



Ministarstvo
prosvjete, nauke
i inovacija

ACTIVITY PLAN FOR ACHIEVING GENDER EQUALITY OF THE MINISTRY OF EDUCATION, SCIENCE AND INNOVATION 2025-2028

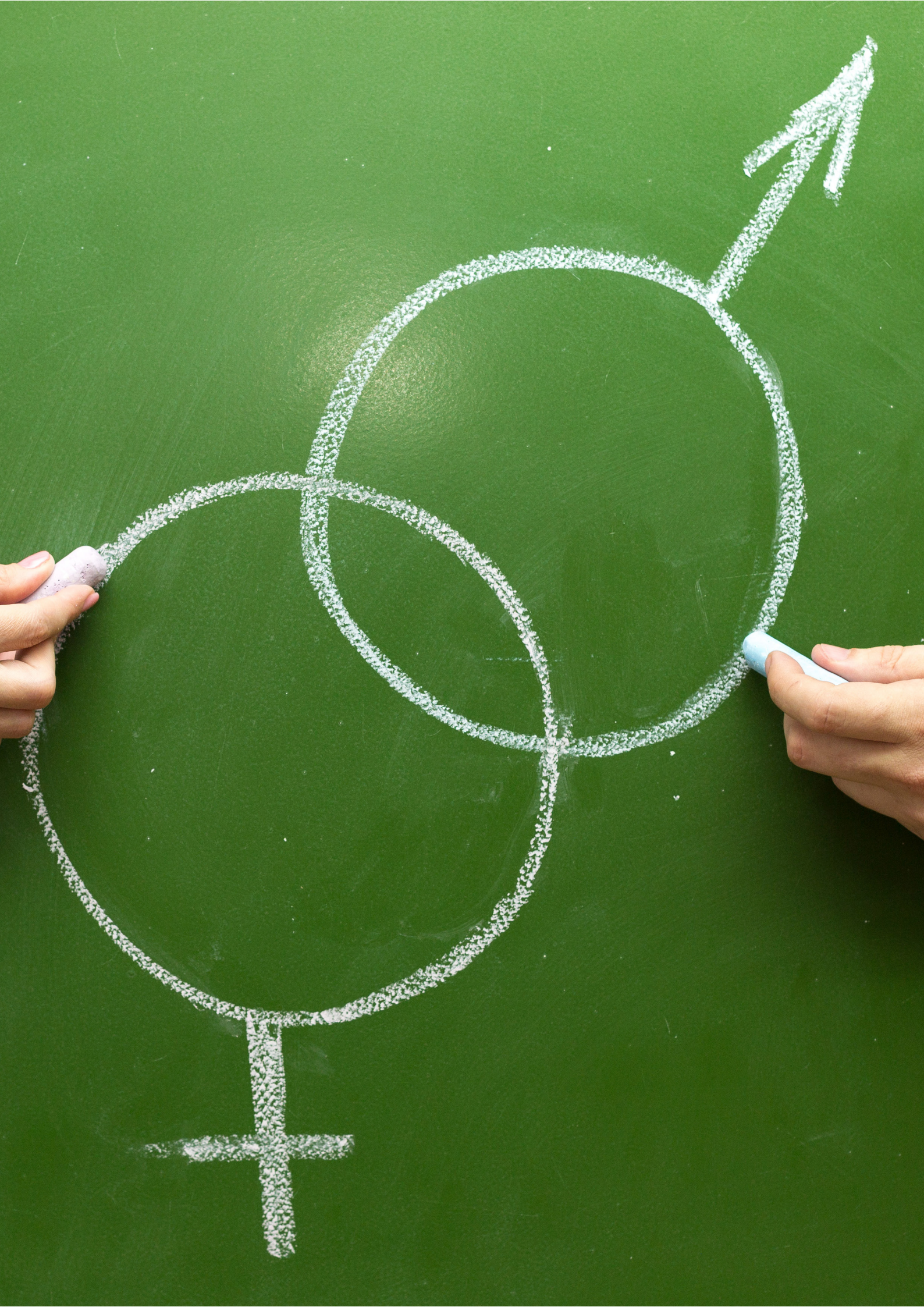


APRIL 2025. GODINE



CONTENTS

1 Introduction	5
2 Legal Framework for the Adoption of the Activity Plan	7
2.1 National Legal Framework	7
2.2 International Legal Framework	7
3 Situation Analysis	11
3.1 Situation Analysis within the Ministry of Education, Science and Innovation	11
3.2 Situation Analysis in the Field of Education	12
3.3 Situation Analysis in the Field of Research and Innovation	13
4 Goals, Measures and Activities	15
5 Framework for Monitoring and Evaluation of Gender Equality Goals (2025–2028)	19
6 Implementation of the Plan	21



