

# MONTENEGRO

## Annual Budget Allocations Gender Review

2025 Budget Commentary  
from a Gender Perspective



2025

Gender Budget Watchdog Network

When planning and spending money from the budget, it is important to take into account that women and men often have different roles and needs – therefore it is crucial that the budget is analyzed and directed in a way that provides equal opportunities and support for all citizens, both male and female, at every stage of the budget process

## INTRODUCTION

The Draft Budget Law of Montenegro for 2025 was adopted at the session of the Government of Montenegro on 19 November 2024<sup>1</sup>, and was only adopted in February 2025<sup>2</sup>, without the presence of the opposition

The nominal GDP of Montenegro for 2025 is projected at the level of 7.96 billion euros. The real GDP growth rate of Montenegro for 2025 is projected at 4.8%.

The level of the budget deficit of Montenegro for 2025 is projected at -278.1 million euros or -3.5% of GDP

## BUDGET STRUCTURE FOR 2025:

-Current Budget: A plan intended to finance regular activities, as well as recurring expenditures related to one year.

-Financing Transactions: Receipts from borrowings, issued securities and loan repayments and expenditures for the due repayment of the principal of debt based on loans and issued securities and outstanding obligations from the previous period, expenditures for the purchase of securities

-Fund Budget: Estimated receipts and expenditures: Pension and Disability Insurance Fund, Health Insurance Fund, Employment Agency, Compensation Fund, other funds

-Capital Budget: A plan related to a period of one year or longer, which increases the value of non-financial assets, infrastructure, buildings, land and equipment of public interest.

-Reserve: Current reserve funds are used for unplanned and insufficiently planned expenditures during the fiscal year. Permanent reserve funds are used for urgent and unforeseen expenditures during the fiscal year.

## GENDER ANALYSIS OF THE 2025 BUDGET

The Gender Equality Committee considered and supported the Draft Law on the Budget of Montenegro for 2025. During the discussion at the session, the members of the Committee welcomed the activities to continue the introduction of gender-responsive budgeting in the Draft Law on the Budget of Montenegro for 2025, which in its explanatory memorandum contains an overview of activities aimed at introducing gender-responsive budgeting, as well as an overview of budget units that have recognized the gender component in the implementation of planned activities for 2025.

The Committee noted that the introduced changes enable greater visibility of budget lines from which activities in the field of gender equality are financed, which facilitates their consideration from the aspect of the competence of the Gender Equality Committee.

- In the same budget sub-program (12 025 011) for transfers to non-governmental organizations in the field of human and minority rights and the promotion of gender equality, we note an increase of 400,000.00 euros in 2024 to 503,000.00 in 2025.
- Of the total budget for 2025, 9.1% is designated as gender-sensitive, and 24.3% of the current budget, which is an increase of a few percent compared to 2024.
- There is no legal obligation for a gender-responsive budget in Montenegro, although specific announcements from the Ministry of Finance were made as early as March 2024.

We list by areas of the Budget for 2025 the share of main program amount that are gender sensitive:

- Culture: 42.9%
- Public safety and defense: 28.7%
- Social welfare: 22.4%
- Political system and governance: 8.3%
- Economy and tourism: 8.3%
- Judiciary and protection of rights: 5.5%
- Agriculture, forestry and water management: 4.6%
- Spatial planning and environmental protection: 1.8%
- Education, science and sports: 1.3%
- Health: 0.8%
- Public finances: 0.3%
- Transport: 0%

Analysis of spending budget units that have gender-mainstreamed their budget shows:

- Protector of Human Rights and Freedoms 100%
- Fund for Protection and Exercise of Minority Rights 100%
- Red Cross of Montenegro 100%
- Agency for Peaceful Resolution of Labor Disputes 100%
- Directorate for Statistics 98.5%
- Ministry of Social Welfare, Family Care and Demography 92%
- Ministry of Defense 85.3%
- Ministry of Culture and Media 53.8%
- Ministry of Human and Minority Rights 41.3%
- Parliament of Montenegro 40.1%
- Ministry of Health 39.5%
- Ministry of Economic Development 29.1%
- Ministry of Public Administration 19.5%
- Real Estate Administration 12.8%
- Employment Agency 9.3%
- Ministry of Agriculture, Forestry and Water Management 5.7%
- Prosecutorial Council 4.2%
- Ministry of Finance 3.9%
- Ministry of Education, Science and innovation 1.4%

We researched all items related to Gender Equality in 2025 Budget Plan and found the following:

- **Ministry of Justice** - 636,130.35 Euros are planned for the promotion of gender equality, which represents *13.6% of the total planned expenditures of this ministry*
- **Ministry of Human and Minority Rights** - out of the planned 2,580,745.53 Euros, we do not find an item that is strictly related to the promotion of gender equality, which is extremely unexpected given that this ministry also has the gender equality department. The same applies to the Fund for the Protection and Realization of Minority Rights, there is a budget line for the promotion and protection of human and minority rights and the promotion of gender equality, but only for the budget line for gender equality are funds not planned

The Draft Fiscal Strategy for the Period 2024-2027 does not contain the terms Gender Equality or Gender Budgeting

*Local budgets do not have lines for promoting gender equality.*

## RECOMMENDATIONS

### For the Ministry of Finance:

- Make the budget law drafting phase more transparent, organize a broad public debate
- Introduce the obligation of Gender-Responsive Budgeting in the Law on Budget and Fiscal Policy by the end of the second quarter of 2025.
- Continue training on gender analysis and implementation of gender-responsive budgeting for all spending units
- Consistently implement the recommendations of the State Audit Institution regarding the financing of gender equality policies
- Consistently implement the legal obligation to collect and manage data disaggregated by sex (Article 14 of the Law on Gender Equality)
- Define a special position for the person in charge of gender equality issues through systematization and budget in all ministries and other Governments bodies

### For the Ministry of Transport:

- Increase the number of city and suburban lines, according to the needs of citizens
- Increase the number of lighted bus stops
- Introduce benefits for the procurement of climate-friendly means of transport

### For all other ministries:

- Strengthening the capacities of employees responsible for the implementation of gender-responsive budgeting,

- Educating decision-makers on the importance of gender-responsive budgeting for sustainable community development.
- Consistently implement the legal obligation to collect and manage sex-disaggregated data (Article 14 of the Law on Gender Equality)

#### **For the Parliament:**

- Expand thematic sessions of Committee for GE dealing with the budget plan and invite relevant NGO representatives with the aim of increasing pressure for the introduction of the obligation of gender-responsive budgeting and increasing the amounts for: promoting gender equality, combating gender-based violence and social benefits for single parents and persons with disabilities through competitions for NGOs
- Consistently implement the legal obligation to collect and manage sex-disaggregated data (Article 14 of the Law on Gender Equality)

#### **For municipalities:**

- Strengthening the capacities of local governments to introduce programmatic and gender-responsive budgeting
- Continue with the processes of gender mainstreaming policies at the local level
- Continue with training on gender analysis and the application of gender-responsive budgeting for all spending units
- Consistently implement the legal obligation to collect and manage data disaggregated by sex (Article 14 of the Law on Gender Equality)
- Conduct Gender-Responsive analysis in activities that are most susceptible to the adverse impact of climate change, which are Agriculture and Tourism in municipalities in the north of Montenegro, and Transport and Tourism in the south
- Define a special position for the person in charge of gender equality issues through systematization and budget.