

THE PARLIAMENT



THE



DECISIONS

But what is the procedure like?



2 THE PARLIAMENT PASSES THE DECISIONS, BUT WHAT IS THE PROCEDURE LIKE?

Analysis of the legislative function of the Parliament of Montenegro

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Analysis of the legislative function of the Parliament of Montenegro

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
INTRODUCTION	5
INCOMPLETE REGULATORY FRAMEWORK AND LACK OF FINANCIAL ESTIMATES	6
POLITICS BEFORE ARGUMENTS: THE PRACTICE OF ENACTING LEGISLATION	8
AMENDMENTS: WITH THE BENEFIT OF HINDSIGHT	9
THE ROLE OF THE GOVERNMENT IN THE MPS' LEGISLATIVE ACTIVITIES	11
THE ROLE OF THE PARLIAMENTARY SERVICE IN THE <i>EX-ANTE</i> REGULATORY IMPACT ANALYSES	12
CONCLUSION	13
RECOMMENDATIONS:	14
SOURCES:	16

EXECUTIVE SUMMARY

This analysis addresses the legislative function of the Parliament of Montenegro. Between September 2020 and 22 September 2021, the share of the proposals for laws introduced to the Parliament by the MPs exceeded **50 per cent**, surpassing, for the first time in the past ten years, the share of those introduced by the Government. This trend, however, was not coupled with detailed procedures that would have ensured an adequately informed process of proposing legislation, necessary data and public participation.

The MPs frequently stated that implementation of the proposals they introduced **did not require any additional funding**, although it was evident that new costs would arise in some cases (e.g., the establishment of the Talent Fund or new obligations of the Real Estate and State Assets Administration related to the restitution of olive orchards in the cove of Valdanos). The MPs did not elaborate the procedures for involving stakeholders and facilitating a broader debate on the proposed arrangements. On the other hand, the contents of the Government opinion to the legislative initiatives introduced by the MPs are not prescribed; hence, a “positive” opinion does not serve as an indicator of the quality of the initiative in question.

The amendments tabled by the MPs are accompanied by sketchy Explanatory Notes. The drastic changes of the spirit of the laws and the amendments to the **regulations pertaining to labour and internal affairs, respectively**, changed pensionable age and exposed the selection of the Police Director to direct political influence by requiring the Parliament’s affirmative opinion. Those situations warned and exposed the need for **better explanations and broader debates on the substance of amendments**.

The MPs do not exercise their competences to review and conduct oversight over the regulatory impact analyses developed by the Government and accompanying the proposals for laws introduced by it. The potential of the **Parliamentary Budget Office** for carrying out more comprehensive financial analyses that should serve as the basis for the legislative role of the Parliament has not been tapped. The **Parliamentary Service** does not have a more proactive role in conducting the analyses that should precede major decisions made by the MPs.

The procedure for consulting the interested public in the course of discussions on the proposals for laws introduced by the MPs has to be prescribed in order to improve the legislative role of the Parliament. MPs’ proposals should also be accompanied by impact analyses that would cover all major aspects of the relevant public policy, such as problem definition, key objectives, potential impacts and costs, and cost justification. The role of the Parliamentary Service in the development of impact analyses has to be prescribed, in particular the role of the Parliamentary Budget Office in the development of financial estimates related to the legislative proposals and amendments tabled by the MPs.

INTRODUCTION

The legislative function of the Parliament is regulated by the Constitution and the Rules of Procedure of the Parliament of Montenegro. Although that constitutes the core function of the Parliament, most legislation in modern democracies is introduced by the governments and, following the debate in the Committees and the plenary session, enacted in the Parliament. This division of competences is reflected in practice also in the fact that the initiatives for better regulation or policy-making reforms aiming to ensure that they are as inclusive (in terms of stakeholder involvement) and evidence-based as possible tend to focus on reforming the procedures implemented by the government. Globally, there is a lack of similar initiatives that would address the procedures for proposing and drafting legislation in the parliament.¹

The same trend is present in Montenegro. From 2010 until 2020, the MPs proposed on average only one-quarter of the laws that entered the parliamentary procedure. However, the situation changed with the current Parliament of Montenegro, which was inaugurated in September 2020, **as the majority of proposals for laws have been introduced by the MPs.**²

Important legislation being enacted without public consultations suggests the need to regulate the procedures allowing public participation in decision making in the cases when those decisions are being introduced by the Parliament. In addition to the procedures related to public participation in decision making, it is equally important to elaborate the procedures for fiscal assessments and comprehensive impact analyses of the regulations proposed by the MPs.