1. INTRODUCTION

Gender equality, according to the Montenegrin Law on Gender Equality ("Official Gazette of the Republic of Montenegro", No. 46/07 of 31.07.2007 and "Official Gazette of Montenegro", No. 73/10, 40/11, and 35/15), implies the equal participation of women and men, as well as persons of different gender identities, in all areas of the public and private sectors, equal status and equal opportunities to exercise all rights and freedoms, to use their personal knowledge and abilities for the development of society, and to equally benefit from the results of work.

This Law stipulates that all state authorities, state administration bodies, local self-government bodies, public institutions, public enterprises, and other legal entities exercising public authority, as well as business companies, other legal entities, and entrepreneurs, are obliged, for the purpose of achieving gender equality, to assess and evaluate the impact of their decisions and activities on the status of women and men in all phases of planning, decision-making, and implementation of activities within their competence.

The Activity Plan for Achieving Gender Equality of the Ministry of Education, Science and Innovation for the period 2025–2028 (hereinafter: the Plan) is adopted with the aim of further promoting gender equality, as well as defining goals and measures that will strengthen and develop awareness of the importance of this issue within the Ministry of Education, Science and Innovation (hereinafter: the Ministry), as well as in the fields of education, research, and innovation in general.

The Plan includes measures and activities that will, within the scope of available capacities, contribute to fulfilling the objectives of the Gender Equality Strategy 2020–2025. In a broader sense, the objective of the Plan is to combat all forms of discrimination in the fields of education, research, and innovation, regardless of gender, race, ethnicity, national origin, language, religion, beliefs, or functional abilities. Additionally, the Ministry is adopting the Education Reform Strategy for the period 2025–2035, currently in the process of adoption, whose gender equality objectives are also incorporated within this Plan.

In line with the Montenegro Reform Agenda 2024–2027 for the EU Reform and Growth Instrument within the EU Growth Plan for the Western Balkans (<https://www.gov.me/dokumenta/2cc3baa0-65d6-4d97-a25c-fa171aa559b3>), approved by the European Commission on October 23, 2024, the promotion of gender equality is set as a horizontal principle, contributing to the empowerment of women and girls and ensuring the protection and advancement of their rights in accordance with the EU Gender Action Plan (GAP III) and the UN Sustainable Development Goals.

By implementing this Plan, efforts will be made to create an equal and inclusive society in the areas of education, research, and innovation, where women and men will have equal opportunities for professional development, scientific research, and social engagement, contributing to the creation of a better society and actively participating in all areas of life, regardless of their gender orientation, gender identity, and age.



2. LEGAL FRAMEWORK FOR THE ADOPTION OF THE ACTIVITY PLAN

2.1. NATIONAL LEGAL FRAMEWORK

The Activity Plan for Achieving Gender Equality of the Ministry is aligned with Montenegrin laws, strategic documents, and national policies regulating the area of gender equality in Montenegro:

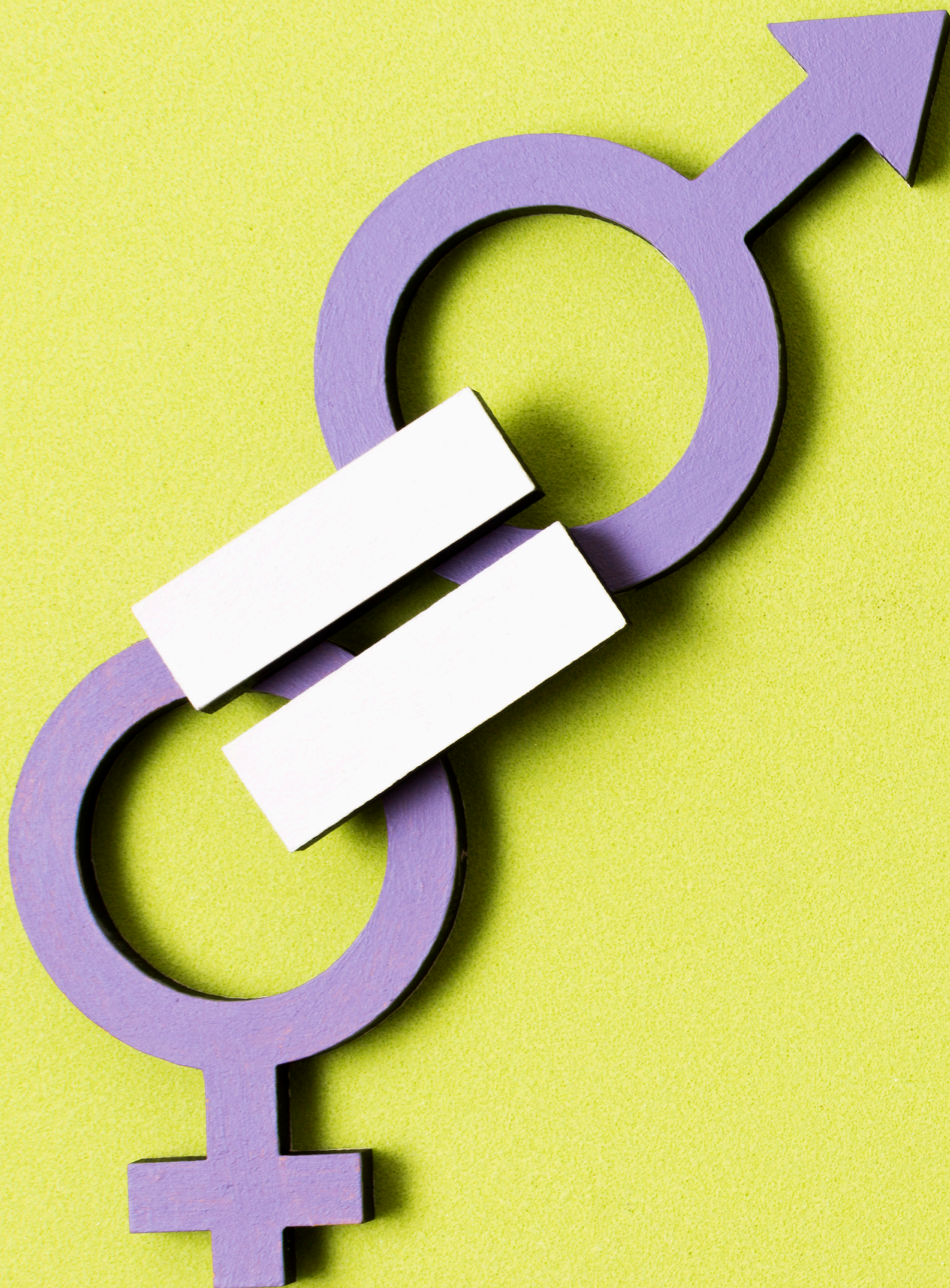
- Law on Gender Equality;
- Law on the Prohibition of Discrimination against Persons with Disabilities;
- Law on the Prohibition of Discrimination;
- Law on Scientific Research Activities;
- Law on Innovation Activities;
- National Gender Equality Strategy 2021–2025;
- Strategy for Scientific Research Activities 2024–2027;
- Education Reform Strategy for the period 2025–2035;
- Montenegro Reform Agenda 2024–2027.

