



MONTENEGRO

MINISTRY OF JUSTICE, HUMAN AND MINORITY RIGHTS

National Strategy for Gender Equality 2021- 2025 with Action Plan 2021-2022

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National Strategy for Gender Equality 2021-2025 with Action Plan 2021-2022



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Summary

By adopting the Constitution, the Law on Gender Equality, the Law on the Protector of Human Rights in 2007, and the Law on Prohibition of Discrimination in 2011, Montenegro established a legislative framework for gender equality and created a basis for the promotion and protection of women's human rights and human rights of persons of different gender identities. Furthermore, by ratifying many international treaties and conventions, Montenegro has committed to implementing international standards in this area and promoting equal participation of men, women, and persons of different gender identities in all aspects of life. These policies have been further strengthened by the process of accession to the European Union, and the steps taken to achieve the Sustainable Development Goals. The state took concrete steps to achieve a higher degree of equality by adopting and implementing strategic documents in three cycles (2013 - 2017, 2017 - 2021).

The evaluation of previous strategies, and a thorough analysis of the situation in some areas, showed that gender equality remains at an unsatisfactory level. Regardless of the legal norms, in reality institutions of the system are unable to protect women and persons of different gender identities from discrimination effectively and efficiently, including the members of vulnerable social groups (persons with disabilities, Roma and Egyptian women, the elderly and persons living in remote rural areas of Montenegro). As a result, a share of the population of Montenegro stays out of social and economic perspective slowing down the country's road to democratization and EU membership, and reducing the chances for sustainable development.

The National Strategy for Gender Equality 2021-2025 is the fourth strategic document in a row that aims to establish an improved framework for gender equality in Montenegro. Months-long intense talks with various social actors and stakeholders attributed to the joint recognition of causes and consequences of inequality and helped define a strategic response.

The low level of gender equality in Montenegro was identified as a key issue, and consequently, the main strategic goal was defined ***to increase the level of gender equality in Montenegro by 2025.***

Key factors for inequality were found in the following areas:

- 1. Institutional mechanisms for the implementation and monitoring of gender equality policies are not effective or efficient enough in protecting women and persons of other gender identities from discrimination;***
- 2. Gender stereotypes, prejudices, and the traditional gender roles of men and women persist in all segments of society;***
- 3. Insufficient participation of women and persons of different gender identities in areas that enable equal access to, use, and benefits from all resources.***

International organizations have reported shortcomings in gender equality and made recommendations to Montenegro to improve its institutional protection against gender-based discrimination and work on reducing stereotypes and intensify support programs for women and

people of different gender identities. Some of the organizations that regularly publish progress reports in this area are the European Commission, the United Nations Committee on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women - CEDAW, the Council of Europe's Group of Experts for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence - GREVIO, the European Commission against Racism and Intolerance (ECRI), and the United Nations through the Universal Periodic Review (UPR). Many NGOs in Montenegro have reported about the presence of gender-based discrimination and demanded a stronger institutional response to violations of women's human rights and gender-based discrimination. Moreover, they use anti-discrimination and empowerment programs to actively improve the situation in the field of gender equality.

Public policies in Montenegro are not gender-mainstreamed enough, even though the Law on Gender Equality defines that state bodies should assess and evaluate the impact of their decisions and activities on the position of women and men in all phases of planning, making and implementing decisions, and taking activities. However, most public policies do not define positive measures to promote gender equality in a manner defined by the Law¹. Preliminary research showed that only 26.8% of public policies treat gender equality in some way, while others lack that aspect entirely. State institutions and their employees do not fully grasp the key concepts of gender equality and their staff is undertrained to be implemented to apply the Law on Gender Equality. With this in mind, the CEDAW Committee has warned that the lack of political will to implement gender-responsive policies allows for the discriminatory practices to persist and slows down the democratic progress of both the state and society.

These shortcomings, recommendations given by organizations and bodies have been addressed through this Strategy within the ***Operational objective 1 (Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination)*** through measures that aim to strengthen the capacities of institutional mechanisms for protection against discrimination, and the measures and activities aimed at establishing more efficient and effective coordination, monitoring of implementation, and reporting. Furthermore, the Strategy tackles the need for more intensive involvement of all societal actors regarding the sex and gender-based discrimination and empowerment of women and persons of different gender identities.

Measures within Operational Objective 1:

- *To standardize procedures for gender mainstreaming in public policies*
- *To establish consolidated and comparable records of cases of discrimination based on sex and gender*
- *To educate employees and management staff in institutions on key concepts of gender equality and their duties in that field under the law*
- *To educate members of the Committee for the implementation, coordination, monitoring, and evaluation of gender equality policies*

¹ Articles 15 and 16 of the Law on Gender Equality.

- *To involve all three branches of government, NGOs, employers' organizations, trade unions, the media, and NGOs in the dialogue on gender mainstreaming in public policies.*

Gender stereotypes and prejudices about gender roles of men and women, and prejudices against persons of different gender identities are present at all levels of society. Gender-responsive education, culture, and the media are the best way to a lasting change of awareness since they can promote and nurture the values of equality, cooperation, and inclusion. Still, the three branches do not address these stereotypes and prejudices decisively or strongly enough, which makes it the second most important cause of gender inequality. In many respects, it is related to the first problem: inefficient and ineffective implementation, coordination, and supervision of the implementation of national and international gender equality policies give a "wind in the back" to persistence of discriminatory practices. In this way, public awareness of gender equality, as one of the important "drivers" for democratization and sustainable development, remains low, stalling the progress of the state and society. The CEDAW Committee and ECRI have continuously emphasized the need for more decisive activities in Montenegro to reduce prejudices and stereotyped gender roles of women and men, and against persons of different gender identities. Also, NGOs and international organizations that conduct regular public opinion polls and surveys on the attitudes of employees in institutions, confirm that stereotypes and prejudices are omnipresent and call for better-defined rules of responsibility in implementing the Law.

*This Strategy aims to contribute to the implementation of CEDAW and ECRI's recommendations through its **Operational objective 2 (Improve the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities)** and through appropriate measures in the fields of education, culture, media, and public education.*

Measures within Operational Objective 2:

- *Introduce gender-responsive content and mandatory use of gender-sensitive language in curricula and education*
- *Educate members of educational staff to encourage the values of a civil and inclusive society, and gender equality among children and youth*
- *Organize media literacy training to identify all types of stereotypes, including gender stereotypes*
- *Introduce gender-responsive programs and mandatory use of gender-sensitive language in the programs of cultural institutions*
- *Encourage the media to introduce gender-responsive programs and use gender-sensitive language*
- *Introduce gender-related media monitoring (gender responsible media monitoring)*

International organizations and non-governmental organizations have continuously reported that empowerment of women, marginalized and vulnerable groups, and persons of different gender identities fail to receive enough attention or resources in areas crucial for equal access to natural and social resources - political and economic participation, labour, earnings, and time spent doing housework and taking care of family members. Compared to average values of gender equality in some areas of life, Montenegro lags far behind the average in the European Union. Few women in the governing bodies of political parties, in decision-making positions (managing positions) in the national and local governments, low representation of women in entrepreneurship, and the

concentration of women in low-paying jobs (education, health, social care), confirm that gender roles are deeply entrenched, including the general perception that women's priority is family care and that women have no place in public life. Women of a sexual orientation other than heterosexual (lesbian and bisexual women), women with different gender identity than the gender attributed at birth (trans women), and persons of different gender identities, are excluded from social, civic, and political life. Despite a solid legislative framework for protection against sex and gender-based discrimination, there are still few cases of discrimination that are reported to the Ombudsman, or prosecuted in Montenegrin courts. Protection against discrimination based on sex and gender at work is not sufficiently effective or efficient due to the lack of safe mechanisms for victims to report discrimination.

Montenegro lacks studies of the impact of social harms (such as violence) on the health of women, vulnerable and groups discriminated against on multiple grounds, and studies of the impact of climate change on health. Moreover, there are no sufficient studies about the benefits /welfare that women, vulnerable groups and groups discriminated against on multiple grounds enjoy from programs of economic development. It is worrying that pandemic COVID-19 caused further impoverishment of women, their stronger involvement in activities aimed at the combat against the pandemic (health, education, trade), and also greater participation in unpaid work. Furthermore, domestic violence against women has increased significantly.

*This Strategy addresses this cause and all its aspects through **Operational objective 3 (Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources)**, other measures aimed to make preconditions for their participation, and through measures designed to empower these social groups.*

Measures within Operational Objective 3:

- *Empower women and people of different gender identities to participate in political decision-making*
- *Empower women and people of different gender identities, marginalized and vulnerable people and groups to participate in economic life*
- *Raise the prevention and protection against gender-based discrimination, sexual harassment, gender-based violence, and multiple discrimination in the workplace*
- *Organize campaigns to divide workload at home evenly, care for children and the elderly, data on the participation of men and women in unpaid care and household work*
- *Encourage tripartite dialogue on amendments to the law that will enable higher participation of women in the labour market and achieve a better work-life balance*
- *Increase the percentage of women in STEM (science, technology, engineering, mathematics) areas*
- *Assess the impact and implement preventive measures to reduce the negative impact of climate change and natural disasters on the health of women, men, and people of different gender identities, marginalized and vulnerable persons and groups.*

National Strategy for Gender Equality 2021-2025 (hereinafter: "NSGE") is aligned with the umbrella strategic documents in Montenegro, the obligations that the state must meet in the process of negotiations for EU membership, and with the United Nations Sustainable Development Goals 2030.

Drafting of this Strategy coincided with the expiration of the previous one, while the new public policies were underway that also addressed the problem of discrimination against women and persons of different gender identities, so due care had to be taken to avoid overlapping of measures and activities referred to in this Strategy with any of those documents, following the recommendations of the General Secretariat of the Government on horizontal and vertical harmonization of public policies. To that end, during the preparatory phase of this Strategy, the Ministry of Justice, Minority and Human Rights took care to consult the institutions responsible for drafting, protection against discrimination, and other stakeholders - the Ombudsman, NGOs, employers' associations, the Agency for Electronic Media, and international organizations that implement gender equality programs. On the other hand, measures and activities of this Strategy are defined to provide a good framework for the implementation of public policies that tackle special aspects of sex and gender-based discrimination, social inclusion, and protection of vulnerable groups, such as:

- Action Plan for the Implementation of the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)
- Strategy for Social Inclusion of Roma and Egyptians
- Action Plan for Protection of Persons with Disabilities from Discrimination
- Strategy for Women's Entrepreneurship Development

For example, the Action Plan for the Implementation of the Istanbul Convention will focus primarily on the development of general and specialized services for victims of domestic violence, and the prevention of violence and protection of victims before state institutions and bodies. In this Strategy, measures and activities are defined to create a supportive environment for the implementation of the Istanbul Convention, while taking care not to overlap with the Action Plan. Thus, Operational Objective 2, which addresses stereotypes, prejudices, and mainstream gender roles, envisaged several measures on the prevention of discrimination and violence through education, culture, and the media. On the other hand, Operational Objective 3 addresses gender inequality issues in the field of power and money (participation in decision-making and access to social and natural resources), so its measures and activities are aimed at support for women and persons of different gender identities for the protection against economic violence. Also, these measures and activities aim to contribute to protection against gender-based discrimination, and protection from sexual harassment and blackmail at work, to encourage women and persons of different gender identities to participate in public, political, and economic life.

Similarly, the Strategy for Social Inclusion of Roma and Egyptians, and the Action Plan for Protection against Discrimination for Persons with Disabilities recognise women and persons of different gender identities as a special category within target groups, through the above mentioned operational objectives, which monitors their participation in activities providing support for protection against economic violence, and in activities aimed at more equal participation of these persons in the public, political and economic life. On the other hand, this Strategy addresses women's empowerment to become entrepreneurs by creating improved conditions for a more equal division of housework and care for children, the elderly, and sick family members, and through protective measures against discrimination and sexual harassment in public, which also creates a favourable

environment for the development of women's entrepreneurship, but does not coincide with the measures of the Strategy on women's entrepreneurship.

Budget for the implementation of AP 2021 - 2022²

Operational objective	Budget of the Republic of Montenegro (EUR)	Donations (EUR)
1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination	14,200	38,000
2: Improve the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities	23,000	52,000
3: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources	155,000	118,000
Mid-term evaluation	2,500	
Total by sources of funding:	194,700	208,000
TOTAL AP 2021 - 2023:	402,700 Eur	

INTRODUCTION

Review of international obligations of Montenegro in the field of gender equality

In Montenegro, gender equality and protection against sex-based discrimination, sex change, and gender transitioning, sexual orientation, and intersex characteristics are regulated by many national and international acts. The international framework includes the International Covenant on Civil and Political Rights (1996), the Convention on the Elimination of All Forms of Discrimination against Women - CEDAW (1979), the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention - 2011), Beijing Declaration and Platform for Action (1995), United Nations Security Council Resolution 1325 - "Women, Peace and Security" (2000), the Charter of Fundamental Rights of the European Union (2007), the European Commission's Roadmap for Equality between Women and Men, the EU Strategy for Gender Equality 2021-2025, Pact for Gender Equality 2011-2020, European Charter for Equality of Woman and Men in Local Life (2006), European Parliament Resolution on the Rights of Intersex People (2018), Council of Europe Parliamentary Assembly Resolution 2191 (2017) on Promoting Human Rights and Eliminating Discrimination against Intersex People. Also, the following resolutions of the Parliamentary Assembly of the Council of Europe belong to the international framework: Resolution

²At this stage, this is only estimation of costs. The final budget will be defined after the adoption of the Law on Budget of Montenegro.

2048 (2015): Discrimination against transgender people in Europe, EU LGBTI Strategy 2020-2024. Then, the 2030 Agenda (2030 UN Sustainable Development Goals), which relies on the 2015 Millennium Development Goals, the Paris Agreement on Climate Change (2015), and many other international regulations that directly or indirectly regulate this area (such as ILO, OSCE, CoE and other conventions and resolutions).

This Strategy fully integrated the provisions of the major UN documents about gender equality, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action, which insist on three basic rights for women and elimination of all forms of discrimination in these areas:

- To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;
- To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;
- To participate in non-governmental organizations and associations concerned with the public and political life of the country.

The CEDAW Committee monitors the exercise of these three fundamental rights in signatory countries and reports on all forms of discrimination or insufficiently effective implementation of equality policies in those countries. Every chapter of the Situation Analysis discusses results of the implementation of gender-responsive policies of Montenegro against recommendations of the CEDAW Committee. Furthermore, recommendations of the CEDAW Committee were taken into account to formulate all three Operational Objectives of the NSGE, and as an instrument to monitor progress through the set indicators. In drafting this Strategy, special attention was paid to the harmonization of objectives and measures with the obligations arising from Montenegro's negotiations for EU membership, and with the United Nations Sustainable Development Goals, which were translated into the National Strategy of Sustainable Development. Special analysis of compliance and continuity was carried out to ensure compliance of the Strategy with umbrella and sectoral national policies and to avoid overlapping with other strategic documents, following the recommendations of the General Secretariat of the Government.

Compliance of the Strategy with the obligations arising from the negotiations for EU accession and the main sectoral policies of the EU in the field of gender equality

As a candidate country for EU membership, Montenegro has committed to achieving objectives of reducing gender discrimination set out in the legislative and strategic documents of the European Commission and the Council of Europe. The National Strategy for Gender Equality (NSGE) 2021-2025 is harmonized with EU policies relevant for this area, the most important of which is the EU Gender Equality Strategy 2020-2025, which set the following goals: stop further dissemination of gender stereotypes, close gender gaps in the labour market, achieving equal participation of men and women

across different sectors of the economy, addressing the gender pay and pension gaps, closing the gender care gap and achieving gender balance in decision-making and politics, as well as stopping gender-based violence. The goals of the EU strategy are fully in line with the Sustainable Development Agenda, so the NSGE integrated the goals of both of these strategic documents. In what follows, more will be said about compliance with the objectives of the Sustainable Development Agenda. The table below provides an overview of how the NSGE integrated the objectives of the EU Strategy:

Objectives of the EU Gender Equality Strategy	How the NSGE addresses the objectives of the EU Strategy
Stop further dissemination of gender stereotypes	The Operational Objectives 2 and all 5 measures within it, aim to contribute to the reduction of gender stereotypes and prejudices in the next four years through education, culture, media, and public education.
Close gender gaps in the labour market, achieve equal participation of men and women across different sectors of the economy and address gender pay and pension gaps	Through Operational Objective 3, which aims to increase the participation of women and persons of different gender identities in areas that provide access to use and benefits of resources, measure 3.2 will empower these social groups, marginalized and vulnerable persons and groups, to participate in economic life
Close the gender care gap	Through Operational Objective 3, Measures 3.4 and 3.5 aim to raise public awareness through public campaigns about the need for a more even distribution of work at home, care for children and the elderly, and on the other hand, by encouraging tripartite dialogue on amendments to the law, they will enable greater participation of women in the labour market and achieving a better work-life balance
Achieving gender balance in decision-making and politics	Through Operational Objective 3, Measure 3.1 will empower women and persons of different gender identities to participate in political decision-making
Stopping gender-based violence	Through Operational Objective 3, Measure 3.3 will raise the level of prevention and protection against gender-based discrimination, sexual harassment, gender-based violence, and multiple discrimination in the workplace

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When it comes to the final objective of the EU Strategy (stopping gender-based violence), it should be noted that the NSGE did not tackle all forms of violence against women in detail, but rather focused on protection against gender-based discrimination and sexual harassment in the workplace. This approach was necessary, given that the Action Plan for the implementation of the Istanbul Convention is being drafted, whose goals and measures will address all forms of protection against all types of violence against women and domestic violence.

Within the EU Accession Plan 2020-2022³, i.e. Chapter 19 (Social Policy and Employment), and in "Anti-discrimination and equal opportunities", there is a plan to adopt a new strategic document in the field of gender equality to cover the period 2021 - 2025. When it comes to funding, under Sector 2 - Rule of Law and Fundamental Rights, as Action 8, a total of 1.73 million euros is planned (of which EU support makes 1.44 million, and state co-financing 0.29 million) to support anti-discrimination policies and gender equality, which will be implemented under the obligations from Chapters 23 - Judiciary and Fundamental Rights, and Chapter 19 - Social Policy and Employment.

Concerning Chapter 23, through Operational Objectives 1 (*Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination*) and Operational Objective 2 (*Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities*), the NSGE integrated the recommendation 3.6. B in the Action Plan for Chapter 23, which reads: "take concrete steps to ensure the implementation of gender equality in practice, including strengthening oversight bodies and more effective response of law enforcement agencies to possible violations, as well as through greater awareness and support measures, especially in the employment and public representation of women ". The Operational Objective 3 of the NSGE (*Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources*) integrates the final benchmark from Chapter 19 - Implement amendments to the law in the field of prohibition of discrimination and equality of women and men in employment and social policy, to harmonize legislation in this area with the *acquis communautaire*.

The importance of adopting a new strategic document in the field of gender equality

Since the restoration of independence in 2006, Montenegro has taken major steps to establish a framework for the promotion and protection of women's human rights and the human rights of persons of different gender identities. The Constitution of Montenegro from 2007⁴ defines that the state guarantees equality between women and men and develops the policy of equal opportunities

³ Available at: <https://www.eu.me/mn/crna-gora-i-eu/dokumenti/category/226-program-pristupanja-crne-gore-eu>

⁴ Official Gazette No 1/2007 and 38/2013. The Constitution of Montenegro from 2007¹ defines that the state guarantees equality between women and men and develops the policy of equal opportunities (Article 18), and that any direct and indirect discrimination on any grounds is prohibited, and that special measures aimed at creating equal opportunities may be applied (Article 8).

(Article 18), and that any direct and indirect discrimination on any grounds is prohibited, and that special measures aimed at creating equal opportunities may be applied (Article 8). In the same year, Montenegro adopted the Law on Gender Equality⁵ and the Law on the Protector of Human Rights⁶ that define in more detail the promotion and protection of these rights and create conditions for the empowerment of women and persons of different gender identities, define priority areas and goals that should contribute to reducing gender inequality in all areas of social, economic, political and cultural life. Four years later, with the adoption of the Law on Prohibition of Discrimination,⁷ the legislative framework became further strengthened through the integration of international principles and standards for the protection against discrimination.

The Law on Gender Equality regulates the manner of providing and implementing rights based on gender equality, measures to eliminate gender-based discrimination and create equal opportunities for participation of women and men, and persons of different gender identities in all spheres of social life. The law defines duties of state bodies, state administration and local self-government bodies, public institutions, public companies, and other legal entities that exercise public authority, and entities in the private sector too. Also, the Law defines the duties of a state mechanism in charge of gender equality.

Article 4 defines discrimination based on sex as any legal or factual, direct or indirect distinction or unequal treatment, or failure of treating one person, or group of persons of one sex compared to persons of the other sex, as well as exclusion, restriction, or giving preference to one person, or group of persons of one sex compared to persons of the other sex, because of what a person is hindered or denied a recognition, enjoyment or exercise of human rights and freedoms in civil and political, economic, social, cultural and other spheres of public and private life. The use of words in the masculine gender as a generically neutral form for both masculine and feminine gender is also, in the sense of the law, considered discrimination on the grounds of sex.

The Law defines the obligation to gender-mainstream all instruments (normative and implementation documents) and strategies in all areas, and the obligation to increase the capacity of all institutions for the implementation of gender equality policies. Also, many other laws contain vital provisions for gender equality, the prohibition of discrimination, including, among other things, gender-based discrimination (e.g. Law on Domestic Violence Protection, Law on Legal Aid, Law on Labour, Law on Employment and Exercising the Unemployment Insurance Rights, Law on Election of Councillors and Deputies, Law on the Constitutional Court of Montenegro, Law on Judicial Council and Judges, Law on the State Prosecutor's Office, Criminal Procedure Code, Law on Foreigners, etc.).

The Law on the Protector of Human Rights and Freedoms established an institutional mechanism for protection against discrimination. With the consent of the discriminated person, this body acts and takes measures for protection against discrimination, under the law and a special law that govern the prohibition of discrimination. In the case of discrimination by public authorities, the Protector may submit to the competent authority an initiative for opening disciplinary procedure or procedure for

⁵Official Gazette No 1/2007 and 38/2015.

⁶Official Gazette No 1/2007, 38/2015 and 21/17.

⁷Official Gazette No 41/2010, 40/11, 18/14 and 42/17.

the dismissal of the person whose work or failure to act resulted in discrimination.

The provisions of the Law on Prohibition of Discrimination regulate the activities of the Ombudsman in terms of competence of the Protector to protect against discrimination. Given that the Law on Prohibition of Discrimination and the Law on the Protector of Human Rights and Freedoms of Montenegro fully regulate the protection against discrimination, the Article 6a of the Law on Gender Equality refers to the application of these laws in the case of the protection of persons discriminated on the grounds of sex.

To implement the Law on Gender Equality and under Article 21 of the Law, strategic documents in this area were adopted in three cycles: 2007-2013, 2013-2017, and 2017-2021. Representatives of state bodies, the non-governmental sector, and employers' organizations took part in the drafting of these documents. These documents set goals and measures at the state level for achieving gender equality in political, economic, social, cultural, and other areas of life, such as the labour, social and health care, education, protection from violence against women, and representation of women and men in decision-making processes at all levels and in all areas of social life. Follow-up of the implementation of strategic goals and measures was entrusted to a special committee consisting of representatives of the executive power at the state and local level, NGOs, and employers' associations. Reports on the implementation of goals and measures are made once a year and are submitted to the Government for adoption.

In the third quarter of 2020, drafting of a new strategic document for the period 2021-2025 started. The Ministry of Justice, Human, and Minority Rights, in cooperation with the OSCE Mission to Montenegro, undertook a series of activities, which began with a thorough analysis of the previous strategic document (Action Plan for Achieving Gender Equality 2017-2021 - APAGE) in the second half of 2020. The evaluation of APAGE⁸ aimed to critically review the results achieved in the reporting period, make recommendations about areas that needed more attention in the next strategic period, and improve the approach to solving problems in these areas. The main findings of the evaluation are presented in a separate chapter of this document.

In October 2020, the OSCE Mission hired three experts⁹ to participate in the phase of drafting the future National Strategy. A Coordination team was established that consisted of a representative of the OSCE Mission¹⁰, two representatives of the Ministry of Human and Minority Rights¹¹, and the

⁸Evaluation of the Action Plan for Achieving Gender Equality in Montenegro 2017-2020, authored by an independent evaluator Slavica Strikovic.

⁹ Sanja Elezović, for drafting the methodological framework and development of the Strategy through interaction with the Working Group, Oliver Komar, for drafting the Analysis of compliance with other strategic documents and defining indicators of the Strategy, and Slavica Strikovic for evaluating the previous strategic document and implementing a participatory process before starting work on Strategies and during the public debate.

¹⁰ Aleksandra Crvenica, senior program assistant

¹¹ Biljana Pejovic, Head of the Department for Gender Equality and Maja Jovic, Advisor in the Department

above-mentioned three experts. Furthermore, a Working group for the National Strategy was established, consisting of representatives of national and local executive authorities, and representatives of non-governmental organizations.¹² Representatives of the Ombudsman and the Agency for Electronic Media had the role of observers but made a valuable contribution to the work of the Working group. The process of drafting the new document was carried out under the Regulation¹³ of the Government of Montenegro, which defines the manner and procedure of drafting, harmonizing, and monitoring the implementation of strategic documents, and with the Methodology for policy development, drafting, and monitoring the implementation of strategic documents.¹⁴

Alignment of the Strategy for Gender Equality with other strategic documents

During the preparation of this Strategy, its alignment with other strategic documents was analysed¹⁵ with the view to verify compliance of strategic, operational objectives, measures, and indicators with all applicable sectoral strategies, which are divided into seven areas.¹⁶ The first round of checks aimed to establish whether sector strategies were relevant to the matters addressed by the National Strategy for Gender Equality - i.e. do they address gender equality and how (strategic goals, operational objectives, measures, or indicators). The analyses showed that of the 97 sectoral strategies listed as valid by the Methodology, as many as 26 address gender equality at some level or 26.8%. This analysis was not an analysis of the gender-mainstreaming quality of strategic documents, but rather a basic check of whether gender equality or the gender aspect, in general, were addressed.

Area 1: Democratic Governance	
1	Strategy for Combating Trafficking in Human Beings 2019-2024
2	Strategy of Human Resources Management in the Police Administration 2019-2024
3	Strategy for Combating Illicit Possession, Misuse and Trafficking of Small Arms and Light Weapons and their Ammunition 2019-2025
4	Strategy of Police Administration Development 2016-2020
5	Schengen Action Plan
6	Strategy for improving the quality of life of LGBTI persons in Montenegro 2019-2023.
7	Strategy for Social Inclusion of Roma and Egyptians in Montenegro 2016-2020.
8	Strategy for the Protection of Persons with disabilities from Discrimination and Promotion of equality for the period 2017-2021.
9	Action Plan for Achieving Gender Equality (APAGE) 2017-2021.
10	Strategy for the Execution of Criminal Sanctions 2017-2021.

¹² The list of members of the Working Group is attached in the Annex

¹³ Decree on the manner and procedure of drafting, harmonizing and monitoring the implementation of strategic documents, "Official Gazette of Montenegro", No. 54/2018)

¹⁴ Methodology of policy development, drafting and monitoring of the implementation of strategic documents. - Secretariat-General of the Government of Montenegro, Podgorica, 2018.

¹⁵ The integral document is attached in the Annex

¹⁶ Some of the strategies expire in 2020, but they were taken into account because they have not been replaced by newer strategic documents.

Area 2: Financial and Fiscal Policy	
11	Strategy for the Development of Official Statistics of Montenegro 2019-2023
Area 4: Economic development and the environment	
12	Strategy for the Lifelong Entrepreneurial Learning 2020-2024.
13	Strategy for the Development of Micro, Small and Medium-sized Enterprises in Montenegro 2018-2022
14	Strategy for the Development of Women's Entrepreneurship in Montenegro 2015-2020.
Area 6: Employment, social policy, and health	
15	Strategy of Development of Health of Montenegro (2003)
16	National Strategy for Rare Diseases in Montenegro 2013-2020
17	Strategy for Preservation and Improvement of Reproductive and Sexual Health 2013 – 2020
18	National Strategy to Combat HIV/AIDS 2015-2020.
19	Master Plan of the Development of Health System of Montenegro 2015-2020
20	National Health Care Strategy for Persons with Diabetes 2016-2020.
21	Strategy for Protection and Improvement of Mental Health in Montenegro 2019-2023
22	National Strategy for Employment and Human Resources Development 2016-2020.
23	Strategy for Protection from Domestic Violence 2016-2020.
Area 7: Foreign and security policy and defence	
24	Strategic Review of Defence of Montenegro 2018-2023.
25	Action plan for the Implementation of UN Security Council Resolution 1325 - Women, Peace, and Security in Montenegro 2019-2022.
26	Strategies for cooperation with the diaspora-emigrants 2020-2023.

Table 1: Strategic documents with references to gender equality in their goals, measures, or indicators

The second part of the analysis involved all relevant goals, operational objectives, and measures from the strategic documents in the context of the strategic goal, operational objectives, and measures of the draft Strategy for Gender Equality 2021-2025.

Results suggest that the area addressed by operational objectives 2 and 3 of the Draft Strategy for Gender Equality 2021-2025 was addressed by some other current strategic documents. However, although several strategic documents govern the same area, a detailed analysis of each strategic, operational goal, and measure suggests that there are no duplications. Still, measure 3.2 - *Empower women and people of different gender identities, marginalized and vulnerable people and groups to participate in economic life*, should be checked against the Strategy for Lifelong Entrepreneurial Learning 2020-2024, the Strategy for the Development of Micro, Small and Medium-Sized Enterprises in Montenegro 2018-2022, the Strategy for the Development of Women's Entrepreneurship in Montenegro 2015-2020 and the National Strategy for Employment and Human Resources Development 2016-2020.

