrence, problems and ways to combat gender-based violence.</b> <b><i>Indicator of the effect:</i></b> Increased number of detected acts of gender-based violence and domestic violence and reduced harmful traditional practices that support violent behavior.						
5.3.1. Conduct research into the prevalence of all forms of violence against women and domestic violence, including harmful traditional practices, with the aim of combating violence against women and domestic violence	Ministry of Labor and Social Welfare, Ministry for Human and Minority Rights	Ministry of Health - Institute for Public Health, Ministry of Interior, state prosecution, Magistrates courts, Protector of Human Rights and Freedoms of Montenegro, Supreme Court,	2018	- An assessment of the extent and harmful practices in the field of domestic violence with recommendations for improvement made.	- Reports of the Ministry of Labor and Social Welfare. - Reports of the Ministry for Human and Minority Rights. - One research published annually.	Regular funds



		civil society organizations				
5.3.2. Organizing campaigns on the issue of gender-based violence, including trafficking and prostitution and violence against LGBT people within the 21 municipalities that have coordinators for gender equality	Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare, Local self-government units	Ministry of Health - Institute for Public Health, NGOs, Ministry of Interior, Center for Education in Judiciary and State Prosecution Service, civil society organizations	2018	<ul style="list-style-type: none"> <li>- Number and type of events (workshops, lectures, round tables, conferences, etc.)</li> <li>- The number and type of materials distributed.</li> <li>- Media representation.</li> </ul>	- Reports of the holders of activities: Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare, Local self-government units.	Regular funds
5.3.3. Develop and distribute publications and educational materials on all forms of violence against women and ways of combating gender-based violence.	Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare, Local self-government units	Ministry of Health - Institute for Public Health, NGOs, Ministry of Interior, Center for Education in Judiciary and State Prosecution Service, civil society organizations	2018	<ul style="list-style-type: none"> <li>- The number and type of materials distributed.</li> <li>- Target audience and the way the material is distributed.</li> </ul>	- Reports of the holders of activities: Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare, Local self-government units.	Regular funds



5.3.4. Statistical reporting on cases of domestic violence and discrimination on the basis of sex	Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare	Ministry of Interior – Police Administration, Supreme Court, Supreme State Prosecutor’s Office, Superior Court for violations of Montenegro, Protector of Human Rights and Freedoms of Montenegro	Continuous 2017-2018	- Annual reports published.	- Reports of the holders of activities: Ministry for Human and Minority Rights, Committee for Gender Equality of the Parliament of Montenegro, Ministry of Labor and Social Welfare.	Regular funds
5.3.5. Organize online campaigns in order to identify hate speech, sexual harassment and gender-based violence through the Internet and social networks	Ministry of Public Administration, Ministry for Human and Minority Rights, Ministry of Education	Protector of Human Rights and Freedoms of Montenegro, Ministry of Culture, civil society organizations	Continuous 2017-2018	- Conducted minimum one campaign annually. - The number and types of online activities.	- Reports of the holders of activities: Ministry of Public Administration, Ministry for Human and Minority Rights, Ministry of Education.	Regular funds
5.3.6. Issuing the revised and amended leaflet for victims of domestic violence and human trafficking	Supreme Court of Montenegro	Ministry of Labor and Social Welfare, civil society organizations	I quarter of 2017	- Amended leaflet published.	- Report of the Supreme Court of Montenegro. - Insight in leaflet.	Regular funds

**Objective 5.4. Strengthened system of social and other support and protection of all victims of domestic violence.**

**Indicator of the effect:**

- Increased number, type and availability of support services for victims of domestic violence by 25%. The quality of services provided and the level of satisfaction of beneficiaries of these services.



- Improved sustainability of social services and other institutions and civil society organizations in the field of domestic violence.						
5.4.1. Analysis of the need to establish most urgent support services for victims of domestic violence provided by the Istanbul Convention	Ministry of Labor and Social Welfare	Ministry of Interior, Police Administration, Ministry for Human and Minority Rights, Judiciary, Misdemeanor bodies, Protector of Human Rights and Freedoms of Montenegro, NGOs, UNDP	IV quarter of 2018	- The number and type of service established in accordance with the Istanbul Convention.	- Annual report of the Ministry of Labor and Social Welfare.	Regular funds, donations
5.4.2. Create conditions for licensing services in accordance with the Law on Social and Child Protection	Institute for Social and Child Protection	Ministry of Labor and Social Welfare, civil society organizations	IV quarter of 2017	- Program made. - The number of persons who have passed the exam.	- Annual report of the Ministry of Labor and Social Welfare and Institute for Social and Child Protection.	Regular funds
5.4.3. Inform the general public and professionals in the relevant departments of the obligations under the Istanbul Convention on providing <b>support through legal process</b> and the possibilities of using the institute of "trusted persons" and strengthen the capacity of civil society organizations for the	Ministry of Labor and Social Welfare in cooperation with Ministry for Human and Minority Rights (Gender Equality Department)	Civil society organizations	2017 – 2018	- At least one campaign conducted annually. - Number of institutions covered by the campaign.	- Annual report of the Ministry of Labor and Social Welfare.	Regular funds