2.2. INTERNATIONAL LEGAL FRAMEWORK

Montenegro is a signatory and implements numerous international conventions, declarations, and strategic documents that regulate gender equality, including in the fields of education, research, and innovation, including:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- Convention on the Rights of the Child;
- Agenda 2030 and the Sustainable Development Goals (SDGs) – Goal 5 (Gender Equality) and Goal 4 (Quality Education);
- Istanbul Convention (Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence);
- European Charter for Equality of Women and Men in Local Life;
- UNESCO Convention against Discrimination in Education;
- UNESCO Recommendation on Science and Scientific Researchers (2017);
- OECD Recommendations on Gender Equality in Education, Employment and Entrepreneurship;
- Council of Europe Recommendations on Gender Equality in Education;
- European Commission Roadmap for Equality between Women and Men, EU Gender Equality Strategy 2021–2025;
- Gender Equality Pact 2011–2020;
- EU Directive 2019/1158 on Work-Life Balance for Parents and Carers;
- European Parliament Resolution on the Rights of Intersex People (2018);
- Parliamentary Assembly of the Council of Europe Resolution 2191 (2017) on Promoting the Human Rights of and Eliminating Discrimination against Intersex People;
- Charter of Fundamental Rights of the European Union (2007);

- European Charter for Equality of Women and Men in Local Life (2006);
- Council of Europe Gender Equality Strategy 2018–2023;
- EU Directive 2019/1158 of the European Parliament and the Council on Work-Life Balance for Parents and Carers;
- Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence — Istanbul Convention (2011);
- Horizon Europe Programme (2021–2027), European Institute for Gender Equality (Gender Equality Index, GEAR Tool);
- European Charter for Researchers and the Code of Conduct for the Recruitment of Researchers.



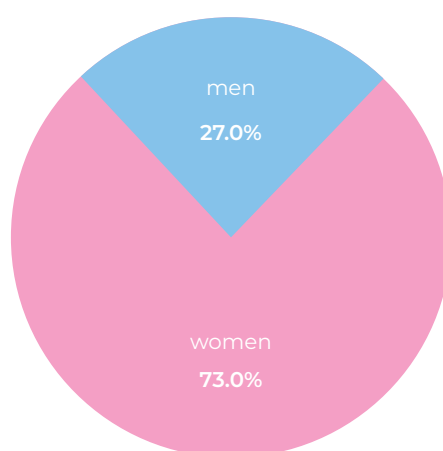


3. SITUATION ANALYSIS

3.1. ANALYSIS OF THE GENDER REPRESENTATION OF EMPLOYEES IN THE MINISTRY OF EDUCATION, SCIENCE AND INNOVATION

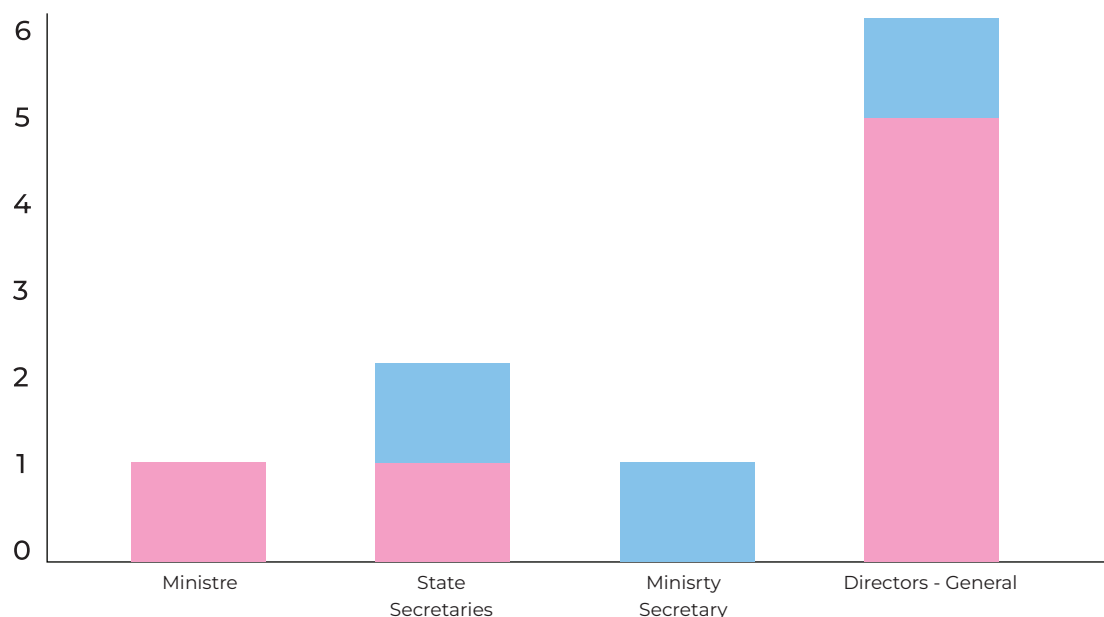
When it comes to the Ministry of Education, Science and Innovation, the total number of employees is 148, of which 108 are women and 40 are men.