All recommendations from the Analysis were taken into account when drafting this Strategy. However, it is important to note that the period of preparation of this Strategy coincided with the time of expiration of previous public policies, and the drafting of new ones that also address discrimination against women and persons of different gender identities. In addition to efforts to ensure that the measures and activities of this Strategy do not overlap with the above-mentioned

ones, due care was taken to make a good framework for strategies and action plans that address gender or sex-based discrimination, social inclusion, and the protection of vulnerable social groups. The following documents expired in 2020:

- Action Plan for the Implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention),
- Strategy for Social Inclusion of Roma and Egyptians,
- Action plan for the protection of persons with disabilities from discrimination,
- Strategy for Development of Women Entrepreneurship.

To avoid overlapping with these documents, the Ministry of Justice, Minority and Human Rights took due care and consulted institutions responsible for drafting these documents, protection from discrimination and other stakeholders - the Ombudsman, NGOs, employers' associations, the Agency for Electronic Media, and international organizations implementing gender equality programs, such as UNDP. On the other hand, the Working Group for the development of this Strategy took care that the operational objectives, measures, and activities of the Strategy were defined to create a good supporting framework for other documents and to address aspects of equality that will not be primarily addressed through other documents. For example, the Action Plan for the Implementation of the Istanbul Convention will focus primarily on the development of general and specialized services for victims of domestic violence, and the prevention of violence and protection of victims before state institutions and bodies. This Strategy, through Operational Objective 2, which addresses stereotypes, prejudices, and gender roles, envisages measures on the prevention of discrimination and violence, education, culture, and the media. Furthermore, Operational Objective 3 addresses the gender inequality in domains of power and money (participation in decision-making and access to social and natural resources), so its measures and activities are aimed at various forms of support for women and persons of different gender identities and protection against economic violence. Also, these measures and activities aim to contribute to protection against discrimination based on gender, protection from sexual harassment and blackmail in the workplace, to encourage women and persons of different gender identities to participate in public, political and economic life.

Compliance with the National Strategy for Sustainable Development

The National Strategy for Sustainable Development of Montenegro 2030 (hereinafter: NSSD) is "the umbrella, horizontal and long-term development strategy of Montenegro, which refers not only to the environment and the economy but also the irreplaceable human resources and valuable social capital that should facilitate prosperous development."¹⁷. To achieve such a comprehensively defined sustainable development, the state must provide equal access to natural and social resources and equal opportunities for men and women, marginalized or vulnerable persons or groups to enjoy the benefits of development. In practice, this means that every public policy must be inclusive, gender-equitable, and non-discriminatory, be it a policy of economic growth and labour productivity, poverty

¹⁷ The National Strategy for Sustainable Development until 2030 (NSSD) was adopted in 2016. Available at: <https://mrt.gov.me/biblioteka/strategije>

reduction, strengthening of human capital through health and education, achieving food security, or addressing the effects of climate change and strengthening resilience to natural hazards. Also, policies must include specific objectives, activities, indicators, and appropriate means to ensure equal access to natural and social resources for men and women, marginalized and vulnerable persons and social groups, and create conditions for all of them to have equal opportunities to enjoy the benefits of sustainable use of resources. That is why the United Nations Sustainable Development Agenda 2030 defines gender-responsive goals¹⁸, most of which are embedded in the NSSD in the form of national goals and measures that encourage women to have equal access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources.

Law on Gender Equality¹⁹ made policy-makers integrate gender equality into all public policies. In the context of sustainable development, this means that sectoral policies that ensure equal access to resources and the benefits of using resources must contain a gender component, otherwise, the basic criterion of inclusiveness will not be met. However, many of the public policies related to the environment and economic development did not meet this criterion, which was established during the preparation of the Analysis. To determine accurately and precisely if public policies related to sustainable development have integrated gender equality e.g. objectives, measures, activities, and budgets, it will be necessary to analyse all applicable public policies and make a draft of guidelines for gender-mainstreaming of policies. To link the principles of gender equality and non-discrimination with sustainable development, this Strategy integrates the gender-responsive objectives of the Agenda of Sustainable Development, in two ways - horizontally and through operational objectives and measures. The following is a table of concordance:

Objectives of the Agenda of Sustainable Development, i.e. Strategy for Sustainable Development (NSSD)	How the National Strategy for Gender Equality (NSGE) addresses it
Objective 5 - Achieve gender equality and empower women and girls	Given that the NSGE focuses on gender equality, it corresponds to Objective 5 horizontally, through all operational objectives and measures.
Objective 2.1 - Active attitude of key actors to sustainable development	This objective is integrated into the NSGE horizontally, through all operational objectives and measures, where institutions and civil society dealing with the development of human resources and social resources are recognized as key actors and partners. In addition to the protection of natural resources (which is not in the scope of the NSGE), the

¹⁸A list of all gender-relevant targets and indicators can be found at: https://unstats.un.org/unsd/demographic-social/gender/documents/14Mar2018_Gender_relevant_SDG_indicators_MB-HSS.pdf.

¹⁹Articles 3 and 11 of the Law on Gender Equality, Official Gazette of the Republic of Montenegro No. 46/07, Official Gazette of Montenegro, No. 73/10, 40/11, 35/15.

	protection and empowerment of human and social resources are necessary to achieve sustainable development.
Objective 16b - Promote and enforce non-discriminatory laws and policies for sustainable development	Since the NSGE is directly involved in the implementation of anti-discrimination laws (Law on Gender Equality and Law on Prohibition of Discrimination), this objective is integrated horizontally, through all operational objectives and measures.
Objective 1.4 - By 2030 ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance, natural resources, appropriate new technology, and financial services including microfinance.	Through Operational Objective 3, the NSGE will work to increase the level of participation of women and persons of different gender identities in areas that provide access to natural and social resources and the benefits of the use of resources.
Objective 4.3 - Ensure equal access for all women and men to university education	Through Operational Objective 3, through Measure 3.6 that refers to increased participation of women in STEM fields
Objective 8.8. - Protect labour rights and promote safe and secure working environments of all workers, including migrant workers, and those in precarious employment	Through Operational Objective 3, through Measure 3.3 that refers to the prevention of sex and gender-based discrimination, and the prevention of sexual harassment at work
Objective 10.2 - Empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion, economic, or another status	Through Operational Objective 3, through Measure 3.2 that refers to the empowerment of women and persons of different gender identities, marginalized and vulnerable persons and groups to participate in economic life
Objective 13.b - Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	Through Operational Objective 3: Measure 3.7 that plans to introduce impact assessments and implement prevention measures to reduce the negative impact of climate change and natural disasters on the health of women, men, persons of different gender identities, marginalized and vulnerable persons and groups
Objective 16.7 - Ensure responsive, inclusive, participatory, and representative decision-making at all levels	Through Operational Objective 3, Measures 3.1 and 3.2, that aim to ensure greater participation of women and persons of

	different gender identities in political and economic life
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I SITUATION ANALYSIS

An overview of key achievements of the previous strategic document

To implement the legal framework in the field of gender equality, Montenegro adopted and implemented three action plans to achieve gender equality: the first that covered the period 2010-2012, the second that covered the period 2013-2017, and the third one, for the period 2017-2021. These strategic documents made the foundation for the implementation of gender equality policies and were based on the national legal framework and relevant international legal instruments. However, the analysis suggest that they have not contributed to the human rights of women and persons of different gender identities in the country.

In progress reports on Montenegro, the European Commission (EC) has warned repeatedly that public policies in the field of gender equality made modest progress, and has expressed concern about the lack of impact of relevant legislation and strategic documents. In the 2020 report²⁰, it is stated that the legislative framework on gender-based discrimination has limited impact due to weak implementation of existing measures and insufficient prioritization of gender equality in the overall state and public accountability mechanisms. The EC also warns that most institutional actors are often unaware of their legal obligations for gender mainstreaming or insufficiently trained to implement gender policies. In the 2019 Progress Report²¹, the EC notes that the process remains largely donor-dependant, and adequate human, technical and financial resources are lacking. The gender mechanism does not effectively perform its coordinating and strategic role, and the Committee on the Elimination of Discrimination against Women (CEDAW) recommendations have not been properly followed up.

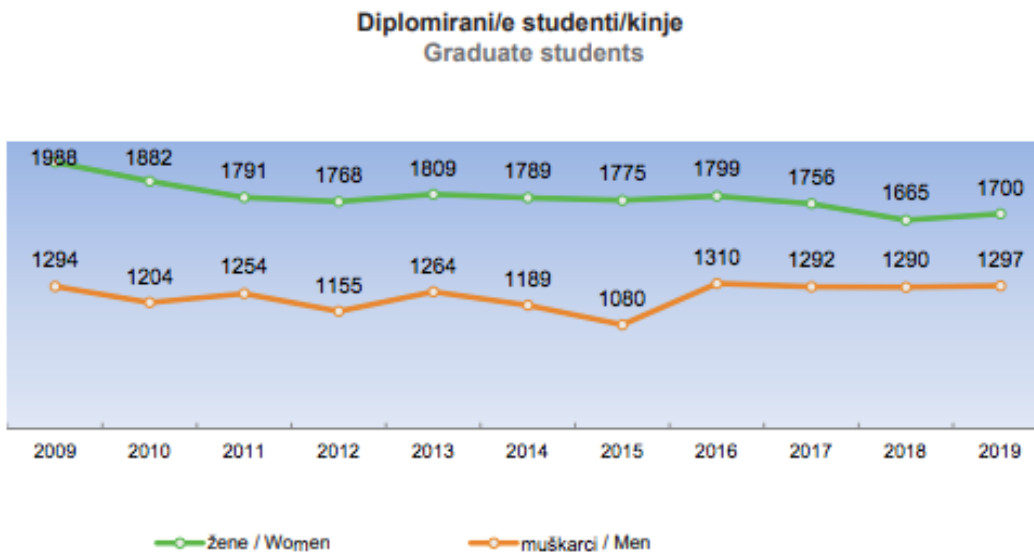
Some statistics about women's participation in education, the labour market, and politics show overall trends in these three areas. However, to have a clearer perspective, they should be considered within the broader social context and other factors that affect equality, which are presented in the Analysis of the situation. When it comes to education and employment, below are the data that the Statistical Office and competent ministry for the coordination and implementation of gender equality policies, publish every other year in the publication "Men and Women in Montenegro".²² The graph shows that there were more women among graduate students during the period 2009 to 2019, but

²⁰Commission Staff Working Report, Montenegro 2020 Report, https://ec.europa.eu/neighborhood-enlargement/sites/near/files/montenegro_report_2020.pdf, p.38

²¹<http://www.eu.me/mn/press/saopstenja/pregovori-o-pristupanju/item/3844-izvjestaj-evropske-komisije-o-crnoj-gori-za-2019-godinu>.

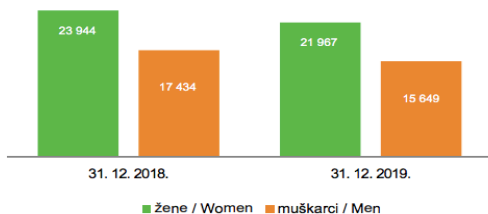
²²Data are collected and processed by the Statistical Office, in cooperation with the Ministry of Justice, Human and Minority Rights, and are available at http://monstat.org/cg/publikacije_page.php?id=212

there were more women among the unemployed during the period 2016-2019. Publications from previous years suggest that the situation has been the same for more than a decade, i.e. women in Montenegro are more educated but less present in the labour market.

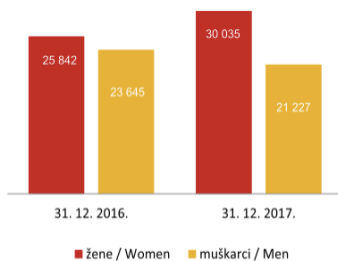


Source: Statistical Office

Broj nezaposlenih na dan 31. 12. 2018. i 31. 12. 2019.
Number of unemployed 31st December 2018 and 31st December 2019



Broj nezaposlenih na dan 31. 12. 2016. i 31. 12. 2017.
Number of unemployed 31st December 2016 and 31st December 2017



Source: Statistical Office

When it comes to women in politics, archives of the Inter-Parliamentary Union (IPU), which monitors the number of women parliamentarians, show the trends of women's participation in political decision-making. Similar to education and employment, it is necessary to consider the broader context, which is presented in the Analysis of the situation. According to IPU data, Montenegro made progress in terms of the share of women parliamentarians from 2006 to 2019²³, while in 2020 that share decreased. However, even in the years when the number grew, it never reached the minimum percentage of 30% of women's participation in political decision-making. According to the data of the Committee for Gender Equality of the Parliament of Montenegro, the share of women parliamentarians increased to 24.66% in February 2021, after the distribution of mandates.

Year	Share of women parliamentarians in the Parliament of Montenegro
2006	8,6%
2007 - 2010	11.1%
2011	12.3%
2012	17.3%
2013	16%
2014 - 2015	17.3%
2016-2018	23.5%
2019	28.4%
2020	22.2%
February 2021	24.69%

Source: Archives of the Inter-Parliamentary Union

In July 2020, the Evaluation of the Action Plan for Achieving Gender Equality in Montenegro (APAGE)

²³IPU data from December for each year of the year are listed in the table, except for 2021, which lists February data. For the years 2006 - 2019, data are available at: <http://archive.ipu.org/wmn-e/classif-arc.htm>, while from 2019 onwards they are available at: <https://data.ipu.org/women-ranking?month=1&year=2021>.

2017-2020 was done²⁴. The Evaluation finds that APAGE had many shortcomings²⁵ and only partially affected the promotion of gender equality and failed to articulate the problems of end-users. Most of the planned activities were implemented. Still, it was impossible to measure their effects because the indicators were poorly set, light, numerically oriented, and useless for the description and analysis of achievements. The Evaluation also finds that APAGE was under a burden of too many unprioritised areas, and the budget was formulated without prior assessment of available funds, and it failed to define responsible entities for activities that were not implemented.

As for the specific conclusions, the Evaluation states that some stakeholders did not participate in the drafting of the APAGE, despite having their duties/obligations defined in the document. Some targets were not defined as “SMART”; they were largely based on a situation analysis that contained outdated data and information, and the measures and activities overlapped with other strategic documents related to women's empowerment. As for inter-institutional cooperation during the implementation of the APAGE, the Evaluation found it unsatisfactory and points out that measures were not dispersed adequately at the local level. Furthermore, the cooperation boils down to working in working groups and submitting mostly unsystematised data at the time of reporting. Moreover, some activities were reported to the Department for Gender Equality Affairs, although they were not planned by APAGE, and it was left to the Department to “place” them in an appropriate measure in the annual report. The use of donor and regular funds was not reported and a systematic collection of gender-disaggregated statistics lacked, which was recognised as one of the shortcomings.

It is also important to note that the previous strategic document did not contain the intersectional principle sufficiently and that it failed to adequately address the matters of persons of different gender identities or women belonging to sexual and gender minorities (LBTQ women).

Stakeholders

Stakeholders involved in the implementation, coordination, and monitoring of gender equality policies and protection against discrimination based on sex, gender identity, sexual orientation, or intersex characteristics²⁶ in Montenegro are:

Department for Gender Equality in the Ministry of Justice, Human and Minority Rights -coordinates the activities related to gender equality in the Ministry. The Department conducts gender analyses and participates in the drafting of action plans at the national and local levels, publishes data related to violence, monitors the implementation of international documents and conventions, and takes measures to incorporate them into the legal system of Montenegro. This body ensures the implementation of the principles of inter-ministerial cooperation through the coordination of the

²⁴The author of the Evaluation is Slavica Strikovic.

²⁵APAGE Evaluation, p. 65-66.

²⁶The Law on Gender Equality recognizes only discrimination on the grounds of sex, while Article 2 of the umbrella Law on Prohibition of Discrimination provides for a wider range of grounds: gender, gender reassignment, gender identity, sexual orientation, and intersex characteristics.

Commission's activities for the implementation and monitoring of the strategy and action plan for gender equality, through the preparation and organization of meetings and the drafting of conclusions. The principle of transparency is ensured through regular publication of the Commission's reports on the Government and line ministries' websites, periodic meetings with non-governmental organizations to discuss the taken measures and implemented activities and at which the Commission's reports are discussed.

Gender Equality Committee is a permanent body of the Parliament that is responsible for the adoption of laws and monitoring of the implementation of gender equality policies. This body considers bills of laws, regulations, and general acts related to gender equality principles, monitors the application of rights through enforcement of laws and improvement of gender equality principles, particularly in the area of rights of the child, family relations, employment, entrepreneurship, decision-making process, education, health care, social policy, and information.

The Committee also takes part in preparing, drafting, and harmonizing laws and other documents with European legislation standards and EU programmes related to gender equality; affirm signing of international documents in this field and monitor their application; cooperates with relevant working bodies of other parliaments and non-governmental organizations from this area. The Committee, as well as other bodies of the Parliament, under the Rules of Procedure of the Parliament, may organize parliamentary hearings and parliamentary inquiry to "control consistent use of Constitutional norms, clarify important matters and specific solutions from proposed or existent acts, issues and questions that may be unclear to state bodies and institutions" (Article 72 of the Rules of Procedure).

The Secretariat-General of the Government, under the Decree on the manner and procedure of drafting, harmonizing, and monitoring the implementation of strategic documents²⁷, proposes the adoption of strategic documents to the Government, controls the quality of documents, and gives opinions and recommendations regarding the compliance of strategic documents with strategic documents that define the general development at the level of Montenegro and other strategic documents, with obligations arising from Montenegro's accession to the EU, sectoral policies of the European Union and the conditions of use of EU funds, alignment of structure and content of the strategic document with the methodology of policy development, implementation, and monitoring of the implementation of strategic documents.

Under the Law on Gender Equality, ministries and administrative bodies designate employees, i.e. coordinators for activities related to gender equality, and participate in the preparation and implementation of the national strategy on gender equality. Following the national strategic framework, municipalities draft their gender equality action plans to address the particulars of their local communities. Each municipality appoints a local gender equality coordinator who coordinates the implementation of local action plans and works as the contact person for the Department for Gender Equality.

Since November 2016, as many as 106 persons were appointed to work on gender equality matters at the national and local levels and 13 contact persons in the media. The Ministry of Justice, Human

²⁷Official Gazette of Montenegro, No 54/2018 of 31 July 2018.

and Minority Rights is in charge to communicate with contact persons and coordinate their work in gender equality, i.e. reporting on the implementation of programs and action plans for gender equality in their areas, which the Ministry consolidates into a single report and submits to the Government. Memoranda of Understanding were signed with 23 municipalities; 18 municipalities adopted decisions on gender equality, and 10 municipalities adopted local action plans. Seven municipalities allocated special funds in their budgets for the implementation of gender equality-related activities. Since 2012, more than 1,700 employees in local governments were trained on gender equality. Several municipalities adopted local action plans for LGBT persons (Kolasin, Bijelo Polje, Kotor, and Podgorica). Also, there is a network of LGBT contact persons in local governments, consisting of representatives of 17 municipalities. Contact persons for gender equality are mostly women and almost as a rule, they perform other duties that are envisaged as basic by the description of their jobs. The majority of contact persons are officials working in finances, human resources, or general affairs and are generally not directly involved in policy making and or aware of whether public policies and regulations are gender-sensitive.

National Council on Gender Equality was established in 2016, as an advisory body that monitors the implementation of gender equality policies at the national and local levels. So far, the Council has brought together some of the members of the Commission for APAGE, but there were no high-ranking political or institutional levels involved.

The Protector of human rights and freedoms is authorized to act upon complaints relating to the work of courts in case of delay in the proceedings, abuse of procedural authorizations, or failure to execute court decisions, and submits annual work reports to the Parliament of Montenegro that includes a general statistical overview of the cases in which he acted, the statistical overview by the areas of work, recommendations and measures proposed by the Protector for improvement of the human rights and elimination of perceived shortcomings.²⁸ The Protector is also authorized to act upon the work of state bodies within the scope of his competencies. Those competencies are important in terms of acting on complaints related to domestic violence and gender-based violence. Chapters on discrimination on the grounds of sex, gender transitioning and change of gender identity, sexual orientation, and intersex characteristics discuss in more detail data on complaints on these grounds. It is important to note that the Protector does not have a deputy in charge of gender equality matters.

Administration for Inspection Affairs, namely, the Labour Inspectorate, has the mandate to monitor the implementation of several laws, including the Law on Gender Equality, Law on Prohibition of Discrimination, the Law on Prohibition of Discrimination against Persons with Disabilities, the Law on Safety and Health at Work and the Law on Labour. According to the Administration's report for 2019²⁹, there are as many as 53 systematized jobs for labour inspectors (37 for labour relations, including the chief inspector, and 16 for safety and health at work). As many as 42 inspectors work, of which 32 are in charge of labour relations, including the chief inspector and 10 inspectors for safety

²⁸The annual reports of the Protector are available at: https://www.ombudsman.co.me/Izvjestaji_Zastitnika.html

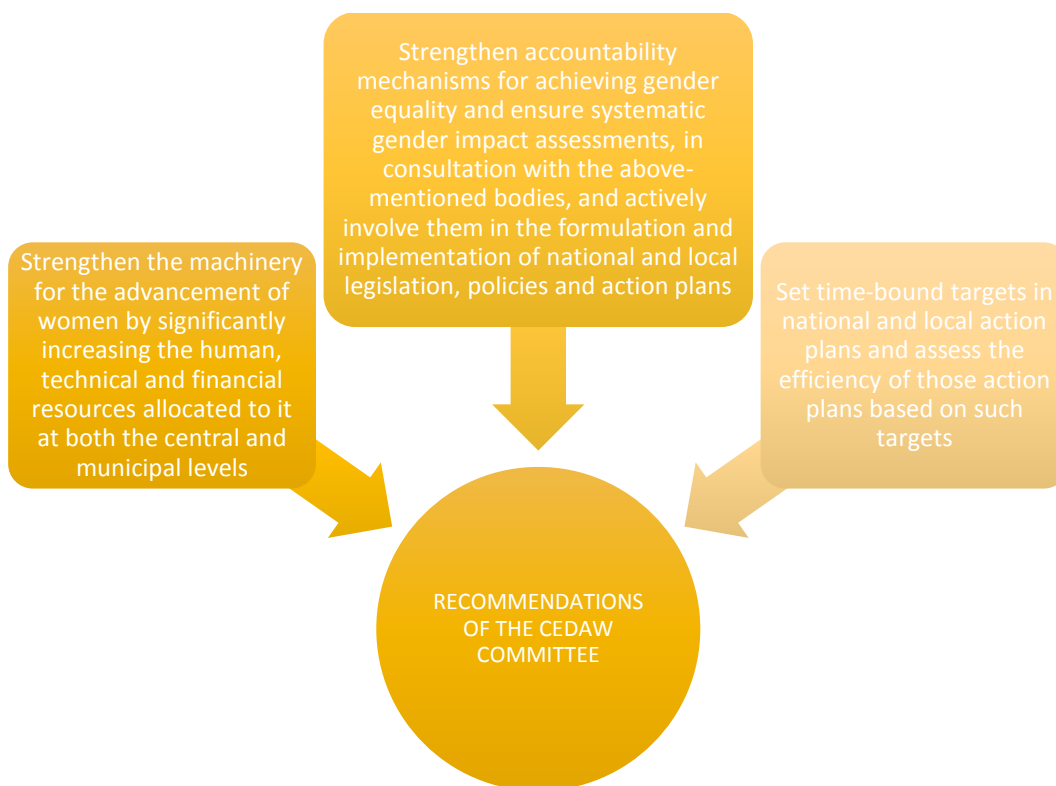
²⁹<https://uip.gov.me/biblioteka/dokument>

and health at work. According to the information received from the Administration for Inspection Affairs for this Strategy, the Labour Inspectorate keeps records of discrimination-related initiatives, inspections that were carried out on the grounds of discrimination, identified irregularities, and forwards statistics from these records to the competent ministry. Data are gender-disaggregated, except in cases of a collective initiative or an anonymous application.

Other main actors in the implementation of gender equality policies are non-governmental organizations that implement programs for the protection of women's human rights, promotion of gender equality, protection from violence, and programs for the empowerment of women. These organizations have a long-standing experience in working with victims and their results and recommendations are valuable sources of data for creating policies for protection against discrimination and protection against violence. Also, organizations for the protection of women's rights and gender equality draft reports on the implementation of the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and reports on the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention). On the other hand, many women's business associations and financial institutions work to support women's entrepreneurship and empower women to participate in economic life, carry out researches on their own, and their recommendations are incorporated into policies and strategies to support women's entrepreneurship.

The CEDAW Committee warned Montenegro that it needs to improve the efficiency of national mechanisms. In the report from 2017³⁰, the Committee notes that there is a "lack of effective gender impact assessments by bodies forming the national law enforcement and budgeting mechanism, and a largely symbolic role of these bodies, indicating the weak status of the National Gender Equality Council, which was not consulted during the formulation National Action Plan for Gender Equality 2017-2021, and the Parliamentary Committee on Gender Equality tends to have a more passive role". The Committee further recommends that:

³⁰Second periodic review of the CEDAW Committee, submitted at 1512th and 1513th sessions in July 2017.



Gender equality in Montenegro and EU member states

It is possible to compare gender equality in Montenegro with EU member states through monitoring of the domains covered by the equality monitoring instrument, whose methodology was developed by the European Institute for Gender Equality (EIGE) and used in EU member states since 2013. The development of the Index in Montenegro began in 2016, with the signing of a memorandum of cooperation between the Ministry of Human and Minority Rights and the Statistical Office of Montenegro (MONSTAT). The Memorandum defines the MONSTAT's duty to calculate the Gender Equality Index for Montenegro following EIGE methodology of use of national and European sources.

The index for Montenegro was published in 2019 for the first time³¹. The index is not a stand-alone survey, but a compilation of data from other surveys. The results are based on the measurement of 31 indicators, which cover the following domains: work, money, knowledge, time, power, and health.

- The domain of **work** measures the extent to which women and men can benefit from equal access to employment and good working conditions. Measuring shows women's participation

³¹The author of the index is Statistical Office, and the author of the Index Analysis is PhD Olivera Komar. See more details at: <https://www.monstat.org/cg/page.php?id=1768&pageid=55>.

in work (employment rate and the duration of working life), segregation, and quality of work (sectoral segregation, options to take time off, and job prospects index).

- The domain of **money** measures gender inequalities in earnings for work that men and women do and how the money is distributed in terms of poverty and wealth. The share of women in the use of financial resources (average monthly salary and average equivalent net income) and the economic situation (share of income quintile and risk of poverty) are measured.
- The domain of **knowledge** measures gender inequalities in access to higher education and continuous training, and segregation according to the field of study, and measures attainment and participation of women and men in education (share of students who complete tertiary education, participation in formal and non-formal education, as well as the percentage of students at the tertiary level in education, health, and welfare, humanities, and arts).
- The domain of **time** measures how much time after work is spent doing housework and caring for dependent family members, and how much time is left for sports, culture, recreation, or other activities, so in this domain, it is measured how much time women and men spend on caring for (children, the elderly and people with disabilities, cooking and housework), and how much of their free time they use for social activities (sports, culture and recreation, voluntary or charitable activities).
- The domain of **power** measures gender inequalities in the exercise of political, economic, and social life. When it comes to political life, the share of female ministers, members of Parliament, and local councillors is taken into account.

The total value, i.e. the total degree of gender equality in Montenegro, expressed through index points is 55, which is significantly below the EU average of 67.4. The measurement results suggest that "at the national level, women in Montenegro are the least equal when it comes to power, followed by time, knowledge, money and work. Women are the most equal to men in the domain of health. The order is similar, but not the same, in the EU-28. Women in the EU-28 are also the least equal when it comes to power; in the 28-EU this domain is followed by knowledge, time, work, money, and finally health."³²

Domain	Montenegro	EU average
Work	65,2	72
Money	59.7	80.4
Knowledge	55,1	63.5
Time	52,7	65.7
Power	35,1	51.9
Health	86.9	88.1
Total value	55	67,4

Table 7: Gender equality in Montenegro compared to EU average, by domain in 2019. Source: Statistical Office.

³² Gender Equality Index, Montenegro 2019, p.12.

More detailed data for Montenegro are presented in the Situation Analysis. Index on gender equality in Montenegro suggests the following conclusions:

- The share of women in the labour force is growing, but the work-life for women is shorter. Women tend to be in lower-paid occupations and are not promoted in the decision-making hierarchy at the same rate as men. Although women are under the heavier burden of housework and caring for dependent family members, it is more difficult for women to take a break during working hours to deal with personal matters. Women tend to be the primary person in the family who take care of others, but they have less free time, and consequently, they spend less time doing sports, cultural or recreational activities. Despite the efforts to encourage employability and entrepreneurship, women are still far from being equally represented among business owners and managers. There is a significant gap in the earnings of men and women.
- Education is the only domain in which women have surpassed men in some indicators. More women than men have graduated in recent years. However, education does not mean better jobs. The overall share of both sexes in non-formal education is quite low - 13.3%. In the field of education, health, humanities, and art, there are significantly more female students - 29% compared to 15.3% of male students. Traditionally, substantially more men are enrolled in science-based fields or technology than women;
- Although it has been noted that gender equality is highest in the domain of health, this domain does not cover all relevant levels of health-related inequalities in Montenegro. The share of women in the legislative seats has increased due to the quota system. However, the target set by the National Strategy for Sustainable Development is still far from the projected value (40%). The share of women in the executive branch or positions of economic power is still very low.