implementation of the institute of "trusted persons" in accordance with the Law on the Protection of Domestic Violence						
5.4.4. Monitoring implementation of the financing model of institutional and non-institutional services of social protection of victims of gender-based violence at national and local level	Ministry of Labor and Social Welfare, local self-governments	Ministry for Human and Minority Rights (Gender Equality Department), civil society organizations	Continuous 2017-2018	- Number of institutional and non-institutional services of social protection of victims of gender-based violence, which are financed in accordance with the <i>Law on social and child protection and Regulations on the amount of funds for development</i> , or financing social and child protection services ("Off.Gazz. of MNE" , br. 042/15).	- Reports of the Ministry of Labor and Social Welfare. - Reports of the local self-governments. - Reports of organizations which provide the service.	Regular funds
5.4.5. Ongoing promotion of the service of free legal aid to victims of domestic violence in all municipalities in Montenegro	Judiciary institutions – courts and prosecutors	Centres for social work, Police Administration, Health care	Continuous 2017-2018	- Number of victims of domestic violence who have used the service. - The level of	- Reports of the holders of activities. - Reports of the civil society organizations.	Regular funds



		institutions, civil society organizations		satisfaction of victims with quality of the services.		
5.4.6. Adapt multidisciplinary cooperation to the work in the centers for social work in cases of domestic violence, and ensure the involvement of the multidisciplinary coordination of those representatives of institutions that are directly involved in the case, and the coordination of case leader	Ministry of Labor and Social Welfare, Institute for Social and Child Protection, Centres for Social Work	Police Administration, Police, State Prosecutors, Supreme Court, Judicial Council, CMOs, Ministry of Health, Ministry of Education, Ministry for Human and Minority Rights, NGOs, UNDP	2017-2018	<ul style="list-style-type: none"> <li>- Harmonized statistics Police and the Centers for Social Work.</li> <li>- The number of cases in which there was multidisciplinary cooperation.</li> </ul>	<ul style="list-style-type: none"> <li>- Analytical cards of the social card.</li> <li>- Reports of the Centers for Social Welfare and the Police.</li> </ul>	Donations

**Objective 5.5. Developed awareness of public officials responsible for law enforcement, health and social workers about all forms of violence against women and domestic violence and their education.**

**Indicator of the effect:**

- Increased awareness of legislative and institutional framework for protection from discrimination.
- Improved level of information and professional competence of civil servants to provide effective protection and support to victims of gender-based violence.

5.5.1. Development of research on the perception of citizens in order to assess the discriminatory patterns and stereotypes among citizens, then the influence of the media, as well as the	Ministry for Human and Minority Rights, UNDP	Media	2018	<ul style="list-style-type: none"> <li>- Research published.</li> </ul>	<ul style="list-style-type: none"> <li>- Reports of Ministry for Human and Minority Rights (Gender Equality Department) and UNDP.</li> <li>- Report on the implementation of the project „Support to</li> </ul>	IPA II funds (2016-2019)
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level of consciousness of citizens in relation to the legislative and institutional framework for protection against discrimination					implementation of the Anti-discrimination and gender equality policies in Montenegro" (IPA/2014/037-803.08/ME/HumanRights).	
5.5.2. To promote the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)	Ministry of Labor and Social Welfare	Ministry for Human and Minority Rights (Gender Equality Department), Protector of Human Rights and Freedoms of Montenegro, Political club for the fight against domestic violence, civil society organizations, International organizations, Ministry of Interior, Police Administration	Continuous 2017-2018	- The number and type of activities carried out with the aim of promoting the Convention.	- Report of the Ministry of Labor and Social Welfare.	Regular funds
5.5.3. Training of health workers and experts in the field of mental health care in	Ministry for Human and Minority Rights, Ministry of Health –	Ministry of Labor and Social Welfare,	Continuous 2017-2018	- Number of trainings annually. - The number of	- Reports of the: Ministry of Labor and Social Welfare, Ministry for Human and	Regular funds



order to improve protection and assistance to victims of violence, especially victims of sexual violence and victims of discrimination based on sexual orientation, gender identity and gender expression	Clinical Center	Human Resources Administration, Protector of Human Rights and Freedoms of Montenegro, civil society organizations		participants in trainings.	Minority Rights, Ministry of Health – Clinical Center.	
5.5.4. Education of the judiciary, prosecution and police to improve the provision of legal protection and assistance to victims of violence, especially victims of sexual violence and victims of discrimination based on sexual orientation, gender identity and gender expression	Supreme Court of Montenegro, Centre for Training in Judiciary and State Prosecution Service, Police Academy, Ministry of Interior, Ministry for Human and Minority Rights	Ministry of Labor and Social Welfare, Protector of Human Rights and Freedoms of Montenegro, civil society organizations	Continuous 2017-2018	- Number of trainings annually. - The number of participants in trainings.	- Reports of the holders of activities.	Regular funds
5.5.5. Education of employees in the upbringing and educational institutions in order to improve the provision of care and assistance to children victims of violence, especially victims of sexual violence and victims of discrimination based on sexual orientation, gender	Ministry of Education (in accordance with the Protocol on the treatment, prevention and protection from domestic violence)	Ministry of Labor and Social Welfare, Ministry for Human and Minority Rights, Protector of Human Rights and Freedoms of Montenegro, civil society	Continuous 2017-2018	- Number of trainings annually. - The number of participants in trainings. - Number of upbringing and educational institutions included in the program.	- Reports of the Ministry of Education	Regular funds