Gender structure of employees in the Ministry of education, science and innovation (2025)



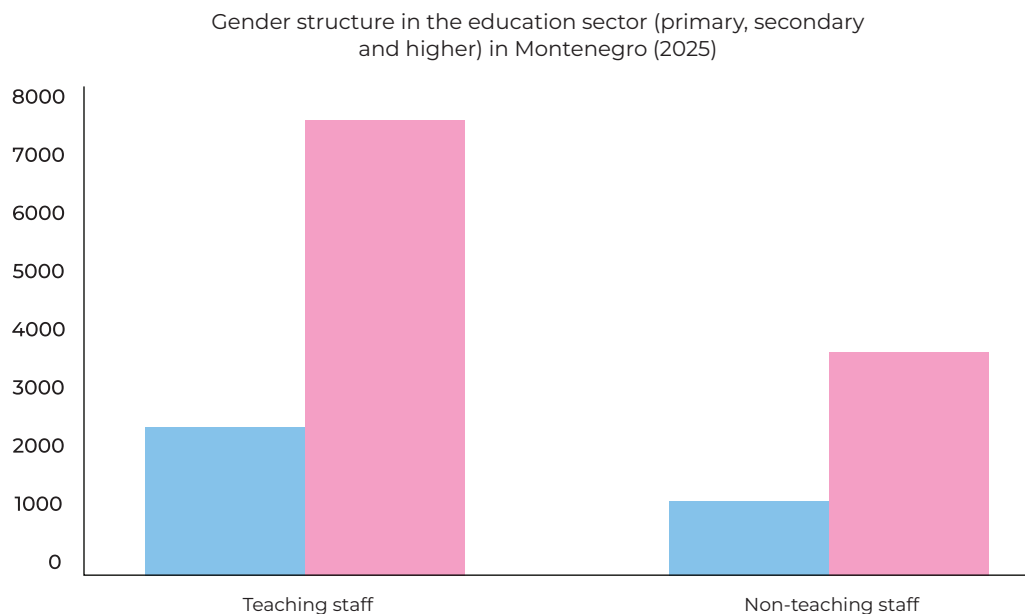
In the management structure, women are in the majority—the Ministry is headed by a woman, and women also make up the majority of the senior management staff. Of the two State Secretaries, one is a woman and one is a man; the Secretary of the Ministry is a man, and out of six Directors-General, five are women and one is a man.

Gender structure in the management of the Ministry of education, science and innovation (2025)



3.2. ANALYSIS OF THE SITUATION IN THE FIELD OF EDUCATION

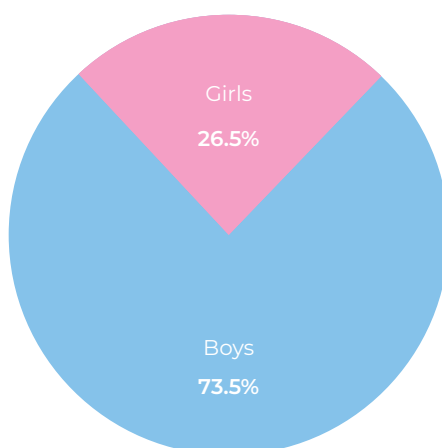
In terms of the education sector (primary, secondary, and higher education), there are currently 9,856 people employed in Montenegro as teaching staff, of which 2,172 are men and 7,684 are women. In addition to them, 4,850 people are employed as non-teaching staff, including 995 men and 3,855 women.