Enforcement of the existing normative framework for the implementation of policies of gender equality, and protection against discrimination based on sex and gender

Gender mainstreaming in public policies

Articles 3 and 11 of the Law on Gender Equality³³ define that, to achieve gender equality, the state organs, organs of state administration and local self-government, public institutions, public companies and legal persons exercising public authority, business companies, other legal persons, and entrepreneurs, are obliged to assess and evaluate the impact of their decisions and activities on the position of women and men in all phases of planning, making and implementing decisions. Furthermore, according to Article 13b, organs are to provide training on gender equality to their employees. However, most sectoral policies are not gender-sensitive and do not contain targets, activities, indicators, or budgets focused on the empowerment of women, people of different gender identities, or vulnerable groups such as Roma and Egyptian women, people with disabilities, rural women, etc. However, the Law does not prescribe any sanctions for non-compliance with this

³³(Official Gazette of the Republic of Montenegro No. 46/07, "Official Gazette of Montenegro", No. 73/10, 40/11, 35/15.

measure, so most public policy documents are not gender mainstreamed. Even though an in-depth analysis of gender mainstreaming quality of national public policies is yet to succeed, a preliminary basic check for this Strategy suggests that 73.2% of national sectoral strategic documents do not address the matter of gender equality in any way.

According to a 2013 survey of the Gender Equality Committee and the Ministry of Human and Minority Rights, most civil servants fail to understand the concept of a human rights-based approach or integration of gender dimension/gender mainstreaming of public policies. What's more, they consider it irrelevant because, as they point out, "the law guarantees equality for all." As there were no similar surveys after 2013, it is difficult to assess whether any changes have taken place in the meantime, and if yes, to what extent. However, as the Human Resources Administration organizes few training on gender equality for civil servants and employees annually, which are not mandatory and not provided for newly hired civil servants and employees, it follows that a more active approach to this matter is necessary. Accordingly, this Strategy envisages measures and activities aimed at raising the institutional capacities to implement gender equality policies.

At the end of 2020, the NGO Institute Alternative published the study "Public Policies Gender Mainstreaming: Examples from Montenegro"³⁴ that analysed three key laws on important matters related to women's access to natural and social resources - employment, entrepreneurship, and health care, and equal enjoyment of the benefits that these resources provide: Law on Labour, Law on Companies and the Law on Compulsory Health Insurance. The Analysis concluded that the law-making process is not inclusive enough, i.e. that it does not take into account the needs of target groups and end-users, which makes them insufficiently gender-responsive from the onset. Furthermore, there was no detailed impact analysis preceding the adoption of laws that could shed light on vulnerable areas and areas of potential for access to resources and enjoyment of those resources for all social groups. Moreover, although the public hearing is a mandatory part of any law-making process, the Analysis suggests it did not take a proactive approach in seeking input from stakeholders. Also, discussions about laws in parliamentary committees and the plenum did not contain a gender component, and the opinion of the Gender Equality Committee regarding the gender mainstreaming of these laws was positive.

In 2020, the Westminster Foundation for Democracy published the Analysis of the gender mainstreaming of local action plans in Montenegro³⁵ to determine the level of gender mainstreaming of public policies in local communities that work on the inclusion of vulnerable groups. Their report covered local action plans that addressed the inclusion of women, people with disabilities, members of the Roma and Egyptian communities, youth, residents of rural communities, and LGBTQ persons in 24 municipalities of Montenegro. The main findings of that analysis, as well as the above-mentioned analysis of the Institute Alternative, suggest evident systemic weaknesses in the inclusiveness of the process. Furthermore, the local level fails to understand the concept of gender mainstreaming, and the majority of gender mainstreaming plans boil down to the involvement of a

³⁴The analysis was created within the project "Gender mainstreaming, not counting: Public policies and gender equality in Montenegro", implemented by the Institute Alternative with the financial support of the Ministry of Human and Minority Rights of Montenegro. The author of the Analysis is Nikoleta Pavicevic.

³⁵The authors of the Analysis are Olivera Komar and Slaven Zivkovic

few members of both sexes in working groups, or the use of gender-sensitive language. Local plans are made without prior situation analysis or analysis of the impact of local policies, statistics, and databases.

From 2020, regulations that are a good initial step in the introduction of gender-responsive local policies, including gender-responsive budgeting, have been adopted³⁶. Namely, the Ministry of Finance issued Instructions on the preparation and assessment of the analysis of the impact of decisions and other regulations of local self-government bodies³⁷ that involve the gender dimension too. According to Article 2, the Analysis of the impact "defining the problems or objectives that the proposed regulation seeks to address, identifying and analysing options to address those problems, assessing the fiscal impact, assessing the impact of regulations on gender equality, consultations with stakeholders, monitoring and evaluation". Further articles also define that gender equality must be taken into account when defining problems, targets, and options to address problems. Moreover, the Competitiveness Council prepared a Manual for the assessment of regulations on gender equality, which is a valuable initial step towards gender mainstreaming of local and central policies.

When it comes to marginalized women, as well as those who are exposed to multiple (inter-sectional) discrimination - women with disabilities, rural women, the unemployed, members of ethnic or sexual minorities, local action plans rarely involve these groups, their position, and needs. It is striking that even gender equality action plans, targets, activities, or measures often fail to take these subgroups into account. Also, youth action plans rarely consider the interests and position of young women from these groups.

Training of personnel for the implementation of gender equality policies

In January 2020, the UNDP Office in Montenegro published their results of a survey on gender mainstreaming of public policies³⁸, which suggest that most representatives of institutions, including those in positions of contact persons for gender equality, do not have consolidated data on a total number of trained employees on gender equality in their institution, nor on the share of persons who participated in such training the year before. Detailed records of training conducted within the Program of professional training and advanced training of civil servants and employees is managed by the Human Resources Administration, through their Human resources information system. The Program of professional training generally plans several, general training in the field of gender equality. However, the training may be organised more often upon request. Still, this type of training is not mandatory for newly hired civil servants and employees. The first phase of the new training

³⁶Gender Responsive Budgeting (GRB) is an innovative public policy tool for assessing the impact of policies and budgets from gender perspective and for ensuring that policies and their accompanied budgets do not perpetuate gender inequalities but contribute to more equal society for women and men. GRB aims to close the "implementation gap" that exists in countries, which have laws and policies in place to advance gender equality, but these are not fully implemented in practice.

³⁷Official Gazette of Montenegro No. 105/20 of 29 October 2020.

³⁸Gender Mainstreaming - IPSOS Strategic Marketing and UNDP, January 2020.

plan is underway. It will cover the education and establishment of a system of trainers-for-trainers for gender equality in institutions.³⁹ Human Resources Administration's 2019 report⁴⁰ states that 6 pieces of training on gender equality were held in 2019 that were attended by 62 officers of the Police Directorate.

Due to insufficient staffing and lack of technical and material capacities, and the lack of effective and efficient cooperation and coordination, implementation of previous strategic and action plans was based rather on ad hoc solutions than on a coordinated systemic approach. So, it often happens that some surveys and activities entrusted to experts or organizations are not used enough to build institutional capacities. Also, the mechanisms for cooperation with non-governmental organizations, which mainly boil down to the formal exchange of information on who did what, are not used enough to build institutional gender equality mechanisms.

The best way to define rules on how inter-institutional cooperation should take place in some areas is to draft protocols on cooperation, with clearly defined competencies and steps in action, information exchange systems, enforcement of procedures, and a constant procedure monitoring system. Protocols also help to have the rights of persons in the proceedings (injured parties, victims, potential victims, etc.) fully protected and help institutions to act efficiently and effectively. A positive example in this regard is the Protocol on the procedure in cases of domestic violence, which was adopted in 2019 and harmonized with the Istanbul Convention.

Institutional protection against discrimination on grounds of sex, gender reassignment and gender identity, sexual orientation, and intersex characteristics⁴¹

Article 4 of the Law stipulates the prohibition of discrimination on the grounds of sex and explains in more detail the content and meaning of that term. Ombudsman's reports suggest that very few people file complaints on discrimination based on sex and gender, which indicates that women and people of different gender identities are not sufficiently aware of their rights and consequently, they need to be informed and empowered to contact the Ombudsman in case they are discriminated.

During the past four reporting years (2016-2019), the Protector of Human Rights and Freedoms had a total of 109 complaints on gender-based discrimination. Complaints were mostly based on gender-based violence (39 complaints), maternity (30), gender, gender reassignment and gender identity (19), labour and employment (8), and fewest were based on hate speech (1) and education. (1). The table below shows the structure of complaints by year.

Year	Number of complaints	Grounds of complaint
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³⁹Research, p.172

⁴⁰<https://uzk.gov.me/biblioteka/izvjestaji>.

⁴¹The Law on Gender Equality recognizes only discrimination on the grounds of sex, while Article 2 of the umbrella Law on Prohibition of Discrimination provides for a wider range of grounds: gender, gender reassignment, gender identity, sexual orientation and intersex characteristics.

2019	21	7 in the field of labour and employment 1 in the field of education 13 gender-based violence
2018	37	16 based on gender, gender reassignment, and gender identity 11 gender-based violence
2017	25	11 gender-based violence 1 hate speech 1 exercising the right to equal pay for work of equal value 1 no discrimination was found 11 maternity/pregnancy at work
2016	26	3 based on gender 19 motherhood 4 gender-based violence

Table 1: Proceedings before the Protector of human rights and freedoms for discrimination based on sex and gender during the period 2016-2019.

When it comes to further proceedings before the courts in Montenegro, the information from the Office of the Protector, for this Strategy, suggests that the Judicial Council informed the Protector that 21 discrimination proceedings were initiated in the last 4 years: 5 complaints during 2016, nine litigations in 2017, six litigations in 2018, and one complaint in 2019. According to the Protector, "these data are not detailed enough and fail to indicate the grounds or areas of discrimination, nor do they provide information on the cases that were transferred from the year before."

There is no unified database on cases of discrimination in Montenegro that would include methodologically comparable data, even though the Decree on the content and manner of keeping special records on cases of reported discrimination⁴² from 2014 envisaged its establishment. The single database should contain data on initiated proceedings and decisions made on the grounds of discrimination from courts, the prosecution, misdemeanour authorities, the Police Directorate, and the Administration for Inspection Affairs. The data should be organized to show the type of discrimination, manner, and period of processing of case through institutions, protection provided to victims of discrimination and types of sanctions for perpetrators.

Protection against discrimination based on sex and gender in the workplace has not been fully established either. Although the Law on Labour regulates this area to some extent through articles

⁴²Official Gazette of Montenegro No. 050/14 dated 28 November 2014.

addressing the prohibition of discrimination and mobbing, most institutions do not have regulations or protocols that would guarantee prosecution of violations or infringements of these articles in a way that will fully protect victims and sanction perpetrators. The CEDAW Committee in its 2017 Report recommends Montenegro to develop a confidential and safe system for filing complaints relating to discrimination based on sex or gender in employment, ensuring that victims have effective access to such means of redress, and imposing timely and commensurate sanctions for perpetrators and prevent further discrimination. CEDAW also recommends Montenegro to apply a policy of zero-tolerance of discrimination and violence against lesbian, bisexual and transgender women, including by prosecuting and adequately punishing perpetrators and facilitating the procedure for legal recognition of a sex change, including by removing the requirement to undergo sterilization.

Data of the Administration for Inspection Affairs (2019 report) show that most of the initiatives in the field of labour in 2019 involved: failure to conclude employment contracts, failure to register employees for mandatory social insurance, irregular salaries, and contributions, denial of the right to rest (daily, weekly and annual rest); when it comes to safety and health at work, they referred to: lack of applied measures for protection and health at work (primarily on construction sites and in trade), and failure to exercise the rights related to injuries at work. Of the total number of initiatives, 13 related to mobbing (seven men and six women), and the Labour Inspectorate found irregularities in eight cases in terms of non-compliance with the legal procedure for protection against mobbing by the employer (failure to appoint an intermediary to conduct proceedings with the employer, failing to inform employees about the identification, procedure, and manner of protection against mobbing), which were removed following orders of inspectors. There were no other irregularities from the scope of work of the Labour Inspectorate. The Inspectorate is not competent to determine if actions or behaviour may be identified as mobbing, so the persons submitting initiatives are sent to judicial protection, the Agency for peaceful settlement of labour disputes, or to the Protector of human rights and freedoms. Eight initiatives reported discrimination after which the inspection procedure was initiated, but no irregularities were found during the procedure i.e. no violation of labour rights through discrimination of employees were identified.

As pointed out in the Research on the position of women and men in Montenegro⁴³ that was conducted in October 2020 within the preparation for the present Strategy, "the overall picture of the state of gender equality in Montenegro is affected by the fact that Montenegro, according to the UN Population Fund ranked among the four countries in the world with the largest imbalance of male and female births due to gender-selective abortions". Since 2013, Montenegro has been continuously warned by the Council of Europe to establish stronger control in this area to reduce the imbalance between the male and female births - instead of the natural ratio of 102-103 boys per 100 girls, the Statistical Office's annual statistics suggest that an average of 109 boys per 100 girls were born in the last 20 years alone. To illustrate this, according to the results of the 2011 Census of population, households, and dwellings, Montenegro's population was 620,029, of which 50.61% or 313,793 were

⁴³Author Slavica Striković, OSCE expert.

women, and 49.39% or 306,236 were men, and women were the majority in the age category over 65 (57.6%), and the minority in the age category 0-17 (48.1%).⁴⁴

When it comes to discrimination against vulnerable persons and groups and multiple discrimination, international organizations report about many aspects of violation of human rights that take place due to a lack of appropriate policies or due to their inadequate enforcement. For example, when it comes to women with disabilities, the Committee on the rights of persons with disabilities (CRPD) in its Concluding observations on the initial report of Montenegro, published in August 2017⁴⁵ recommends the country to include a disability perspective in gender equality legislation, policies, and programmes, as well as a gender perspective in disability legislation and policies, and develop specialized policies for women with disabilities. The Committee also noted the lack of specific data about the position of women and girls with disabilities. Also, the Conclusions of the European Commission against Racism and Intolerance (ECRI) adopted in June 2017⁴⁶, express concerns about the media conveying stereotyped or even degrading images of women. ECRI recalls the particular danger of hate speech targeting women on account of their gender which is often coupled with one or more other characteristics (religion, age, or ethnic origin) as it could pave the way to violence. Accordingly, the measures and activities in this strategy have identified this target group.

A survey on the experiences of LGBTI persons in Southeast Europe⁴⁷ indicates that 80% of transgender people experienced discrimination in the Western Balkans in 2017. Of this number, only 8% reported discrimination. Discrimination is not reported mostly because the people are sceptical that anything might change or be done (60%), resist revealing their identity (39%) and fear further discrimination and ridicule (38%). The cases were mostly reported to the police (only 36% of reported cases). The survey suggests that only 18% of LGBTI persons are open about their sexual orientation or gender identity at work, while 38% of transgender people indicate that they have experienced discrimination at work only because they are trans.

Gender-based violence is one of the most serious problems and most notable forms of gender discrimination. According to a study of the SOS Helpline for Women and Children Victims of Violence from Niksic, which conducts activities concerning the national SOS line, every other woman in Montenegro has experienced some form of domestic violence, and one in five experienced violence in the year before.⁴⁸ Although the state has taken the necessary steps to address this matter, such as the adoption of the Law on Protection from Domestic Violence,⁴⁹ ratification of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), adoption of protocols on the conduct of competent institutions in cases of violence, Montenegro has a long way to go to make violence prevention and victim protection more effective.

⁴⁴<https://monstat.org/userfiles/file/popis2011/saopstenje/MONTENEGRO%20-%20CRNOGORSKI.pdf>.

⁴⁵<https://www.ohchr.org/EN/Countries/ENACARRegion/Pages/MEIndex.aspx>.

⁴⁶<https://rm.coe.int/second-report-on-montenegro/16808b5942>.

⁴⁷<https://www.lgbti-era.org/one-stop-shop/life-margins-survey-results-experiences-lgbti-people-southeastern-europe>.

⁴⁸<https://mnemagazin.me/2020/09/08/sos-linija-za-zrtve-nasilja-petnaest-odsto-vise-poziva-u-odnosu-na-isti-period-prosle-godine/>.

⁴⁹Official Gazette 46/210 and 40/2011.

Montenegrin citizens are gradually changing their awareness regarding domestic violence and violence against women. According to a UNDP survey on the perception of violence⁵⁰ published in 2019, a significant majority believe that violence is a major problem in society. Also, almost two-thirds of citizens believe that not enough attention is paid to this problem. Still, the share of citizens who think that enough attention is paid to this topic is increasing when compared to the period from three years ago. Over the past three years, as the research suggests, the number of persons who believe that domestic violence is widespread in Montenegro has increased, as well as the number of those who can recognize various forms of violent behaviour. Furthermore, respondents recognize that the victims are mostly women and children and believe that violence should be reported to competent authorities.

Council of Europe's Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO)⁵¹, whose mandate is to monitor the implementation of the Istanbul Convention, in their first report published in 2018, list structural issues which result in insufficient levels of prevention and protection of victims of domestic violence such as the attitudes displayed toward women victims of domestic violence, the frequent attempts at downplaying the violence, the use of dispute resolution processes, delays in handling domestic violence cases and the reluctance to issue protection orders. Regarding the capacity and willingness of official bodies to provide adequate protection to victims, the Report states that "many professionals seem to minimise the violence, undermine women's confidence in the authorities and frequently display an alarming bias against women and their experiences of gender-based violence. Many seem to be unaware of the dynamics of domestic violence and the impact that witnessing such violence may have on children. Their focus is frequently on the protection of the family unit and many seem guided by their personal beliefs about women victims of domestic violence."

According to the data of the High Misdemeanour Court of Montenegro, obtained to draft this Strategy, misdemeanour courts in 2020 had a total of 2,133 cases in the field governed by the Law on Protection from Domestic Violence, of which 1,299 cases belonged to the Misdemeanour Court in Podgorica, 450 to the Misdemeanour Court of Budva and 384 to the Misdemeanour Court of Bijelo Polje. A total of 1,249 cases were completed, or 67.93%, of which 784 were in the Court in Podgorica, 382 in Budva, and 283 in Bijelo Polje.

The COVID 19 pandemic exacerbated an already difficult situation. As stated in the report of the United Nations Office in Montenegro "Rapid Social Impact Assessment of the COVID 19 outbreak in Montenegro"⁵², restriction of movement made women and girls, especially those already living in a violent environment, exposed to even greater control by the perpetrator. The report says that "as a result of the restrictive measures taken in Montenegro to combat COVID-19, the prediction that domestic violence will become a reality for many women and children will come true, and that their homes will become places filled with fear and abuse". Due to the increased need for accommodation

⁵⁰Perception of violence in Montenegro. - IPSOS, UNDP, 2019.

⁵¹<https://www.gov.me/biblioteka/izvjestaji?query=nasilja&sortDirection=desc>.

⁵²Report on rapid assessment of the social impact of the COVID 19 epidemic in Montenegro, April - June 2020; United Nations in Montenegro, available at: <https://montenegro.un.org/sites/default/files/2020-09/Izvje%C5%A1taj%20o%20brzoj%20procjeni%20social%20uticaja%20epidemije%20COVID-a-19%20u%20Crnoj%20Gori%20%20Apri%20%20E2%80%93%20Jun%202020.pdf>.

of victims in safe houses during the pandemic, their accommodation capacities were overcrowded making it impossible to host the increasing number of victims. At the initiative of NGOs working in the field of protection from violence, the Ministry of Labour and Social Welfare adopted a Crisis Action Plan, according to which it was possible to place victims in rented premises during the pandemic. The impact of the COVID-19 pandemic will be discussed in a separate chapter.

Women from rural areas, women with lower educational profiles, women in common marriages, and economically dependent women are more likely to report their experiences of violence. Women from all age categories are exposed to violence, but these experiences culminate during life, so the prevalence of partner violence in the oldest generation is higher than in the younger one. This study also registered the effect of violence in the primary family. Women with experiences of violence by male members in their primary family are more likely to report experiences of partner violence for all four types surveyed, which suggests an increased degree of vulnerability in this group of women as well⁵³. Women who, through their sexuality or gender identity, emerge from socially imposed gender roles, such as lesbians, bisexual and transgender women, and all other persons of different gender identities, are vulnerable to violence and are often the object of hate crimes, which have not been adequately processed yet.

Economic violence is a special type of domestic violence, to which women and persons of different gender identities are exposed. It is a type of psychological violence by which a person who has the power of any kind, controls economic resources (usually money, but also housing, movable property, etc.), which the victim needs for life. Forms of economic violence are different - the perpetrator usually deprives the victim of money for personal needs, takes away the money she earned herself, or forbids her to get a job. Often perpetrators use all of the family's income and deprive their family of money to meet existential needs. Single-parent families - single parents, single guardians, with a strong representation of women among them, as well as their children, are particularly vulnerable to various types of violence, including economic violence, which is most often manifested through the non-fulfilment of child support. Although the obligation to support children in Montenegro is prescribed by the Family Law, often mothers have to resort to enforcement proceedings as fathers fail to pay alimony or exercise parental rights, and seek assistance from the state that guarantees child support and social assistance.

A survey of the Parliament of Montenegro from 2015⁵⁴, contains a list of suggestions and examples from the region to solve this problem. One of the ways is the establishment of the Alimony Fund, which should take over the burden of forced collection from the debtors. Money paid from the fund would be refunded by the debtors, and parents with debt would have to pay a fixed amount of support increased by 10-15% to cover the fees of collection. It is important to note that institutions in Montenegro do not keep statistics on single-parent families, which makes due planning and monitoring of public policies complicated. The establishment of the Alimony Fund is one of the

⁵³Domestic Violence and Violence against Women - IPSOS, UNDP and the Ministry of Human and Minority Rights, 2017, p. 5.

⁵⁴Temporary child support through the alimony fund - experience of the countries of the region. - Parliament of Montenegro, Parliamentary Institute, Research Center, 2015, <http://www.skupstina.me/images/dokumenti/biblioteka-i-istrazivanje/2015/7.pdf>

effective ways to protect against economic violence, but it is also necessary to tighten sanctions against parents who fail to pay alimony. As for the best model of the Alimony Fund, the state authorities should have an open discussion with contribution by competent ministries, NGOs, and the judiciary. Some of the possibilities include amendments to the Family Law or the Law on Social and Child Protection and the drafting of bylaws and protocols. Good practices from the region should also be taken into account. For example, Croatia resolved this matter by adopting the Law on Temporary Support. This Strategy addressed the matter of the Alimony Fund through a special measure related to the empowerment of women and persons of different gender identities for protection against economic violence.

Gender stereotypes, prejudices and gender roles - public awareness and impact of education, culture and the media

Public awareness of gender equality

The lack of formal education and other forms of education on gender equality is most often compensated by stereotypes and prejudices. That only makes the patriarchy even stronger, and society drifts further away from emancipation and the adoption of a democratic system of values. The patriarchal model of behaviour, understanding Montenegrin society and what is "acceptable" for female and male children, and what not, often makes violence an acceptable model of behaviour against women and persons of different gender identities. The consequences are devastating for the society and they take many forms, such as the drastic ones - selective abortions, gender-based violence, and discrimination at work. On the other hand, even though men and women are equal before the law when it comes to inheritance, women continue to adhere to the patriarchal tradition and relinquish their property rights to male relatives. Stereotypes and prejudices are particularly evident towards vulnerable persons and groups, such as Roma or Egyptian women, people with disabilities, people of other gender identities, rural women, and women in prison/detention.

Citizens in Montenegro do not have clearly defined views on gender equality or its role in the democratization and development of civil society. UNDP's study on the integration of the principle of gender equality⁵⁵ suggests that approximately three out of five citizens share the view that gender equality is unattainable due to the inherent differences between men and women. Roughly speaking, the same share of people agree that the matter of gender equality is overused nowadays, although it does not have any results in improving the position of women in Montenegro.⁵⁶ Men and women have opposed views on their current position in society - close to three-quarters of women believe that men have greater rights than them, and about two-fifths of men agree. On the other hand, more than half of men believe that women are equal to men in Montenegrin society, if not privileged.⁵⁷

More than half of the citizens believe that men are, as a rule, better political leaders, with better

⁵⁵Gender mainstreaming research. - IPSOS Strategic Marketing and UNDP, January 2020.

⁵⁶Ibid, p.7.

⁵⁷Gender mainstreaming research. - IPSOS Strategic Marketing and UNDP, January 2020.

leadership skills and should take leading positions in society.⁵⁸ Every other citizen thinks that women are less capable than men of performing certain professions, such as the military. Although about three-fifths of citizens agree in principle that fathers should use the right to parental leave more often. Approximately the same number of respondents believe that for the benefit of children fathers should work and mothers should dedicate themselves to the family. It is contradictory that about one-half of citizens believe that the retirement age for men and women should be made the same. A worrying finding is that almost every other citizen believes that successful business women must neglect their families.⁵⁹ Such positions are a clear signal to policy makers that raising public awareness must be on the top of the agenda, and stereotypes should be addressed at all stages of education and upbringing, and through culture and the media.

As for people of different gender identities, the first study⁶⁰ on discrimination against transgender and gender-variant students in Montenegro was conducted by the Association Spectra in 2019. The results of the research show that secondary school students are under-informed about matters such as sex, gender, gender expression, and sexuality, as prerequisites for the prevention of peer violence against gender-diverse students. Almost half of the students do not know the difference between sex and gender. As many as 47% of students believe that transgender persons should not be entitled to free gender reassignment. Every other student thinks that transgender people are mentally disturbed, while 38% believe that it is not normal for a person to want to change their sex. Finally, 40% of them believe that the existence of men and women will be endangered if society accepts transgender people.

According to a research "Patterns and degree of discrimination in Montenegro" conducted by CEDEM in 2020⁶¹, respondents were asked "to what extent is discrimination in general expressed towards certain groups", and 34.1% of respondents recognized gender-based discrimination, while 49.3% recognized that there is discrimination based on sexual orientation.

	Very present	Mostly present	Mostly not present	Not present at all	I don't know
Sex/Gender	8,4	25,7	34,3	16,5	15,1
Nationality	11,4	31,2	31,4	10,7	15,4
Religion	13,2	30,0	30,0	12,6	14,3
Political beliefs	15,3	31,3	26,8	11,3	15,2
Age	11,7	32,3	30,7	10,9	14,4
Disability	19,2	35,1	23,5	8,8	13,5

⁵⁸Ibid, p. 24.

⁵⁹Ibid, p. 24.

⁶⁰<https://asocijaciaspektra.files.wordpress.com/2019/10/izvjestaj-da-odzvoni-nasilju-press-final.pdf>.

⁶¹The research was initiated by the Council of Europe, in agreement with the Ministry of Human and Minority Rights and the Ombudsman. The research was conducted by CEDEM and is available at: <http://www.cedem.me/publikacije/istrazivanja/ostala-istrazivanja/send/31-ostala-istrazivanja/1980-obraci-i-stepen-diskriminacije-u-crnoj-gori-u-2020-godini>.

Sex orientation	17,0	32,3	21,3	8,0	21,5
RE Population	22,2	36,4	20,5	7,4	13,5

Table 2: Extent to which discrimination is expressed towards the groups (%)

The same study addressed the perception of discrimination against social groups in some areas in the last 10 years. Data were collected in 5 research cycles, in the fields of education, health, and culture. When it comes to gender-based discrimination, respondents in all cycles recognized a high degree of discrimination in all three areas, but with a declining tendency. When observed separately, the values vary most in the domain of education, where the level of discrimination in 2020 decreased to 11.8%, and the values in the other two areas show minor variations. However, in the past 10 years, gender-based discrimination has decreased by 1.5% on average.

Year	Education	Public health	Culture	All areas (average)
2010	17.9%	14,5%	17%	21.2%
2015	17.9%	13.6%	19.5%	21.2%
2017	13.2%	12.8%	15.6%	19.5%
2018	17%	13.2%	17.9%	20.9%
2020	11.8%	12,7%	17.2%	20.0%

Table 3: Gender-based discrimination in education, health, and culture for the period 2010 - 2020, according to respondents' answers.

Addressing gender stereotypes through education, culture, and the media

Patriarchal attitudes and stereotypes regarding the roles, responsibilities and expected behaviours of women and men in society and the family continue to be deeply entrenched within society, thereby undermining women's social status, autonomy, educational opportunities, and professional careers, constituting a major root cause of gender-based violence against women.

Education is the profession that traditionally employs more women, making women the majority among teachers and professors. On the other hand, school principals and decision-makers are mostly men. This reflects stereotypical gender roles and is transmitted to students as a nonverbal message. There are extremely few men among kindergarten teachers. In early childhood, when it is very important to have educational role models of both sexes, this imbalance may affect the quality of the education.

Given that education is the primary tools of shaping the social awareness and the systems of values of children and youth, it is crucial to present inclusiveness and solidarity as the foundation in teaching and extracurricular activities from an early age. These values need to be nurtured through curricula, the way teachers work, relationships within the school, between teachers, students, and school

administration, through more intensive parental involvement, and the like. Having the topics of gender equality, inclusiveness, and tolerance addressed by the education system, provides an adequate and safe school environment for children and youth, especially to vulnerable groups. If these topics are not under the spotlight it will result in the isolation of persons from vulnerable groups, peer violence, and other problems, which ultimately generate more drop-outs. In 2019, three young trans persons dropped out of their secondary education because of violence and discrimination, and the lack of adequate response from the school administration. In addition, there were many cases of peer violence in secondary schools, with 2 cases of attacks on trans-students that were reported but inadequately addressed by educational institutions.

All objectives defined for each course in primary and secondary schools, state that gender-sensitive language must be respected. However, although the Bureau of education occasionally reviews curricula, there is no special analysis of curricula from the perspective of gender equality, in terms of gender stereotypes or gender-sensitive language. Many curricula contain the matter of social contribution of women, especially in history, science, culture, art, and politics, but fail to discuss the social importance of their achievements for the development of the community.

As for sex education and education on gender equality, the existing courses (mandatory and elective) and interdisciplinary areas are not adapted to students, their age, needs and interests. These are biology, healthy lifestyles, civic education, psychology, sociology, and health education, as a cross-curricular area in primary and secondary schools. These subjects and areas aim to inform the students about changes that occur in the body, the structure and function of reproductive organs, the concept of family planning, and basic rights in the field of reproductive health. Also, their goal is to explain that sexual intercourse should be preceded by emotional and intellectual maturity and to inform the students about sexually transmitted diseases (STDs), the risks associated with them, and prevention. The elective subject "Healthy Lifestyles" is one of the three most sought-after elective courses in elementary and secondary schools. This program, among other things, discusses topics related to reproductive health, sex education, and prevention of sexually transmitted diseases, and the area of gender equality.

