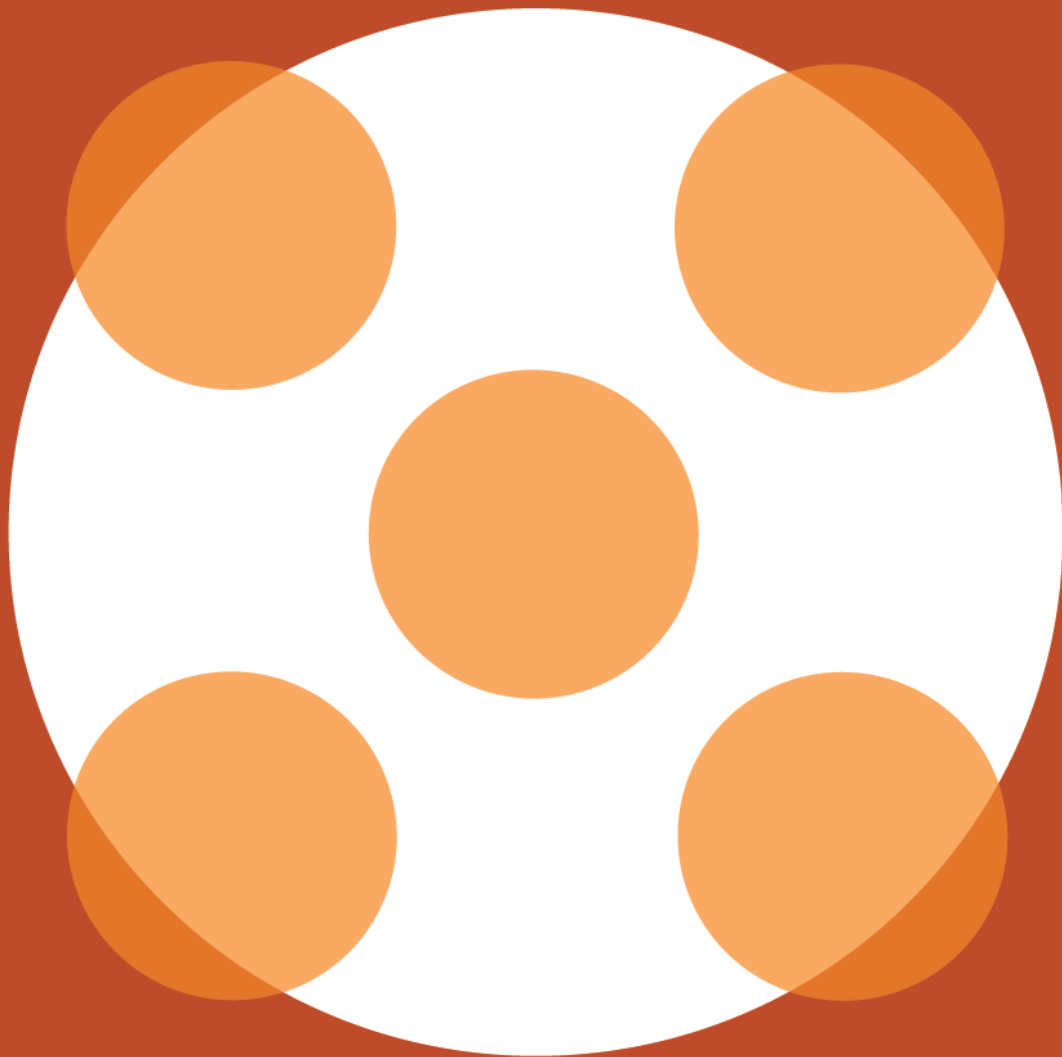


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ARE PARLIAMENTARY COMMITTEES UP TO THE TASK?

ANALYSIS OF THE PERFORMANCE
OF FIVE PARLIAMENTARY COMMITTEES

OCTOBER 1, 2021 - OCTOBER 1, 2022



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Are Parliamentary Committees up to the Task?
Analysis of the Performance of Five Parliamentary Committees
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4 ARE PARLIAMENTARY COMMITTEES UP TO THE TASK?

Analysis of the Performance of Five Parliamentary Committees
October 1, 2021 – October 1, 2022

EXECUTIVE SUMMARY

This report presents an overview of the work of five parliamentary committees (Committee on Political System, Judiciary and Administration; Security and Defence Committee; Committee on Economy, Finance and Budget; Committee on Human Rights and Freedoms, and Anti-corruption Committee) from October 2021 until October 2022. Our assessment of the implementation of the committees' activities was hampered by the fact that as many as three out of the selected five had failed to adopt their respective Work Plans for the current year (2022). The Anti-Corruption Committee was particularly passive, as it held only four meetings during the given period. The most active one was the Committee on Political System, Judiciary and Administration, which held 32 meetings.

The problems and challenges noted for the previous reporting period (October 2020 – October 2021) persist, especially those concerning the communication between the Parliament, on the one side, and the executive, but also some independent institutions, on the other. We noticed some instances where the Government failed to deliver its opinions to the legislative initiatives introduced by the MPs, and most notably—due to its fiscal impact—to the Draft Law on Compensation for the Former Recipients of the Benefit for Mothers of Three or More Children. Opinions on major legislative proposals were adopted without any discussion, most notably by the the Committee on Economy, Finance and Budget.

In general, there is no uniform practice or approach to conducting parliamentary hearings or reviewing reports and proposed legislation. Such lack of uniformity is best reflected in the fact that the Committee on Human Rights and Freedoms stands out in terms of proposed conclusions and recommendations (111), whereas the Security and Defence Committee—although leading in terms of the number of conducted control hearings—proposed no conclusions or recommendations that would have had broader implications for stronger parliamentary oversight. The passive approach to reviewing the reports delivered by relevant institutions, and the disregard demonstrated by most committees for this important oversight mechanism are particularly concerning. Despite the growing number of instances where the committees did not give the “green light” to the reports submitted by the regulatory bodies and independent and judicial institutions, the MPs do not tend to demonstrate proactive action aimed at improving the reporting methodology. Some steps forward in this regard are evident in the work of the Committee on Political System, Judiciary and Administration as it provided suggestions to the 2021 reports on the work of the courts and prosecutors. The year before, the Committee decided not to endorse the key reports on the work of the judiciary but failed to provide any relevant conclusions or recommendations. Contrastingly, it is concerning that the Security and Defence Committee persistently disregarded the opportunity—granted to it by the Law on Internal Affairs—to review the Police Administration Director's semi-annual reports on the results in the fight

against organised crime and corruption. The most recent instance when the Committee availed of that opportunity was in 2019, with six timely semi-annual reports submitted by the Directors of Police since. In addition, MPs do not adequately use the administrative capacities and expertise. This is best illustrated by the fact that the Anti-Corruption Committee became even more passive after hiring three employees for the positions of Independent Advisors.

Since the reporting period had not included any major qualitative progress in the work of the committees covered by this report, all the recommendations from the previous Monitoring Reports and IA's suggestions for better parliamentary oversight remain relevant. Furthermore, given the precedent whereby a significant number of committees failed to adopt their respective Work Plans for the current year, we wish to emphasise the need for all the committees to timely plan their work and proactively publish all relevant documents. The conclusions and recommendations presented by the committees should be formulated in such a way as to enable clear attribution of institutional responsibility for follow-up activities. A functional review of the Parliamentary Service needs to be conducted in order to ensure an optimal balance between the administrative capacities and the required expertise for the implementation of the MPs' legislative and oversight activities.

6 ARE PARLIAMENTARY COMMITTEES UP TO THE TASK?

Analysis of the Performance of Five Parliamentary Committees
October 1, 2021 – October 1, 2022

BACKGROUND: VOLATILE MAJORITIES AND UNPRECEDENTED MAJORITY-OPPOSITION DYNAMICS

The past year was marked by dynamic political developments in Montenegro, which is best reflected in the fact that two Montenegrin governments (42nd and 43rd) received votes of no-confidence¹ within just six months in 2022. Moreover, the process was also accompanied by volatile inter-party relations.