An interesting fact is that only 11 men work as teaching staff in preschool educational institutions in Montenegro, compared to 1,369 women, most likely because the profession of educator is still perceived as a «female» job in Montenegro. There are significantly fewer male teachers in primary schools compared to female teachers (1,065 men, as opposed to 4,001 women), as well as in secondary schools (903 men, compared to 1,798 women).

When we observe the number of male and female students across all education levels, the numbers are balanced (the number of boys and girls is approximately equal). However, when we look at dual education in vocational secondary schools, we notice an imbalance. Specifically, the number of boys is significantly higher than the number of girls, with a total of 289 boys and 104 girls (only 26.46% of the students in dual education are girls).

Gender structure in the dual education in vocational secondary schools (2025)

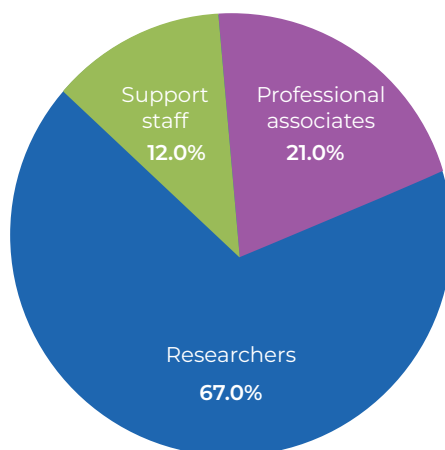


In 2024, the Ministry of Education, Science, and Innovation, in collaboration with the OSCE and UNICEF Offices, prepared an Analysis of Primary School Subject Programs from the perspective of gender equality, with recommendations for nine selected subject programs. Based on the analysis and recommendations, and using the established methodology, an analysis of textbooks was prepared, along with recommendations for institutions and textbook authors. The methodology will be used for the development of new subject programs, textbooks, and manuals in accordance with the requirements of the upcoming comprehensive education reform.

3.3. ANALYSIS OF THE SITUATION IN THE FIELD OF RESEARCH

The latest official data on research and development statistics, validated by EUROSTAT, dates back to 2018. According to this data, in 2018, a total of 2,382 people were engaged in research and development, of which 1,596 were researchers, 501 were professional associates, and 285 were support staff, with 682 people working as full-time equivalents (FTE).

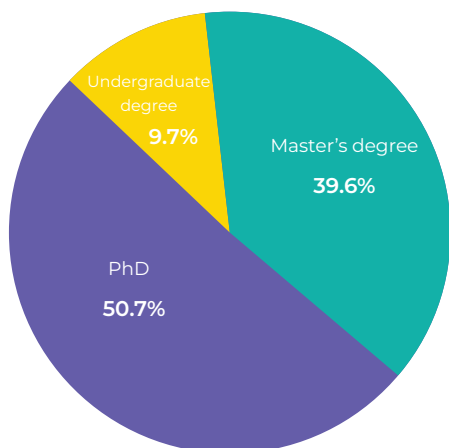
Structure of employees in research and development in Montenegro (2018)



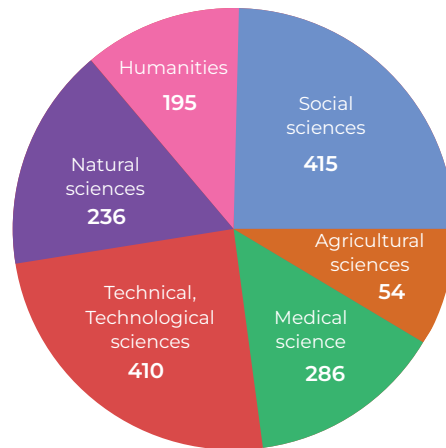
Out of the total of 1,596 researchers in 2018, 809 held a PhD, 632 had a Master's degree, and 155 had completed undergraduate studies in higher education.

Regarding the fields of science, out of the total 1,596 researchers, 236 were from natural sciences, 410 from technical-technological sciences, 286 from medical sciences, 54 from agricultural sciences, 415 from social sciences, and 195 from humanities.

Researchers by academic qualification (2018)



Fields of science (2018)
out of total 1,596 researchers





4. GOALS, MEASURES, AND ACTIVITIES

Based on the analysis of data on the representation of women and men in the total number of employees – both within the Ministry and in educational institutions in Montenegro, as well as in the research sector – the Ministry defines measures and activities aimed at further improving gender equality in the fields of education, research, and innovation.