Civic education used to be a mandatory subject for several years, only to be transferred to the category of elective subjects just recently. Many professionals agree that this subject should be returned to the regular educational process, as it includes topics that every citizen, member of a democratic society should master and adopt as a lifelong skill, regardless of their profession. There is an elective course "media literacy" in gymnasiums, which is vital for the development of critical thinking, so a combination of civic education and media literacy could bring generations that will nurture democratic values.

Gender stereotypes in education and culture are the biggest challenges for public awareness and systems of value that encourage equality between men and women and persons of other gender identities. CEDAW Committee⁶² constantly points out to Montenegro the necessity of intensive and continuous work on the deconstruction of gender stereotypes and prejudices and their

⁶²Second Periodic Report of the CEDAW Committee, submitted at sessions no. 1512 and 1513 in July 2017. Available at: <https://mmp.gov.me/biblioteka/izvjestaji?query=CEDAW&sortDirection=desc>.

transformation into democratic values, through public education, education system, media, and sectoral policies. In Montenegro, there are no courses on gender equality at university courses for kindergarten, primary and secondary schools teachers, that could train them to work with children and youth in that area. Furthermore, the Academy of science or any other scientific institutes do not work in this field either. As the future teaching staff is primarily educated at the University of Montenegro, one of the options would be to open a special educational unit for gender equality at the University, which would provide teaching services at all faculties where future teachers are trained.

In the field of education, CEDAW Committee made the following recommendations:

- Conduct capacity-building programmes for teachers at all levels of education to change existing stereotypical views and attitudes about the roles of women and men in the family and society;
- Ensure the integration into the school curricula of mandatory, age-appropriate sex education, including education on sexual and reproductive health and rights, paying special attention to the prevention of both early pregnancies and sexually transmitted diseases, as well as to patriarchal attitudes and violence;
- Adopt and implement further targeted policies and programmes, to overcome the educational barriers faced by Roma, Ashkali, and Egyptian women and girls and asylum-seeking, refugee, displaced, and internally displaced women and girls, and take effective measures to retain them in school and increase their attendance at the primary and secondary levels;
- In line with target 4.3 of the Sustainable Development Goals on ensuring equal access for all women and men to affordable and high-quality technical, vocational and tertiary education, including university education, give priority to eliminating traditional stereotypes and structural barriers that may deter girls from enrolling in traditionally male-dominated fields of study, such as science, technology, engineering, and mathematics, and provide girls with career counselling on non-traditional fields of study and career paths;
- Facilitate the introduction of specialized master's and doctoral programmes in gender studies.

As for the **culture**, children and young people, and citizens of Montenegro in general, are not offered adequate cultural content that could encourage gender emancipation and break gender stereotypes. Cultural institutions do not make special programs of gender mainstreaming, nor train their employees in gender equality. Relevant institutions do not analyse the needs of their audience and do not shape an audience that might be interested in the gender contents. UNESCO gives clear guidelines on the gender mainstreaming of cultural policies, researches, allocation of resources, planning and implementation of cultural programs.⁶³ These guidelines make it much easier to understand and plan what and how needs to be done in terms of implementing the above-mentioned articles of the Law on Gender Equality (3, 11, and 13b) in the field of culture:

- Ensure full implementation of international conventions and declarations in the field of culture in line with other human rights instruments and in respect of gender equality and

⁶³UNESCO Report - Gender Equality: Heritage and Creativity (2014).

diversity to broaden the creative horizons of women and men, boys and girls, and to ensure equal access to and participation in cultural life.

- Strengthen the evidence base through regular and systematic collection and dissemination by national statistical offices of sex-disaggregated data in all areas of the cultural sector: including employment, education, capacity building, participation, and consumption.
- Develop and apply gender-responsive policies and strategies in a culture that empower all members of society, taking into consideration the diversity of different groups and individuals, and the intersection of broader social factors and inequalities that may compound disadvantages.
- Reinforce the national institutional capacities to promote equal access for women and men to decision-making processes, financial resources, and education in cultural fields.
- Establish leadership and mentoring initiatives for female creators and heritage professionals and ensure gender balance at senior leadership levels in the cultural and creative sector.
- Support international, national, and local awareness-raising and advocacy campaigns that tackle gender stereotypes and discrimination in all aspects of cultural life.
- Encourage and involve all members of society in strategies promoting gender equality in culture. This includes working in partnership with all groups and communities concerned to promote sustainable solutions for gender-equal access, participation in, and contribution to culture.
- Support interdisciplinary research on gender equality in heritage and the creative industries that involve groups and communities concerned, and consider the complexity and diversity of gender relations and underlying power structures.

The media should pay special attention not to perpetuate gender stereotypes and to take regular measures to combat the use of sexist hate speech through their editorial policies. However, the media often contribute to the proliferation of gender and other stereotypes, mostly due to declining professional standards, lack of adequate regulation and self-regulation, and insufficient knowledge of gender equality. On the other hand, the increasing use of social networks leads to the proliferation of gender stereotypes and the growing presence of online violence, with the most common victims being girls, women, and persons of different gender identities. Therefore, it is to address this problem directly through appropriate laws and public policies that deal with the media, digital services, and audio-visual services.

There is no regular monitoring of programs broadcast by the national television and commercial media in Montenegro, from the standpoint of discrimination based on gender and discrimination against marginalized groups. Furthermore, the media do not cover enough topics related to gender equality, marginalized and vulnerable groups and inconsistently apply provisions related to gender-sensitive language, prohibition of discrimination based on sex and gender and multiple discrimination, or cover them inadequately (such as e.g. violence against women), which only exacerbates the problem. Social networks encourage gender stereotypes, discrimination, and gender-based violence. Also, the media do not sufficiently promote women who could be role models for other women and young people and have an emancipatory role for elimination of prejudices. There is an obvious lack of support for women, vulnerable and marginalized groups, to report

gender-based discrimination to the Protector of human rights and freedoms. Due to the lack of a single and comparable instrument for regular monitoring of gender-based discrimination, gender-based violence, and multiple discrimination, it is difficult to determine the initial situation and monitor progress in protection against discrimination.

The draft Law on Audio-visual Media Services stipulates that public broadcasters (national, regional, and local) are to provide public services such as the production and transmission of radio and television news programs, cultural, artistic, educational, scientific, children, entertainment, sports and other programs, that satisfy the rights and interests of citizens and other entities in the field of information. It also envisages that the public services, among other things, mean "encouraging and promoting the gender equality principle". On the other hand, the responsibility of a public broadcaster is achieved, among other things, by "making available to the public, via the website, the annual report on its work for the year before, no later than the end of June of the current year, with special reference to the application of program standards and fulfilment of obligations that are defined by articles of association." Accordingly, and having in mind the role, rights, and obligations of public broadcasters, especially the national television, they should define and implement measures to ensure the enforcement of the Law on Gender Equality (to have gender-sensitive contents and use gender-sensitive language), and the duties arising from their founding acts.

According to the Law on Media (Article 17) the state finances projects in the field of broadcasting from the budget of Montenegro, by providing financial resources for public services through the Fund for Encouraging Pluralism and Diversity of Media, to incite media pluralism, especially production and broadcasting of valuable contents, inter alia, for "*protection of the rights and dignity of minority peoples and other minority national communities from discrimination, stereotypes, and prejudices*". The bodies in charge of conducting public competitions are the Council of Regulators for Audio-visual Media Services and an independent commission established by the ministry in charge of the media.

In the field of media, the CEDAW Committee recommends the following:

- Continue sensitizing the media to the need to eliminate gender stereotypes by promoting positive images of women as active participants in social, economic, and political life and of men as active participants in household and child-rearing responsibilities;
- Adequately monitor the use of gender-sensitive language by the media and extend the introduction of gender-sensitive language in educational materials.

On the other hand, the European Commission against Racism and Intolerance (ECRI) in its report for 2017⁶⁴, recalls that Article 23 of the Law on Media, which covers only printed media, prohibits the publication of information inciting discrimination, hatred, or violence against persons based on race, religion, national origin, ethnic group, gender, and sexual orientation. ECRI recommends that, without interfering with the independence of the media, the authorities encourage the latter to ensure better compliance with ethical standards as well as provide training to that effect.

To understand the information placed by the media and use them to make good life decisions, deconstruct stereotypes and make citizens gender-sensitive, it is necessary to develop the skill of

⁶⁴<https://rm.coe.int/second-report-on-montenegro-montenegrin-translation-/16808b5944>, str.16.

reading the media content critically. The first step in that direction is the greater and broader representation of the subject of media literacy in schools. The subject of media literacy is an elective subject only in gymnasiums in Montenegro and is not available to students of secondary vocational schools or pupils in primary schools. Media literacy is becoming increasingly important to understand how to protect oneself from the ever-present online violence and abuse of privacy through social media. The National coalition for media literacy, which involved educational and media institutions, representatives of civil society, and prominent individuals, advocates the introduction of media literacy in all secondary schools and final grades of primary schools (seventh, eighth, and ninth grade).

Access of women and persons of different gender identities to natural and social resources

Representation in political and economic decision-making

Articles 10, 11, and 12 of the Law on Gender Equality stipulate the gender-balanced representation of men and women in bodies. However, women are underrepresented in the political and economic decision-making processes of the legislature and the executive branch, both at the national and local levels. After the parliamentary elections in August 2020, the percentage of female MPs was 22.2% (18 women out of a total of 81 members of parliament). In February 2021, due to resignations of two members of parliament who were replaced by women, this number increased to 20, making the total number of members of parliament 24.69%. This is a significant decrease compared to the year before, and especially to the final months of the previous convocation of the Parliament -there were 28.4% female MPs in the Parliament in 2019, as opposed to 29.6% in the period from January to August 2020⁶⁵.

The Parliament is headed by a man while a woman holds one of the three vice-presidential seats. Although the appointment of a woman to the position of vice-president (first ever) of the Parliament is a step in the right direction, it is important to note that the Parliament did not apply the Law on Gender Equality and the principle to take into account gender equality in all appointments, including the working bodies, so the share of women in the working bodies of the Parliament is 21.42%. Women chair the Constitutional Committee, the Gender Equality Committee, and the Anti-Corruption Committee (three of the fifteen bodies). Some committees, such as the Committee on International Relations and Emigrants, the Committee on Human Rights and Freedoms, the Committee on Education, Science, Culture and Sports, the Anti-Corruption Committee, the Administrative Committee, and the Committee for Monitoring and Control of the Privatization Process have even fewer women than in the plenum, while there are no women in the Security and Defence Committee.

⁶⁵2020: <https://data.ipu.org/women-ranking?month=1&year=2020>.

Amendments to the Law on the Election of Councillors and Members of Parliament, submitted to the Working Group for the Reform of Electoral Legislation by the Women's Political Network, consisting of MPs from 16 political parties, have been included in the bill of the Law and received the required majority in the Committee for Comprehensive Reform of Electoral and Other Legislation, but as the conditions for the adoption of this Law in the previous convocation of the Parliament of Montenegro were not met, the procedure of voting on amendments to the electoral legislation should take place in the new Parliament, following the general elections from 30 August 2020. The amendments refer to the following: at least 40% of candidates of the underrepresented sex on the electoral lists, in every 3 candidates on the electoral list, there should be at least 1 person of the underrepresented sex.

Following the proposal of the Women's Political Network, the new Law on Financing of Political Entities and Election Campaigns stipulates that 20% of the budget for the regular operation of the parliament, should be paid to parties proportionally to the number of elected representatives of the underrepresented sex.

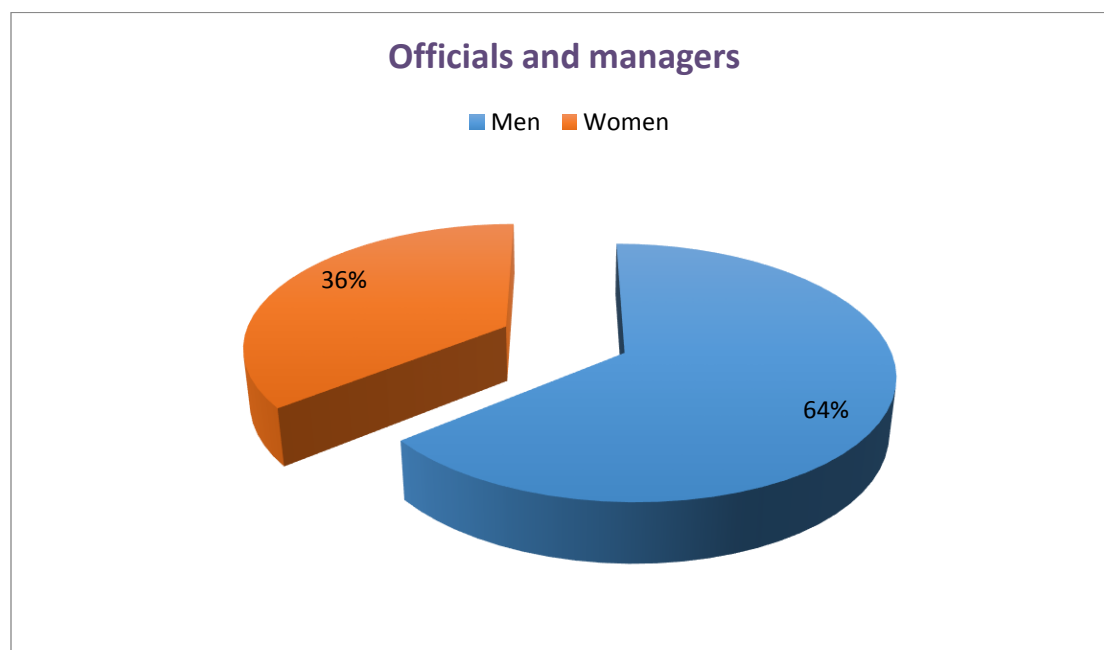
It is important to note that none of the thirty-three political parties represented in parliament are run by a woman. All parliamentary parties have integrated gender equality into their programs and articles of association and formed women's clubs, that received a total of 528,000 euros for activities in 2020. The introduction of a norm that ensures the financing of women's political work within parties is a breakthrough and the implementation of the most advanced measure recommended by the Council of Europe and the United Nations. For the sake of comparison, only a few countries in Europe do the same, while in the regional countries, politicians did not manage to carve out for that solution. In the 2020 general elections, 80% of parties ran campaigns aimed at female voters. Despite all this, women are underrepresented in senior positions in their parties. Furthermore, there was only one woman who took part in the negotiations between political parties and coalitions for the establishment of the new government.

In March 2021, the Women's Club was formed in the Parliament of Montenegro consisting of members of all parliamentary political parties. The agreement on the establishment of the Women's Club was signed by all 20 female MPs of the 27th convocation of the Parliament of Montenegro. The goals and principles of the Club are the affirmation of gender equality at all levels of decision-making; encouraging women to participate more in political and public life; improving the position of women at all levels of society and encouraging and promoting solidarity and humanity, promoting volunteerism and mutual assistance.

There are 2 key positions in the Government (Prime Minister and Deputy Prime Minister). Of the 12 ministers, 4 are women. There is also an imbalance at the local level: 2 women are presidents of municipalities (compared to 22 men), 7 are vice presidents (and 31 men), and only 3 women are speakers in local parliaments (compared to 21 men in the same position).⁶⁶ The "glass ceiling"

⁶⁶Gender map of Montenegro. - UNDP, Austrian Development Agency and Ministry of Human and Minority Rights, 2020, www.rodnamapa.me.

remains standing for the most prestigious and highest-paying positions.⁶⁷ Statistical Office's data from 2019 show that women make up 35.8% of officials and managers.⁶⁸



Source: Statistical Office

The European Commission's Report on Montenegro from 2020⁶⁹ states that women continue to be underrepresented in politics and underrepresented in high-ranking positions in the Parliament and senior positions in parties. The OSCE/ODIHR has made recommendations to Montenegro for many years to amend the Law on the Election of Councillors and Members of Parliament to achieve the principle of gender equality. This would mean that at least 40% of candidates of the underrepresented sex should be on electoral lists, i.e. on the electoral list, among every three candidates according to the order on the list, there must be at least one candidate belonging to the under-represented sex.

Political and economic decision-making, and participation in public life, were studied within the

⁶⁷The European Institute for Gender Equality explains the term "glass ceiling" as "artificial impediments and invisible barriers that militate against women's access to top decision-making and managerial positions in an organization, whether public or private and in whatever domain." Additional notes explain that the term "glass" is used because these impediments are apparently invisible and are usually linked to the maintenance of the status quo in organizations, as opposed to transparent and equal career advancement opportunities for women and men within organizations. "- <https://eige.europa.eu/thesaurus/terms/1228>.

⁶⁸Women and Men in Montenegro, page 85, MONSTAT and the Ministry for the Protection of Human and Minority Rights <https://www.monstat.org/uploads/files/publikacije/%C5%BDene%20i%20mu%20C5%A1karci%20u%20Crnoj%20Gori.pdf>.

⁶⁹Commission Staff Working Report, Montenegro 2020 Report, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/montenegro_report_2020.pdf, p.13.

"Gender Equality Index" survey, by the Statistical Office (MONSTAT) using the methodology of the European Institute for Gender Equality. The Index will be discussed in more detail in the chapter on gender statistics, and the content of composite indicators that determine the values of gender equality in various domains (work, money, knowledge, time, power, and health) is explained in more detail in the chapter dealing with gender equality in Montenegro and EU member states. According to the data from the Index, Montenegro scored 35.1 in the domain of power (which includes political and economic decision-making and participation in public life), while the EU average for that domain is 51.9.

Participation in public life

Articles 2 and 7 of the Law on Gender Equality define the concept of gender equality as "equal participation of women and men, and persons of different gender identities in all spheres of the public and private sector, equal position and equal opportunities to exercise all rights and freedoms and use personal knowledge and skills for the development of society, and to realize equal benefits from work achievements." In practice, achieving a balance between public and private life is one of the top challenges for women, especially for working women. Employers often see motherhood as a barrier to employment resulting in frequent examples of gender discrimination. According to a report of the NGO Centre for Women's Rights from 2019⁷⁰, 64.1% of female interviewees were asked about their marital status during a job interview, 45.5% were asked about the number of children they have, and 35.6% about their plans to have children.

In Montenegro, unpaid work is unevenly distributed between men and women. According to data collected by UNDP and the Austrian Development Agency, care for the upbringing and education of children, care for the elderly and people with disabilities belongs more to women (42%) than to men (24%).⁷¹ Uneven distribution of responsibilities affects the quality of life of men and women in terms of their (in)ability to use free time to participate in public life, social activities, culture, sports, recreation, volunteering, and charity. In short, women have less time to create social connections and networks, which largely affects their connection to other areas of life beyond business or family duties.

The balance between work and life balance is disturbed through the increasingly extended business hours and changes in the work schedule, which harms women's employment. The pandemic has exacerbated this situation, especially in the sectors that bore the weight of the increased workload with women being the main workforce (health and education). The pandemic also contributed to the increase of unpaid working hours of women in the care of children, tutoring and helping with the school during online classes, etc. The experience of EU countries shows that the use of work-life balance arrangements by fathers, such as leave or flexible working arrangements, has been shown to have a positive impact in reducing the relative amount of unpaid family work undertaken by women

⁷⁰Center for Women's Rights: Gender based Discrimination at Work and Employment, Podgorica, 2019.

⁷¹Gender map of Montenegro.-UNDP, Austrian Development Agency and Ministry of Human and Minority Rights, 2020, www.rodnamapa.me.

and leaving them more time for paid employment.

The European Institute for Gender Equality (EIGE) developed a methodology to evaluate gender equality in EU countries, which has been accepted by other non-EU countries, including Montenegro⁷². This methodology has been translated into the Gender Equality Index, which will be discussed in more detail in the following chapters. The index monitors 6 domains, including the domain of time, which seeks to measure the time men and women spend doing housework and caring for children, the elderly, and people with disabilities, and how much they have left for sports, culture, recreation, and other activities. In this area, Montenegro's index score is 52.7 compared to an EU average of 65.7. The calculation of index points included the following data collected by the Statistical Office from various surveys, which were mainly carried out on a sample: out of the total number of respondents, 42.7% of women spend time caring for children, the elderly, the disabled, relatives, etc., compared to 23.8% of men. Moreover, 68% of women spend at least one-hour doing housework every day, while only 10.3% of men do the same. Then, 19.6% of women spend some time at least every other day in sports, cultural or entertainment activities, compared to 25.8% of men.

As a measure that encourages men to participate more in raising children, and contribute to the reduction of stereotypical parental responsibilities, Montenegro has introduced parental leave, instead of maternity leave. Montenegro is committed to complying with international directives such as the Directive of the European Parliament and the Council on the work-life balance for parents and carers.⁷³ According to the data of the Tax Administration, which were obtained to draft this Strategy, as many as 486 fathers in 2019 used parental leave, compared to only 385 in 2020. The Law on Labour⁷⁴ in Article 127 defines that each parent is entitled to use absence from work to provide care and nursing to a child. However, the law does not define that fathers are to use parental leave in a certain period after the birth of the child, which greatly reduces the effectiveness of this measure. UNDP's survey in Montenegro on gender equality published in January 2020⁷⁵ showed that three-

⁷²Statistical Office i.e. The Statistical Office made the first Gender-Equality Index for Montenegro in 2019 based on EIGE methodology and at the initiative of the Ministry of Human and Minority Rights. The index is available at <https://mmp.gov.me/vijesti/220061/Izracunat-prvi-Indeks-rodne-ravnopravnosti-za-Crnu-Goru-Da-bi-postigla-rodnu-ravnopravnost-Crna-Gora-treba- -to-eradicate-discrimination.html>.

⁷³Directive 2010/18 / EU of 8 March 2010 implementing the Framework Agreement on Parental Leave and regulates the following "in order to promote better reconciliation, Member States and/or social partners shall take the necessary measures to ensure that workers, when returning from parental leave, may request changes to their working hours and/or patterns for a set period of time. The recommendation is to have the leave granted for at least a period of four months and, to promote equal opportunities and equal treatment between men and women, should, in principle, be provided on a non-transferable basis. Also, Directive 2019/1158 lays down minimum requirements designed to achieve equality between men and women with regard to labour market opportunities and treatment at work, by facilitating the reconciliation of work and family life for workers who are parents, or carers. To that end, this Directive provides for individual rights related to the following: (a) paternity leave, parental leave and carers' leave; (b) flexible working arrangements for workers who are parents, or carers.

⁷⁴Official Gazette No. 74/2019.

⁷⁵Gender mainstreaming - Gender equality in Montenegro and evaluation of the application of gender equality in public authorities - research conducted by IPSOS Strategic Marketing for the UNDP office in Montenegro, January 2020, p. 25.

fifths of respondents agreed that fathers should use the right to parental leave more often than is currently the case, with this percentage rising to 70% among women and citizens aged 30 to 44 years. In addition to the imbalanced distribution of duties in the family and house, the gender gap in Montenegro is further exacerbated by the fact that men earned 13.9% more than women in 2012, despite the legal provisions on equal pay for equal work for men and women.⁷⁶

Women from minority groups and people of different gender identities are underrepresented in public life, so the CEDAW Committee in its 2017 report⁷⁷ recommends that Montenegro should create an enabling environment for women's participation in political and public life, in particular for women from minority groups. That includes raising awareness among political leaders and the general public that the full, equal, free and democratic participation of women on an equal basis with men in political and public life is a requirement for the full implementation of the human rights of women. This recommendation is also integrated into the measures of this Strategy.

Participation in economy and economic decision making

A major impediments caused by gender stereotypes and gender roles is the wide gap between men and women in access to resources. Although access to education is equal, access to the labour market is more difficult for women, where they make a total of 45% of employees. The unemployment rate among women is 15%, while the inactivity rate is 47%⁷⁸. Furthermore, inactivity rate among Roma women and Egyptian women is significantly higher in the total female population in Montenegro - 59.6%.⁷⁹ In the northern region of Montenegro, which lags behind the southern and central regions in all economic parameters, unemployment among women is seven times higher than in the south and three times higher than in the central region. As stated in the Sectoral analysis of the Ministry of Human and Minority Rights, more than half of unemployed women in rural areas have never sought employment. About 1/3 of them are housewives, have never been employed, and do not have pension insurance.

According to the 2019 Gender Equality Index, in the domain of work which measures the participation in the labour market and segregation and quality of work, full-time equivalent employment in Montenegro are 37.3% for women and 50.5% for men. When it comes to the duration of working life for women, a woman who is 15 years old is, on average, expected to be active in the labour market for the next 27.9 years, while the expectancy for a man is longer - 34.4 years. Looking more closely into the structure of employment we can detect both horizontal and vertical segregation. Women are mostly found in lower-paid jobs and usually do not advance in the decision-

⁷⁶Women and Men in Montenegro, MONSTAT, 2014, available at: <https://www.monstat.org/userfiles/file/publikacije/zene%20i%20muskarci%202014/ZENE%20I%20MUSKARCI%20U%20CRNOJ%20GORI%20web.pdf>.

⁷⁷Second periodic review of the CEDAW Committee, submitted at 1512th and 1513th sessions in July 2017.

⁷⁸Gender map of Montenegro.- UNDP, Austrian Development Agency and the Ministry of Human and Minority Rights, 2020, www.rodnamapa.me.

⁷⁹Source: Survey on the socio-economic position of Roma and Egyptians in Montenegro conducted by the MHRR in 2020 for the purposes of drafting a new Strategy for Social Inclusion of Roma and Egyptians 2021-2025, <https://mmp.gov.me/biblioteka/istrazivanje>.

making hierarchy at the same rate as men. Although women represent a significant majority when it comes to employees in education (76.6%), only a fraction of them reaches decision-making positions (88 out of 234 directors of primary, high schools, or kindergartens are women). Montenegro scored a total of 65.2 index points in the domain of work, while the EU average is 72.

The Secretariat of the Competitiveness Council of Montenegro produced a "Review of the Council on Economic Empowerment of Women and Gender Equality in Montenegro" which states that⁸⁰ according to the data obtained from the Tax Administration, the number of small and medium-sized enterprises doubled in 2019, while the percentage of women owners increased by 5% compared to 2011. The same data from the Tax Administration is reported in the Information on Women's Entrepreneurship of the Chamber of Commerce in December 2020. The table below shows the percentage of small and medium-sized enterprises and the percentage of female business owners in the period 2011-2019.

	2011	2012	2013	2014	2015	2016	2017	2018	2019
MSE	18,571	19,829	21,525	23,138	24,455	25,440	26,755	29,534	32,084
Women - owners of MSP	3,021	3,281	3,595	3,925	4,599	5,233	5,820	6,460	6,994
%	16,27	16,55	16,70	16,96	18,81	20,57	21,75	21,87	21,81

Table 4: Percentage of small and medium-sized enterprises in Montenegro 2011-2019 and percentage of female SME owners

The Information of the Chamber of Commerce reports data from the Survey of the labour force from the second quarter of 2020, which was conducted by the Statistical Office. According to it, women make the largest percentage of employees (82%) employed under a contract. Also, there are more women in family businesses (66%) than men, as a result of the desire to "play in a well-known field", which reflects in other business operations where women rarely take risks.

Study "Women in Management in Montenegro"⁸¹ conducted in 2017 by the Union of Employers of Montenegro in cooperation with the International Labour Organization and the Austrian Development Agency, suggest the evident dominance of men in companies in Montenegro at all levels of management - except for the middle one, where women represent the majority (50.1%). According to this study, women are least present in top executive positions with only 36.6%. Women in positions of executive directors take 26.4%, and only 6.1% of women hold the position of president of a board of directors. Women are often found in managerial positions in communications and PR (82.1% each) and in positions of managers of human resources (75.6%). This data, among other things, speaks about gender segregation in managing positions, i.e. the phenomenon of "glass ceiling" in Montenegrin companies. Respondents in this survey presented the top five barriers to women to rise to top positions in companies in Montenegro: (1) Women have more family responsibilities than

⁸⁰Available at:

<https://onedrive.live.com/?authkey=%21AG8PVz3%2DPyzXDxU&cid=57A359520F5BABD9&id=57A359520F5BABD9%212871&parId=57A359520F5BABD9%212870&o=0>

⁸¹Available at: <http://poslodavci.org/biblioteka/publikacije/izvjestaj-zene-u-menadzmentu-u-crnoj-gori>.

men, (2) Women with insufficient general or line management work, (3) Roles assigned by society to men and women, (4) Men not encouraged to take leave for family reasons, (5) Stereotypes against women. According to respondents, the five top priority measures to advance women in business and management/leadership of companies are: (1) Assigning visible and challenging tasks to women managers, (2) Executive training for women, (3) Exposing women to all company operations and functions, (4) Recognition and support for women, (5) Making corporate culture to be more inclusive.

The CEDAW Committee is constantly concerned about the situation of women in the labour market, especially concerning the concentration of women in lower-paid sectors, and warns of the fact that women are often employed through fixed-term contracts that are easy to terminate and restrict their rights to paid maternity leave, and makes it difficult, i.e. most often impossible, to return to work after childbirth. The working life of women is shorter than that of men, which affects their pensions. All these factors influenced the fact that during the COVID crisis, women were the first to be let go from work, have their salaries reduced, and be exposed to all forms of discrimination in employment. On the other hand, the 2020 Montenegro Progress Report of the European Commission⁸², state that "On equality between women and men in employment and social policy, women remain vulnerable to discrimination in the labour market, resulting in lower participation and lower-income generation rates and, in turn, hindering access to long-term employment contracts and access to paid maternity leave. Issues such as the gender gap in employment and pay, sexual harassment in the workplace, affordable childcare, unpaid work, and tax benefit systems remain largely unaddressed." In this regard, the European Commission recommends that continued focus must be placed on tailor-made active labour market measures which target women, and on legislative and non-legislative measures focused on work-life balance.