Table 1. Overview of the dynamics in the relations between the parties constituting the parliamentary majority over the past year

The parties that constituted the parliamentary majority following the election held on August 30, 2020, and voted in the 42 nd Government of Montenegro	The parties that constituted the parliamentary majority that voted in the 43 rd minority Government of Montenegro	The parties that attempted to constitute the parliamentary majority to vote in the 44 th Government of Montenegro
Democratic Front – New Serb Democracy – Democratic People’s Party – Workers’ Party (DF-NSD, DNP, RP)	In-Black-and-White (URA and CIVIS)	Democratic Front – New Serb Democracy – Democratic People’s Party – Workers’ Party (DF-NSD, DNP, RP)
Democrats – Demos – Peace is Our Nation	Socialist People’s Party (SNP)	Democrats – Demos – Peace is Our Nation
Democratic Front – Movement for Change (DF-PzP)	Social-Democratic Party of Montenegro – Liberal Party (SDP - LP)	In-Black-and-White (URA and CIVIS)
Socialist People’s Party (SNP)	Democratic Party of Socialists (DPS)	Democratic Front – Movement for Change (DF-PzP)
In-Black-and-White (URA and CIVIS)	Bosniac Party (BS)	Socialist People’s Party (SNP)
True Montenegro (PCG)	Albanian List (Albanian Alternative and FORCA)	True Montenegro (PCG)
United Montenegro (UCG)		United Montenegro (UCG)

The political crisis caused a standstill in the work of the Parliament’s plenary in early 2022, due to the situation where, inter alia, MP *Strahinja Bulajic*, who presided over the Parliament following the dismissal of the former Speaker *Aleksa Becic* on 7 February 2022, had not convened the Parliament.² Although the Rule of Procedures granted only the presiding MP power to convene a session, in order to circumvent the standstill, 46 MPs decided to convene the session and unblock the work in the plenary. Democrats, a party which opposed the 43rd minority government, lodged a constitutional appeal against the procedure of convening the

1 <https://institut-alternativa.org/pitanje-nepovjerenja-u-42-i-43-vladu-pokretalo-preko-90-aktuelnog-saziva-skupstine/>

2 <https://www.slobodnaevropa.org/a/skupstina-crne-gore-sednica-3-marta/31723530.html>

*session and election of the minority government, which was not decided upon until October 2022. However, the deadlock also unduly affected the work of the parliamentary committees, which prompted the IA to point out that the work of the committees was not conditioned by the dynamics of the plenary sessions. What is more, it was particularly important for the committees to embark on a comprehensive review of the legislation in the parliamentary pipeline, irrespective of the dynamics of the plenary.*³

All the working bodies turned more passive during the period when the disagreements about the way out of the political crisis brought the plenary to a standstill and precluded the launch of the regular spring session. Two out of the five committees actively monitored by the IA—Committee on Human Rights and Freedoms and the Anti-Corruption Committee—organised no meetings before early June 2022. The Committee on Economy, Finance and Budget also made drastic pauses in its work: on November 1, 2021, it had its first meeting after almost four months. Despite numerous challenges brought about by the Russian invasion on Ukraine and the dilemmas concerning the implementation of the “Europe Now” Programme, members of the Committee on Economy, Finance and Budget met for the first time in this year only in March 2022.⁴ It should be noted that Vladimir Jokovic, the Chair of the afore-mentioned Committee at the time, assumed the position of the Deputy Prime Minister in the 43rd Government. Consequently, he would be succeeded in the Committee by the Deputy Chair, DPS MP Petar Ivanovic. Some informal announcements that the change in the parliamentary majority would be reflected in the leadership of the parliamentary working bodies did not materialise for the most part. As described above, the majority constituted to vote in the 43rd Government was short-lived as well.

Given the political and social context depicted above, and guided by the need to strengthen the Parliament’s oversight role and by the importance of monitoring the implementation of the Parliament’s Rules of Procedure and other regulations governing the work of the Parliament and its committees, we continued monitoring the MPs’ oversight and legislative activities between October 2021 and October 2022, focusing particularly on the work of the following five Committees:

- Anti-Corruption Committee;
- Committee on Economy, Finance and Budget;
- Committee on Political System, Judiciary and Administration;
- Security and Defence Committee;
- Committee on Human Rights and Freedoms.

³ <https://institut-alternativa.org/en/parliamentary-committees-to-re-launch-their-work/>

⁴ A detailed overview of the work of the five committees and the numbers of their respective monthly meetings are presented in Annex 1.

The IA team followed the sessions of all five committees in real time between 1 October 2021 and 1 October 2022. In addition to the meetings, supplementary information concerning their work was obtained by filing requests for free access to information and reviewing official reports and documents. Draft Report has been shared with all attendees at the conference scheduled for 27 October 2022, with the aim of verifying the facts and getting feedback on the content, key findings, and recommendations. The Report contains five key sections, addressing the pace of work of each committee. An additional section presents the status of the committees' administrative capacities, while the section with conclusions and recommendations presents ideas for their improved performance.

THE COMMITTEE ON POLITICAL SYSTEM, JUDICIARY AND ADMINISTRATION: LACKING A PLAN FOR BETTER OVERSIGHT

The Committee on Political System, Judiciary and Administration failed to adopt the 2022 Work Plan by October this year. Besides the activities listed in Table 2, there were attempts to organise parliamentary hearings concerning the holding in custody of the Metropolitan of Montenegro and the Littoral Amfilohije Radovic at the Podgorica Security Centre on 22 June 2020 and on the lifting of the ban on entry into the country for Veljko Belivuk and Marko Miljkovic. However, the initiatives for the hearings were never discussed since the proposed agenda was not adopted after two hours of discussion. Numerous reactions on procedural grounds were requested before the vote on the agenda. Namely, the claims pointed out that the topics, such as the Law on Excise, soaring prices, and the impasse in the Parliament, are more pressing than the ones contained in the proposed agenda (Annual Report on the Work of the Committee in 2021 and decisions on organising parliamentary hearings). At one point, the Committee Chair noted that discussion was taking place rather than reactions on procedural grounds as nobody had cited a breach of a specific article of the Parliament's Rules of Procedure. Ultimately, the agenda did not get adopted as it did not secure the majority of votes.

Table 2. Key implemented activities

Activity	Specific details
Review of the reports submitted by institutions	Annual Report on the Work of the Judicial Council and Total Balance in the Judiciary for 2021 ⁵ (did not get endorsed; seven conclusions and recommendations were proposed); Annual Performance Report of the State Prosecution Service and Prosecutorial Council for 2021 ⁶ (did not get endorsed; six conclusions and recommendations were proposed).
Parliamentary hearings/thematic meetings	The Report on the Control Hearing of the Supreme State Prosecutor regarding the review of special reports was endorsed, with seven conclusions presented ⁷ ; consultative hearing to collect information and facts about the conduct and activities of the competent authorities related to the case of fraud and document forgery in the Parliament’s Accounting Department (no report was endorsed; no conclusions were proposed); thematic meeting on fulfilling the political criteria of the EU in the field of judiciary and fight against corruption, upon the initiative of the NGO Centre for Democratic Transition.
Legislative activity	Nineteen proposed legislative amendments were discussed, as well as two proposed pieces of legislation, with 32 amendments in total between 1 October 2021 and 1 October 2022. The Decision Proposal to shorten the term of the Parliament of Montenegro, tabled by the Government of Montenegro, was also discussed but did not get the required majority backing.
Role in the appointments of public officials	The Proposal to elect four members of the Prosecutorial Council from the ranks of distinguished legal professionals was approved; The Decision Proposal amending the Decision on the Establishment of the Committee on Comprehensive Electoral Reform was approved. Once the list of applicants to the Public Call for the election of four members of the Judicial Council from the ranks of distinguished legal professionals was approved (43rd meeting) and the Report of the Commission for Verification and Review of the Applications (44th meeting), the Committee, at its 45th meeting, conducted a consultative hearing of the candidates eligible in terms of the statutory requirements. The meeting resumed six times and lasted, in total, 1 day, 11 hours, 39 minutes and 6 seconds, with 34 candidates interviewed. At its 52nd meeting, the Committee approved the Proposal for the selection of the following four members of the Judicial Council from the ranks of distinguished legal professionals: Mr Radoje Korac, PhD, Mr Fikret Kurgas, Mr Dragan Soc, Nebojsa Vucinic, PhD.