identity and gender expression izražavanja		organizations				
5.5.6. Education of employees social welfare centers and members of multidisciplinary teams to improve the provision of legal protection and assistance to victims of violence, especially victims of sexual violence and victims of discrimination based on sexual orientation, gender identity and gender expression	Institute for Social and Child Protection, Ministry for Human and Minority Rights	Ministry of Labor and Social Welfare, Ministry of Health, Ministry of Interior, Protector of Human Rights and Freedoms of Montenegro, civil society organizations	Continuous 2017-2018	- Number of trainings annually. - The number of participants in trainings.	- Reports of the: Ministry of Labor and Social Welfare, Ministry for Human and Minority Rights.	Regular funds
5.5.7. Organize multi-sectoral events for officials responsible for implementing the law, health and social workers based on case studies - to act in specific cases of violence against women and domestic violence	Ministry of Labor and Social Welfare, Ministry of Interior, Police Administration, Ministry of Health	Ministry for Human and Minority Rights (Gender Equality Department), Domestic and international organizations	Continuous 2017-2018	- Number of multi-sectoral events annually. - The number of participants.	- Reports of the: Ministry of Labor and Social Welfare, Ministry for Human and Minority Rights.	Regular funds

## 6. GENDER EQUALITY IN THE MEDIA, CULTURE AND SPORT

**Strategic goal: Prevent gender stereotypes and introduce gender equality policy in the media, culture and sport.**



Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification</u> (sources of verification)	Necessary funds
<b>Objective 6.1. Increased media visibility of the implementation of gender equality policy.</b>						
<b><i>Indicator of the effect:</i></b> <i>The increased presence of gender equality issues in the Montenegrin media by 30% compared to the previous year.</i>						
6.1.2. Regularly informing the public about activities in the area of achieving gender equality	Ministry for Human and Minority Rights (Gender Equality Department), Local self-governments (Offices for gender equality)	Ministry of Culture, Media, Local self-governments (Offices for gender equality)	Continuous during 2017 and 2018	- Number of published press releases. - Number of media TV, radio and others.	- Report of the PR department of the Ministry for Human and Minority Rights. - Reports of the local self-governments.	Regular funds
6.1.3. Publication of annual analysis of media coverage in terms of gender equality	Ministry for Human and Minority Rights (Gender Equality Department) in partnership of the Ministry of Culture	Media, civil society organizations	IV quarter of 2015 IV quarter of 2016	- Conducted analysis on an annual basis and the results presented to the public.	- Report of the Ministry for Human and Minority Rights.	Regular funds
6.1.4. Analysis of media reporting on cases of discrimination with a goal to estimate the role of media in change of discriminatory	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	Media, civil society organizations	2017 and 2018	- Two analysis published on media reporting on cases of discrimination.	- Report of the Ministry for Human and Minority Rights (Gender Equality Department) and UNDP. - Report on the implementation of the project „Support to implementation of the	IPA II funds (2016-2019)



patterns and citizens' stereotypes					Anti-discrimination and gender equality policies in Montenegro" (IPA/2014/037-803.08/ME/HumanRights).	
<b>Objective 6.2. Increased knowledge of employees in the media on gender equality.</b> <b>Indicator of the effect:</b> Minimum 50 participants from the media increased their knowledge in the field of gender equality and reported in accordance with the gender-sensitive principles.						
6.2.1. Organize training for employees in the media on the topic of gender equality (presenting legislative and strategic framework, importance of media coverage, etc.)	Ministry for Human and Minority Rights (Gender Equality Department) in partnership of the Ministry of Culture	Human Resources Administration, Agency for Electronic Media, civil society organizations	2017- 2018	- Organize 1 training annually. - Train at least 50 participants from the media.	- Report of the Ministry for Human and Minority Rights.	Regular funds
6.2.2. Publish and distribute a brochure on the role of media in promoting gender equality	Ministry of Culture	Ministry for Human and Minority Rights (Gender Equality Department), media and publishing houses	I quarter of 2018	- Pripremljena brošura u elektronskom obliku i distribuirana svim medijima i izdavačkim kućama u Crnoj Gori. - Sprovedena medijska promocija brošure.	- Report of the Ministry of Culture.	Regular funds
<b>Objective 6.3. Establishing gender equality in the field of culture.</b> <b>Indicator of the effect:</b> Employees in the field of culture know the Law on Gender Equality and implement gender-sensitive policies internal organizational policy and conduct gender-sensitive programs and projects.						