Education

The Gender Equality Index in the domain of knowledge, which measures the gender gap in educational attainment and segregation in education, stands at 55.1 index points for Montenegro, while the EU average is 63.5. As for the data that are relevant to this area⁸³, it is important to note that in the 2019/2020 school year, of the total number of graduates in undergraduate studies, 56.7% were female and 43.3% male. Regarding postgraduate studies, data for the 2019/2020 school year show that as many as 55.8% of students in specialist studies were women and 44.2% were men, and in master's studies 60.4% were women and 39.6% were men.

According to the Index, there were 12 men and 8 women among PhDs in 2019. It is worth noting that there are significantly more female students in the fields of education, health and humanities, and art. Traditionally, men outnumber women in the science and technology studies (STEM). These numbers deepen the existing segregation of careers and reinforce prejudices about "female" and "male" jobs. When it comes to the participation of both sexes in non-formal education, which is a

⁸²Commission Staff Working Report, Montenegro 2020 Report, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/montenegro_report_2020.pdf, page 100.

⁸³Source: publication "Women and Men in Montenegro", Directorate for Statistics, 2020, available at: <https://www.monstat.org/uploads/files/publikacije/%C5%BDene%20i%20mu%C5%A1karci%20u%20Crnoj%20Gori.pdf>.

crucial factor for lifelong learning, the overall level of participation in non-formal education is rather low and amounts to only 13.3% for both sexes. The Ombudsman⁸⁴ also speaks about the need to promote women's participation in *STEM* areas - science, technology, engineering, and mathematics, given the high employability of experts in information and communication technology, and high earnings in that field. This is especially important bearing in mind that there is no difference in the level of IT literacy between men and women, as shown by the data in the Gender Equality Index, which is a good precondition for equal participation in studies and jobs that require IT literacy.

According to the data for the last two years obtained from the Information Centre of the University of Montenegro, women are in the minority in undergraduate studies in *STEM* areas, while the difference in percentage between men and women is much smaller in master's, and doctoral studies.

<i>Faculty (all programs) in STEM areas</i>	<i>Academic year</i>	<i>Undergraduate studies</i>	<i>Master studies</i>	<i>Postgraduate studies</i>	<i>Doctoral studies</i>
Electro technical	2020/2021	238 M 95 F	24 M 12 F	47 M 19 F	3 M 2 F
	2019/2020	267 M 66 F	33 M 14 F		1 F
Mechanical engineering	2020/2021	150 M 27 F	7 M 2 F	15 M 10 F	2 M
	2019/2020	131 M 45 F	10 M 1 F		2 M
Metallurgical research and technology	2020/2021	35 M 69 F	2 M 4 F	10 M 18 F	
	2019/2020	31 M 74 F	0 M 3 F		1 M 1 F
Natural sciences and mathematics	2020/2021	98 M 113 F	13 M 18 F	20 M 15 F	4 M 6 F
	2019/2020	90 M 109 F	9 M 20 F		3 M 4 F
TOTAL per academic year in STEM areas	2020/2021	486 M 304 F 38.48% F	34 M 36 F 51.42% F	92 M 62 F 40.2% F	12 M 8 F 40% F
	2019/2020	519 M 294 F 36.16% F	52 M 38 F 42.2% F		6 M 6 F 50% F

⁸⁴Report on the work of the Protector for 2019.

Table 5: Number of students enrolled in the first year of undergraduate, master's, postgraduate and doctoral studies in academic years 2020/21 and 2019/20 in STEM areas at the University of Montenegro. Source: Information System of the University of Montenegro.

At the University of Donja Gorica, STEM areas are grouped at the Faculty of Information Systems and Technologies (FIST), where female students are also in the minority. The table below shows the data for the last two academic years:

<i>Faculty (all study programs)</i>	<i>Academic year</i>	<i>Undergraduate studies</i>	<i>Specialist studies</i>	<i>Master studies</i>
Faculty of Information Systems and Technologies	2020/2021	M 119 F 13 9.84%	M 4 F 2 50%	M 12 F 1 8.3%
	2019/2020	M 72 F 12 14.28%	M 16 F 3 15.78%	M 2 F 0 0%

Table 6: Number of students enrolled in STEM areas (undergraduate, specialist, and master studies) in academic years 2021/2020 and 2019/2020. Source: University of Donja Gorica

According to the NGO Spektra, there are three trans-people currently studying at the university, but only one of them is open about gender identity. Although higher education institutions apply measures of positive discrimination for vulnerable groups (Roma and Egyptians and persons with disabilities), having a diploma does not guarantee a job. Most of them remain outside the labour market, even though employers receive special incentives and benefits through positive discrimination measures if they employ members of vulnerable groups. People of different gender identities are almost completely excluded from the labour market, which was especially evident during the pandemic when over 50% of LGBTI people, mostly transgender persons, were without any income or their income was reduced by more than 50%.⁸⁵

⁸⁵Report on the Rapid Social Impact Assessment of the COVID-19 outbreak in Montenegro, April – June 2020, UN system Montenegro. Available at: <https://montenegro.un.org/en/90471-report-rapid-social-impact-assessment-covid-19-outbreak-montenegro-april-june-2020>.

Access to health services

In the domain of health, Gender Equality Index shows that equality in access to health services is very close to the EU average - the number of index points for Montenegro is 86.9, compared to the EU average of 88.1. In this domain, the Index was measured by perceptions of one's health, life expectancy for men and women, healthy life years, life habits (smoking and alcohol consumption), and the extent of unmet medical needs. It should be noted that in Montenegro there are no data for all these parameters and the following data were taken into account: in surveys on the perception of their health, 65.3% of women evaluated their health as good or very good compared to 73.2% of men. Life expectancy at birth for women in Montenegro is 79.4 years and 74.1 for men. Both men and women are to expect 50 healthy years on average. This means that a female born in 2017 is expected to live 29 years in ill health, compared to 24 years that await a male.

Access to health services for vulnerable groups, women with disabilities, lesbians, bisexuals, transgender women, women from minority ethnic communities (Roma and Egyptian), and rural women, is still unsatisfactory. More than 6% of women living in rural areas do not have health insurance.⁸⁶ In its 2017 report, the CEDAW Committee recommended Montenegro to implement measures of social and health protection for rural women, especially those engaged in unpaid jobs or the informal sector, who need free social and health services, including services for protection from domestic violence, access to childcare facilities.

In Montenegro, there is no research on the impact of climate change on the health of women and men, making it very difficult to plan national policies for adaptation to climate change that would ensure more effective protection of the health of the population in rapidly changing climate. In creating adaptation policies and planning steps for the protection it is necessary not only to have general statistics on diseases but also other parameters such as climatic, geographical, and social risks for the population. It also includes more detailed analyses of health risks for the population living in settlements that do not meet the standards to which Montenegro has committed itself by ratifying the Paris Agreement.

Property ownership

The widest gap in access to natural and social resources is evident in the area of ownership of land, real estate, and companies, even though men and women in this regard are equal under the law. According to the Law on Inheritance⁸⁷, daughters and sons have the same right to inheritance; in the case the wife and husband jointly own land, it must be registered on both of them; accordingly, in case of a legal transaction, both spouses must consent to it. Also, the surviving spouses have the right to inherit the property. Despite all this, women own only 4% of all real estate, 8% of the land, and 14% of holiday homes. As for entrepreneurship, women participate with 24% in the total number of

⁸⁶ Ministry of Human and Minority Rights, Sector Analysis for determining the proposals of priority areas of public interest and the necessary funds for financing projects and programs of non-governmental organizations from the Budget of Montenegro in 2020, p.3.

⁸⁷ Official Gazette of Montenegro, No. 74/2008 and 75/2017.

small and medium-sized enterprises, of which 22% are owners and 31% are entrepreneurs⁸⁸. According to the Statistical Office's data, the at-risk-of-poverty rate decreased from 24.9 to 23.5 for women in the period 2013-2018, although in 2018 it increased by 0.5 points compared to 2017⁸⁹.

Research of the NGO Safe Women's House⁹⁰ showed that almost half of women (48%) do not exercise property rights. All this points to the presence of a very strong tradition and the absence of positive measures within laws and public policies that could encourage women not to renounce property rights for the benefit of their male relatives or spouses and to be economically empowered through macroeconomic and sectoral policies and thus close the gap in access to resources.

The Gender Equality Index tracks data related to the difference between men and women when it comes to their earnings for the work they do and how that money is distributed in terms of poverty and wealth (the domain of money). This domain takes into account financial resources available to women and men, as well as their economic standing. According to the above data, Montenegro scored 59.7% index points in the domain of money, compared to the EU average of 80.4.

The entry of women into the business world is burdened by many obstacles, prejudices, and the fact that men in Montenegro are predominant owners of property, land, and capital or that money, power, and connections are available to men because they dominate political life. Studies have confirmed that access to finance is a major barrier to starting a business. However, women are in a worse position than men, as most of them do not own property, or are not able to provide financial resources on their own. It is a lot more difficult for women to do business because of their duties in households, raising children, but also because of a lack of entrepreneurial knowledge and skills. Comparative experiences show that positive measures, such as financial allocation, incentives for participation in economic decision-making, empowerment, networking, mentoring, etc., have made the greatest impact on increasing the percentage of women who own and control land and their participation in the economy and decision-making.

Impact of the COVID-19 pandemic on the female population in Montenegro

UNDP survey in Montenegro from October 2020 - Women's contribution to the Montenegrin economy: unpaid women's work and care during the COVID-19 pandemic⁹¹ suggests that women have suffered more serious consequences since the onset of the pandemic than men due to the effects

⁸⁸Gender map of Montenegro.-UNDP, Austrian Development Agency and Ministry of Human and Minority Rights, 2020, www.rodnamapa.me.

⁸⁹Women and Men in Montenegro in 2019, Statistical Office and the Ministry of Human and Minority Rights, p.25, <https://www.monstat.org/uploads/files/publikacije/%C5%BDene%20i%20mu%20C5%A1karci%20u%20Crnoj%20Gori.pdf>.

⁹⁰Survey "Attitudes regarding women's property rights", NGO Safe Women's House, Podgorica, February 2019

⁹¹Women's contribution to the economy of Montenegro: unpaid women's work and care during the COVID-19 pandemic (author Milos Vukovic), UNDP Montenegro, October 2020, available at: <https://www.gendermontenegro.com/me/preduzetnistvo/aktivnosti/475-doprinos-zena-ekonomiji-crne-gore-i-neplaceni-rad-i-njeg>

of several social, economic, and health aspects. During the pandemic, two out of five women in Montenegro faced financial difficulties, such as paying rent and utility bills. As many as 38% of women stated facing challenges in terms of reduced financial capacity to cover basic living expenses during the pandemic, such as food and hygiene supplies. Nearly 20% of women stated that they sought financial support from friends and family to overcome financial difficulties. During the pandemic, 36% of women reported that they had no access to health services or experienced reduced access only.

CEDEM's survey *Patterns and level of discrimination in Montenegro* from 2020 had similar results.⁹² In it, citizens were asked about the effect of the COVID-19 pandemic on all key groups at risk. The majority of respondents were unable to assess or felt that the level of discrimination remained the same. However, if we compare the increase and decrease in the degree of discrimination, according to the respondents, the degree of discrimination due to the pandemic has increased mostly against women.

Epidemiological measures adopted to protect the population included, among other things, movement restrictions i.e. people were unable to leave their homes at certain intervals. During that period, domestic violence and violence against women increased. According to the UN's Report on the rapid social impact assessment of the COVID-19 outbreak in Montenegro⁹³, the Women's Safe House received 46% more calls between 16 March and 1 June 2020, than during the same period the year before. During May 2020, their shelter service provided accommodation for 60% more victims of gender-based violence than in May 2019. The National SOS line reported an increase of 18 percentage points in requests for their services during the COVID-19 outbreak, and there was a significant increase in the number of calls after the general closure measures became more flexible. In May 2020, the national SOS line received more calls than during May 2019 by 32 pp.

In addition to the increase in the percentage of domestic violence, it is very important to take into account other aspects of this impact on women in Montenegro. First, the sectors that were hit hardest during the pandemic in terms of increased workload and difficult working conditions - health (including medical and non-medical staff), social welfare (e.g. old people's homes), education, and retail trade, are among the sectors that have the largest percentage of female employees. Also, the unpaid work of women increased, and women were more vulnerable in the labour market and had a lower rate of earnings than men.

According to official data from the Public Employment Agency, the number of unemployed women increased by 3,560 in the period from the end of February to the end of June, which makes 56% of the total number of newly unemployed persons. So, employers laid off more women than men during the crisis. The burden of the crisis has hit women working in the private sector the hardest, so the

⁹²The research was initiated by the Council of Europe, in agreement with the Ministry of Human and Minority Rights and the Ombudsman. The research was conducted by CEDEM and is available at: <http://www.cedem.me/publikacije/istrazivanja/ostala-istrazivanja/send/31-ostala-istrazivanja/1980-obraci-i-stepen-diskriminacije-u-crnoj-gori-u-2020-godini>.

⁹³<https://montenegro.un.org/sites/default/files/2020-09/Izvje%C5%A1taj%20o%20brzoi%20procjeni%20social%20uticaja%20epidemije%20COVID-a-19%20u%20Crnoj%20Gori%2020April%202020.pdf>.

decline in the net earnings of the female population in Montenegro was recorded in the following sectors: accommodation and food services, agriculture, forestry and fisheries, wholesale and retail and repair motor vehicles and motorcycles. Women working in the public sector were less affected by falling earnings. As for the unpaid work (housework and care for children, the elderly, and the sick), the total female population was incomparably more burdened than men - UNDP survey suggests that women worked 92% more than men in the field of unpaid care and housework. At the end of 2018, women contributed to the GDP of Montenegro by 43.71%, and the GDP per capita by sex was 6,496 euros for women, and 8,571 euros for men. In other words, women were in an unequal economic position before the crisis began, and the crisis has further deepened the differences. In parallel with the worsening economic situation and the greater workload in the home and care, there was a drastic increase in violence against women during the pandemic which greatly aggravated the already difficult situation of marginalized groups. It is also important to point out that women in Montenegro make up the majority of employees in the sectors that have borne the burden of the increased workload in difficult conditions - health, education, social services, and trade.

Gender statistics

Article 14 of the Law on Gender Equality, organs are to keep statistics by gender. In practice, gender statistics are kept only for some areas. Moreover, there are no statistics about sex and gender as separate categories. Most institutions keep personnel records of employees by sex, so all data on civil servants and employees registered in the Central Personnel Records of the Human Resources Administration, are segregated by sex. However, only a few institutions have information systems that offer gender-disaggregated data (such as the information system of pre-school, primary and secondary education, and the information system of social and child protection), and it is more difficult to obtain gender-disaggregated data in other areas, due to software used (e.g. in healthcare).

Institutions submit their data to the Statistical Office of Montenegro, which further processes and publishes them. Since 2006, the Ministry of Human and Minority Rights and the Statistical Office have been publishing the paper "Women and Men in Montenegro" every other year. The publication consists of tables and charts and has no further statistical and sociological analyses and can be used as a source of information for those interested in the position of women and men, and for gender equality in Montenegro. The data in this publication relate to the following areas: population, health, education, judiciary, employment and retirees, politics, and domestic violence. However, most of the data presented in this publication are the result of research by the Statistical Office⁹⁴, while only a small share was taken from other state institutions. This suggests that state institutions must be able to produce, collect and analyse gender-disaggregated data as soon as possible, to enable the planning of public policies based on real-life situations, and regular monitoring of progress and achievements of public policies based on quantitative indicators.

⁹⁴Women and Men in Montenegro in 2019, Statistical Office and the Ministry of Human and Minority Rights, p.25, <https://www.monstat.org/uploads/files/publikacije/%C5%BDene%20i%20mu%C5%A1karci%20u%20Crnoj%20Gori.pdf>.

Law on Official Statistics and the Official Statistics System⁹⁵ (Article 7) defines the following entities as producers of official statistics: the Statistical Office, the Central Bank of Montenegro, the state administration body responsible for finance, and other producers of official statistics defined by the Official Statistics Program. This article also defines that "producers of official statistics are responsible to collect, produce, process, and disseminate statistical data, to process administrative data and data collected through monitoring and observation method, under this Law. In collecting, producing, processing, and disseminating statistical data, official statistics producers must apply official statistics principles, as well as methodologies and standards for producing statistics under their responsibility to produce transparent and internationally comparable data upon approval of a competent body and following this Law." The state administration body in charge of labour keeps statistical data about reported injuries, which it classifies by gender and severity of injuries.

In drafting every official statistics program, and in the light of the duty of state bodies to keep statistics by gender (as mentioned above in Article 14 of the Law on Gender Equality), it is necessary to consult the state body in charge of gender equality, and relevant NGOs working in the field of women's human rights and gender equality. Consultations with stakeholders need to be public and transparent, by opening a public debate on the gender-disaggregated data needed to create policies and monitor their implementation. To begin with, it is necessary to make a plan for collecting and processing gender-disaggregated data under the indicators of the Sustainable Development Strategy, primarily those related to Objective 5, and to other objectives that address gender.

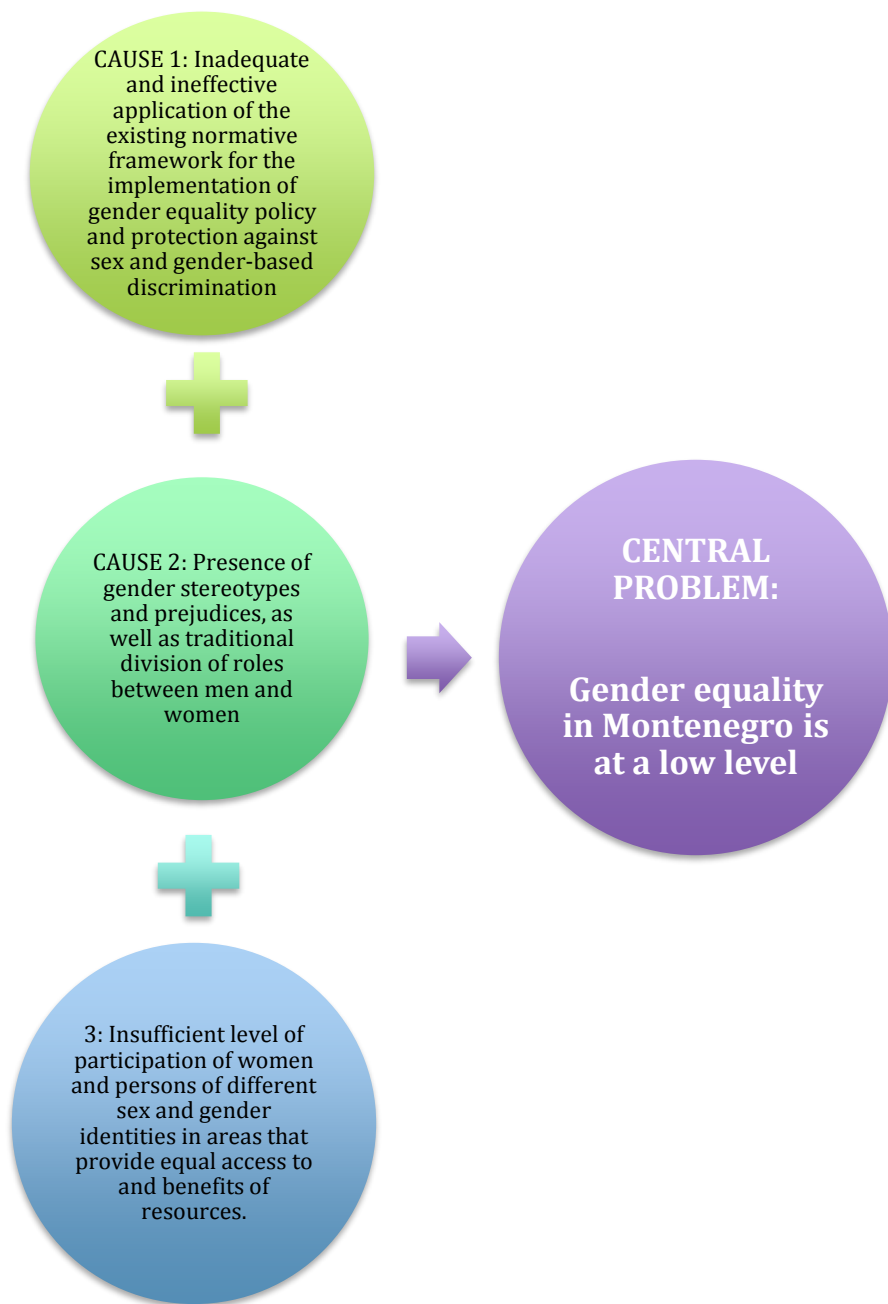
Since 2019, Montenegro has joined the group of countries conducting a complex survey on the state of gender equality at the national level - the Gender Equality Index, which is based on a unique methodology of the European Institute for Gender Equality. The Index is discussed in more detail in the chapter dealing with gender equality in Montenegro and the EU member states, and some of the data, i.e. results for separate domains (work, money, knowledge, time, power, and health) are presented in the relevant chapters of the Situation Analysis. Bearing in mind the key importance of statistics and research based on measurable and comparable data, this Strategy addresses the matters of collection, processing, and exchange of gender-disaggregated data through different measures and activities.

Central problem, causes, and consequences

Gender equality is at a low level in Montenegro. It is ***central problem*** arising from the analysis of the situation, and the ways to address it are presented in operational objectives and measures.

Causes of the problem of gender inequalities in Montenegro are recognized in three areas - law enforcement, stereotypes, and insufficient empowerment of women and persons of different gender identities, as shown in the graph below:

⁹⁵Official Gazette of Montenegro No. 018/12 of 30 March 2012, 047/19 of 12 August 2019.



A more detailed analysis suggests that each cause has several sub-causes, and the consequences are many. The table below lists the sub-causes, while the graph that follows shows the relationship between the central problem and the consequences for the democratic and sustainable development of Montenegro:

Cause 1:

Inefficient and ineffective application of the normative framework for the implementation of gender equality policy, protection against discrimination based on sex and gender.

Sub-causes:

There are no standardized procedures for gender mainstreaming of public policies

There are no consolidated and comparable records of cases of discrimination based on sex and gender

Institutional staff and management do not understand key concepts and lack knowledge of legal obligations in the field of gender equality

Undertrained staff and inefficient institutional mechanism for the implementation, coordination, and monitoring of the success of gender equality policies

Insufficient involvement of all stakeholders in the dialogue on gender mainstreaming of public policies

Cause 2:

The presence of gender stereotypes, prejudices, and a traditional division of roles between men and women

Sub-causes:

Lack of gender-responsive content in education, culture, and media

Undertrained teachers to encourage the values of civil society that is inclusive and equal in terms of gender, among children and youth

Insufficient level of media literacy among young people in Montenegro and failure to recognize gender stereotypes

Lack of gender-responsive content in culture

Lack of gender-responsive programs in the media

Cause 3:

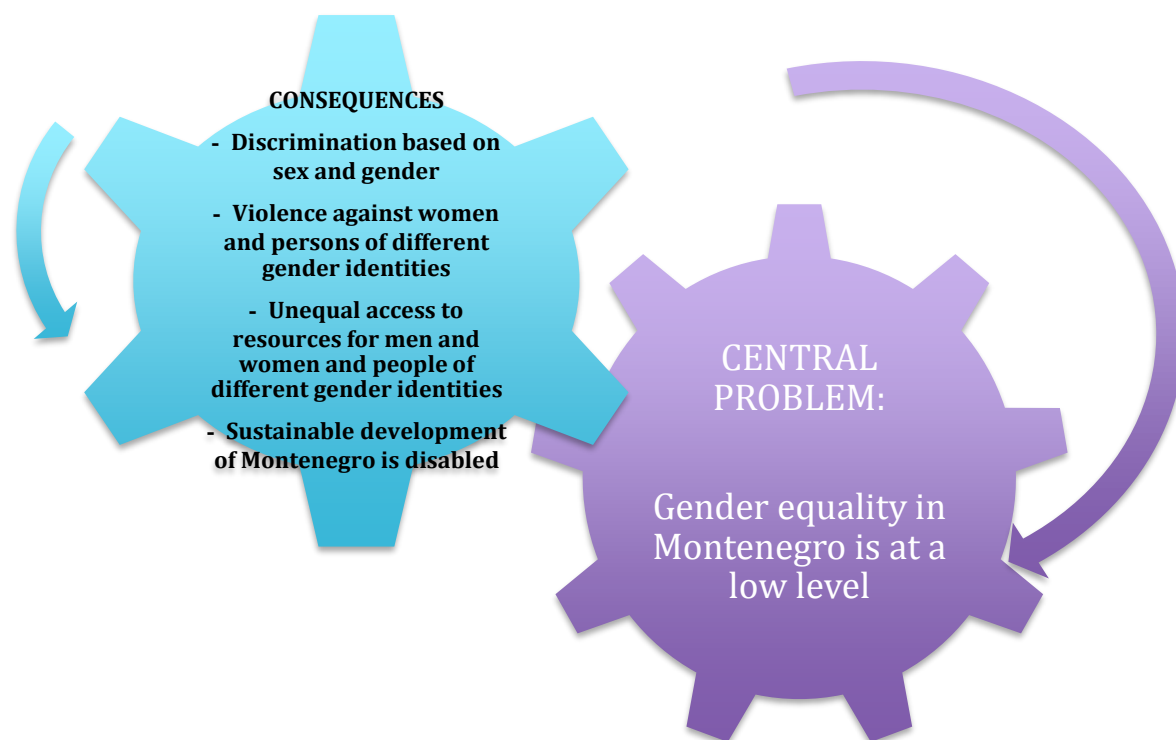
Insufficient participation of women and persons of different gender identities in areas that enable equal access to, use, and benefits from all resources

Sub-causes:

Insufficiently incentive policies for greater participation of women and persons of different identities in political decision-making

Insufficiently incentive policies for greater participation of women and persons of different gender identities in the economy and economic decision-making

Lack of prevention and protection measures from gender-based discrimination, sexual harassment and blackmail, and from gender-based violence and multiple discrimination in the workplace
Insufficient protection of women and persons of different gender identity from economic violence
Insufficiently incentive measures for even distribution of work at home and family care between women and men
Insufficiently incentive measures for girls to enrol in STEM fields (science, technology, engineering, mathematics)
Lack of impact assessment and prevention measures against the impact of climate change and natural disasters on the health of women, men, persons of different gender identities, marginalized and vulnerable persons and groups



These consequences greatly undermine Montenegro's perspective to reach the level of human rights protection it has committed to through many international treaties, the Constitution, and national legislation. Furthermore, gender inequality greatly jeopardizes Montenegro's prospects for achieving sustainable development.

II VISION, GOALS, AND MEASURES OF THE NATIONAL STRATEGY FOR GENDER EQUALITY IN MONTENEGRO 2021 - 2025

Vision and strategic goal

Based on the analysis of the situation in the field of gender equality, and with the view of Montenegro's commitment to building the country and society following the national and international standards of human rights and gender equality, the **vision** of the National Strategy for Gender Equality is the following:

VISION:

A society in which all women and men and persons of different gender identities will have equal opportunities to contribute to the sustainable development of Montenegro and enjoy its benefits on an equal basis.⁹⁶

To achieve this vision, the central strategic goal is defined as:

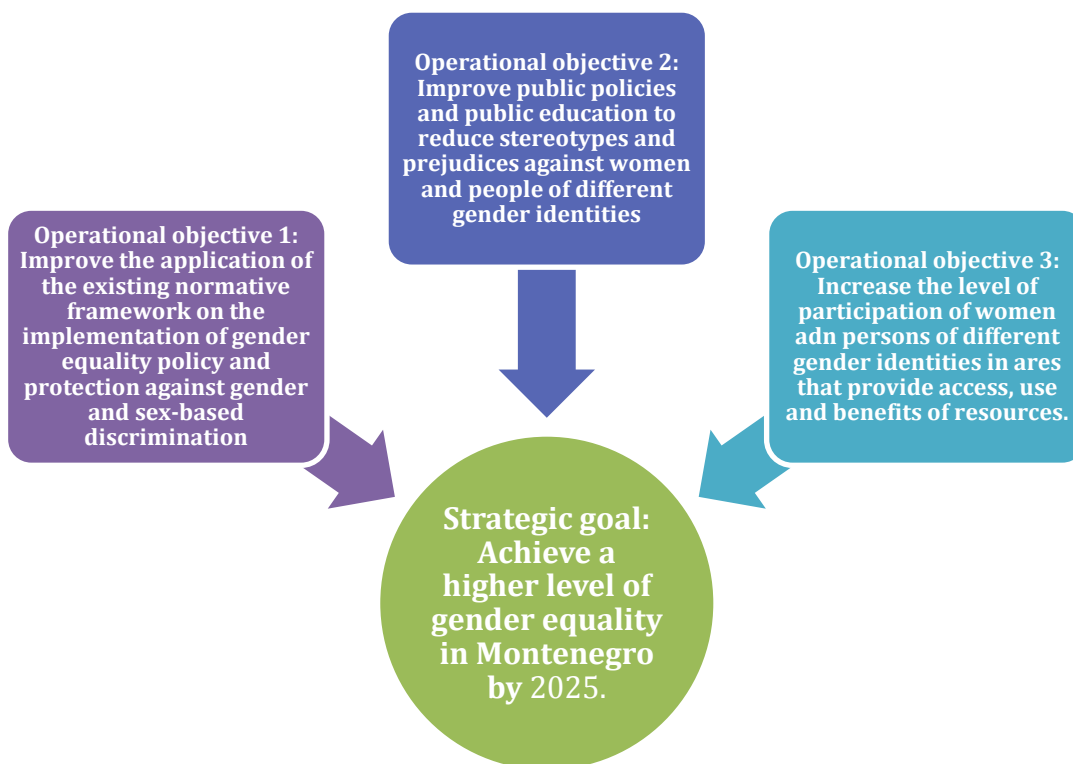
STRATEGIC GOAL:

Achieve a higher level of gender equality in Montenegro by 2025

⁹⁶Adapted version of the definition of gender equality from the European Charter on Gender Equality.