The Committee also adopted the Decision on the Control Hearing of the Supreme State Prosecutor a.i. and the Chief Special Prosecutor concerning the special report on the activities in the field of fighting high-profile corruption and organised crime for the period

5 Annual Report on the Work of the Judicial Council and Total Balance in the Judiciary for 2021, 31 March 2022, available at: <https://zakoni.skupstina.me/zakoni/web/app.php/akt/2803>

6 Annual Report on the Work of the State Prosecution Service and Prosecutorial Council for 2021, 31 March 2022, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/447/2806-16203-00-72-22-8.pdf>

7 Committee on Political System, Judiciary and Administration, Report on the Control Hearing of the Supreme State Prosecutor a.i. concerning the review of special reports, with proposed conclusions, 26 October 2021, available at: <https://www.skupstina.me/me/sjednice/zakoni-i-druga-akta>

from 1 January to 15 May 2022. However, the hearing did not take place by 1 October 2022. There was also a plan to hold a consultative hearing concerning the Prosecutorial Council's proposal for the election of the Supreme State Prosecutor accompanied by a list of eligible candidates, dated 29 July 2021. However, since the proposed candidate subsequently withdrew the application, that hearing did not take place.

The Committee decided not to endorse the 2020 Performance Reports for the State Prosecution Service and the courts, yet, it did not propose any recommendations for improving either their performance or the reports. Contrastingly, this year's review of the 2021 Annual Report on the Work of the Judicial Council and Total Balance in the Judiciary with the 2021 Report on the Activities to Implement and Improve Governance and Controls was followed by seven proposed conclusions. The Committee highlighted the needs for upgrading the methodology of development of the Annual Report, as well as the transparency of the work of the Judicial Council, permanent assignment in line with the law and family separation, provided conditions, etc. The Committee also identified the necessity for specifying the competence of the Judicial Council in the complaints procedure, upgrading the system for determining the disciplinary responsibility of judges in the cases of breaches of judicial function and actions taken in specific cases, and ensuring a review of the grounds for statute of limitations in all relevant cases, etc.⁸

In relation to the 2021 Annual Performance Report of the State Prosecution Service and the Prosecutorial Council and the 2021 Annual Report on the Activities to Implement and Improve Governance and Controls, the Committee proposed six conclusions concerning the improvements of the report drafting methodology and inclusion of more qualitative analyses. The Committee found that a better balance should be struck with regard to raising indictments in the field of the fight against organised crime and high-profile corruption and the need for greater institutional cooperation and cooperation with international partners. Consistent application of the Rules for evaluation of prosecutors and heads of prosecution offices should be ensured, and efforts should be invested to limit the excessive use of plea bargain agreements and to improve the available financial and human resources.⁹

Despite the progress reflected in the conclusions and recommendations proposed by the Committee after reviewing the reports submitted by the courts and the State Prosecution Service, the way the former are formulated can still be further improved. For instance, the

8 Committee on Political System, Judiciary and Administration, Report on the Review of the Annual Report on the Work of the Judicial Council and Total Balance in the Judiciary for 2021 with the 2021 Report on the Activities to Implement and Improve Governance and Controls, with proposed conclusions, 22 July 2022, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/443/2803-16503-00-72-22-4-2.pdf>

9 Committee on Political System, Judiciary and Administration, Report on the Review of the Annual Report on the Work of the State Prosecution Service and the Prosecutorial Council for 2021 and the 2021 Annual Report on the Activities to Implement and Improve Governance and Controls, with proposed conclusions, 22 July 2022, available at: <http://media.institut-alternativa.org/2022/04/monitoring-izvjestaj-za-politicki-sistem-1.pdf>

Committee asked for a change in the methodology of reporting on the work of the courts, seeking to learn more about the substance and “not just the statistics”. However, it did not provide any recommendations as to the specific sections of qualitative reporting on the work of the courts that should be improved.

Once again, the Committee on Political System, Judiciary and Administration did not allocate sufficient time to reviewing major legislative proposals. Thus, the review of the Proposal for the Law on the Processing of Air Passenger Records for the Purpose of Preventing and Detecting the Criminal Offences of Terrorism and Other Serious Crime took a little longer than seven minutes. The representative of the proposing authority presented the introductory remarks, and the Proposal for the Law was adopted without any discussion. We would like to note that instances where there was no meaningful discussion on major legislation were also identified in 2021, when the meeting devoted to the Proposal for the Law Amending the Law on Civil Servants and State Employees lasted only twenty-five minutes. The Draft Law and the nine amendments tabled in the meantime were adopted without any discussion.¹⁰

THE SECURITY AND DEFENCE COMMITTEE: LOW IMPLEMENTATION RATE OF THE OVERSIGHT PLAN

Pursuant to the specific Law, the Security and Defence Committee adopts the Plan of Parliamentary Oversight of the Defence and Security Sectors. The Plan was adopted in the meeting held on 24 December 2021. However, the Plan was neither presented at the Committee meeting nor did it entail any discussion. After not having been discussed by the Committee members during the stage of planning the work of the Committee, the Plan was not proactively published on the Parliament’s webpage either. Instead, we received it in response to the request for free access to information. As shown in Table 3, the Plan’s implementation rate until October 2022 was low.

10 Nikoleta Pavicevic and Marko Susic, Monitoring Report: The Committee for Political System, Judiciary and Administration (17 December 2020 – 1 October 2021), Institute Alternative, Podgorica, October 2021, available at:

<http://media.institut-alternativa.org/2022/04/Committee-on-Political-System-Judiciary-and-Administration-1.pdf>

Table 3: Security and Defence Committee's planned and implemented activities in 2022

PLANNED ACTIVITIES	STATUS
1. Monitoring the activities of the bodies and institutions in the security and defence sectors in Montenegro to track the implementation of the specific policies concerning requests for information on the activities and measures implemented regarding any issue from within the remit of those bodies and institutions	IMPLEMENTED
2. Oversight of the observance of political, ideological, and interest neutrality in the work of the bodies and institutions referred to in Article 3 Paragraph 1 of the Law on Parliamentary Oversight in the Fields of Defence and Security	PARTLY IMPLEMENTED Four control hearings were held concerning the actions taken by the institutions and the developments in the security sector; no conclusions followed. The control hearing of the Prime Minister of Montenegro Zdravko Krivokapic and Minister of Interior Sergej Sekulovic on "Unlawful Management of Police Directorate Activities and Threats to Its Political and Ideological Neutrality and Operational Independence" did not take place.
3. Review of the annual reports for 2021	
3.1. 2021 Performance Report of the Ministry of Defence and the Montenegrin Army	NOT IMPLEMENTED
3.2. 2021 Performance Report of the Ministry of Interior	NOT IMPLEMENTED
3.3. 2021 Performance Report of the National Security Agency	NOT IMPLEMENTED
3.4. 2021 Report on the status of protection and rescue	NOT IMPLEMENTED
3.5. 2021 Report on the status of road safety in Montenegro	NOT IMPLEMENTED
3.6. Report on the results in the fight against organised crime and corruption	NOT IMPLEMENTED
4. Review of the Report on the Deployment of members of the Montenegrin Army in international forces and participation of civilian protection, police officers and civil servants in peacekeeping missions and other international activities	NOT IMPLEMENTED

PLANNED ACTIVITIES	STATUS
5. Review of the Report on the implementation of secret surveillance measures temporarily restricting the Constitutional rights and freedoms by the authorities and institutions referred to in Article 3 Paragraph 1 of the Law on Parliamentary Oversight in the Fields of Security and Defence	NOT IMPLEMENTED
6. Organising and conducting consultative and control hearings and initiation of a parliamentary inquiry	<p style="text-align: center;">IMPLEMENTED</p> <p>4 control hearings and 1 consultative hearing were conducted. The 32nd meeting discussed the Decision Proposal to open a parliamentary inquiry and set up an Inquiry Committee to collect information and facts concerning the actions of the Ministry of Interior, Police Directorate and National Security Agency officers during the events in Cetinje on 4/5 September (did not obtain the required majority). The proposal secured the majority vote at the sitting of the Fifth Extraordinary Session in 2022 (16 August 2022), with 43 votes in favour, 35 against and 1 abstention.</p>
7. Holding a Committee meeting upon request of one-third of the Committee members, with a single item on the agenda	NOT IMPLEMENTED
Review of the candidates for the management positions in the fields of security and defence that require the Parliament’s opinion as per the specific law	<p style="text-align: center;">PARTLY IMPLEMENTED</p> <p>The Committee did not review the proposed appointment of the National Security Agency Director. The proposal was delivered (on 11 July 2022) by the Government of Montenegro but was never included as an item on the Committee’s agenda.¹¹ The Committee reviewed the appointment of the Director General of the Intelligence and Security Directorate at the Ministry of Defence (the Committee unanimously endorsed the appointment of Lieutenant Colonel Todor Goranovic and passed the Report on the review of the proposal¹²). Additionally, the Committee conducted a consultative hearing of the military-diplomatic representative of Montenegro Colonel Milan Bigovic before he assumed office (the Committee endorsed unanimously, with 12 votes in favour, and passed the Report on the outcome of the consultative hearing¹³).</p>