6.3.1. Organize training for employees in the national and local cultural institutions on the importance of gender equality in the field of culture	Ministry for Human and Minority Rights (Gender Equality Department) in partnership of the Ministry of Culture	Local self-governments, civil society organizations.	IV quarter of 2017  IV quarter of 2018	- Minimum one two-day training for 30 participants held. - Number and list of institutions represented.	- Report of the Ministry for Human and Minority Rights.	Regular funds
6.3.2. Organizing Week of women's cultural creativity	Ministry of Culture	Ministry for Human and Minority Rights (Gender Equality Department), local self-governments, civil society organizations.	IV quarter of 2017  IV quarter of 2018	- Organize annually Week of women's cultural creativity. - Number of artists who participated. - Number of visitors.	- Report of the Ministry of Culture.	Regular funds
6.3.3. Affirmation of women's heritage – establishing Women's Museum	Ministry for Human and Minority Rights (Gender Equality Department)	Civil society organizations	Continuous 2017-2018	- Draft proposal on establishing Women's Museum, with the program of the work and financial sustainability plan. - Women's Museum opens by the end of 2018.	- Report of the Ministry of Culture.	Regular funds and donations

**Objective 6.4. Improved media promotion of successful women.**

***Indicator of the effect:*** The media landscape is filled with examples of successful women in all fields and it promotes the overcoming of the traditional male and female roles in society.

6.4.1. Promotion of successful women in culture	Ministry of Culture, Cultural institutions at the	Ministry for Human and Minority Rights	Continuous 2017-2018	- Number of programs. - Number of successful women presented.	- Report of the Ministry of Culture. - Reports of the cultural	Regular funds
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	local level	(Gender Equality Department), civil society organizations, public service and other media			institutions at the local level. - Program reports of the public service and other media.	
6.4.2. Publishing the report „Sport and gender equality in Montenegro“	Ministry of Sport	Ministry for Human and Minority Rights (Gender Equality Department)	I quarter of 2018	- Report published. - Prepared recommendations for increasing the share of women in management structures of sports associations and organizations.	- Report of the Ministry of Sport.	1.500

## 7. EQUALITY IN THE DECISION-MAKING PROCESS IN POLITICAL AND PUBLIC LIFE

**Strategic goal: Equal participation of both women and men at all levels of decision-making.**

Activities	Holders of activities	Partners	Time framework	Indicators	Means of verification (sources of verification)	Necessary funds
<b>Objective 7.1. Achieved balanced representation of women and men in the legislative and executive authorities at all levels.</b> <b><u>Indicator of the effect:</u></b> <ul style="list-style-type: none"> <li>- At least 40% of women MPs in the Parliament until 2020.</li> <li>- At least 50% of the parliamentary parties adopted affirmative measures for political empowerment of women within the party.</li> <li>- At least 50% of the parties implemented gender mainstreaming campaign, and programs include measures to achieve gender equality.</li> <li>- At least one activity per year was implemented through the joint action of women from the parliamentary parties.</li> <li>- At least three women's organizations in the parties have an independent budget on annual basis in the amount of 10% of the total budget of party income.</li> </ul>						



7.1.1. Improvement of affirmative measures for gender equality in the the Law on Election of Councillors and Representatives and compliance with prescribed quotas with a target of 40% in the national strategy for sustainable development and further improvement of the accompanying measures related to the position of women on electoral lists, then the extent of replacing women wife, and finally measures sanctions.	Committee for Gender Equality of the Parliament of Montenegro and parliamentary political parties in partnership with UNDP	Ministry for Human and Minority Rights in partnership with UNDP, Protector of Human Rights and Freedoms of Montenegro	During 2017	- Amendment to the Law on Election of Councillors and Representatives includes a quota of 40% and improved follow-up action.	- Reports of the: Committee for Gender Equality of the Parliament of Montenegro, Media reports, Protector of Human Rights and Freedoms of Montenegro, reports of the international organizations	IPA II funds (2016-2019)  Regular funds
7.1.2. Organize training for trainers in the field of gender equality in political parties	Ministry for Human and Minority Rights (Gender Equality Department) in	Parliamentary political parties, Female groups in political parties	Continuous 2017-2018	- Training of trainers implemented for at least 10 trainers. - At least 10 trainers from the	- Report of the UNDP and the Ministry for Human and Minority Rights (Gender Equality Department).	IPA II funds (2016-2019)



	partnership with UNDP			parliamentary political parties certified as trainers for gender equality in political parties.		
7.1.3. Organize trainings on gender mainstreaming for MPs and councilors	Local Parliaments in the municipalities, Political parties, Ministry for Human and Minority Rights (Gender Equality Department) in partnership with UNDP	Local Parliaments in the municipalities, Ministry for Human and Minority Rights in partnership with UNDP	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Done at least 10 training sessions for councilors and MPs.</li> <li>- At least 50% of the councilors and MPs involved in education.</li> </ul>	- Report of the UNDP and the Ministry for Human and Minority Rights (Gender Equality Department).	IPA II funds (2016-2019)
7.1.4. Analysis of the gender sensitivity of parliamentary political parties	Ministry for Human and Minority Rights (Gender Equality Department) in partnership with UNDP	Parliamentary political parties, Female groups in political parties	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Published at least two reports on gender situation in the parties.</li> <li>- Analysis includes at least 80% parliamentary parties.</li> </ul>	- Report of the UNDP and the Ministry for Human and Minority Rights (Gender Equality Department).	IPA II funds (2016-2019)