Operational objectives

Following the defined challenges listed in the Analysis of the situation, this Strategy defines the following operational objectives that should be achieved in the period 2021 - 2025:



Elaboration of operational objectives and measures

Operational objective 1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination

Measure 1.1: Standardize procedures for gender mainstreaming of public policies

Description of the measure: According to the Law on Gender Equality, all public policies must include gender mainstreaming, hence it is necessary to determine the extent to which that provision is respected and determine the initial value to be able to monitor the progress. Compliance analysis found that only 26.8% of public policies address gender equality in some way. As the goal of this Analysis was not to address the design of public policies, all national public policies will be thoroughly analysed from the standpoint of gender equality at the very beginning of the implementation of the new Strategy, to be able to establish whether they contain a gender-sensitive analysis of the situation that assesses the impact of policies on women and men, gender-sensitive goals, measures, indicators and the budget needed to implement them. The analysis will contain recommendations for each area, under national legislation and international commitments. The recommendations will also be aligned with Sustainable Development Goal 5 and its targets. To define a clear policy-making procedure for gender mainstreaming of policies and address the responsibility to a specific institution, the following documents will be amended under this measure:

1. Secretariat-General of the Government - Methodology for public policy design. To standardize the way how public policies are shaped, and to facilitate inter-institutional cooperation in the implementation of public policies, it is necessary to develop a methodology and standardized guidelines for state bodies, with special emphasis on the protection and empowerment of vulnerable groups (rural women, persons with disabilities, Roma/Egyptian women, persons of different gender identities, women in prison/detention). This way, it will be possible to understand the needs of women, vulnerable and marginalized groups and define positive measures enabling them to exercise equal rights to economic resources, access to ownership and control over land and other assets, financial services, inheritance, and natural resources, under national laws. The methodology and standardized guidelines will also include monitoring of recommendations of the CEDAW Committee, GREVIO, and the UN Universal Periodic Review, with special measures to protect and empower vulnerable groups (women living in rural areas, people with disabilities, Roma/Egyptian women, persons with disabilities, persons of different gender identities, women in prison/detention) wherever possible. This methodology should become an integral part of the Methodology for public policies design, by adding concrete questions about gender mainstreaming into the existing criteria.

2. Ministry of Finance and Social Welfare - Form of the Report on analysis of the impact assessment of regulations, by including the question in Part 4: "How will the solutions in the regulation affect women and men separately - list the positive and negative impacts, direct and indirect."

3. Ministry of Finance and Social Welfare - Guidelines for reporting on regulatory impact assessment and the Manual for regulatory impact analysis by the Council for regulatory reforms, which would include useful guidance and advice for conducting gender-sensitive impact analyses of regulations.

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: Secretariat-General of the Government, Ministry of Public Administration, Digital Society and Media, Ministry of Finance and Social Welfare, line ministries, The Ombudsman, NGOs, employers' associations, financial institutions, Chamber of Commerce, international organizations

➤ **Measure 1.2:** *Establish consolidated and comparable records of cases of discrimination based on sex and gender*

Description of the measure: Even though the Rulebook on the content and manner of keeping special records on cases of reported discrimination⁹⁷ was adopted in 2014, there are no consolidated records of discrimination based on sex and gender or other types of discrimination. Some bodies - courts, state prosecutor's offices, misdemeanour bodies, administrative bodies in charge of police activities, and inspection bodies receive reports and conduct proceedings, with each body having its register and methodology on submitted reports, proceedings, and decisions regarding discrimination. This measure puts the existing Rulebook under the spotlight to implement its provisions on the establishment of a single record for all bodies, which would provide a better understanding of the situation, and more effective and efficient enforcement of the Law on Protection against Discrimination and the Law on Gender Equality.

The first step towards establishing a unified and comparable record will be to establish a team consisting of representatives of relevant institutions, including the Statistical Office, which will establish a common methodology, adopt guidelines for all bodies and establish a system for implementing the existing Rulebook on the content and manner of keeping special records on cases of reported discrimination.

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: The Ombudsman, Supreme Court, Directorate for inspection affairs, local self-government units, trade unions, international organizations

Measure 1.3: *Educate employees and management staff in institutions on key concepts of gender equality and their duties in that field under the law.*

Description of the measure: As the first step in the implementation of this measure, an Analysis of the efficiency and rational planning of institutions will be done, with an analysis of inter-sectoral cooperation (human, organizational, financial, and material resources needed for its implementation, monitoring, reporting, and evaluation). Then, through training, civil servants will understand better the concept and content of gender-responsive public policies, duties towards various bodies, understand gender-responsive budgets, and inter-institutional and cross-sectoral cooperation. This training should be part of the mandatory "set" of training for civil servants, and the emphasis should be placed on the competencies that every civil servant should have. Employees and management staff in institutions will be trained about procedures for gender mainstreaming of public policies, and gender analysis of data from a gender perspective. The training should include

⁹⁷Official Gazette of Montenegro No. 050/14 of 28 November 2014.

segments concerning women and persons of different gender identities, women with disabilities, Roma/Egyptian women, rural women, women in prisons, migrant women, etc., who experience multiple discrimination. In addition to civil servants, the training will include senior positions in state bodies. The training will be implemented in cooperation with the Human Resources Administration, in annual cycles. To ensure sustainability and continuity in the use of knowledge, it is likely that subjects/content on gender equality will be included in the state license exam (meaning that all civil servants become familiar with the concept of gender equality).

Key holder: Human Resources Administration

Partners: Ministry of Justice, Human and Minority Rights, Secretariat-General of the Government, line ministries, local self-government units, Union of Municipalities, the Ombudsman, Directorate for Inspection Affairs, Parliament of Montenegro, State Audit Institution, Ministry of Public Administration, Digitization and Media, international organizations

Measure 1.4: To educate members of the Committee for the implementation, coordination, monitoring, and evaluation of the gender equality policies, including gender responsible budgeting

Description of the measure: Given the fact that a new government was put in place on 4 December 2020 following the general elections from 30 August 2020, as the first step in implementing this measure, it is necessary to analyse the efficiency and rational planning of the institutional mechanism for implementation of gender equality policies, with an analysis of cross-sectoral cooperation (human, organizational, financial and material resources required for its implementation, monitoring of implementation, reporting and evaluation). This analysis should be done immediately after the Strategy is adopted, to gain a thorough insight into the current situation and make a detailed training plan. So far, experience with the functioning of the national mechanism suggests that it needs strengthened capacities to enforce its competencies, including the collection and processing of gender-disaggregated data, and to encourage inter-institutional and cross-sectoral cooperation. Also, it is necessary to establish a system for monitoring the implementation of public policies from a gender perspective, including capacity building for development and gender performance indicators. Further step in implementation of this measure would be to train institutional mechanisms for monitoring the implementation of policies and reporting on progress in a standardized way: the National Council for Gender Equality, the Committee for Implementation and Supervision of the Implementation of the Gender Equality Strategy, and contact persons for gender equality in line ministries and local self-government units.

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: Ministry of Public Administration, Digital Society and Media, Secretariat-General of the Government, Union of Municipalities, Directorate for Inspection Affairs, Directorate for Statistics, line ministries, international organizations

Measure 1.5: Involve all three branches of government, non-governmental organizations, employers' organizations, trade unions, citizens, and the media in the dialogue on gender mainstreaming and intensify the public dialogue of all branches of government about the prevention of gender discrimination

Description of the measure: To fully understand the importance of gender mainstreaming of all policies in the design and implementation of sectoral and cross-sectoral policies, it is necessary to involve all stakeholders and encourage public dialogue between state and local institutions, the legislature, and the judiciary, NGOs, citizens, employers' organizations, and the media about gender mainstreaming of public policies in various areas of life. All three branches of the government should be involved in the dialogue, to ensure full transparency and raise the level of interest and responsibility of all social actors for achieving gender equality.

Also, the *Decree on the election of representatives of non-governmental organizations to the working bodies of state administration bodies and the manner of conduct of public hearings in the preparation of laws and strategies should be amended*,⁹⁸ as it currently limits the participation of civil society representatives to organizations that primarily work in a specific sectoral area. The amendments need to change the following:

a) envisage more representatives of NGOs in working bodies;

b) enable NGOs working in the field of gender equality, women's rights, and the rights of persons from vulnerable groups (persons of different gender, persons with disabilities, Roma and Egyptian women) to participate in working bodies in sectoral areas, that are not viewed traditionally through gender or social sensitivity perspectives (e.g. spatial planning, transport, energy, industry, etc.).

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: Line ministries, the Ombudsman, Parliament of Montenegro - Committee for Gender Equality, judiciary, NGOs, Chamber of Commerce, employers' associations, trade unions, media, international organizations.

⁹⁸Official Gazette of Montenegro No. 41/18.

Measure 1.6: Introduce gender-responsive budgeting in the public system of financial management

Description of the measure:

In the light of the need to improve current gender equality policies through the introduction of gender-responsive budgeting, it is necessary to make budget policy gender-responsive by amending regulations and developing guidelines for planning, implementation, and supervision of gender-responsive budgets. Given that the proposed strategy for social inclusion of Roma and Egyptian women plans to align the budget framework for the implementation of the strategy with the Guidelines for responsible budgeting for Roma, it is necessary to consider a socially responsible budgeting through the Law on Budget and Fiscal Responsibility and accompanying instructions for budget preparation.

Key holder: Ministry of Finance and Social Welfare

Partners: Ministry of Justice, Human and Minority Rights, NGOs, international organizations.

Operational objective 2: Improve the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities

Measure 2.1: Introduce gender-responsive content and mandatory use of gender-sensitive language in curricula and programmes

Description of the measure: As the first step, it is necessary to learn if there are any gender stereotypes in preschool programs, curricula, and textbooks of primary and secondary schools (sample-based). To establish the initial value, it is necessary to analyse the curricula from the perspective of gender equality and stereotypes, and the presence of gender-sensitive content as follows: for preschool education, programs for all three groups establish according to children's age; for primary school, for each of the three cycles, analysis a sample of 5 programs per cycle and the accompanying textbooks. The sample must include mother tongue and literature, history, sociology, psychology, and some of the art subjects. For secondary schools: for gymnasiums, analysis of a sample of 5 programs and textbooks, and for secondary vocational schools 5 subject programs and textbooks of the general group of subjects and 5 from the vocational group of subjects. As in the case of primary school, the focus of the analysis should be on the following subjects: mother tongue and literature, history, sociology, and one art subject. All analyses should be carried out under a single methodology and each one should list recommendations for amendments to the program.

As the second step in the implementation of this measure, it is necessary to amend the program in terms of deleting the content that encourages gender stereotypes and introducing content that

promotes the values of civil and inclusive society, and gender equality. Also, the new content should recognize and address the problems of multiple discrimination and diversity of women and persons of different sex and gender identities. For example, lessons and history textbooks will include lessons on women's struggle for three fundamental rights - the right to participate in elections, the right to education, and the right to work, while curricula and textbooks for mother tongue and literature will increase the number of works by female writers.

The third part of this measure will be to support the initiatives aimed at working with adolescents through formal and non-formal education, with the participation of NGOs dealing with women's rights, i.e. working directly with boys through sports to raise their gender awareness. Particular care will be taken to involve students from vulnerable and marginalized groups, such as children and young people of different sex and gender identities, children and young people with disabilities, Roma, and Egyptians.

The fourth part of the measure refers to the initiative that the Ministry of Justice, Minority and Human Rights will send to the University of Montenegro to introduce the subject Gender Equality in courses that train future teachers, while taking into account the autonomy of the University and CEDAW recommendations.

Key holder: Ministry of Education, Science, Culture, and Sports

Partners: Bureau of Education, Department of Textbooks and Teaching Aids, National Council for Education, Centre for Vocational Education, Ministry of Justice, Human and Minority Rights, University of Montenegro, NGOs, parents' associations, international organizations

Measure 2.2: Educate members of educational staff to encourage the values of inclusive and civil society and gender equality among children and youth

Description of the measure: Within this measure, new training will be developed, accredited, and organized for educators, primarily those who teach subjects that have been analysed from the perspective of gender equality (Measure 2.1), to encourage the development and adoption of the values of civil, inclusive and gender-equal society by children and young people, under the national legislation and international obligations undertaken by Montenegro. The training will provide educators with concrete examples that can be used in the classroom and during the lectures. Furthermore, the training will be a good opportunity to exchange experiences and harmonize teaching practice with educational standards. Special attention in the training of teachers will be paid to the protection of the rights and inclusion of vulnerable groups, such as persons of different sex and gender identities, children and youth with disabilities, and children from Roma and Egyptian families.

Key holder: Bureau of Education

Partners: Ministry of Education, Science, Culture and Sports, Centre for Vocational Education, NGOs, parents' associations, international organizations

Measure 2.3: Organize media literacy training to identify all types of stereotypes, including gender stereotypes

Description of the measure: This measure implies the organization of diverse media literacy training for primary and secondary school students, their teachers, and parents. The training will also include kindergarten/preschool teachers, having in mind the importance of early childhood education that affects the creation of children's perception of the world and relations in society. The training will be organized to encourage interaction and active cooperation of participants, and will include concrete examples from the commercial and social media, discussions about the harmful consequences of dissemination of stereotypes, including gender stereotypes, sexual harassment through social networks, and ways to support victims.

Workshops will include young people from vulnerable groups, e.g. persons of different sex and gender identities, children, and young people with disabilities, and children from Roma and Egyptian families. Gender equality seminars will be organized in schools in the north, central and southern regions.

Key holder: Ministry of Education, Science, Culture, and Sports

Partners: NGOs, parents' associations, media, international organizations

Measure 2.4: Introduce gender-responsive programs and mandatory use of gender-sensitive language in the programs of cultural institutions

Description of the measure: To be able to implement gender mainstreaming in public policies in the field of culture, within this measure, a research will be carried out to determine the women's participation in culture, cultural needs, habits, and the impact of culture on the position of women. The analysis will list recommendations for gender mainstreaming of cultural institutions, inclusion of cultural content related to gender equality, the development of curatorship in this area, and the development of the audience.

As a second step in the implementation of this measure, based on the research and recommendations, the program of national cultural institutions will be amended by introducing gender-sensitive and gender-responsive content, following UNESCO guidelines. Possibilities for the establishment of the Museum of Women, either as an independent museum or as an organizational unit within the National Museum of Montenegro, will also be considered.

Key holder: Ministry of Education, Science, Culture, and Sports

Partners: Ministry of Justice, Minority and Human Rights, National Cultural Institutions, international organizations, NGOs, artists

Measure 2.5: Encourage the media to introduce gender-responsive programs and use gender-sensitive language

Description of the measure: Under this measure, public broadcasters, especially the national radio and television will have to report in their annual report about the number and content of programs on gender equality and measures taken to improve the use of gender-sensitive language.

As for the private/commercial media and encouraging them to introduce the gender-responsive content and use gender-sensitive language, one way is to introduce a gender equality criterion for the allocation of funds from the Fund for the Promotion of Media Pluralism and Diversity. The criteria and methodology for scoring applications for the support from the Fund, will formulate that bodies competent to conduct the competition will take special care to prioritize applicants who promote gender equality through their program and implement measures to improve the use of gender-sensitive language. When evaluating the implementation of projects, special attention will be paid to the implementation of the gender-sensitive language and the obtained data will be used in future public competitions.

Key holder: National radio and television and other public broadcasters, Ministry of Public Administration, Digital Society and Media

Partners: Agency for Electronic Media, international organizations, NGOs, and Media

Measure 2.6: Introduce gender responsible media monitoring

Description of the measure: To monitor the implementation of gender-responsive programs and the use of gender-sensitive language by the media, there will be two media monitoring sessions organized during the implementation of this Strategy. The first step will be to develop a methodology for gender-responsive media monitoring, followed by two monitoring sessions. Results and recommendations will be provided to the media and made available to the public.

Key holder: Ministry of Public Administration, Digital Society, and Media

Partners: National radio and television and other public broadcasters, commercial media, the Agency for Electronic Media, NGOs, international organizations.

3: Increase the level of participation of women and persons of different sex and gender identities in areas that provide access, use of, and benefits of resources

Measure 3.1: Empower women and people of different gender identities to participate in political decision-making

Description of the measure: This measure implies the empowerment of women and persons of different sex and gender identities as follows:

a) by initiating amendments to the Law on Elections of Councillors and Deputies (Article 39a) to replace the provision "Among every four candidates in the candidate list order (the first four places, the second four places and so on until the end of the list) there shall be at least one candidate who is a member of the underrepresented sex", with a provision that among each of the three candidates on the electoral list shall be a representative of the underrepresented sex in the order on the electoral list. The second change will refer to the percentage of women on the electoral lists, where instead of the current 30% there should be 40% women, following the recommendations of the CEDAW committee.

b) at interactive events (training, round tables, public discussions, etc.) with women in politics and leaders of political parties, discussions will take place about the importance of more women in governing bodies of political parties and empowerment of women and persons of different gender identities for political participation; special attention will be paid to the local level that should include more women and people of different sex and gender identities, and to opportunities for vertical mobilization of party structures, strengthening their leadership skills and gaining political experience through greater representation in political life. Special attention at these events will be paid to the rights of vulnerable categories, such as persons with disabilities, Roma and Egyptian women, and women living in remote rural areas. There will be a discussion on gender-based violence in politics as a way to mitigate the effects of women's participation and to further discourage women from involving in political life, and about the lack of understanding of this problem and its consequences within political parties.

c) through activities aimed at encouraging the networking of women from political parties through training, round tables, and through exchange of good practices with similar networks in the EU and the region.

d) through monitoring activities undertaken to determine how and to what extent political parties spend their funds intended for women's organizations within political parties.

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: Parliament of Montenegro, Committee for Gender Equality, political parties, international organizations, NGOs

Measure 3.2: Empower women and persons of different gender identities, marginalized and vulnerable persons and groups to participate in economic life

Description of the measure: This measure involves the organization of various activities, which include:

- a) Information campaigns, round tables, advocacy activities, exchange of good practices, etc., to promote the idea of women's participation in boards, especially in medium-sized and large companies. The focus will be on public and private companies.
- b) For public companies, a Regulation on mandatory participation of 40% of women in boards of directors, and an appropriate recommendation will be adopted for private companies.
- c) Campaigns to increase the percentage of women owners of the land, real estate, and businesses, with discussions about legal modalities and good practices from other countries.
- d) Campaigns to create incentive measures for women who own and control the land, and who want to start their own business on their land. Incentives may include but are not limited to, financial support, training, mentoring, and networking, assistance in marketing products in various markets, support such as free administrative and financial services, and the like.
- e) When it comes to sensitive and vulnerable groups, such as people with disabilities, Roma and Egyptian women, LGBT women, and people of different sex and gender identities, single parents, etc., campaigns will focus on special budget lines aimed at starting a private business.

Key holder: Ministry of Economic Development

Partners: Ministry of Capital Investments, Ministry of Justice, Human and Minority Rights, Ministry of Agriculture, Forestry and Water Management, Statistical Office, Chamber of Commerce, employers' associations, Trade Unions, Bar Association, Notary Chamber, International Organizations, NGOs

Measure 3.3: Raise the level of prevention and protection from gender-based discrimination, sexual harassment, blackmail, gender-based violence, and multiple discrimination in the workplace, in executive bodies, public and private companies

Description of the measure: To achieve a higher level of protection for women and persons of different sex and gender identities, vulnerable and marginalized groups, it is necessary to:

- a) Develop a model protocol for protection against gender-based discrimination and sexual harassment at work, with instructions for victims and a procedure that is confidential and safe for victims;
- b) Adopt appropriate acts obliging state and local authorities to adopt protocols for protection against gender-based discrimination and sexual harassment at work, both for employees and citizens using services of that body. Furthermore, state and local authorities have to report on the number of cases to the Ministry of Justice, Human and Minority Rights, and to the Ombudsman once a year.
- c) Prepare information materials for persons whose rights have been violated, i.e. inform them how to turn to the state bodies for protection.
- d) Concerning private companies, this measure implies the adoption of recommendations by the Ministry of Economy on the adoption of the Protocol.
- e) To ensure the implementation of this measure, training will be provided for inspectors to raise their awareness and improve activities in cases of gender discrimination, and standardize reporting on observed irregularities, which will contribute to more effective prevention and protection from this type of discrimination. The training will also cover the matter of hiring women through fixed-term contracts, which prevents them from returning to work after childbirth.

Key holder: Ministry of Public Administration, Digital Society, and Media

Partners: Ministry of Capital Investments, Ministry of Economic Development, Association of Municipalities, Directorate for Inspection Affairs, Chamber of Commerce, employers' associations, The Ombudsman, trade unions, international organizations, NGOs

Measure 3.4: Protect women and persons of different gender identities from economic violence more effectively

Description of the measure: Within this measure, several different approaches/activities will be organized:

- a) Campaigns to recognize economic violence, through the media and social networks;
- b) Amendment of Article 3 of the Rulebook on detailed conditions for the provision and use, norms, and minimum standards of counselling-therapeutic and social-educational services⁹⁹ in a way that

⁹⁹The Ministry of Labor and Social Welfare adopted the Rulebook on the basis of Article 60 paragraph 2 of the Law on Social and Child Protection ("Official Gazette of Montenegro", No. 27/13 and 1/15).

Article 3 will add victims of gender-based discrimination and gender-based violence as users of counselling-therapeutic and social-educational services.

b) Organize counselling for women and persons of different sex and gender identities who suffer this type of violence with NGOs that provide services to victims of domestic violence;

c) The establishment of the Alimony Fund, given that single parents, women going through a divorce and who are not yet under an order for alimony, and their children are economically vulnerable and exposed to economic violence. This will reduce the likelihood for parents and their children to suffer economic violence. Best practices from the region and the EU will be considered for the establishment of the Alimony Fund.

Key holders: Ministry of Justice, Human, and Minority Rights

Partners: Ministry of Finance and Social Welfare, Social Welfare Centres, Supreme Court, international organizations, NGOs

Measure 3.5 Encourage tripartite dialogue on amendments to the law that will enable higher participation of women in the labour market and help achieve a better work-life balance

Description of the measure: To achieve a better work-life balance for women with children or guardians, and to encourage women to participate in the labour market, in line with EU good practice, it is necessary to open a tripartite consultation on harmonizing the Law on Labour with the following EU directives: Council Directive 2010/18/EU of 8 March 2010 implementing the revised Framework Agreement on parental leave, and Directive 2019/1158, which sets out minimum requirements for gender equality about labour market opportunities and treatment at work, in a way that will allow them to have a better work-life balance. Partners in the tripartite dialogue will discuss the introduction of amendments to adequately achieve the desired goal through legal solutions. The dialogue would focus on the following priorities: gap analysis of European and Montenegrin legislation, cost-benefit analysis and definition of amendments to the Law on Labour that enable harmonization with the above-mentioned Directives, and other topics that may be of interest to all partners in the dialogue.

Key holder: Competitiveness Council

Partners: Ministry of Economy, Ministry of Finance and Social Welfare, Ministry of Capital Investments, Chamber of Commerce, employers' associations, trade unions, NGOs, international organizations

Measure 3.6: Organize campaigns for a more equal distribution of work within the household, caring for children, the elderly, people with disabilities, etc. between men

and women and monitor data on the participation of men and women in unpaid care and household work

Description of the measure: To encourage greater participation of men in unpaid household work, various forms of public education will be organized through the media and social networks that will promote a more even distribution of these duties between men and women, encourage fathers to use parental leave, and introduce support programs for single parents in raising children.

In cooperation with the Statistical Office and other relevant institutions, a methodology for measuring unpaid care and work of the female population in the household will be developed to ensure regular follow-up of the situation. The research will be conducted following the Annual Plan and the Program of official statistics, and the data will be published by the Statistical Office.

Key holder: Ministry of Economic Development

Partners: Ministry of Justice, Human and Minority Rights, Ministry of Finance and Social Welfare, Statistical Office, international organizations, NGOs, media, parents 'associations, employers' associations

Measure 3.7: Empower girls to enrol in undergraduate, master's, and doctoral studies in STEM courses (science, technology, engineering, mathematics).

Description of the measure: Within this measure, and following the CEDAW recommendations, interactive motivational workshops will be organized for secondary school students across Montenegro to discuss the role of women in science, studies in STEM areas, and scholarships and employment opportunities in these areas. These workshops will be organized in cooperation with schools, universities, and youth organizations. In cooperation with secondary schools, there will be a competition organized for secondary school students for the best research on contributions to the science of female scientists in Montenegro and the world. The first three awarded works will be published on the Ministry's website and social networks.

Key holder: Ministry of Education, Science, Culture, and Sports

Partners: The University of Montenegro, Bureau for Educational Services, The Ombudsman, international organizations, NGOs

Measure 3.8: Assess the impact and implement preventive measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender identities, marginalized and vulnerable persons and groups

Description of the measure: The following steps will be taken to implement this measure:

a) In cooperation with the Institute of Public Health and the Statistical Office, and for regular monitoring of the impact of climate change on health and prevention of health hazards arising as a result of climate change and natural disasters, a methodology will be developed to investigate the impact of climate change and natural disasters (including pandemics) on the health of women, men, people of different sexes and genders, and marginalized and vulnerable people and groups. During the research, the following parameters will be taken into consideration: a place of residence, social status, health risks, and all types of social and economic sensitivity, etc. The methodology should be developed following the best practices of EU member states, and guidelines of the World Health Organization, to make grounds for policies on adaptation to climate changes based on regular, comprehensive, and comparable research on the impact of climate change on the health of the population.

b) Research on the impact of climate change will be conducted and presented with recommendations. The results and recommendations will be the basis for national policies for the health system development, and national policies for adaptation to climate change. The research will be an integral part of the National adaptation plan, and a regular biennial national report on climate change (Biennial report on climate change and National Communication).

d) Leaflets for the general population with instructions for protection against the negative consequences of climate change will be printed, in the official language, and Albanian and Romani.

c) To prevent the negative consequences of climate change, activities related to better information on the consequences of climate change will take place, and so will the counselling on health risks related to climate change. Information campaigns will be conducted through the media and social networks, direct contact with the population (information points in cities, tours of remote villages, and settlements inhabited by Roma and Egyptians, where information materials will be distributed and discussed with the population). One of the focuses of the counselling will be sexual and reproductive health and menstrual hygiene of women and persons of different gender identities. During the information campaigns, female members of vulnerable and marginalized groups will be given free sanitary pads. Advisory visits and information campaigns in cities, villages, and Roma/Egyptian settlements need to be conducted in cooperation with NGOs involved in the protection of human rights and the empowerment of vulnerable groups.

Key holder: Institute of Public Health

Partners: Ministry of Ecology, Urbanism and Spatial Planning, Ministry of Health, Health Centres, Ministry of Finance and Social Welfare, international organizations, NGOs.