11 Government of Montenegro, Proposal for Appointment of Director of National Security Agency, 11 July 2022, available at: <https://zakoni.skupstina.me/zakoni/web/app.php/akt/2872>

12 Security and Defence Committee, Report on the Review of the Proposal for Appointment of Director General of the Intelligence and Security Directorate at the Ministry of Defence, 29 October 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/sjednice-radnih-tijela/2953/7469-00-63-4-21-71-7.pdf>

13 Security and Defence Committee, Report on the outcome of the consultative hearing of the military-diplomatic representative of Montenegro, Colonel Milan Bigovic ahead of him taking up office, 29 October 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/sjednice-radnih-tijela/2953/7470-00-63-4-21-71-8.pdf>

14 ARE PARLIAMENTARY COMMITTEES UP TO THE TASK?

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PLANNED ACTIVITIES	STATUS
Regional cooperation and international activities	IMPLEMENTED Three Committee members took part in the dialogue on regional policy along with other legislators from the SEE region; One Committee member took part in the 31 st Economic Forum on “The Mediterranean Sea, Middle East and Central Asia - A Destabilising Factor or a Chance for Developing Europe?” A meeting was held with the delegation of the European Committee for the Prevention of Torture, Inhuman and Degrading Treatment.

Committee’s passivity in reviewing institutional reports and the disregard for this important oversight mechanism are particularly concerning. As shown in Table 3, the semi-annual reports of the Director of Police on the results in the fight against organised crime and corruption were not discussed at all. The obligation of preparing and submitting this specific report to the Parliament was stipulated in 2018, upon the entry into force of the amended Law on Internal Affairs. The same provision is also envisaged in Article 16 of the updated version of the Law from July 2021. Under the afore-mentioned Article, the Police Director is required to deliver reports to the MPs twice a year, at the latest by 1 June and 1 December, respectively. However, according to the information available to the IA, out of the seven reports delivered, the Security and Defence Committee discussed only one report—that on the results in the fight against organised crime and corruption, in 2019.¹⁴

The work of the Committee is governed by the Law on Parliamentary Oversight in the Fields of Security and Defence; its meetings may be open or closed to the public. Still, out of the 16 meetings scheduled between 1 October 2021 and 01 October 2022, only two were closed, while one was postponed due to the absence of quorum.

Four control hearings and one consultative hearing took place during the reporting period. Two control hearings were scheduled, but never took place, namely those of Prime Minister Zdravko Krivokapic and Minister of Interior Sergej Sekulovic on “Unlawful Management of the Activities of the Police Directorate and Threats to Its Political and Ideological Neutrality and Operational Independence”. On the one hand, Prime Minister Krivokapic submitted a letter arguing that the Decision on the control hearing had no foundation in the Constitution, law or Rules of Procedure and was therefore not binding for him in any way. On the other hand, Sergej Sekulovic notified the Committee that he would show up if required, given the Prime Minister’s announcement that he would not attend. The control hearings of the

14 Biljana Nikolic, MPs Do Not Care About the Reports on Crime, Vijesti, 23 September 2022, available at: <https://institut-alternativa.org/en/mps-do-not-care-about-the-reports-on-crime/>

Prime Minister, Minister of Interior, Director of Police, Chief Special Prosecutor, NSA Director a.i. and Head of Special Police Unit regarding the EUROPOL allegations about the police officers Petar Lazovic and Ljubo Milovic did not take place due to a lack of quorum. There was no quorum to hold the hearing, as three DPS MPs failed to show up. Chief Special Prosecutor also asked for a postponement, as he was tied up in the operation of the arrest of the Commercial Court President and a dozen other individuals. The Committee Chair postponed the meeting, but no new date was set subsequently.

At the meeting held on 5 April 2022, the Committee adopted two additional motions for the control hearing of the Minister of Interior, Director of Police, and Chief Special Prosecutor on the publication of audio recordings concerning potential abuse and violation of the electoral process during the local election in Ulcinj (unanimously adopted) and for the control hearing about the published information on potential bribery in exchange for the seats in the Local Council of Kotor Municipality.¹⁵ However, neither of the two hearings took place within six months following the adoption of the motions.

The discussion during the Committee meetings highlighted that the Government had failed to share relevant information with the MPs. At the meetings held on 24 and 31 January 2022, MP Rasko Konjevic stated, among other things, that the report on the work of the National Security Committee had not been shared in time. At the 21st meeting of the Security and Defence Committee, the Chair emphasised that the Prime Minister had not shown up for the control hearings and that 22 days had passed that the Prime Minister had not shared the report on the actions of the Police Directorate during the events in Cetinje on 4/5 September.

Although the Government is required by law to deliver its opinion to proposed legislation within fifteen days, that did not happen in the case of the Draft Law Amending the Law on Border Controls¹⁶ or the Draft Law Amending the Law on Protection and Rescue¹⁷. The Government's opinion on the former was subsequently posted on the Parliament's webpage. However, no Government opinion was delivered to the latter Draft prior to the completion of the parliamentary procedure. The Committee also reviewed the Proposal for the 2022 Budget Law and Proposal for the 2020 Final Budget Account Law, along with six additional amendments to the Draft Law Amending the Law on Protection and Rescue.

15 One motion was not adopted, that of MP Ivan Brajovic, for a control hearing about the recordings that emerged in public and had to do with the activities of the commanding officer of the anti-terrorist police unit a.i. Petar Knezevic during the enthronement of Metropolitan Joanikije II in September 2021.

16 Draft Law Amending the Law on Border Control, 12 November 2021, available at: <https://zakoni.skupstina.me/zakoni/web/app/akt/2690>

17 Draft Law Amending the Law on Protection and Rescue, 18 November 2021, available at: <https://zakoni.skupstina.me/zakoni/web/app/akt/2712>

THE COMMITTEE ON ECONOMY, FINANCE AND BUDGET: ACTIVITIES IN THE ABSENCE OF A PLAN, INTERRUPTED BY LENGTHY PAUSES

Although it was obliged to adopt the Work Plan for the current year by October 2022, the Committee on Economy, Finance and Budget failed to do so, which made it impossible to come up with any assessments of the implementation rate. However, the Committee held 19 meetings during the reporting period. Despite the importance of numerous topics related to the economy and budget, the Committee's work was marked by long pauses. Thus, its first meeting after a four-month-long break happened on 1 November 2021, and the first meeting in 2022 took place in as late as March.¹⁸ The Table below presents an overview of the implementation of the Committee's key activities.