7.1.5. Organizing consultations and coordination meetings to establish an intensive inter-party cooperation between women and forming women's political network	Ministry for Human and Minority Rights (Gender Equality Department) in partnership with UNDP	Parliamentary political parties, Female groups in political parties	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Held at least two meetings a year of the representatives of women's political organizations.</li> <li>- Started at least two joint political initiatives of women from the parliamentary political parties.</li> </ul>	- Report of the UNDP and the Ministry for Human and Minority Rights (Gender Equality Department).	IPA II funds (2016-2019)
7.1.6. Organize national and regional conferences on the need to enhance participation of women in political and public life	Ministry for Human and Minority Rights (Gender Equality Department) in partnership with UNDP	Committee for Gender Equality of the Parliament of Montenegro, Parliamentary political parties, Female groups in political parties	Continuous 2017-2018	<ul style="list-style-type: none"> <li>- Held at least two meetings a year of the representatives of women's political organizations.</li> <li>- Started at least two joint political initiatives of women from the parliamentary political parties.</li> </ul>	- Report of the UNDP and the Ministry for Human and Minority Rights (Gender Equality Department).	IPA II funds (2016-2019)  Regular funds
7.1.7. Promote and encourage activities that contribute to participative democracy that involve women representatives of minorities and	Ministry for Human and Minority Rights (Gender Equality Department)	Committee for Gender Equality of the Parliament of Montenegro, Parliamentary political parties, Female groups in political parties	Continuous 2017-2018	- Started at least two joint political initiatives of women from the parliamentary political parties.	- Report of the Gender Equality Department.	Regular funds



vulnerable population (Roma, women with disabilities, etc.)						
7.1.8. Monitoring the implementation of the Action Plan for Gender Equality of the Parliament of Montenegro	Committee for Gender Equality of the Parliament of Montenegro, Parliamentary political parties in partnership with UNDP	Ministry for Human and Minority Rights (Gender Equality Department) in partnership with UNDP, Protector of Human Rights and Freedoms of Montenegro	Continuous 2017-2018	- At least 50% of the activities planned annually realized.	- Reports of the: Committee for Gender Equality of the Parliament of Montenegro, Media reports, Protector of Human Rights and Freedoms of Montenegro, reports of the international organizations.	Regular funds
7.1.9. Publish results of the analysis of statistical data on representation of women and men in legislative and executive branch at the national and local level, as well as in decision-making positions appointed by the Government	Ministry for Human and Minority Rights (Gender Equality Department)	Ministries, state institutions, local self-government bodies	Annually	- Annual report with recommendations developed and presented to the public.	- Report of the Ministry for Human and Minority Rights	Regular funds



**Objective 7.2. Implementation of Resolution 1325 of the UN Security Council - Women, Peace and Security.****Indicator of the effect:** *The principles of Resolution are integrated into the work of the security sector in Montenegro.*

7.2.1. Developing Action Plan for implementation of R 1325 SBUN	Ministry of Defence and Army of Montenegro	Ministry for Human and Minority Rights, MoI, MFA, Ministry of Finance, Ministry of Culture, Office for Combating Trafficking in Human Beings, civil society organizations, NATO, UNDP, OSCE	2017. godina	- Action Plan for implementation of R 1325 SBUN adopted.	- Report of the Ministry of Defence and Army of Montenegro.	Regular funds
7.2.2. Organize education of all levels of Army on R1325 SBUN and the accompanying resolutions	Ministry of Defence and Army of Montenegro	Ministarstvo za ljudska i manjinska prava, NATO, UNDP, OSCE and civil society organizations	Continuous 2017-2018	- 50 Army representatives trained.	- Report of the Ministry of Defence and Army of Montenegro.	Regular funds
7.2.3. Appointing and training of gender advisors at the strategic and tactical level in the Army	Ministry of Defence and Army of Montenegro	NATO, UNDP, OSCE	2017 – 2018	- Appointing gender advisors. - Number of trainings.	- Report of the Ministry of Defence and Army of Montenegro.	Regular funds and donations



7.2.4. Educate representatives of the Army on gender based violence and implementation of the anti-discriminatory legislation in Montenegro	Ministry of Defence and Army of Montenegro	Ministry for Human and Minority Rights, civil society organizations, NATO, UNDP, OSCE	2017 – 2018	- Command personnel of the Army trained.	- Report of the Ministry of Defence and Army of Montenegro.	Regular funds
7.2.5. Establish database on the representation of women and men in the Army (establish a network of women in Ministry of Defence and Army of Montenegro)	Ministry of Defence and Army of Montenegro	Civil society organizations, NATO, UNDP, OSCE	2017 – 2018	- Database established - Networks established.	- Report of the Ministry of Defence and Army of Montenegro.	Regular funds