III MONITORING, REPORTING, AND EVALUATION

Table of indicators

Goal	Measure	Indicator	Initial value	Target value	
				2023.	2025
SC: Achieve a higher level of gender equality in Montenegro by 2025		Gender Equality Index	55	56	57
OC1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination		Percentage of sectoral public policies with implemented gender mainstreaming	The initial value will be determined through the Analysis of gender mainstreaming of sectoral public policies.	+ 5% compared to 2021	+ 10% compared to 2021
	Measure 1.1: To standardize procedures for gender mainstreaming in public policies	Adopted decree on standards and obligatory gender mainstreaming of public policies	0	1	1
	Measure 1.2: To establish consolidated and comparable records of cases of discrimination	Established records of cases of discrimination based on sex and gender	0	0	1

	on based on sex and gender				
	<i>Measure 1.3:</i> To educate employees and management staff in institutions on key concepts of gender equality and their duties in that field following the law	Number of trained civil servants	62	100	200
		Number of trained managers	The initial state is unknown	10	20
	<i>Measure 1.4</i> To educate members of the national mechanism for the implementation, coordination, monitoring, and evaluation of the effectiveness of gender equality policies for effective implementation and	Percentage of trained members of institutional mechanisms	0	50%	100%

	monitoring of gender equality policies				
	Measure 1.5. Involve all three branches of government, non-governmental organizations, employers' organizations, trade unions, and the media in the dialogue on gender mainstreaming in public policies	Number of participants in public events by categories from measure 1.5	0	60	120
	Measure 1.6. Introduce gender-responsive budgeting in the management system of public finances	Guidelines for budget users on how to do a gender analysis of the program and fill in the gender mainstreamed budget circular	0	1	1
		Number of budget users trained to do a gender analysis of the program and fill in the gender mainstreamed budget circular	0	15	30

		Guidelines for gender mainstreaming of the budget and annual statement of accounts from the gender perspective	0	1	1
OC2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities		Number of implemented recommendations from the CEDAW and ECRI reports related to education, culture, and media	0	2	4
		% of citizens who think that being a part of the LGBT population is a disadvantage	39%	38%	37%
		% of citizens who think that being a woman is a disadvantage	20.9%	18%	17%
		% of citizens who agree with the view that LGBTI people are no better than criminals, and should be	20.3%	19%	18%

		severely punished			
	Measure 2.1: Introduce gender-responsive content and mandatory use of gender-sensitive language in curricula and programmes	Number of curricula with gender-responsive content included	0	2	4
	Measure 2.2: Educate members of educational staff to encourage the values of inclusive and civil society and gender equality among children and youth	Number of trained educators and teachers	0	25	50
	Measure 2.3: Organize media literacy training to identify all types of stereotypes, including gender stereotypes	Number of trained students	0	30	60
	Measure 2.4: Introduce gender-responsive programs and	Number of cultural institutions that have introduced gender-	0	2	4

	mandatory use of gender-sensitive language in the programs of cultural institutions	responsive programs			
	Measure 2.5: Encourage the media to introduce gender-responsive programs and use gender-sensitive language	Number of public broadcasters that broadcast gender-responsive programs	0	2	4
		Number of private broadcasters that broadcast gender-responsive programs	0	2	4
	Measure 2.6: Introduce gender responsible media monitoring	Adopted methodology for gender responsible media monitoring	0	1	1
		A positive report on gender media monitoring	0	1	2
OC3: Increase the level of participation of women and persons		Value of the Gender Equality Index in the domain <i>Money</i>	59.7	61	62

<p>of different gender identities in areas that provide access, use, and benefits of resources a</p>					
		<p>Value of the Gender Equality Index in the domain <i>Power</i></p>	35.1	36	37
	<p>Measure 3.1: Empower women and people of different gender identities to participate in political decision-making</p>	<p>Share of women and men in ministerial functions (% , F, M)</p>	33.33%	-	40%
		<p>Share of women and men among MPs in the Parliament of Montenegro (% , F, M)</p>	24.69%	-	30%
	<p>Measure 3.2: Empower women and persons of different gender identities, marginalized and vulnerable persons and groups to</p>	<p>Inactivity rate (F)</p>	59,8%	59%	58%

	participate in economic life				
		Unemployment rate (W)	44.2%	44%	43%
	Measure 3.3: Raise the level of prevention and protection from gender-based discrimination, sexual harassment, blackmail, gender-based violence, and multiple discrimination in the workplace, in executive bodies, public and private companies	Number of public administration institutions that have adopted regulations and protocols for the prevention and protection against violence	0	5	10
		Number of public companies that have adopted regulations and protocols for the prevention and protection against violence	0	5	10
		The number and type of cases of gender-based violence dealt	0	5	10

		with by the labour inspectorate			
	Measure 3.4: Protect women and persons of different gender identities from economic violence more effectively	Number of complaints submitted to the Protector due to discrimination on the grounds of sex, in the field of labour and employment	7	9	12
	Measure 3.5: Encourage tripartite dialogue on amendments to the law that will enable higher participation of women in the labour market and help achieve a better work-life balance	Prepared analysis of the gap between European and Montenegrin legislation that regulates women's participation in the market and enables a better work-life balance	0	1	1
		Cost-benefit analysis prepared and proposals for amendments to the Law on Labour that enable harmonization with Directive 2010/18 / EU of 8 March	0	0	1

		2010 and Directive 2019/1158 defined			
	Measure 3.6: Organize the campaigns for a more equal distribution of work within the household, caring for children, the elderly, people with disabilities, etc. between men and women and monitor data on the participation of men and women in unpaid care and household work	The difference between the % of women and men who do housework and cook every day	F: 68% M: 10.3% Difference: 57.7pp	-	Difference: 52pp
		The difference in the average number of hours that adult men and women spend per week caring for or educating children (outside of their regular job)	F: 38.5 M: 17.8 Difference: 20.7	-	15

	<p>Measure 3.7: Female students in enrol in basic, master's, and doctoral studies in STEM areas (science, technology, engineering, mathematics)</p>	<p>Percentage of female students in undergraduate, master's and doctoral studies in STEM fields (Faculty of Electrical Engineering, Mechanical Engineering, Metallurgy, Technology and Faculty of Natural Science and Mathematics of the University of Montenegro)</p>	<p>Undergraduate studies: 38.4%</p> <p>Master studies: 51.4%</p> <p>Doctoral studies: 40%</p>	<p>Undergraduate studies: 40%</p> <p>Master studies: \geq 50%</p> <p>Doctoral studies: 42%</p>	<p>Undergraduate studies: 41%</p> <p>Master studies: \geq 50%</p> <p>Doctoral studies: 44%</p>
	<p>Measure 3.8: Assess the impact and implement preventive measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender identities, marginalized and vulnerable</p>	<p>Number of studies on the impact of climate change on health</p>	<p>0</p>	<p>1</p>	<p>2</p>

	persons and groups				
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Methodology of calculation of indicators

The table below shows the indicators for operational objectives and measures, the methodology for calculation of indicators, institutions responsible for data collection, the sources of verification, and the frequency of data collection and reporting:

Category	Description
Indicator	Percentage of sectoral public policies with implemented gender mainstreaming
Objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination
Data to be collected	Perform an analysis of the gender mainstreaming of all sectoral public policies in force at the time of the cross-section (2021, 2023, and 2025) and calculate the percentage
Source of data	Analysis of gender mainstreaming of sectoral public policies
Information about the institution responsible for data collection	Ministry of Justice, Human and Minority Rights in the Government of Montenegro
Frequency of data collection	Three times during the validity of the Strategy, the first time immediately after the adoption of the Strategy (in 2021), the second time in 2023, and the third time in 2025.
Frequency of reporting on the value of indicators	2023 and 2025
Brief description of the methodology of data calculation	A detailed methodology should be adopted during the preparation of the first gender mainstreaming analysis. Current sectoral public policies should be analysed taking into account the following indicators: <ul style="list-style-type: none"> - Gender representativeness in the process of preparation - Consultations with the gender-relevant public

	<ul style="list-style-type: none"> - The existence of gender-disaggregated data as a basis for the analysis - Gender analysis of effects - Gender analysis of obstacles and barriers - Gender analysis of the approach - Use of gender-sensitive language <p>The full methodology should be part of the initial analysis of gender mainstreaming of public policies that will be conducted as one of the first activities under this strategy.</p>
Information on trends and initial value	The initial value will be determined by the Analysis of gender mainstreaming of sectoral public policies.
Information about target value	2023: + 5% compared to 2021 2025: + 10% compared to 2021

Category	Description
Indicator	Adopted decree on standards and obligatory gender mainstreaming of public policies
Objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.1. Standardize procedures for gender mainstreaming in public policies
Data to be collected	Information on whether the decree on standards and mandatory gender mainstreaming of public policies has been adopted
Source of data	Official Gazette of Montenegro
Information about the institution responsible for data collection	Ministry of Justice, Human, and Minority Rights
Frequency of data collection	Once
Frequency of reporting on the value of indicators	Once
Brief description of the methodology of data calculation	Information on whether the decree has been adopted and what it contains.
Information on trends and initial value	The initial value is 0 because the decree does not exist
Information about the target value	The target value is 1

Category	Description
Indicator	Records of cases of discrimination based on sex and gender have been established
The objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.2: To establish consolidated and comparable records of cases of discrimination based on sex and gender
Data to be collected	Information on whether records of cases of discrimination based on sex and gender have been established
Source of data	Report of the The Ombudsman
Information about the institution responsible for data collection	The Ombudsman
Frequency of data collection	Once
Frequency of reporting on the value of indicators	Once
Brief description of the methodology of data calculation	Information on whether records have been established
Information on trends and initial value	The initial value is 0 because the records do not exist
Information about the target value	The target value is 1

Category	Description
Indicator	Number of trained civil servants
The objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.3: To educate employees and management staff in institutions on key concepts of gender equality and their duties in that field following the law
Data to be collected	Record all civil servants trained on gender equality in the Human Resources Administration
Source of data	Annual Report of the Human Resources Administration

Information about the institution responsible for data collection	Human Resources Administration
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	All civil servants who complete training in the field of gender equality should be registered. The number of trained officers should be reported once a year.
Information on trends and initial value	62
Information about target value	2023: 100 2025: 200

Category	Description
Indicator	Number of trained managers
The objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.3: To educate employees and management staff in institutions on key concepts of gender equality and their duties in that field under the law
Data to be collected	Record all managers who undergo training on gender equality in the Human Resources Administration
Source of data	Annual Report of the Human Resources Administration
Information about the institution responsible for data collection	Human Resources Administration
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	All managers who complete the training in the field of gender equality should be registered. Their number should be reported once a year.
Information on trends and initial value	Unknown number
Information about target value	2023: 10 2025: 20

Category	Description
Indicator	Percentage of trained members of institutional mechanisms
The objective to which the indicator refers	OO1: Improve the application of the existing normative framework on the implementation of gender equality and protection against gender and sex-based discrimination. Measure 1.4 Educate members of the national mechanism for implementation, coordination, monitoring, and evaluation of the effectiveness of gender equality policies for effective implementation and monitoring of gender equality policies
Data to be collected	Record all members of the national mechanism for implementation, coordination, monitoring, and evaluation of gender equality policies who have undergone training in the field of gender equality
Source of data	Report of the Human Resources Administration
Information about the institution responsible for data collection	Human Resources Administration
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	All members who complete training in the field of gender equality should be registered. The percentage of members who have undergone training should be reported once a year.
Information on trends and initial value	0
Information about target value	2023: 50% 2025: 100%

Category	Description
Indicator	Number of participants in public events by categories from measure 1.5
The objective to which the indicator refers	OO1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.5. Involve all three branches of government, NGOs, employers' organizations, trade unions, the media, and NGOs in the dialogue on gender mainstreaming in public policies

Data to be collected	Record all participants in public events and categorise them per their area of activity.
Source of data	Information from the Ministry of Justice, Human and Minority Rights
Information about the institution responsible for data collection	Ministry of Justice, Human, and Minority Rights
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	When organizing public events, all participants should sign a list of attendance, listing their name and surname, contact, and field of work. The data should be entered in an excel document and indicate their place of work - one of the three branches of government, non-governmental organization, employers' organization, trade union, media. Report on the number from each of the categories, individually and collectively.
Information on trends and initial value	0
Information about target value	2023: 60 2025: 120

Category	Description
Indicator	Guidelines for budget users on how to do a gender analysis of the program and fill in the gender mainstreamed budget circular
The objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.6. Introduce gender-responsive budgeting in the management system of public finances
Data to be collected	Check if the Ministry of Finance and Social Welfare adopted the Guidelines
Source of data	Information from the Ministry of Finance and Social Welfare
Information about the institution responsible for data collection	Ministry of Finance and Social Welfare
Frequency of data collection	Annually

Frequency of reporting on the value of indicators	Once in 2023
Brief description of the methodology of data calculation	The Ministry should prepare guidelines for budget users on how to do a gender analysis and fill in the gender mainstreamed budget circular.
Information on trends and initial value	0
Information about target value	2023: 1 2025: 1

Category	Description
Indicator	Number of budget users trained to do a gender analysis of the program and fill in the gender mainstreamed budget circular
The objective to which the indicator refers	001: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.6. Introduce gender-responsive budgeting in the management system of public finances
Data to be collected	Records from training on this topic should be taken and reported about.
Source of data	Training records
Information about the institution responsible for data collection	Ministry of Finance and Social Welfare
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Once in 2023
Brief description of the methodology of data calculation	The report should contain the following data on the number of participants: total number, gender, the institution they work in
Information on trends and initial value	0
Information about target value	2023: 15 2025: 30

Category	Description
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Indicator	Guidelines for gender mainstreaming of the budget and annual statement of accounts from the gender perspective
The objective to which the indicator refers	OO1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination. Measure 1.6. Introduce gender-responsive budgeting in the management system of public finances
Data to be collected	Information of the Ministry
Source of data	Training records
Information about the institution responsible for data collection	Ministry of Finance and Social Welfare
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Once in 2023
Brief description of the methodology of data calculation	The Ministry should develop guidelines containing instructions for budget users on how to gender mainstream the budget and annual statements of accounts and distribute them. The report should contain information on whether the guidelines have been adopted and how they have been communicated with budget users.
Information on trends and initial value	0
Information about target value	2023: 15 2025: 30

Category	Description
Indicator	Number of implemented recommendations from the CEDAW and ECRI reports related to education, culture, and media
The objective to which the indicator refers	OO2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities
Data to be collected	Opinion of CEDAW and ECRI on fulfilment of recommendations
Source of data	CEDAW and ECRI reports

Information about the institution responsible for data collection	Ministry of Justice, Human, and Minority Rights
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	The 2017 report contains 76 recommendations. The Government's report on the implementation of the recommendations adopted by the CEDAW Committee lists the recommendations that were adopted and how. When reporting, the last available report should be taken into account.
Information on trends and initial value	0
Information about target values	2023: 2 2025: 4

Category	Description
Indicator	% of citizens who think that being a part of the LGBT population is a disadvantage
The objective to which the indicator refers	OO2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities
Data to be collected	Public opinion survey on the perception of discrimination in Montenegro. The main characteristics of the research are the following: method of surveys with local communities used as sampling units. The sample should provide representativeness for the entire adult population of Montenegro. The sample should be double-stratified with a random selection of respondents within the selected census districts. The stratification criteria should be the regional distribution and the size of the local community. Respondents should be randomly selected within households according to the criteria of a calendar birthday. The number of respondents should be > 1000 so that the standard error of measurement is +/- 3% for occurrences with an incidence of 50% and a confidence interval of 95%.
Source of data	Report <i>Patterns and degree of discrimination in Montenegro</i>
Information about the institution responsible for data collection	Centre for Democracy and Human Rights CEDEM

Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	% of answers "disadvantage" to the question: being a part of some groups in Montenegro brings advantages or disadvantages - LGBT persons?
Information on trends and initial value	% of responses in the 2020 report is 39%
Information about target value	2023: 38% 2025: 37

Category	Description
Indicator	% of citizens who think that being a woman is a disadvantage
The objective to which the indicator refers	OO2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities
Data to be collected	Public opinion survey on the perception of discrimination in Montenegro. The main characteristics of the research are the following: method of surveys with local communities used as sampling units. The sample should provide representativeness for the entire adult population of Montenegro. The sample should be double-stratified with a random selection of respondents within the selected census districts. The stratification criteria should be the regional distribution and the size of the local community. Respondents should be randomly selected within households according to the criteria of a calendar birthday. The number of respondents should be > 1000 so that the standard error of measurement is +/- 3% for occurrences with an incidence of 50% and a confidence interval of 95%.
Source of data	Report <i>Patterns and degree of discrimination in Montenegro</i>
Information about the institution responsible for data collection	Centre for Democracy and Human Rights CEDEM
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025

Brief description of the methodology of data calculation	% of answers "disadvantage" to the question: being a part of some groups in Montenegro brings advantages or disadvantages - women?
Information on trends and initial value	% of responses in the 2020 report is 20.9%
Information about target value	2023: 18% 2025: 17%

Category	Description
Indicator	% of citizens who agree with the view that LGBTI people are no better than criminals, and should be severely punished
The objective to which the indicator refers	OO2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities
Data to be collected	Public opinion survey on the perception of discrimination in Montenegro. The main characteristics of the research are the following: method of surveys with local communities used as sampling units. The sample should provide representativeness for the entire adult population of Montenegro. The sample should be double-stratified with a random selection of respondents within the selected census districts. The stratification criteria should be the regional distribution and the size of the local community. Respondents should be randomly selected within households according to the criteria of a calendar birthday. The number of respondents should be > 1000 so that the standard error of measurement is +/- 3% for occurrences with an incidence of 50% and a confidence interval of 95%.
Source of data	Report <i>Patterns and degree of discrimination in Montenegro</i>
Information about the institution responsible for data collection	Centre for Democracy and Human Rights CEDEM
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	% of answers "I very much agree" and "somewhat agree" with the position "LGBT people are no better than criminals and should be severely punished"
Information on trends and initial value	% of responses in the 2020 report is 20.3%

Information about target value	2023: 19% 2025: 18%
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Category	Description
Indicator	Number of curricula with gender-responsive content included
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.1: Introduce gender-responsive content and mandatory use of gender-sensitive language in curricula and programmes
Data to be collected	Report on the number of curricula in which gender-responsive programs have been introduced
Source of data	Information from the Ministry of Education, Science, Culture, and Sports
Information about the institution responsible for data collection	Ministry of Education, Science, Culture, and Sports
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	The Ministry should compile brief information on which curricula have introduced gender-sensitive language and content, and how.
Information on trends and initial value	0
Information about target value	2023: 2 2025: 4

Category	Description
Indicator	Number of trained educators and teachers
The target to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.2: Educate members of educational staff to encourage the values of inclusive and civil society and gender equality among children and youth
Data to be collected	Records on the number of educators who have passed training on gender equality and inclusive society

Source of data	Training records
Information about the institution responsible for data collection	Ministry of Education, Science, Culture, and Sports
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025
Brief description of the methodology of data calculation	When organizing training, records should be kept on the number of participants. This record should also contain data on the employer of the person who has undergone training to be able to create reports about the workplace, gender, and volume of training.
Information on trends and initial value	0
Information about target value	2023: 25 2025: 50

Category	Description
Indicator	Number of trained students
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.3: Organize media literacy training to identify all types of stereotypes, including gender stereotypes
Data to be collected	Records of primary and secondary school students who have completed training on gender equality and inclusive society
Source of data	Training records
Information about the institution responsible for data collection	Ministry of Education, Science, Culture, and Sports
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025
Brief description of the methodology of data calculation	When organizing training, records should be kept on the number of participants. This record should also contain data on the sex-gender, school (primary or secondary), and grade of the trained person to be able to report about these two categories.
Information on trends and initial value	0

Information about target value	2023: 30 2025: 60
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Category	Description
Indicator	Number of cultural institutions that have introduced gender-responsive programs
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.4: Introduce gender-responsive programs and mandatory use of gender-sensitive language in the programs of cultural institutions
Data to be collected	Number and name of cultural institutions that have introduced gender-responsive content in their programs
Source of data	Report of the Ministry of Education, Science, Culture, and Sports
Information about the institution responsible for data collection	Ministry of Education, Science, Culture, and Sports
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	The Ministry should provide brief information on how many cultural institutions have introduced gender-responsive content in their programs and briefly describe it.
Information on trends and initial value	0
Information about target value	2023: 2 2024: 4

Category	Description
Indicator	Number of public broadcasters that broadcast gender-responsive programs
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.5: Encourage the media to introduce gender-responsive programs and use gender-sensitive language

Data to be collected	Number of public broadcasters that broadcast gender-responsive programs
Source of data	Report of the Ministry of Public Administration, Digital Society and Media
Information about the institution responsible for data collection	Ministry of Public Administration, Digital Society, and Media
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	Number and name of public broadcasters that have introduced gender-responsive programs, with a brief description of the program
Information on trends and initial value	0
Information about target value	2023: 2 2024: 4

Category	Description
Indicator	Number of private broadcasters that broadcast gender-responsive programs
The objective to which the indicator refers	OO2: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.5: Encourage the media to introduce gender-responsive programs and use gender-sensitive language
Data to be collected	Number of private broadcasters that broadcast gender-responsive programs
Source of data	Report of the Ministry of Public Administration, Digital Society and Media
Information about the institution responsible for data collection	Ministry of Public Administration, Digital Society, and Media
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	Number and name of private broadcasters that have introduced gender-responsive programs, with a brief description of the program
Information on trends and initial value	0

Information about target value	2023: 2 2024: 4
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Category	Description
Indicator	Adopted methodology for gender responsible media monitoring
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.6: Introduce gender responsible media monitoring
Data to be collected	Report on the monitoring of media coverage from a gender perspective
Source of data	Report of the Ministry of Public Administration, Digital Society and Media
Information about the institution responsible for data collection	Ministry of Public Administration, Digital Society, and Media
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Once, 2023.
Brief description of the methodology of data calculation	The Ministry should decide on the implementation of this activity. The indicator indicates whether a decision has been made.
Information on trends and initial value	0
Information about target value	2023: 1 2024: 1

Category	Description
Indicator	A positive report on gender media monitoring
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 2.6: Introduce gender responsible media monitoring
Data to be collected	Conclusion of the report
Source of data	Report of the Ministry of Public Administration, Digital Society and Media

Information about the institution responsible for data collection	Ministry of Public Administration, Digital Society, and Media
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	Conclusion of the report on whether the media report by using the gender dimension.
Information on trends and initial value	0
Information about target value	2023: 1 2024: 1

Category	Description
Indicator	Value of the Gender Equality Index in the domain <i>Money</i>
The objective to which the indicator refers	002: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities
Data to be collected	Value of the domain <i>money</i> in the gender equality index
Source of data	Report on the Gender Equality Index for 2023 and 2025 or the year for which the Index is available, in case of irregular reporting, and which is closest to the date of reporting
Information about the institution responsible for data collection	Statistical Office - MONSTAT
Frequency of data collection	Currently every 2 years, but the report is expected to be available every year.
Frequency of reporting on the value of indicators	Currently every 2 years, but the report is expected to be available every year.
Brief description of the methodology of data calculation	This domain includes two subdomains: financial resources and economic resources. Financial resources are measured by using two indicators. The first is the average monthly salary. Eurostat's Wage Structure Survey is used to calculate this indicator. Another indicator of this subdomain is the mean equivalent net income. It includes earnings based on paid work, pensions, investments, and other sources of income. The source of data for this indicator

	<p>is the EU Statistic on Income and Living Conditions - SILC. Both indicators are presented through the Purchasing Power Standard (PPS), which is an “artificial currency that explains differences in prices among the Member States”.</p> <p>The subdomain of economic resources consists of two indicators too. The first is called "not at risk of poverty", and represents the percentage of the population that is not at risk of poverty. The second part of the income quintile is S20/S80, which represents the level of income inequality between men and women. It is calculated as the share of total income received by one segment of the population: 20% of the highest-income population and 20% of the lowest-income population.</p>
Information on trends and initial value	59.7
Information about target value	2023: 61 2025: 62

Category	Description
Indicator	Value of the Gender Equality Index in the domain <i>Power</i>
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources
Data to be collected	Value of the domain <i>Power</i> in the gender equality index
Source of data	Report on the Gender Equality Index for 2023 and 2025 or the year for which the Index is available, in case of irregular reporting, and which is closest to the date of reporting
Information about the institution responsible for data collection	Statistical Office MONSTAT
Frequency of data collection	Currently every 2 years, but the report is expected to be available every year.
Frequency of reporting on the value of indicators	Currently every 2 years, but the report is expected to be available every year.
Brief description of the methodology of data calculation	The domain of power consists of three subdomains: political, economic, and social power. The first subdomain in this area is political power and includes three indicators: the percentage of women ministers in the national government, the percentage of women members of national parliaments, and the percentage of councillors in local municipal parliaments.

	<p>The second subdomain is economic power and is measured by two indicators: the share of men and women on the boards of the largest listed companies in the country and employees of the national central bank.</p> <p>Finally, the third subdomain is social power and includes indicators for measuring the share of men and women in decision-making positions, in research funding organizations, in the media, and sports. Data on women and men in decision-making positions from the EIGE database on gender statistics were used to calculate these domains and indicators.</p>
Information on trends and initial value	35.1
Information about target value	2023: 36 2025: 37

Category	Description
Indicator	Share of women and men in ministerial functions (% , F, M)
The target to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources
Data to be collected	Information on the number of members of the Government and information on the number of female members of the Government
Source of data	Official Gazette of Montenegro
Information about the institution responsible for data collection	Ministry of Justice, Human, and Minority Rights
Frequency of data collection	Once
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	Given that the Government has a four-year mandate and that the next regular elections will be held in 2024, a new analysis of the composition of the Government in terms of gender should be done after the elections, i.e. in the year of reporting on the implementation of the Strategy - 2025.
Information on trends and initial value	33.33%

Information about target value	2025: 40%
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Category	Description
Indicator	Share of women and men among MPs Parliament of Montenegro (% , F, M)
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources Measure 3.1: Empower women and people of different gender identities to participate in political decision-making
Data to be collected	Number of men and women in the Parliament of Montenegro
Source of data	Decision on verification of mandates
Information about the institution responsible for data collection	State Election Commission
Frequency of data collection	Once
Frequency of reporting on the value of indicators	Once
Brief description of the methodology of data calculation	Given that the next regular elections are expected in 2024, the value of this indicator should be measured after the elections, and immediately before the final report on the implementation of the 2025 Strategy. The percentage is calculated using the total number of MPs in the Parliament.
Information on trends and initial value	24.69%
Information about target value	30%

Category	Description
Indicator	Inactivity rate (F)
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources Measure 3.2: Empower women and persons of different gender identities, marginalized and vulnerable persons and groups to participate in economic life

Data to be collected	Report about the survey on labour force, data on inactivity rate, disaggregated by gender
Source of data	Survey on labour force
Information about the institution responsible for data collection	Statistical Office - MONSTAT
Frequency of data collection	Continuously along with quarterly publication
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	The inactive population is all unemployed persons aged 15 and over who are not actively looking for work. The inactivity rate represents the percentage of the inactive population in the total population aged 15 and over. The data are reported separately for women and men.
Information on trends and initial value	Women: 59.8% (third quarter of 2020)
Information about target value	2023: 59% 2025: 58%

Category	Description
Indicator	The employment rate (F)
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources Measure 3.2: Empower women and persons of different gender identities, marginalized and vulnerable persons and groups to participate in economic life
Data to be collected	Report about the survey on labour force, data on inactivity rate, disaggregated by gender
Source of data	Survey on labour force
Information about the institution responsible for data collection	Statistical Office - MONSTAT
Frequency of data collection	Continuously along with quarterly publication
Frequency of reporting on the value of indicators	Twice, once in 2023 and once in 2025
Brief description of the methodology of data calculation	The employment rate represents the percentage of employees in the total population aged 15 and over. The data are reported separately for women and men.
Information on trends and initial value	Women: 44.4%

Information about target value	2023: 44% 2025: 43%
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Category	Description
Indicator	Number of public administration institutions that have adopted regulations and protocols for the prevention and protection against violence
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 3.3: Raise the level of prevention and protection from gender-based discrimination, sexual harassment, blackmail, gender-based violence, and multiple discrimination in the workplace, in executive bodies, public and private companies
Data to be collected	Information about the number of rulebooks
Source of data	Report of the Ministry of Public Administration, Digital Society and Media
Information about the institution responsible for data collection	Ministry of Public Administration, Digital Society, and Media
Frequency of data collection	Twice, in 2023 and 2025.
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	The Ministry should send an inquiry to public administration bodies on whether they have adopted regulations and protocols for the prevention and protection against violence
Information on trends and initial value	0
Information about target value	2023: 5 2025: 10

Category	Description
Indicator	Number of public companies that have adopted regulations and protocols for the prevention and protection against violence
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities

	Measure 3.3: Raise the level of prevention and protection from gender-based discrimination, sexual harassment, blackmail, gender-based violence, and multiple discrimination in the workplace, in executive bodies, public and private companies
Data to be collected	Information about the number of rulebooks
Source of data	Report of the Ministry of Capital Investments
Information about the institution responsible for data collection	Ministry of Capital Investments
Frequency of data collection	Twice, in 2023 and 2025.
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	The Ministry should send an inquiry to public companies on whether they have adopted regulations and protocols for the prevention and protection against violence
Information on trends and initial value	0
Information about target value	2023: 5 2025: 10

Category	Description
Indicator	The number and type of cases of gender-based violence dealt with by the Labour Inspectorate
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 3.3: Raise the level of prevention and protection from gender-based discrimination, sexual harassment, blackmail, gender-based violence, and multiple discrimination in the workplace, in executive bodies, public and private companies
Data to be collected	The number and type of cases of gender-based violence dealt with by the Labour Inspectorate
Source of data	Report of the Administration for Inspection Affairs
Information about the institution responsible for data collection	Administration for Inspection Affairs
Frequency of data collection	Annually

Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	The inspection should report on all identified cases from the beginning of 2021 to the beginning of 2023, and from the beginning of 2023 to the end of 2025.
Information on trends and initial value	0
Information about target value	2023: 5 2025: 10

Category	Description
Indicator	Number of complaints submitted to the Protector due to discrimination on the grounds of sex, in the field of labour and employment
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 3.4: Protect women and persons of different gender identities from economic violence more effectively
Data to be collected	Number of complaints submitted to the Protector about discrimination on the grounds of sex, in the field of labour and employment
Source of data	Report of the The Ombudsman
Information about the institution responsible for data collection	The Ombudsman
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025.
Brief description of the methodology of data calculation	The Protector should report on all complaints of discrimination on the grounds of sex, in the field of labour and employment in the period from the beginning of 2021 to the beginning of 2023 and from the beginning of 2023 to the end of 2025.
Information on trends and initial value	7
Information about target value	2023: 9 2025: 12

Category	Description
Indicator	Analysis of the gap between the European and Montenegrin legislation that regulates the participation of women in the market and enables the achievement of a better work-life balance
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against women and people of different gender identities Measure 3.5: Encourage tripartite dialogue on amendments to the law that will enable higher participation of women in the labour market and help achieve a better work-life balance
Data to be collected	Information on whether the Analysis has been prepared
Source of data	Report on the work of the Competitiveness Council
Information about the institution responsible for data collection	Competitiveness Council
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Once, 2023.
Brief description of the methodology of data calculation	The competent institution should note whether the Analysis of the gap between the European and Montenegrin legislation is prepared.
Information on trends and initial value	0
Information about target value	2023: 1 2025: 1

Category	Description
Indicator	Cost-benefit analysis prepared and proposals for amendments to the Law on Labour defined, which enable harmonization with Directive 2010/18 / EU of 8 March 2010 and Directive 2019/1158
The objective to which the indicator refers	003: Improve public policies and public education to reduce stereotypes and prejudices against money and people of different gender identities Measure 3.5: Encourage tripartite dialogue on amendments to the law that will enable higher

	participation of women in the labour market and help achieve a better work-life balance
Data to be collected	Information on whether the Analysis and amendments to the Law on Labour have been prepared
Source of data	Report on the work of the Competitiveness Council
Information about the institution responsible for data collection	Competitiveness Council
Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Once, in 2025.
Brief description of the methodology of data calculation	The competent institution should check whether a cost-benefit analysis has been performed and whether amendments to the Law on Labour have been prepared.
Information on trends and initial value	0
Information about target value	2023: 0 2025: 1

Category	Description
Indicator	The difference between the % of women and men who do housework and cook every day
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources Measure 3.6: Organize campaigns for a more equal distribution of work within the household, caring for children, the elderly, people with disabilities, etc. between men and women and monitor data on the participation of men and women in unpaid care and household work
Data to be collected	% of women and % of men who do housework and cook every day, that answer "every day" to question - "in general, how often are you involved in cooking and housework outside of work? (% of respondents, 18+ population) " (% of respondents, 18+ population)
Source of data	European Quality of Life Survey, data available through the EIGE Institute's Gender Statistics Database: https://eige.europa.eu/gender-statistics/dgs/indicator/ta_timeuse_hswk_eqls_famcareactiv_cook
Information about the institution	Eurofound - Eurofound's European Quality of Life Survey (EQLS), http://www.eurofound.europa.eu/surveys/european-quality-of-life-surveys

responsible for data collection	
Frequency of data collection	Every four years, the last available from 2020
Frequency of reporting on the value of indicators	Once - in 2025
Brief description of the methodology of data calculation	2024 report - the difference between the% of women and men who do housework and cook every day
Information on trends and initial value	F: 68% M: 10.3% Difference: 57.7pp
Information about target value	2025: 52 percentage points