Table 4: Committee on Economy, Finance and Budget - Key implemented activities

ACTIVITY	SPECIFIC DETAILS
Review of the reports delivered by the institutions	Report on the Work of the Commission for Capital Market with Accompanying Financial Report; Report on the Situation in the Capital Market in 2020 (not endorsed); Report on the Financial Performance with the Agency for Electronic Media Performance Report for 2020 (not endorsed); Financial Report with the Performance Report of the Regulatory Agency for Energy and Regulated Utilities for 2020 (not endorsed); 2020 Performance Report of the Insurance Supervision Agency with the accompanying financial reports and 202 Audit Report (not endorsed); 2020 Performance Report of the Agency for Electronic Communications and Postal Services with the Agency's Financial Report and 2020 Audit Report (not endorsed) ¹⁹
Review of the proposed institutional plans and budgets	Proposed Draft Budget of the State Audit Institution for 2022 (endorsed); Proposed Draft Budget of the Agency for Prevention of Corruption for 2022 (endorsed); Proposed Financial Plan with the Work Programme of the Commission for Capital Market for 2022 (endorsed); Proposed Financial Plan with the Work Plan of the Agency for Electronic Media for 2022 (not endorsed, subsequently adopted in the plenary); Proposed Financial Plan with the Work Plan of the Regulatory Agency for Energy and Regulated Utilities for 2022 (not endorsed, subsequently adopted in the plenary); Proposed Financial Plan with the Work Plan of the Agency for Insurance Supervision for 2022 (not endorsed, subsequently adopted in the plenary); Proposed Financial Plan with the Work Plan of the Agency for Electronic Communications and Postal Services for 2022 (not endorsed, subsequently adopted in the plenary)
Parliamentary hearings/ thematic meetings	Thematic meeting on the financing of local self-governments in light of the Proposal for the 2022 Budget Law

18 Infographic: Some Committees Have Not Yet Held any Meetings in 2022, Institute Alternative, 02 June 2022, available at: <https://institut-alternativa.org/pojedini-odbori-i-dalje-bez-odrzane-sjednice-u-2022-godini-2/>

19 All reports and plans are available at the Parliament's webpage: <https://www.skupstina.me/me/sjednice/zakoni-i-druga-akta>

ACTIVITY	SPECIFIC DETAILS
Legislative activity	35 proposed amendments to legislation were considered, along with one law repealing a piece of legislation (Draft Law Repealing the Law on Investing in the Consolidation and Development of the Air Passenger and Freight Transport Company “Montenegro Airlines” JSC Podgorica); 16 new legislative proposals and 202 amendments.
Cooperation with other institutions	Endorsed Action Plan for implementation of obligations under the Protocol on Cooperation between the Parliament of Montenegro and the State Audit Institution. The Action Plan was not proactively published on the Parliament’s webpage. It mainly refers to SAI’s participation in the work of the Committee and consideration of the planned budget and budget execution; the roles of the Committee and the Parliament in audit planning; reporting to MPs on the conducted audits and setting of priorities for Parliamentary hearings; monitoring of follow-up on SAI’s recommendations.

The Committee did not endorse the reports delivered by five regulatory bodies nor the 2022 financial and work plans of four regulatory bodies. Still, at the same time, the MPs did not propose any conclusions that would help improve the regulators’ reports, plans or performance. All the plans were subsequently adopted in the plenary. The Committee noted that the Parliament had not received, prior to the Committee meeting, the Government’s opinion on the Proposed Financial Plan and Work Plan of the Agency for Electronic Communications and Postal Services for 2022, pursuant to the Law on Electronic Communications, which deprived the MPs of relevant information.

In late 2021, the Committee held a thematic meeting on the financing of local self-governments in light of the Proposal for the 2022 Budget Law. In relation to this topic, the Union of Montenegrin Municipalities shared the Briefing on the status of financing of local self-governments and the Conclusions passed by its Board. Following the discussion, the Committee endorsed two conclusions.²⁰

The Committee reviewed the Proposal for the Law on Compensation of Former Recipients of the Benefits for Mothers of Three or More Children and issued an affirmative opinion, although the MPs stated that they had no Government Opinion and were therefore unable to assess the fiscal impact of the Law on the national budget.

At one of its meetings, the Committee approved as many as five proposals for legislation without any discussion, namely, the following: Draft Law Amending the Law on Patents; Draft Law Amending the Law on the National Brand; Draft Law on Export Control of Dual-Use Goods; Draft Law on the Protection of Trade Secret, and Draft Law Amending the Law on Consumer Protection.

²⁰ The Conclusions recommended to the Ministry of Finance and the UMM to agree on the solutions and report back on the new fiscal impact on the Proposal for the 2022 Budget Law, asking the Ministry of Finance to share its written response/briefing on the assessments and conclusions passed by the UMM Board on 26 November 2021 with the Committee on Economy, Finance and Budget.

COMMITTEE ON HUMAN RIGHTS AND FREEDOMS: THE MOST ACTIVE COMMITTEE IN TERMS OF THE ISSUED NUMBER OF RECOMMENDATIONS

In addition to the implemented activities listed in Table 5 below, the 28th meeting of the Committee on Human Rights and Freedoms held on 26 July 2022 reviewed and adopted the Draft Law Amending the Law on Removal and Transplantation of Human Tissues and Cells for Treatment Purposes, as well as the Proposed Resolution on the Genocide in Piva and Velika. During the reporting period, this working body adopted 111 recommendations and conclusions based on reviewed reports and thematic meetings. The phrasing of the recommendations was in most cases specific and enabled clear attribution of responsibility.

Table 5: Committee on Human Rights and Freedoms – Activities planned and implemented in 2022

Activity	Status
1. Committee Chair and Secretary meeting with representatives of Westminster Foundation for Democracy	IMPLEMENTED
2. Multilateral meeting “Human Rights Trends in the Western Balkans and in Austria - Lessons Learned and Future Directions” (the activity was implemented in cooperation with the Westminster Foundation for Democracy (WFD))	IMPLEMENTED
3. Conference to present the Ombudsman’s Special Report on the “Impact of COVID-19 Prevention Measures on the Mental Health of Children in Montenegro”	IMPLEMENTED
4. Third Annual Conference of the Human Rights and Gender Equality Network of Committees in the Western Balkans (HUGEN) held in Skoplje, Republic of North Macedonia	IMPLEMENTED
5. Committee Chair Jovan Jole Vucurovic meeting with the UNICEF Representative in Montenegro a.i. Ms Sabina Zunic	IMPLEMENTED
6. Report of the Human Rights and Freedoms Committee as the working body competent for oversight of implementation and compliance with the MPs’ Code of Ethics for 2021	IMPLEMENTED
7. Proposed Annual MP Training Plan on the compliance with and application of the MPs’ Code of Ethics for 2022	IMPLEMENTED
8. Protector of Human Rights and Freedoms of Montenegro (Ombudsman) 2021 Performance Report (Article 162 of the Parliament’s Rules of Procedure – oversight role)	IMPLEMENTED

Activity	Status
9. Ombudsman’s Special Report on the “Impact of COVID-19 Prevention Measures on the Mental Health of Children in Montenegro“	IMPLEMENTED
10. 2021 Performance Report of the Fund for the Protection and Exercise of Minority Rights, with a comment on the State Audit Institution 2020 Report on the financial audit and regularity audit of the Fund (Article 162 of the Parliament’s Rules of Procedure) – oversight role)	IMPLEMENTED
11. Report on the advancement and protection of rights of minority nations and other national minority communities in 2021 with the Minority Councils’ Performance and Financial Reports for 2021 and reports of independent auditors, with a comment on the State Audit Institution 2020 Report on the audit of the financial reports of the National Councils (Article 162 of the Parliament’s Rules of Procedure) – oversight role)	NOT IMPLEMENTED
12. Report on the status of personal data protection and the status of access to information in 2021 (Article 162 of the Parliament’s Rules of Procedure) – oversight role)	NOT IMPLEMENTED
13. Control hearing of the Minister of Education, Minister of Labour and Social Welfare, Minister of Health and Minister of Human and Minority Rights on “Implementation of the Recommendations Contained in the Report on the Post-Legislative Scrutiny of the Law on the Prohibition of Discrimination against Persons with Disabilities and the Conclusion of the Human Rights and Freedoms Committee Passed upon Reviewing the Mentioned Report at the Third Meeting of the Committee Held on 21 January 2021” (Article 75 of the Parliament’s Rules of Procedure)	NOT IMPLEMENTED The decision on this hearing was adopted at the 27th Committee meeting (this activity was envisaged also in the Action Plan for 2021 but was not implemented because the decision to hold the control hearing required the majority of the Committee members). Note: This control hearing was scheduled for 21 September 2022 but got postponed.
14. Control hearing of the Minister of Human and Minority Rights and the Director of the Fund for the Protection and Exercise of Minority Rights on “Implementation of the Recommendations Contained in the Final Report of the State Audit Institution on the Financial Audit and Regularity Audit of the Fund for 2020” (Article 75 of the Parliament’s Rules of Procedure)	NOT IMPLEMENTED