## 8. INSTITUTIONAL MECHANISMS FOR THE IMPLEMENTATION OF GENDER EQUALITY POLICIES AND INTERNATIONAL COOPERATION

**Strategic goal: Creation of sustainable mechanisms at the local and national level for achieving gender equality.**

Activities	Holders of activities	Partners	Time framework	Indicators	<u>Means of verification</u> <u>(sources of verification)</u>	Necessary funds
<b>Objective 8.1. Strengthened mechanisms for the implementation of gender equality at the national level and improvement of their coordination and reporting.</b>						



**Indicator of the effect:**

- *There is a sustainable mechanism at the national level for the implementation of gender equality policies, trained personnel, tools and regular communication between all relevant actors.*
- *Set up an Index of gender equality and follow up on other important UN indicators in this area.*

8.1.1. Improving the work of the Council for Gender Equality and its Committees	Ministry for Human and Minority Rights, Council for gender equality and its Committees	Ministries and state institutions	Continuous 2017 – 2018	<ul style="list-style-type: none"><li>- Annual plans of work of the Council prepared and approved.</li><li>- Annual reports on the work of the Council prepared and published.</li><li>- Number of Council meetings.</li></ul>	<ul style="list-style-type: none"><li>- Report of the Council.</li><li>- Report of the Ministry for Human and Minority Rights (Gender Equality Department).</li></ul>	Regular funds
8.1.2. The work of the Commission for monitoring the implementation of APAGE	Ministry for Human and Minority Rights, Commission for monitoring implementation of APAGE	Ministries and state institutions	2017 – 2018	<ul style="list-style-type: none"><li>- Number of meetings organized.</li></ul>	<ul style="list-style-type: none"><li>- Annual report of the Ministry for Human and Minority Rights.</li></ul>	Regular funds
8.1.3. Organize regular meetings with the coordinators for gender equality issues in the state institutions and the Commission for APAGE	Ministry for Human and Minority Rights	Coordinators for gender equality in the ministries and state institutions, Commission for APAGE	Continuous 2017 – 2018	<ul style="list-style-type: none"><li>- Organize minimum 2 meetings with coordinators and 2 meetings of the Commission for APAGE annually.</li><li>- Number of participants.</li><li>- Meeting reports.</li></ul>	<ul style="list-style-type: none"><li>- Report of the Ministry for Human and Minority Rights (Gender Equality Department).</li></ul>	Regular funds



8.1.4. Organize trainings for coordinators on the issues of gender equality in the state institutions.	Human Resources Administration and competent institutions at the local level.	Ministry for Human and Minority Rights	Continuous 2017 – 2018	- Number of trainings organized. - Number of participants.	- Report of the Human Resources Administration and local self-governments.	Regular funds
8.1.5. Establish gender equality index	Ministry for Human and Minority Rights (Gender Equality Department), UNDP	MONSTAT	2017	- Index established. - Regular reporting.	- Report of the Ministarstva za ljudska i manjinska prava (Odjeljenje za rodnu ravnopravnost), UNDP-a.	Regular funds
<b>Objective 8.2. Established new and strengthened the existing local mechanisms for gender equality.</b> <b><i>Indicator of the effect:</i></b> <i>There are sustainable mechanisms for the implementation of gender equality policies at the local level, trained personnel, tools and regular communication between all relevant actors.</i>						
8.2.1. Providing continuous support to municipalities in developing and implementing local action plans for gender equality	Ministry for Human and Minority Rights	All local self-governments in Montenegro	Continuous 2017 – 2018	- Number of developed and adopted LAPs. - Number of implemented activities envisaged by LAPs. - Type of support provided by the Ministry for Human and Minority Rights.	- Report of the Ministry for Human and Minority Rights; - Reports of the local self-governments.	Regular funds
8.2.2. Continuous meetings with the network of local coordinators for gender equality	Ministry for Human and Minority Rights	All local self-governments in Montenegro	Continuous 2017 – 2018	- Number of regular meetings with local coordinators.	- Report of the Ministry for Human and Minority Rights; - Reports of the local self-	Regular funds



					governments.	
8.2.3. Organize training for local coordinators for gender equality	Ministry for Human and Minority Rights	All local self-governments in Montenegro, civil society organizations	Continuous 2017 – 2018	- Number of organized trainings for local coordinators.	- Annual report of the Ministry for Human and Minority Rights, - Report on the implementation of APAGE, - Evaluation report IPA II.	Regular funds
<b>Objective 8.3. Strengthened capacities of the Gender Equality Department for the implementation of gender equality policies.</b> <b><i>Indicator of the effect:</i></b> <i>The Gender Equality Department has the human, technical and material capacity to coordinate the implementation of gender equality in Montenegro and implement measures foreseen by the Strategy and the Law on Gender Equality.</i>						
8.3.1. Strengthen human capacities of Gender Equality Department	Ministry for Human and Minority Rights	Ministry of Finance	2017	- One person employed by the end of 2017.	- Annual report of the Ministry for Human and Minority Rights.	Regular funds
8.3.2. Annual training on strategic planning for the employees of the Ministry for Human and Minority Rights	Ministry for Human and Minority Rights	Council of Europe	2017 – 2018	- One training conducted annually. - Strategic plan of the Ministry developed.	- Annual report of the Ministry for Human and Minority Rights, - Report on the implementation of APAGE, - Evaluation report IPA II.	Donations from Council of Europe and IPA II funds (2016-2019)
8.3.3. Training on organizational management and programming for employees of the	Ministry for Human and Minority Rights	Council of Europe	2017 – 2018	- Number of trainings organized. - Number of persons trained.	- Annual report of the Ministry for Human and Minority Rights, - Report on the	Donations from Council of Europe and IPA II funds (2016-2019)