Category	Description
Indicator	The difference in the average number of hours that adult men and women spend per week caring for or educating children (outside of their regular job)?
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources Measure 3.6: Organize campaigns for a more equal distribution of work within the household, caring for children, the elderly, people with disabilities, etc. between men and women and monitor data on the participation of men and women in unpaid care and household work
Data to be collected	% of women and men answer the question: On average, how many hours per week are you involved in caring for or educating your children outside of paid work? (mean hours, 18+ population)
Source of data	European Quality of Life Survey, data available through the EIGE Institute's Gender Statistics Database: https://eige.europa.eu/gender-statistics/dgs/indicator/ta_timeuse_hswk_eqls_famcareactiv_cook
Information about the institution	Eurofound - Eurofound's European Quality of Life Survey (EQLS), http://www.eurofound.europa.eu/surveys/european-quality-of-life-surveys

responsible for data collection	
Frequency of data collection	Every four years, the last available from 2020
Frequency of reporting on the value of indicators	Once - in 2025
Brief description of the methodology of data calculation	2024 report - the difference between the % of women and men who do housework and cook every day
Information on trends and initial value	F: 38.5 M: 17.8 Difference: 20.7
Information about target value	2025: 15

Category	Description
Indicator	Percentage of female students in undergraduate, master's and doctoral studies in STEM fields (Faculty of Electrical Engineering, Mechanical Engineering, Metallurgy, Technology and Faculty of Natural Science and Mathematics of the University of Montenegro)
The objective to which the indicator refers	OO3: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefit of resources Measure 3.7: Female students enrol in basic, master's, and doctoral studies in STEM areas (science, technology, engineering, mathematics)
Data to be collected	Number of men and women enrolled in the study programs of the Faculty of Electrical Engineering, Mechanical Engineering, Metallurgy, Technology and Natural Sciences and Mathematics of the University of Montenegro
Source of data	Student enrolment reports
Information about the institution responsible for data collection	University of Montenegro

Frequency of data collection	Annually
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025
Brief description of the methodology of data calculation	Data on the number of students enrolled in undergraduate, master's, and doctoral studies at the Faculty of Electrical Engineering, Mechanical Engineering, Metallurgy, Technology and Natural Sciences and Mathematics of the University of Montenegro
Information on trends and initial value	Undergraduate studies: 38.4% Master studies: 51.4% Doctoral studies: 40%
Information about target value	2023: Undergraduate studies: 40% Master studies: ≥ 50% Doctoral studies: 42% 2025: Undergraduate studies: 41% Master studies: ≥ 50% Doctoral studies: 44%

Category	Description
Indicator	Number of studies on the impact of climate change on health
The objective to which the indicator refers	003: Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefit of resources Measure 3.8: Assess the impact and implement preventive measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender identities, marginalized and vulnerable persons and groups
Data to be collected	Data on whether research has been conducted on the impact of climate change on the health of women, men,

	persons of different gender and gender identities, marginalized and vulnerable persons and groups
Source of data	Report of the Institute of Public Health
Information about the institution responsible for data collection	Institute for Public Health
Frequency of data collection	-
Frequency of reporting on the value of indicators	Twice, in 2023 and 2025
Brief description of the methodology of data calculation	Inquiry about whether research has been conducted on this topic and a brief description
Information on trends and initial value	0
Information about target value	2023: 1 2025: 2

Monitoring of the implementation, reporting, and evaluation

After the Government adopts the NSGE with AP, the Ministry of Justice, Human, and Minority Rights will design criteria for the appointment of members of the ***Committee for monitoring and reporting about the NSGE***. Competent institutions and bodies in charge of its implementation will appoint contact persons and their deputies, paying due care to the equal representation of women and men. The following bodies should appoint members and their deputies:

- Ministry of Justice, Human, and Minority Rights
- Secretariat-General of the Government
- Ministry of Public Administration, Digital Society, and Media
- Ministry of Education, Science, Culture, and Sports
- Ministry of Economy
- Ministry of Capital Investments
- Ministry of Finance and Social Welfare
- Ministry of Ecology, Spatial Planning, and Urbanism
- Ministry of Agriculture, Forestry and Water Management
- Institute for Public Health
- Human Resources Administration
- Statistical Office
- Administration for Inspection Affairs
- Union of municipalities
- 3 representatives of NGOs dealing with some of the topics in the field of protection of women's human rights and gender equality

- 2 representatives of employers' associations

Representatives of international organizations, the Ombudsman, and the Agency for Electronic Media will be appointed as observers.

Ministry of Justice, Human, and Minority Rights coordinates the activities of the Committee and provides technical and professional support in organizing meetings and preparing quarterly and annual reports.

The Committee should meet every quarter and prepare a report on the activities carried out, for each meeting. The report and main conclusions should be published on the website of the Ministry of Justice, to respect *the principle of transparency*. The meetings should be as interactive as possible, to improve teamwork that drives change.

Within the Committee, there will be a working group set up to monitor the process of planning, allocation of funds to NGOs, and the implementation of projects from EU funds and other international organizations, to ensure continued funding of activities planned within the NSGE, following *the principle of financial sustainability*. It will also be in charge of regular reporting about the budget implementation rate, envisaged by the NSGE and its AP.

Members of the Committee and their deputies will receive training on gender equality, basic concepts and use of gender-disaggregated data, immediately after they are appointed. Within one year from the date of appointment at the latest, members and their deputies will complete the Training program for civil servants on strategic planning, that is implemented by the General Secretariat of the Government in cooperation with the Human Resources Administration. These duties will be a part of the job description of the members of the Committee. This ensures compliance with the aforementioned principles and strengthens human resources for strategic planning and implementation of public policies, monitoring, reporting, and evaluation.

Members will regularly report to their supervisors about the progress of the NSGE and the obligations of their institution in implementation, monitor the implementation of the NSGE in their institution, and report about it to the Committee. This ensures respect of the *principle of responsibility of state administration bodies in charge of drafting and implementing the strategic document*.

The Ministry of Justice, Human, and Minority Rights will be responsible for the coordination and reporting on the progress in implementation of the Strategy on annual basis. Annual reporting should be done under the Methodology of policy development, and monitoring of the implementation of strategic documents, in line with indicators from the "passport of indicators", which makes an integral part of the Strategy. At the end of the second year from the beginning of the NSGE implementation, which coincides with the end of the two-year Action Plan, it is necessary to report on the implementation of the AP in the form defined by the Methodology. After the Government accepts the Report, a press conference will be organized to present the Report to the public, and then a round table with representatives of all three branches of government, NGOs, media, University, the business community, and other stakeholders to discuss the results and challenges in the implementation of the Strategy.

Evaluation should be done twice:

- **The mid-term evaluation** will be done three months before the expiration of AP 2021-2023. The results should be used as a guideline for the development of the next two-year Action Plan. That activity should be entrusted to an independent expert. The AP 2021-2015 envisaged the amount of 2,500 euros for the evaluation.
- **Ex-post evaluation** will be conducted in October 2024 and an independent expert will be hired for that purpose. It will include a review of the findings and recommendations of the mid-term evaluation, and comparative analysis of the evaluation of APAGE 2017-2021, to establish progress/stagnation/regression in the field of gender equality in two strategic periods 2021-2025 (2017-2021). Recommendations should be published on the website of the General Secretariat of the Government, the Ministry of Justice, Human, and Minority Rights. The findings and recommendations of the Evaluation will be discussed at a special meeting of the Committee for monitoring the implementation of the NSGE. The findings should be presented to the public at a press conference. It will be necessary to organize a round table with all three branches of government, local governments, NGOs, media, universities, business, employers' associations, and trade unions. Funds for the implementation of the Evaluation of EUR 4,000 will be planned in the budget for the Action Plan 2023-2025.

Recommendations for the financing of NGO projects to implement the Strategy

It is necessary to continue supporting NGO projects in the field of gender equality, following the recommendations of the Sectoral Analysis to identify priority areas of public interest and the funds for NGO projects and programs.¹⁰⁰ When allocating funds to NGOs from the state budget, it is necessary to take into account the competencies of NGOs that receive funding, and strategic allocation of funds in terms of complementarity of supported projects. Selected projects that meet the criteria should be supported in the total requested amount (with changes not exceeding 10% of the requested funds), to avoid harmful practices of dividing the budget in small fractions among several organizations, which questions the quality of project implementation.

IV ACTION PLAN 2021 - 2022

Operational objective 1

Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination

Measure 1.1.

¹⁰⁰Ministry of Human and Minority Rights, Sector Analysis for determining the proposals of priority areas of public interest and the necessary funds for financing projects and programs of non-governmental organizations from the Budget of Montenegro in 2020.

To standardize procedures for gender mainstreaming in public policies

	Activity	Holders of activities	Time of implementation	Indicators and source of check	Financial assessment & source of funding
1.1.1	Analysis of all national public policies from the perspective of gender equality, with recommendations for each area	Ministry of Justice, Human and Minority Rights	September - December 2021	Analysis done Report of the Ministry	8,000 EUR Donations OSCE
1.1.2	Development of a methodology and standardized guidance for policy gender mainstreaming, based on the recommendations of the Analysis (Activity 1.1.1) and the recommendations of CEDAW, GREVIO, and UPR	Ministry of Justice, Human and Minority Rights	December - February 2022	Methodology done GS report	4,000 EUR Donations OSCE
1.1.3	Amendments to the Instructions on the report on the regulatory impact assessment analysis, the Form of the report on the regulatory impact assessment (RIA), so the Impact analysis (in part 4) includes the question: "How will the solutions in the regulation affect women and men separately - list positive and negative impacts, direct and indirect" and the Manual for the analysis of effects of regulations following the methodology and guidelines for policy gender mainstreaming (Activity 1.1. 2)	Ministry of Finance and Social Welfare	March - April 2022	Amended Guidelines and the Form Report of the Ministry	No funds required

**Measure 1.2:
To establish consolidated and comparable records of cases of discrimination based on sex and gender**

1.2.1	Establish a team consisting of all institutions working on the protection against discrimination following Measure 1.2.1, with the task to analyse the Rulebook on the content and manner of keeping	Ministry of Justice, Human and Minority Rights	September - October 2022	Methodology done	2,000 EUR Budget of Montenegro
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	special records on cases of reported discrimination from 2014 and to establish a common methodology for collecting, processing, and presenting data on discrimination.				
1.2.2	Draft guidelines for institutions about collection, processing, and presentation of data under a single methodology	Ministry of Justice, Human and Minority Rights	October - December 2022	Guidelines done	2,000 EUR Donations OSCE
Measure 1.3: To educate employees and management staff in institutions on key concepts of gender equality and their duties in that field, including gender budgeting, under the law					
1.3.1	Analyse the efficiency and rational planning in institutions, with the analysis of cross-sectoral cooperation (human, organizational, financial, and material resources required for its implementation, implementation monitoring, reporting, and evaluation)	Ministry of Justice, Human and Minority Rights	September - December 2021	Analysis done	6,000 EUR Donations
1.3.2	Include gender equality in the state exam for civil servants	Ministry of Public Administration, Digital Society, and Media	September - October 2022	Changes to the State Exam Program made	500 EUR Budget of Montenegro
1.3.3	Organize 3 seminars for employees of institutions (state and local officials), representatives of the Parliament of Montenegro and the State Audit Institution on key concepts of gender equality, gender mainstreaming, gender budgeting, gender data analysis, data collection, and processing of discrimination in institutions and coordination of institutions in the system of protection against discrimination.	Human Resources Administration, in cooperation with the Ministry of Justice, Human and Minority Rights	November - December 2022	Number of trained civil servants Lists of participants, by their institution and sex	2,250 EUR Budget of Montenegro

1.3.4	Organize 2 pieces of training for civil servants on how to implement the methodology and standardized guidelines for gender mainstreaming in policies, based on the recommendations of the Analysis (Activity 1.1.1) and the recommendations of CEDAW, GREVIO, and UPR	Human Resources Administration, in cooperation with the Ministry of Justice, Human and Minority Rights	October 2021 - October 2022	Number of trained civil servants Lists of participants in the training, by their institution and sex	1500 EUR Budget of Montenegro
1.3.5	Organize 1 seminar for management staff in institutions on key concepts of gender equality, gender-responsive budgeting, gender mainstreamed policy-making, collection, and processing of data on discrimination in institutions, and coordination of institutions.	Human Resources Administration, in cooperation with the Ministry of Justice, Human and Minority Rights	February - June 2022	Number of managers trained (target value 10) Lists of participants in education, by institution, and by sex	750 EUR Budget of Montenegro

**Measure 1.4:
To educate members of the Committee for the implementation, coordination, monitoring, and evaluation of gender equality policies**

1.4.1	Organize 1 seminar for members of the Committee on the topic of gender mainstreaming in public policies, based on the Methodology developed under Activity 1.2	Secretariat-General of the Government	January - June 2022	Number of trained members of the Committee	1,000 EUR Budget of Montenegro
1.4.2	Organize 1 training for members of the Committee, in cooperation with the Statistical Office, about the method of collection and processing of gender-sensitive statistics and records, following the methodology of the Gender Equality Index	Ministry of Justice, Human and Minority Rights	February - March 2022	Number of trained members of the Committee	2,000 EUR Budget of Montenegro
1.4.3	Organize 6 seminars for members of the Committee within the Training program for strategic planning of the Secretariat-General of the Government	Secretariat-General of the Government	October 2021 - June 2022	Number of trained members of the Committee	8,000 EUR Donations IPA, UNDP

Measure 1.5:**To involve all three branches of government, NGOs, employers' organizations, trade unions, the media, and NGOs in the dialogue on gender mainstreaming in public policies**

1.5.2.	Organize 2 round tables with representatives of all three branches of government, NGOs, employers' organizations, trade unions, and the media to present and discuss the Annual report on the implementation of the Strategy	Ministry of Justice, Human and Minority Rights	March - December 2022.	Number of participants in round tables (by institutions, functions they perform, and by sex)	4,000 EUR Donations OSCE
1.5.3.	Organize 2 round tables with representatives of all three branches of government, NGOs, employers' organizations, trade unions, and the media to present the principles for gender mainstreaming of public policies and discuss the gender aspect of public policies through specific examples of drafting of policies such as transport, spatial planning, and energy.	Ministry of Justice, Human and Minority Rights	January - December 2022	Number of participants in round tables (by institutions, functions they perform, and by sex)	4,000 EUR Donations IPA, UNDP, OSCE
1.5.4.	Two press conferences to present the Annual report of the Committee on the implementation of the Strategy	Ministry of Justice, Human and Minority Rights	By the end of December 2022.	Number of media present Number of media reports	200 EUR Budget of Montenegro

Measure 1.6.**Introduce gender-responsive budgeting in the management system of public finances**

1.6.1	Prepare guidelines for budget users on how to do a gender analysis of the program and fill in the budget circular that has been made gender mainstreamed; prepare and guidelines for gender mainstreaming of the budget and the statement of accounts from the gender perspective	Ministry of Finance and Social Welfare	September - November 2021	Guidelines developed	No funds are needed to implement the measure
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1.6.2	Organize 2 seminars for budget users to apply the guidelines	Ministry of Finance and Social Welfare, Human Resources Administration	December 2021 - April 2022	Number of participants per training (by institutions, functions they perform, and by sex	2,000 EUR Budget of Montenegro
Operational objective 2:					
Improve the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities					
Measure 2.1:					
Introduce gender-responsive content and mandatory use of gender-sensitive language in curricula and education					
2.1.1	Analysis of curriculum to inspect if any gender stereotypes and gender-sensitive content are included. For each of the 3 cycles, analyse a sample of 5 programs per cycle and accompanying textbooks, following the Description of Measure 2.1.	Ministry of Education, Science, Culture, and Sports	October 2021 - May 2022	Analysis done	10,000 EUR Donations UNICEF, UNESCO
2.1.2	Following the findings and recommendations from the Analysis (Activity 2.1.1), update the curricula (5 curricula in each of the 3 cycles of education) in terms of deleting content that encourages gender stereotypes and introducing content that promotes the values of inclusive and civil society, and gender equality.	Ministry of Education, Science, Culture and Sports	June - December 2022	15 programs updated	10,000 EUR Donations UNICEF, UNESCO
2.1.3	Organize 3 interactive school plays in primary/secondary schools (one in each of the 3 regions of Montenegro) about gender equality and discrimination based on gender and sex	Ministry of Education, Science, Culture, and Sports	By the end of December 2022.	Number of students who attended the plays, by school and by sex	12,000 EUR Donations UNICEF UNESCO

2.1.4	Launch the initiative to the University of Montenegro to introduce the subject "gender equality" in all study programs for future teachers at the University	Ministry of Justice, Human and Minority Rights	January - December 2022	Memorandum signed	500 EUR Budget of Montenegro
Measure 2.2: Educate members of educational staff to encourage the values of inclusive and civil society and gender equality among children and youth					
2.2.1	Organize 3 pieces of training for teachers on gender equality, primarily teachers who teach subjects that have been analysed from the standpoint of gender equality within Activity 2.1.1	Bureau for Education Services	January - December 2022	Number of trained teachers	6,000 EUR Budget of Montenegro
2.2.2	Organize 2 pieces of training for kindergarten teachers on gender equality	Bureau for Education Services	January - December 2022	Number of trained teachers	4,000 EUR Budget of Montenegro
Measure 2.3: Organize media literacy training to identify all types of stereotypes, including gender stereotypes					
2.3.1	Organize 3 seminars for primary and secondary school students on media literacy, gender stereotypes, and protection against online violence (1 for each of the 3 regions in Montenegro)	Ministry of Education, Science, Culture, and Sport	By the end of December 2022.	Number of trained students, by schools, and by sex	8,000 EUR Donations IPA
Measure 2.4. Introduce gender-responsive programs and mandatory use of gender-sensitive language in the programs of cultural institutions					
2.4.1	Research women's participation in culture, cultural needs, habits, and the impact of culture on the position of women, with recommendations for gender mainstreaming of policies in national cultural institutions.	Ministry of Education, Science, Culture, and Sports	September - December 2021	Research done	5,000 EUR Donations
2.4.2	Organize 3 pieces of training for national and local cultural institutions/organizations on creating gender-sensitive	Ministry of Education, Science, Culture, and Sports	February - December 2022	Number of participants in the training, by sex, place, and institution	8,000 EUR Budget of Montenegro

	cultural programs, 1 in each of the 3 regions in Montenegro				
2.4.3	Following the recommendations of the Research (Activity 2.4.1), update/gender mainstream the programs of the National Museum and the Montenegrin National Theatre	Ministry of Education, Science, Culture, and Sports	January - December 2022	Number of institutions that updated/made the programs gender-streamed	4,000 EUR Budget of Montenegro

**Measure 2.5:
Encourage the media to introduce gender-responsive programs and use gender-sensitive language**

2.5.1	Introduce the obligation for public broadcasters to report in their annual report on the number and content of programs that discussed the topic of gender equality and measures to improve the use of gender-sensitive language.	Ministry of Public Administration, Digital Society, and Media	September - November 2021	Number of public broadcasters that fulfilled the reporting obligation	500 EUR Budget of Montenegro
2.5.2	Amend the criteria for allocating funds from the Fund for media pluralism and media diversity following Measure 2.5.	Ministry of Public Administration, Digital Society, and Media	September - November 2021	Updated criteria	500 EUR Budget of Montenegro

**Measure 2.6:
Introduce gender-related media monitoring (gender responsible media monitoring)**

2.6.1	Prepare a methodology for gender-responsive media monitoring	Ministry of Public Administration, Digital Society, and Media	September - November 2021	Methodology done	2,000 EUR Donations IPA
2.6.2.	Make a monitoring report on gender responsibility of the media	Ministry of Public Administration, Digital Society, and Media	December 2021 - December 2022	Report produced	5,000 EUR Donations IPA

Operational objective 3:

Increase the level of participation of women and persons of different gender identities in areas that provide access, use, and benefits of resources

Measure 3.1:

Empower women and people of different gender identities to participate in political decision-making

3.1.1	Launch an initiative to the Parliament of Montenegro to amend Article 39 of the Law on Elections of Councillors and Deputies following the description of Measure 3.1.	Ministry of Justice, Human and Minority Rights	January - February 2022	Initiative launched	500 EUR Budget of Montenegro
3.1.2	Organize 3 round tables to discuss women's participation in politics, 1 in each of the 3 regions in Montenegro, in line with the description in Measure 3.1.	Ministry of Justice, Human and Minority Rights	October - December 2022	Number of participants in round tables Lists of participants, by place, sex, occupation	6,000 EUR Donations UNDP
3.1.3	Organize 2 online seminars on the role of women politicians in the development of national and local policies, with guest appearances by female politicians from the EU, the European Parliament, and the Parliament of Montenegro	Ministry of Justice, Human and Minority Rights	January - December 2022	Number of participants	1,000 EUR Budget of Montenegro
3.1.4	Prepare monitoring reports on the position, role, activities, and budget used by political parties on activities of women's organizations	Ministry of Justice, Human and Minority Rights	December 2021 - December 2022	Report produced	5,000 EUR Donations UNDP

Measure 3.2:

Empower women and people of different gender identities, marginalized and vulnerable people and groups to participate in economic life

3.2.1	Organize 2 online seminars on the importance of women's participation in economic decision-making in company boards, with examples of good practice from the EU and with	Ministry of Economic Development	January - December 2022	Number of participants	500 EUR Budget of Montenegro
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	guests from board members of EU companies				
3.2.2	Adopt the Decree on mandatory participation of 40% of women in boards of public companies	Ministry of Capital Investments	September - November 2021	Decree adopted The number of public companies that have 40% women on boards by the end of 2022	500 EUR Budget of Montenegro
3.2.3	Adopt a Recommendation for private companies on the participation of 40% of women on boards of directors	Ministry of Economic Development	September - November 2021	Recommendation adopted The number of public companies that have 40% women on boards by the end of 2022	500 EUR Budget of Montenegro
3.2.4.	Organize 3 round tables (1 in each of the 3 regions of Montenegro) to discuss how to increase the percentage of women owners of the land, real estate, and businesses, with discussions on legal modalities and good practices from other countries	Ministry of Economic Development	January - December 2022	Number of participants Lists of participants, by place, sex, occupation	6,000 EUR Budget of Montenegro
3.2.5	Introduce incentives such as financial resources, mentoring, and professional support for women who own land and want to start or improve agricultural production	Ministry of Agriculture and Rural Development	January - December 2022	Number of women and persons of different gender identities who received financial support, by place of residence	50,000 Donations IPA, World Bank, International Monetary Fund
3.2.6	Introduce incentives such as financial support, mentoring, and professional support for women and persons of different gender	Ministry of Economic Development	October 2021 - December 2022	Number of women and persons of different	50,000 EUR Budget of Montenegro

	identities from vulnerable groups (persons with disabilities, Roma, Egyptian and LGBT women, single parents) to start or improve their own business			gender identities who received financial support, by place of residence	
3.2.7	Provide data on state aid during the pandemic segregated by sex	Ministry of Economic Development	December 2021 - December 2022	Number of women and persons of different gender identities who received state aid during the pandemic, by place, purpose, and amount	500 EUR Budget of Montenegro

**Measure 3.3:
Raise the level of prevention and protection from gender-based discrimination, sexual harassment, and blackmail, and gender-based violence and multiple discrimination in the workplace, in executive bodies, public and private companies**

3.3.1	Develop the model of protocol for protection against gender-based discrimination and sexual harassment in the workplace	Ministry of Public Administration, Digital Society, and Media	September - November 2021	A model of the Protocol developed	3,000 EUR Donations OSCE, International Labour Organisation
3.3.2	Adopt a recommendation for state and local authorities to adopt protocols for protection against gender-based discrimination and sexual harassment in the workplace	Ministry of Justice, Human and Minority Rights	October 2021 - January 2022	Adopted document	500 EUR Budget of Montenegro
3.3.3	Adopt appropriate acts obliging all public companies to adopt protocols for protection against gender-based discrimination and sexual harassment in the workplace	Ministry of Capital Investments	October 2021 - January 2022	Adopted acts	500 EUR Budget of Montenegro
3.3.4	Adopt a Recommendation for private companies to adopt protocols for protection against	Ministry of Economic Development	October 2021 - January 2022	Recommendation adopted	500 EUR Budget of Montenegro

	gender-based discrimination and sexual harassment at work				
3.3.5	Production, printing, and distribution of information materials for persons whose rights have been violated, and ways to turn to authorities for protection	Ministry of Public Administration, Digital Society, and Media	February - April 2022	Number and type of information materials	6,000 EUR Donations IPA
3.3.6.	Organize 2 pieces of training for inspectors on gender-based discrimination and sexual harassment at work and enforcement of the Protocol	Human Resources Administration in cooperation with the Administration for Inspection Affairs	January - December 2022	Number of trained inspectors, by sex	4,000 EUR Budget of Montenegro

Measure 3.4:

Provide more effective protection to women and people of different gender identities against economic violence

3.4.1	Organize a campaign through the media and social networks for various target groups so they can identify/recognize economic violence	Ministry of Public Administration, Digital Society, and Media	September - December 2021	Number and type of informative content	3,000 EUR Donations IPA
3.4.2	Amend Article 3 of the Decree on detailed terms and conditions for the provision and use, norms, and minimum standards of counselling-therapeutic and social-educational services (add victims of gender-based discrimination and gender-based violence to the list of beneficiaries)	Ministry of Finance and Social Welfare	November 2022.	Amendment to the Rulebook	No funds are needed to implement the measure
3.4.3	Provide counselling and legal assistance to women and persons of different gender identities who suffer economic abuse, to NGOs that provide services and	Ministry of Finance and Social Welfare	December 2022	Number of NGOs that received funds from the budget Number of service users,	20,000 EUR Budget of Montenegro

	counselling to victims of domestic violence;			by type of service and place of residence	
3.4.4	Adopt the appropriate act on the establishment of the Alimony Fund	Ministry of Justice, Human and Minority Rights in cooperation with the Ministry of Finance and Social Welfare	November 2022	Act on the establishment of the Alimony Fund	500 EUR Budget of Montenegro
Measure 3.5: Encourage tripartite dialogue on amendments to the law that will enable higher participation of women in the labour market and help achieve a better work-life balance					
3.5.1.	Organize two tripartite consultations on amendments to the law	Ministry of Economic Development /Competitiveness Council	October 2021 - April 2022	Number of participants Lists of participants, by place, sex, occupation	2,000 EUR Budget of Montenegro
Measure 3.6: Organize campaigns for a more equal distribution of work within the household, caring for children, the elderly, people with disabilities, etc. between men and women and monitor data on the participation of men and women in unpaid care and household work					
3.6.1.	Organize an educational campaign through the media and social networks to encourage an even distribution of household work and encourage fathers to use parental leave	Ministry of Economic Development	October 2021 - December 2022	Number of educational contents Number of published articles, by media	3,000 EUR Donations IPA, International Labour Organisation
3.6.2	Development of a methodology for measuring unpaid care and work of the female population in the household, in cooperation with the Statistical Office	Ministry of Economic Development	March - June 2022	Developed methodology	2,000 EUR Donations IPA, International Labour Organisation
3.6.3	Survey on unpaid work under the methodology from Activity 3.5.2	Ministry of Economic Development	September - November 2022	Research done	5,000 EUR Donations

					IPA, International Labour Organization, World Bank
Measure 3.7: Empower girls to enrol in undergraduate, master's, and doctoral studies in STEM studies (science, technology, engineering, mathematics)					
3.7.1	Organize 3 interactive workshops for high school students to discuss the role of women in science, 1 in each of the 3 regions of Montenegro, following the description from Measure 3.6.	Ministry of Education, Science, Culture, and Sports	March- July 2022	Number of workshop participants, by sex, place, and school	4,500 EUR Budget of Montenegro
3.7.2	Organize a competition for high school students for the best research work on women who have contributed to the world science. The first three ranking papers will be published on the Ministry's website and social networks.	Ministry of Education, Science, Culture, and Sports	December 2022	Number of submitted works, by sex of authors, place, and school	1,500 EUR Budget of Montenegro
Measure 3.8: Assess the impact and implement preventive measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender identities, marginalized and vulnerable persons and groups					
3.8.1	In cooperation with the Statistical Office, develop a methodology for monitoring the impact of climate change on the health of women, men, and persons of different gender identities, as described in Measure 3.8.	Institute for Public Health	September - December 2021	Methodology done	5,000 EUR Donations UNDP
3.8.2	Conduct research on the impact of climate change on health	Institute for Public Health	January - April 2022	Research carried out	15,000 EUR Donations UNDP
3.8.3	Print materials on the protection of public health from climate change	Institute for Public Health	May - June 2022	Pieces of materials printed	5,000 EUR Donations UNDP

	Conduct 2 information campaigns through the media (public broadcasters) and social media	Institute for Public Health	May - December 2022	Number of people covered by campaigns	1,000 EUR Budget of Montenegro
Evaluation					
	Mid-term evaluation	Ministry of Justice, Human and Minority Rights	December 2022 - February 2023	Evaluation done Number of recommendations	2,500 EUR Budget of Montenegro

The budget proposal for the implementation of AP 2021 - 2023:

Operational objective	Budget of the Republic of Montenegro (EUR)	Donations (EUR)
1: Improve the application of the existing normative framework on the implementation of gender equality policy and protection against gender and sex-based discrimination	14,200	38,000
2: Improve the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities	23,000	52,000
3: Increase the level of participation of women and persons of different gender identities in areas that provide access, use of, and benefits of resources	155,000	118,000
Mid-term evaluation	2,500	
<i>Total by sources of funding:</i>	194,700	208,000
TOTAL AP 2021 - 2023	402,700 EUR	