Activity	Status
<p>15. Control hearing of representatives of competent institutions and authorities on the “Impact of Hate Speech on the Mental Health of Children, with Particular Focus On Monitoring the Implementation of the Parliament of Montenegro Conclusion Passed in Relation to the Report on the Mental Health of Children in Montenegro (Official Gazette of MNE 37/2019) And Ombudsman’s Recommendations Contained in the Specific Report “Impact Of COVID-19 Prevention Measures on the Mental Health of Children in Montenegro” (Article 75 of the Parliament’s Rules of Procedure)</p>	NOT IMPLEMENTED
<p>16. 2022 Action Plan for implementation of the 2019-2023 Strategy for Improving the Quality of Life of LGBTI in Montenegro, with the Report on implementation of the 2021 Action Plan (Monitoring implementation of the Committee Conclusion passed on the occasion of reviewing the 2019-2023 Strategy for Improving the Quality of Life of LGBTI in Montenegro with the 2020 Action Plan for Strategy implementation and the Report on implementation of the 2019 Action Plan for implementation of the same Strategy – 61st meeting of the Committee held on 18 June 2020)</p>	NOT IMPLEMENTED
<p>17. 2022 Action Plan for implementation of the 2019-2024 Strategy for Combatting Trafficking in Human Beings; Report on implementation of the 2021 Action Plan (Monitoring the implementation of the Committee Conclusions from the 13th meeting held on 22 July 2021 on the occasion of reviewing the Third GRETA Report on implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, the 2021 Action Plan for implementation of the 2019-2024 Strategy for Combatting Trafficking in Human Beings and Report on the implementation of the 2020 Action Plan)</p>	NOT IMPLEMENTED
<p>18. 2021-2025 Strategy on Migration and Reintegration of Returnees in Montenegro with the Action Plan for 2021 and 2022</p>	NOT IMPLEMENTED
<p>19. Site visit to the Reception Centre at Bozaj and meeting with the representatives of the Ministry of Interior</p>	NOT IMPLEMENTED
<p>20. 2022-2027 Strategy for the Protection of Persons with Disabilities from Discrimination and Promotion of Equality with the 2022/2023 Action Plan</p>	NOT IMPLEMENTED
<p>21. National document for implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention)</p>	NOT IMPLEMENTED

THE ANTI-CORRUPTION COMMITTEE: THE MOST PASSIVE ONE ALSO IN 2022

During the reporting period, the Anti-Corruption Committee held four meetings, including one joint meeting with the Committee on Political System, Judiciary and Administration.

The topics discussed in the meetings were as follows:

1. Performance Report of the Agency for Prevention of Corruption for the Second Quarter of 2021;
2. Petitions submitted to the Anti-Corruption Committee;
3. Meeting the political criteria of the EU in the fields of judiciary and fight against corruption;
4. Proposed Decision to open a parliamentary inquiry and set up an Inquiry Committee to collect information and facts on the actions of competent state authorities and other entities related to the Mozura Wind Farm Project – 30 MPs (endorsed by the Committee) supplemented by three proposed amendments.

During the Committee meeting held in October 2021, two initiatives submitted by the Democratic Front MP Dragan Bojovic were considered and endorsed: one concerning the control hearings of the leadership of the Agency for Prevention of Corruption on the Administrative Court rulings on former public officials, and the other regarding a consultative hearing on the relations between the Agency and the Prosecution Service in the course of implementing the European agenda under Chapters 23 and 24. The initiatives were endorsed already on 27 October 2021, but the hearings are still to take place. According to the discussion during the Committee meeting and the words of MP Bojovic, the hearings did not take place because the Agency stopped all communication with the Committee following the adoption of the initiatives. The MP, who was also Deputy Committee Chair, highlighted that the Committee had sent several letters to the Agency to schedule the hearings, but that none of the dates had been agreed to. Moreover, the Agency had failed to deliver some information requested by the MPs.

THE ADMINISTRATIVE CAPACITIES AND EXPERTISE AVAILABLE TO THE COMMITTEES

The past year was marked by a certain degree of turnover in the staff supporting the committees monitored for this report. The Anti-Corruption Committee and the Security and Defence Committee enhanced their capacities (with three and one Independent Advisors hired, respectively), while the Committee on Human Rights and Freedoms and the Committee on Political System, Judiciary and Administration lost one and two Advisors, respectively.²¹

While conducting this monitoring, we noted the following new practice: the Parliamentary Budget Office, the organisational unit established in 2020, began to develop briefings and materials that could be of use to the MPs. Thus, during the reporting period, the Budget Office prepared—in addition to the regular overviews of the regulators' financial plans for 2022, their reports, Proposal for the 2022 Budget Law—a briefing on the State Audit Institution's Report on the Performance Audit of the Efficiency in Managing Covid Donations. On the one hand, the Budget Office consists of the Manager and two Advisors. Despite the initial steps, the potential of the Budget Office remains largely untapped in terms of the briefings and research requested by the MPs.²² On the other hand, the Parliamentary Institute, the organisational unit of the Parliamentary Service conducting specific research as per the requests of the MPs. The Institute published fifteen articles during the reporting period, addressing labour market statistics (6), issues from the remit of the Gender Equality Committee and the Parliament's Women's MP Group (4), and five specific topics (legislation on defamation; remuneration of managers in state-owned enterprises; financial investigation and asset recovery in civil proceedings; E-Parliament; legislation on social pensions).²³

21 List of employees of the Parliament of Montenegro, 11 October 2022, available at:

<https://api.skupstina.me/media/files/1665475684-spisak-sluzbenika-i-namjestenika-skupstine-cme-gore-11-10-2022-godine.pdf>

22 The material produced by the Parliamentary Budget Office are available at:

<https://www.skupstina.me/me/gradjani/parlamentarna-budzetska-kancelarija>

23 Research Centre activities posted at:

<https://www.skupstina.me/me/skupstina/sluzba-skupstine/istrazivacki-centar>

Table 6. Administrative capacities of the five Committees covered by this report

Committee	Envisaged in the Rules of Procedure (of 29 July 2021)	October 2021	October 2022
Committee on Human Rights and Freedoms	5 staffers	Secretary and 3 Independent Advisors	Secretary and 2 Independent Advisors
Security and Defence Committee	6 staffers	Secretary and 4 Independent Advisors	Secretary and 5 Independent Advisors
Committee on Economy, Finance and Budget	6 staffers	Secretary and 4 Independent Advisors	Secretary and 4 Independent Advisors
Anti-Corruption Committee	4 staffers	Secretary	Secretary and 3 Independent Advisors
Committee on Political System, Judiciary and Administration	5 staffers	Secretary and 4 Independent Advisors	Secretary and 2 Independent Advisors

WHAT NEXT?

During the given period, the work of the committees was largely affected by the standstill in the Parliament's plenary sessions, political instability, and volatile inter-party relations. Numerous challenges and problems pertaining to committees' work persist and may be summarised as follows:

The committees are not proactive enough with the use of some mechanisms, such as reviews of special reports or proposing conclusions and recommendations based on the conducted hearings and reviewed reports for the sake of substantial improvement of parliamentary oversight in some areas of governance. In that sense, the lack of interest on the part of the Security and Defence Committee for reviewing the special reports delivered by the Police Director on the fight against organised crime and corruption is of particular concern, given the priority assigned to this field, at least rhetorically, in the political agendas of all parties represented in the Parliament;

Although it should serve as the forum for detailed discussions on the legislative proposals driving numerous national reforms, the readings of the laws do not get sufficient attention - in one instance, the Committee on Economy, Finance and Budget approved as many as five draft laws without any discussion;

The shortcomings in the work of the committees resulting from the passive approach of the MPs are additionally compounded by the frequent instances of the executive and independent institutions showing disregard for the Parliament. The instances where the Government failed to deliver its opinion to legislative initiatives in time or even failed to deliver them at all particularly stand out in that regard (Draft Law on Compensation of Former Recipients of Benefits for Mothers of Three or More Children). Moreover, there are instances when the Government failed to provide timely information or reports in line with specific laws (e.g., Report on the work of the National Security Committee) or Rules of Procedure (information that MPs may request via the Government's General Secretariat, under Article 50);

The MPs do not make sufficient use of the administrative capacities and expertise available from various organisational units of the Parliament Service. This is best illustrated by the additional passivity in the work of the Anti-Corruption Committee after hiring three staffers as Independent Advisors.