Ministry for Human and Minority Rights					implementation of APAGE, - Evaluation report IPA II.	
8.3.4. Gender mainstreaming training for representatives of the Ministry for Human and Minority Rights, the Council for Gender Equality and the Commission to monitor the implementation APAGE, all ministries and state institutions	Ministry for Human and Minority Rights	UNDP	2017 – 2018	- Number of trainings organized. - Number of persons trained.	- Annual report of the Ministry for Human and Minority Rights, - Report on the implementation of APAGE, - Evaluation report IPA II.	IPA II funds (2016-2019)
<b>Objective 8.4. Continuous cooperation with civil society organizations</b> <b><i>Indicator of the effect:</i></b> <i>There is regular communication and regular meetings and joint activities of the Gender Equality Department and the Forum for Dialogue with representatives of the female sector and other civil society organizations dealing with issues of gender equality.</i>						
8.4.1. Organizing joint activities aimed at full implementation of APAGE	Ministry for Human and Minority Rights	Civil society organizations	Continuous 2017 – 2018	- Number of annual joint activities in partnership with civil society organizations. - Type of organized activities.	- Report of the Ministry for Human and Minority Rights .	Regular funds



8.4.2. Regular meetings of the Forum for Dialogue with representatives of civil society	Ministry for Human and Minority Rights (Gender Equality Department)	Committee for Gender Equality of the Parliament of Montenegro, civil society organizations	Continuous 2017 – 2018	<ul style="list-style-type: none"> <li>- Minimum 3 meetings held annually.</li> <li>- Number of participants.</li> <li>- Number of organizations present.</li> </ul>	- Report of the Ministry for Human and Minority Rights (Gender Equality Department).	Regular funds
<b>Objective 8.5. Introduce gender-sensitive budget management in the local self-governments and ministries.</b> <b><i>Indicator of the effect:</i></b> <i>There is a system developed for gender-sensitive management of budgetary funds in minimum 5 local self-governments and 3 ministries.</i>						
8.5.1. Conduct an analysis of the budget of the 5 local governments and 3 Ministries in terms of gender equality	Ministry for Human and Minority Rights	Selected Ministry and 4 municipalities	IV quarter of 2018	- An analysis with recommendations conducted and presented to the public.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department).	Regular funds
8.5.2. Established mechanism for gender-sensitive management of budgetary resources in minimum 5 local governments and 3 ministries	Ministry for Human and Minority Rights (Gender Equality Department)	Selected Ministries and local self-governments	IV quarter of 2017	- Existence of cadre and mechanism for gender-sensitive management of budgetary resources.	- Reports of the Ministry for Human and Minority Rights (Gender Equality Department) and selected Ministries and local self-governments.	Regular funds
<b>Objective 8.6. Inclusion of European standards of gender equality into national legislation and integration of gender equality in the process of EU accession negotiations.</b> <b><i>Indicator of the effect:</i></b> <i>Percentage of integration of gender component in the Action Plan for the implementation of EU integration. Percentage of implementation of measures under Chapter 23 in the section: "Gender Equality" and other sections of concern in the field of gender equality.</i>						
8.6.1. Monitor the integration of gender equality in strategic documents within the Chapters 19 and 23	Ministry for Human and Minority Rights (Gender Equality Department)	Ministry for European Affairs, Ministries and state administration bodies, Committee for Gender Equality	Continuous 2017 – 2018	- The level of integration of gender issues in the Action Plan for the implementation of EU integration in all	- Reports on the implementation of action plans for all negotiating chapters, with special reference to	Regular funds



		of the Parliament of Montenegro, civil society organizations.		chapters of the accession negotiations.	chapter 23 and its part: "Gender Equality".	
8.6.2. Ensure a balanced representation of women and men in negotiating teams	Ministry for European Affairs	Ministarstva i organi državne uprave, Ministry for Human and Minority Rights (Gender Equality Department), civil society organizations	2017 - 2018	- Percentage and quality of participation of women and men in negotiating teams.	- Report of the Ministry for European Affairs.	Regular funds
<b>Objective 8.7. Enhanced cooperation with institutional mechanisms in the countries of the region.</b> <b><i>Indicator of the effect:</i></b> Regular communication and good cooperation between the Montenegrin institutions dealing with gender equality issues with their counterparts in the region.						
8.7.1. Participate in regional and international meetings of importance for gender equality	Ministry for Human and Minority Rights (Gender Equality Department), local self-governments and the offices for gender equality, Coordinators for gender equality in the institutions, members of the Council for Gender Equality and Committee for	Ministry for European Affairs, Committee for Gender Equality of the Parliament of Montenegro, institutions of other countries in the region, International Organizations	2017 - 2018	- Number of meetings held and institutions that participated. - Number of participants - Conclusions, recommendations for future joint activities/initiatives.	- Report of the Ministry for Human and Minority Rights (Gender Equality Department). - Reports of local self-governments, ministries and other institutions.	Regular funds