The main goals for the period 2025–2028 in the field of gender equality are defined as follows:

- 1. Strengthening education for employees in the fields of education, research, and innovation on gender equality issues;**
- 2. Educating students in the education system on the importance of gender equality and the consequences of gender inequality and reducing prejudices and stereotypes about male and female occupations, and increasing female participation in dual education;**
- 3. Educating students about the consequences of gender-based violence, especially violence against women, through educational content and activities;**
- 4. Applying the principles of gender-responsive budgeting in planning and implementing activities;**
- 5. Development of policies, interventions, and methodologies in the field of gender-equal education to promote and ensure a gender-sensitive environment for development and learning, in order to realize the full potential of boys and girls, students, including support for the development of a growth mindset.**

Within these goals, the Ministry will implement a continuous series of measures and activities that will contribute to promoting and strengthening gender equality in all of the mentioned sectors.

Goal 1: Strengthening education for employees in the fields of education, research, and innovation on gender equality.

- Organizing annual training and workshops for teaching and non-teaching staff on gender equality.
- Preparing and distributing manuals and guidelines for applying the principles of gender equality in everyday work.
- Sharing good practices with international partners and institutions.

Goal 2: Educating students about the importance of gender equality and the consequences of gender inequality.

- Incorporating content on gender equality into educational programs.
- Organizing thematic workshops, panels, and discussions at schools and universities.
- Collaborating with NGOs working on women's and youth rights.
- Organizing workshops for students about prejudices and stereotypes about male and female professions.

- Expanding the range of occupations in dual education to empower girls to engage in dual education.

Goal 3: Educating students about the consequences of violence against women.

- Including topics on violence against women and violence prevention in educational programs.
- Organizing educational days dedicated to the fight against violence against women.
- Strengthening psychosocial support in educational institutions to prevent violence and maintain mental health, thereby preventing gender-based violence.
- Educating on recognizing violence and available protection mechanisms.

Goal 4: Applying gender-responsive budgeting.

- Building capacity for employees in the Ministry for analyzing and developing gender-sensitive budgets.
- Including a gender perspective in all phases of the budgeting process – planning, monitoring, and reporting.
- Developing tools and methodologies to assess the impact of budget policies on women and men.
- Collaborating with other institutions and international organizations applying gender-responsive budgeting.

Goal 5: Development of policies, interventions, and methodologies in the field of gender-equal education to promote and ensure a gender-sensitive environment for development and learning, in order to realize the full potential of boys and girls, students, including support for the development of a growth mindset.

- Collaboration with institutions responsible for initial teacher education and their continuous professional development, to improve the gender-sensitive discourse in initial teacher education curricula and continuous professional development programs, preparing manuals to support teachers in achieving gender equality in classrooms, and implementing training programs for teachers, educators, and other staff in educational institutions.
- Adapting methodologies for creating subject programs and methodologies for designing printed and digital textbooks to incorporate gender-conscious and gender-sensitive discourse, creating textbooks, manuals, and other publications that respect gender-sensitive education.
- Media promotion of gender equality in education, science, and innovation.