RECOMMENDATIONS

01

Since there were no major qualitative steps forward in the work of the committees during the reporting period, all of the recommendations presented in the previous monitoring reports and IA suggestions for better parliamentary oversight remain relevant; their summary is available at: <https://institut-alternativa.org/en/while-affairs-pile-up-parliament-needs-to-step-in/>

02

Given the precedent where a significant number of committees failed to adopt their respective work plans for the current year, we wish to highlight the need for timely planning of the work of all Parliamentary Committees in response to their respective statutory obligations and the timelines by the Government and other institutions subject to oversight when planning and implementing their activities;

03

The committees should proactively publish all documents of relevance for their work, including their work plans or oversight plans, action plans for cooperation with other institutions, etc.;

04

The conclusions and recommendations proposed by the committees should be formulated in a way that enables clear attribution of responsibility for follow-ups by institutions subject to the committees' oversight;

05

In addition to a needs assessment that would cover both the MPs and the Parliament Service, a functional review of the Parliament's Service is required, to ensure an optimal balance between the administrative capacities and the expertise necessary for the MPs' legislative and oversight activities.

ANNEX 1. OVERVIEW OF THE WORK OF THE FIVE COMMITTEES: NUMBERS OF MONTHLY MEETINGS, OCTOBER 2021-OCTOBER 2022

	COMMITTEE ON POLITICAL SYSTEM, JUDICIARY AND ADMINISTRATION	COMMITTEE ON ECONOMY, FINANCE AND BUDGET	COMMITTEE ON HUMAN RIGHTS AND FREEDOMS	COMMITTEE ON HUMAN RIGHTS AND FREEDOMS	ANTI-CORRUPTION COMMITTEE
October 2021	3	0	0	3 (1 closed)	1
November 2021	3	3	5	1	0
December 2021	6 (1 joint meeting with the Anti-Corruption Committee)	8	3	4	1 (joint meeting with the Committee on Political System, Judiciary and Administration)
January 2022	0	0	0	2	0
February 2022	2	0	0	0	0
March 2022	1	1	0	0	0
April 2022	1	0	0	2 (1 closed)	0
May 2022	3	3	0	1, the control hearing on the EUROPOL transcripts was not held	0
Juny 2022	2	1	4	0	0
July 2022	7, the 48th meeting, planned as a control hearing on the special report on the fight against high-profile corruption and organised crime, was postponed	2	3	2	2
August 2022	2	0	0	0	0
September 2022	2	1	0, the 29th meeting was postponed	0	0
Total	32	19	15	15	4

SOURCES

- Nikoleta Pavicevic and Marko Susic, Monitoring Report: Committee for Political System, Judiciary and Administration (17 December 2020 – 1 October 2021), December 2021, available at:
<https://institut-alternativa.org/monitoring-izvjestaj-odbor-za-politicki-sistem-pravosudje-i-upravu/>
- MPs Do Not Care About the Reports on Crime, Institute Alternative, September 2022, available at:
<https://institut-alternativa.org/poslanici-ne-mare-za-izvjestaj-o-kriminalu/>
- Infographic: Some Committees have not held any meetings yet in 2022, Institute Alternative, June 2022, available at:
<https://institut-alternativa.org/pojedini-odbori-i-dalje-bez-odrzane-sjednice-u-2022-godini-2/>
- Infographic, Motions for confidence in the 42nd and 43rd Government launched by more than 90% of the current MPs, Institute Alternative, September 2022, available at:
<https://institut-alternativa.org/pitanje-nepovjerenja-u-42-i-43-vladu-pokretalo-preko-90-aktuelnog-saziva-skupstine/>
- Parliamentary Committees to Re-Launch Their Work, Institute Alternative, March 2022, available at:
<https://institut-alternativa.org/skupstinski-odbori-da-se-vrate-redovnim-obavezama/>
- Reports and Plans available from the Parliament's webpage:
<https://www.skupstina.me/me/sjednice/zakoni-i-druga-akta>
- Activities of the Parliamentary Budget Office presented at:
<https://www.skupstina.me/me/gradjani/parlamentarna-budzetska-kancelarija>
- Activities of the Parliament of Montenegro Research Centre presented at: <https://www.skupstina.me/me/skupstina/sluzba-skupstine/istrazivacki-centar>
- List of Parliament of Montenegro employees, 11 October 2022, available at:
<https://api.skupstina.me/media/files/1665475684-spisak-sluzbenika-i-namjestenika-skupstine-crne-gore-11-10-2022-godine.pdf>
- Parliament of Montenegro Rules of Procedure (Official Gazette of MNE 65/21);
- Security and Defence Committee 2022 Oversight Plan, obtained in response to the Request for free access to information No: 00-41/22-10/3 of 18 April 2022;

- Human Rights and Freedoms Committee 2022 Work Plan, available at:
<https://zakoni.skupstina.me/zakoni/web/dokumenta/sjednice-radnih-tijela/3151/8169-00-63-8-22-.pdf>
- Radio Free Europe, Potpredsjednik Skupštine Crne Gore neće sazvati sjednicu 3. marta, February 2022, available at:
<https://www.slobodnaevropa.org/a/skupstina-crne-gore-sednica-3-marta/31723530.html>

INTERNET

Available Minutes from the Meetings of the Committee on Human Rights and Freedoms:
<http://bitly.ws/wpSh>

Recordings of the meetings of Committee Human Rights and Freedoms (Parliament YouTube Channel):

- Recording of the 14th Meeting: <http://bitly.ws/wpQw>
- Recording of the 15th Meeting: <http://bitly.ws/wpQM>
- Recording of the 16th Meeting: <http://bitly.ws/wpQX>
- Recording of the 17th Meeting: <http://bitly.ws/wpRa>
- Recording of the 18th Meeting: <http://bitly.ws/wpRe>
- Recording of the 19th Meeting: <http://bitly.ws/wpRj>
- Recording of the 20th Meeting: <http://bitly.ws/wpRr>
- Recording of the 21st Meeting: <http://bitly.ws/wpRv>
- Recording of the 22nd Meeting: <http://bitly.ws/wpRE>
- Recording of the 23rd Meeting: <http://bitly.ws/wpRJ>
- Recording of the 24th Meeting: <http://bitly.ws/wpRN>
- Recording of the 25th Meeting: <http://bitly.ws/wpRW>

Available Minutes from the Meetings of the Committee on Political System, Judiciary and Administration: <http://bitly.ws/wpSr>

Recordings of the meetings of the Committee on Political System, Judiciary and Administration (Parliament YouTube Channel):

- Recording of the 25th Meeting: <http://bitly.ws/wpSW>
- Recording of the 26th Meeting: <http://bitly.ws/wpT4>
- Recording of the 27th Meeting: <http://bitly.ws/wpT9>
- Recording of the Continued 26th Meeting and the 28th Meeting: <http://bitly.ws/wpTe>
- Recording of the 29th Meeting: <http://bitly.ws/wpTs>
- Recording of the 30th Meeting: <http://bitly.ws/wpTy>
- Recording of the 31st Meeting: <http://bitly.ws/wpTD>
- Recording of the 32nd Meeting: <http://bitly.ws/wpTI>
- Recording of the 33rd Meeting: <http://bitly.ws/wpTJ>
- Recording of the 34th Meeting: <http://bitly.ws/wpTL>
- Recording of the Continued 34th Meeting: <http://bitly.ws/wpTR>
- Recording of the 35th Meeting: <http://bitly.ws/wpTV>
- Recording of the 36th Meeting: <http://bitly.ws/wpU2>
- Recording of the 37th Meeting: <http://bitly.ws/wpUd>
- Recording of the 38th Meeting: <http://bitly.ws/wpUh>
- Recording of the 39th Meeting: <http://bitly.ws/wpUq>
- Recording of the 40th Meeting: <http://bitly.ws/wpUw>
- Recording of the 41st Meeting: <http://bitly.ws/wpUA>
- Recording of the 42nd Meeting: <http://bitly.ws/wpUC>
- Recording of the 43rd Meeting: <http://bitly.ws/wpUV>
- Recording of the 44th Meeting: <http://bitly.ws/wpV6>