	APAGE					
<b>Objective 8.8. Increased level of awareness of women and the general public about women's basic rights arising from the UN and EU legal documents.</b>						
<b><i>Indicator of the effect:</i></b> Citizens possess basic knowledge about women's rights deriving from the UN and EU legal documents.						
8.8.1. Regularly inform state bodies/institutions and the general public about international obligations in the field of women's human rights, especially the UN and the EU, in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol	Ministry for Human and Minority Rights (Gender Equality Department)	Ministry for European Affairs, Committee for Gender Equality of the Parliament of Montenegro, International Organizations	Optionally during 2017 and 2018	- Number and type of information provided. - Number of public announcements on the topic of international obligations in the field of women's human rights, in particular the UN and the EU.	- Report of the Ministry for Human and Minority Rights (Gender Equality Department).	Regular funds Ministry for Human and Minority Rights (Gender Equality Department).



## SUMMARY

**Action Plan for Achieving Gender Equality in Montenegro 2017-2021 (hereinafter: APAGE)** represents the **third** development document for implementation of gender policies in Montenegro. Like the previous two, this document is also based on international and domestic legal framework that addresses the issue of gender equality.

The **Law on Gender Equality** stipulates that all state authorities, state administration and local self-government bodies, public institutions, public companies and other legal entities with public authority, as well as business organizations, other legal entities and entrepreneurs are obliged to **assess and evaluate the impact of the decisions and activities on the position of women and men**, in order to achieve gender equality in all stages of planning, decision-making and implementation of decisions and taking action within their jurisdiction.

Therefore, APAGE is a document adopted by the Government of Montenegro, but its successful implementation requires the cooperation and coordination of the Ministry for Human and Minority Rights, the Department for Gender Equality, with all the ministries, government authorities, Parliament of Montenegro, public institutions, local self-government bodies and civil society.

*Action Plan for Gender Equality (APAGE) 2017-2021 and the Implementation Program for the period 2017-2018* were created through a process led by the Ministry for Human and Minority Rights - Department for Gender Equality. The process was carried out in cooperation with the UNDP office in Montenegro, through which an expert from abroad was engaged, who conducted an external evaluation of the implementation of the previous APAGE; and an expert from Montenegro, who supported the process of drafting the Action Plan for Gender Equality (APAGE) 2017-2021 and the Program for implementation for the period 2017-2018.

The process of drafting the Action Plan for Gender Equality (APAGE) 2017-2021 and the Program for implementation for the period 2017-2018 included:

- external evaluation of a prior implementation of APAGE;
- establishment of cross-sectoral working group for drafting the plan, whose members were the representatives of institutions and civil society organizations;
- organizing thematic workshops with the representatives of all relevant sectors in order to obtain opinions and proposals for a new strategic document;
- conducting public consultations with citizens through publication of the Draft on the website of the relevant ministry and the possibility of giving comments submitted via *online* forms.

APAGE is adopted for a **period of four years** and will be implemented in accordance with the two-year implementation plans, so this document contains a Program for implementation for the period 2017-2018.

APAGE mission is to ensure gender equality in the design and implementation of all national and local policies, and in the work of all entities at the state level.



The areas of action are defined in accordance with the Beijing Declaration and the Action Plan. Out of 12 critical areas where gender inequality is the most pronounced by the Beijing Declaration, Montenegro has opted for the **eight areas** in which it intends to take action in the following period of time in order to achieve gender equality:

- Promoting gender equality and women's human rights;
- Gender-sensitive education;
- Gender equality in the economy;
- Gender-sensitive healthcare;
- Gender-based violence;
- Gender equality in the media, culture and sport;
- Equality in decision-making in political and public life and
- Institutional mechanisms for the implementation of gender equality policies and international cooperation.

Each area determines the strategic goal and defines the activities, holders, partners, time frame indicators, means of verification, and funds necessary for the implementation of the planned activities.

Implementation of the plan is the responsibility of all sectors, and the **reporting** should be implemented in accordance with the Law on Gender Equality and the obligations defined by this Law.

The relevant ministries are obliged to report annually to the Ministry of Human and Minority Rights - Department for Gender Equality on the implementation of the measures from this plan, as well as other activities aimed at ensuring gender equality.

If necessary, they are obliged to report to the Ministry of Human and Minority Rights - Department for Gender Equality in accordance with the indicators and the during the process of submitting regular reports to the European Commission and other international bodies.

UN Global Minimum Set of Gender Indicators and additional indicators defined in the program for implementation should be followed as a mechanism for reporting. Namely, the inter-agency and Expert Group on Gender Statistics within the UN Statistical Commission has established a minimum set of gender indicators for international compilation around the world, in order to provide a basis for monitoring gender issues at the global level (United Nations, 2014). This global minimum set contains the minimum common denominator for statistics on gender equality and women's empowerment. It is expected for it to be the basis for regional and national indicator development exercises.