5. FRAMEWORK FOR MONITORING AND EVALUATION OF GENDER EQUALITY GOALS (2025–2028)

Goal	Measure/Activity	Indicator	Dead-line
1. Education of employees in the Ministry	Number of workshops/trainings held	Number of participants by gender	Annually
	Development of a gender equality manual	Number of distributed copies	By the end of 2025
2. Education of teachers and students about gender inequality	Education of teachers in accordance with professional development programs of the Institute for Education and the Public Institution Center for Vocational Education	Number of organized trainings	2025–2026
	Introducing additional content in the curriculum (interdisciplinary topics, enhanced content within regular and elective subjects)	Report on implemented content in schools/universities, including gender equality topics	Every two years
	Thematic workshops	Number of activities held and number of participants	Annually
	Organizing workshops for students on prejudices and stereotypes about male-female professions	Number of workshops held	Annually
	Increase the range of occupations in dual education to empower girls to participate in dual education	Number of new occupations; increase in the percentage of female students by 10%	2026 and beyond
3. Education on violence against women	Educational days/events	Number of events and attendance	Annually
	Psychological support and counseling services	Number of psychologists implementing gender-based violence prevention programs	
	Number of students who used counseling services	Annually	
4. Gender-responsive budgeting	Training of staff for gender-responsive budgeting (GRB)	Number of trained employees	By the end of 2025
	Application of GRB in budgeting	Number of programs/projects analyzed from a gender perspective	Annually
	Tools for assessing budget impact	Number of developed methodologies and tools	2025–2026
5. Develop policies, interventions, and methodologies in gender-equal education to promote and ensure a gender-sensitive environment for development and learning, in order to realize the full potential of boys and girls, students, including support for the development of a growth mindset	Cooperation with institutions providing initial teacher education and their continuous professional development, to improve gender-sensitive discourse in initial teacher education curricula and continuous professional development programs, preparing manuals to support teachers in achieving gender equality in classrooms, implementing training programs for teachers, educators, and other staff in educational institutions	All subject programs in teacher/educator, pedagogue, and psychologist education include gender-equal and gender-sensitive approaches	Annually
	Adapting methodologies for creating subject programs and methodologies for designing printed and digital textbooks to incorporate gender-conscious and gender-sensitive discourse, creating textbooks, manuals, and other publications that respect gender-sensitive education	Improved methodologies	2026
	Media promotion of gender equality in education, science, and innovation	Two promotional activities created and implemented	2026



6. IMPLEMENTATION PLAN

The Ministry of Education, Science, and Innovation of Montenegro will aim to strengthen the capacity of the Ministry, educational and research institutions, as well as the broader society, to implement gender equality principles through the education system, research, and innovation. Through education, the application of gender-responsive budgeting, and raising awareness about the consequences of gender inequality and violence against women, the goal is to achieve equality that ensures equal access to resources, opportunities, and support for all.

1. Institutional Framework

The Ministry is the key implementer of the Plan and is responsible for coordinating all activities. The Ministry of Education, Science, and Innovation will monitor the implementation of all the goals, measures, and activities outlined in this Plan. Educational institutions (pre-school, primary education, general secondary and vocational education, as well as higher education) will be responsible for implementing activities within their areas of responsibility and in cooperation with the Ministry.

2. Resources and Financing

- Financial resources: To implement the measures, funds need to be secured through the national budget, international projects, EU funds, and donations.
- Human resources: Staff training in the Ministry and educational institutions, as well as engagement of external experts for specific topics (e.g., education on violence against women, gender-responsive budgeting).
- Tools and materials: Development of educational materials, manuals, guides, online training platforms, and information campaigns.

3. Accompanying Activities

- Training and education: Begin a continuous cycle of training for all employees, with annual plans and evaluations. Organize workshops for students and pupils, and students and female students through school and university curricula.
- Campaigns and promotion: Launch public campaigns to raise awareness about gender equality through media, social networks, and events (e.g., international days, promotion of women in science, etc.).
- Cooperation with NGOs and other institutions: Focus efforts on long-term cooperation with organizations working on human rights, with a special focus on the rights of women and men, prevention of gender-based violence, through joint projects, research, and events.

4. Monitoring Progress and Evaluation

- Regular evaluations: Evaluate progress annually against the set goals and prepare reports that will be available to all interested parties (governments, donors, public).
- Reporting: Develop a system for periodic reporting on progress and challenges, ensuring transparency and accountability. If it becomes apparent during the implementation that some measures are not functioning as planned (e.g., low participation of employees or students in trainings), adjustments to the approach or expansion of activities may be necessary.

- Regular consultations with key stakeholders (teachers, students, school and university representatives, research institutions, the Institute for Education, the Public Institution Center for Vocational Education, the Institute for Textbooks and Teaching Resources, human rights promotion organizations, etc.) to track real needs and challenges across all areas of education, science, and innovation.

No: 12/3-011/25-4224/1

Podgorica, April 16, 2025.

MINISTER

Prof. Anđela Jakšić Stojanović, PhD