- Recording of the Continued 44th Meeting: <http://bitly.ws/wpVi>
- Recording of the 45th Meeting: <http://bitly.ws/wpVt>
- Recording of the Continued 45th Meeting (I): <http://bitly.ws/wpVC>
- Recording of the Continued 45th Meeting (II): <http://bitly.ws/wpVL>
- Recording of the Continued 45th Meeting (III): <http://bitly.ws/wpVR>
- Recording of the Continued 45th Meeting (IV): <http://bitly.ws/wpW5>
- Recording of the Continued 45th Meeting (V): <http://bitly.ws/wpWk>
- Recording of the Continued 45th Meeting (VI): <http://bitly.ws/wpWr>
- Recording of the 46th Meeting: <http://bitly.ws/wpWu>
- Recording of the 47th Meeting: <http://bitly.ws/wpWG>
- Recording of the 49th Meeting: <http://bitly.ws/wpWY>
- Recording of the 50th Meeting: <http://bitly.ws/wpX6>
- Recording of the 51st Meeting: <http://bitly.ws/wpXi>
- Recording of the 52nd Meeting: <http://bitly.ws/wpXz>
- Recording of the 53rd Meeting: <http://bitly.ws/wpXB>
- Recording of the 54th Meeting: <http://bitly.ws/wpXY>
- Recording of the 55th Meeting: <http://bitly.ws/wpY4>
- Recording of the 56th Meeting: <http://bitly.ws/wpYh>

Available Minutes from the Meetings of the Committee on Economy, Finance and Budget:

<http://bitly.ws/wpYx>

Recordings of the meetings of the Committee on Economy, Finance and Budget (Parliament YouTube Channel):

- Recording of the 16th Meeting: <http://bitly.ws/wpYM>
- Recording of the 17th Meeting: <http://bitly.ws/wpYR>
- Recording of the 18th Meeting: <http://bitly.ws/wpZ2>
- Recording of the 19th Meeting: <http://bitly.ws/wpZh>
- Recording of the 20th Meeting: <http://bitly.ws/wpZK>
- Recording of the Continued 19th and 20th Meeting: <http://bitly.ws/wpZR>
- Recording of the 21st Meeting: <http://bitly.ws/wpZW>
- Recording of the 22nd Meeting: <http://bitly.ws/wpZZ>
- Recording of the 23rd Meeting: <http://bitly.ws/wq29>
- Recording of the 24th Meeting: <http://bitly.ws/wq2m>
- Recording of the Continued 24th Meeting: <http://bitly.ws/wq2A>
- Recording of the Continued 24th Meeting (II): <http://bitly.ws/wq2H>
- Recording of the 25th Meeting: <http://bitly.ws/wq2Q>
- Recording of the 26th Meeting: <http://bitly.ws/wq2U>
- Recording of the Continued 26th Meeting: <http://bitly.ws/wq3I>
- Recording of the Continued 26th Meeting: <http://bitly.ws/wq48>
- Recording of the 27th Meeting: <http://bitly.ws/wq4c>
- Recording of the 28th Meeting: <http://bitly.ws/wq4f>
- Recording of the Continued 28th Meeting: <http://bitly.ws/wq4h>
- Recording of the 29th Meeting: <http://bitly.ws/wq4m>
- Recording of the Continued 29th Meeting: <http://bitly.ws/wq4v>

- Recording of the 30th Meeting: <http://bitly.ws/wq4D>
- Recording of the Continued 30th Meeting: <http://bitly.ws/wq4G>
- Recording of the 31st Meeting: <http://bitly.ws/wq4I>
- Recording of the Continued 31st Meeting: <http://bitly.ws/wq4M>
- Recording of the 32nd Meeting: <http://bitly.ws/wq4S>
- Recording of the Continued 32nd Meeting (II): <http://bitly.ws/wq4X>
- Recording of the Continued 32nd Meeting (III): <http://bitly.ws/wq57>
- Recording of the 33rd Meeting: <http://bitly.ws/wq5d>
- Recording of the Continued 33rd Meeting: <http://bitly.ws/wq5m>
- Recording of the 34th Meeting: <http://bitly.ws/wq5s>
- Recording of the Continued 34th Meeting: <http://bitly.ws/wq5A>
- Recording of the Continued 34th Meeting (II): <http://bitly.ws/wq5E>

Available Minutes from the Meetings of the Security and Defence Committee:

<http://bitly.ws/wq5P>

Recordings of the meetings of the Security and Defence Committee (Parliament YouTube Channel):

- Recording of the 18th Meeting: <http://bitly.ws/wq68>
- Recording of the 20th Meeting: <http://bitly.ws/wq6i>
- Recording of the 21st Meeting: <http://bitly.ws/wq6p>
- Recording of the 22nd Meeting: <http://bitly.ws/wq6w>
- Recording of the 23rd Meeting: <http://bitly.ws/wq6A>
- Recording of the 24th Meeting: <http://bitly.ws/wq6H>
- Recording of the 25th Meeting: <http://bitly.ws/wq7a>
- Recording of the Continued 25th Meeting: <http://bitly.ws/wq7m>

- Recording of the 26th Meeting: <http://bitly.ws/wq7r>
- Recording of the 27th Meeting: <http://bitly.ws/wq7y>
- Recording of the 28th Meeting: <http://bitly.ws/wq7G>
- Recording of the 30th Meeting: <http://bitly.ws/wq7W>
- Recording of the 31st Meeting: <http://bitly.ws/wq8c>
- Recording of the 32nd Meeting: <http://bitly.ws/wq8n>
- Recording of the 33rd Meeting: <http://bitly.ws/wq8L>

Available Minutes from the Meetings of the Anti-Corruption Committee: <http://bitly.ws/wq9k>

Recordings of the meetings of the Anti-Corruption Committee (Parliament YouTube Channel):

- Recording of the Fourth Meeting: <http://bitly.ws/wq9F>
- Recording of the Fifth Meeting: <http://bitly.ws/wq9H>
- Recording of the Sixth Meeting: <http://bitly.ws/wqaB>
- Recording of the First Joint Meeting of the Committee on Political System, Judiciary and Administration and Anti-Corruption Committee: <http://bitly.ws/wqaN>

ABOUT INSTITUTE ALTERNATIVE

Institute Alternative (IA) is a non-governmental organisation, established in September 2007 by a group of citizens with experience in civil society, public administration and business sector.

Our mission is to contribute to strengthening of democracy and good governance through and policy analysis as well as monitoring of public institutions performance.

Our objectives are to increase the quality of work, accountability and transparency, efficiency of public institutions and public officials; to encourage open, public, constructive and well-argument discussions on important policy issues; raising public awareness about important policy issues, strengthening the capacity of all sectors in the state and society for the development of public policies.

The values we follow in our work are dedication to our mission, independence, constant learning, networking, cooperation and teamwork.

We function as a think tank or a research centre, focusing on the overarching areas of good governance, transparency and accountability. The areas of our work and influence are structured around the following five main programmes: public administration; accountable public finance; parliamentary programme; security and defence, and social policy.

On the basis of our five programmes, we monitor the process of accession negotiations with the EU, actively participating in working groups Public procurement (5), Judiciary and Fundamental rights (23) and Financial control (32). Our flagship project is the Public Policy School, which is organized since 2012, and in 2018 we organized the first Open Budget School.

So far we cooperated with over 40 organisations within regional networks in the Western Balkans and with over 100 organisations in Montenegro. Institute is actively engaged in regional networks: Think for Europe (TEN), Pointpulse, SELDI, WeBER, UNCAC Coalition, Global BTAP, PASOS and The Southeast Europe Coalition on Whistleblower Protection.

The results of our research are summarised in 129 studies, reports and analyses, and the decisionmakers were addressed 1036 recommendations. Over four thousand times we communicated our proposals and recommendation to the media for better quality public policies.

We started three internet pages. My town is a pioneer endeavour of visualisation of budgetary data of local self-administrations. My Administration followed, which serves as an address for all those citizens that have encountered a problem when interacting with public administration and its service delivery system. The newest internet portal, My Money, provided national budget data visualisation.

Institute Alternative regularly publishes information about finances, projects and donors that support the work of the organisation. For this reason, the Institute have five-stars rating third year in a row, according to a survey conducted by the international non-profit organisation Transparify, which evaluates transparency for over 200 research centers.

President of the Managing Board is Stevo Muk, and our organisation currently has ten members.

www.institut-alternativa.org

www.mojgrad.me

www.mojauprava.me

www.mojnovac.me