This paper aims to review the current regulatory framework and practice with regard to the legislative initiatives introduced by the MPs and suggest potential avenues for improvement. It comes as a result of continuous monitoring of the legislative and oversight functions of the Parliament and relies in particular on the proposals for laws, explanatory notes, amendments and accompanying materials available on the Parliament's website. Requests for free access to information were deployed to access further documents concerning internal communications and work of the Parliamentary Service and MPs: requests for data and research materials sent to the Parliamentary Institute, requests for copies of briefing notes and regulatory impact assessments, prepared by the Secretariats to the Parliamentary working bodies (Committees). The analysis includes **four sections**. The first one focuses on the way the **legislative role of the Parliament** is regulated in the key legal acts. The second one presents the key figures and instances of the proposals for laws introduced by the MPs, with a particular focus on the tabled amendments. The third section

1 Imgard Angelmayer, Better Regulation Practices in National Parliaments, EPRS European Parliament Research Service, 2020.

2 According to the information available on the Parliament's website, out of the total number of 97 proposals for laws that entered the parliamentary procedure during this period, 49 were introduced by the MPs: <https://www.skupstina.me/me/sjednice/zakoni-i-druga-akta>

provides an overview of the **Government role** in the legislative initiatives introduced by the MPs. The fourth section addresses the **role of the Parliamentary Service**. The conclusions and recommendations suggest the necessary directions to take in improving the legislative role, with institutionalised public consultations and the role of the Service as the necessary preconditions for a change of practice in this area.

INCOMPLETE REGULATORY FRAMEWORK AND LACK OF FINANCIAL ESTIMATES

The Parliamentary Rules of Procedure set out the steps in the passage of legislation, which require the proposal to be accompanied by Explanatory Notes that cover the following:

- Constitutional grounds for regulating the issues that constitute the subject-matter of the proposal;
- Reasons for adopting the law;
- Harmonisation with the EU *acquis communautaire* and ratified international conventions;
- Elaboration of the key legal concepts;
- Estimate of the funds required to implement the law;
- Public interest that prompts retroactive application, if the proposal includes such provisions;
- Wording of the provisions being amended, in case of a law amending another law.³

In case of a proposal for a law being introduced by the MPs, the Rules of Procedure envisage the procedure for securing the Government opinion within 15 days from the date of receipt of the proposal. However, the contents of such opinions, in relation to the key issues or aspects, are not specified. The procedure for tabling amendments to legislative proposals is even less robust. The MPs are required to provide Explanatory Notes for their amendments, but the key elements or contents of such Explanatory Notes have not been prescribed to detail. In the absence of the Law on the Parliament and detailed guidelines on the enactment procedure in case of the proposals introduced by the MPs, the existing procedures have proved to be insufficient.

3 Rules of Procedure of the Parliament of Montenegro (consolidated text) No. 00-32-1/21-1/15, EPA 134 of 22 July 2021, available at: <https://www.skupstina.me/me/poslovnik-o-radu>

Due to the political culture that tends to rely on solidarity-driven voting practice, irrespective of the quality of the proposals at hand, the MPs are not likely to launch debates that could compensate for the lack of regulated procedures for public consultations, debates and regulatory impact analyses, which are otherwise in place for the proposals of laws introduced by the Government. Namely, the Rules of Procedure, Law on Public Administration and Decree on public consultations stipulate the procedures for the *ex-ante* regulatory impact analyses, preliminary stakeholder consultations and full-scale public consultations, and NGO participation in the working groups tasked with legal drafting – all pertaining to the proposals introduced by the Government. Despite the shortcomings present in the mentioned regulations and the frequent lack of quality debates and analyses, the increasing number of legislative initiatives necessitates the creation of regulatory preconditions for greater participation and better-informed decisions of MPs. External actors take part in the work of the Parliament in relation to some proposals for laws, but the lack of clear criteria and procedures leads to unequal treatment of individuals and organisations. The most drastic example of such treatment was the instance when the representatives of the Montenegrin Orthodox Church were prevented from taking part in the work of the Human Rights and Freedoms Committee during the review of the amendments to the Law on the Freedom of Religion or Belief and Legal Status of Religious Organisations.

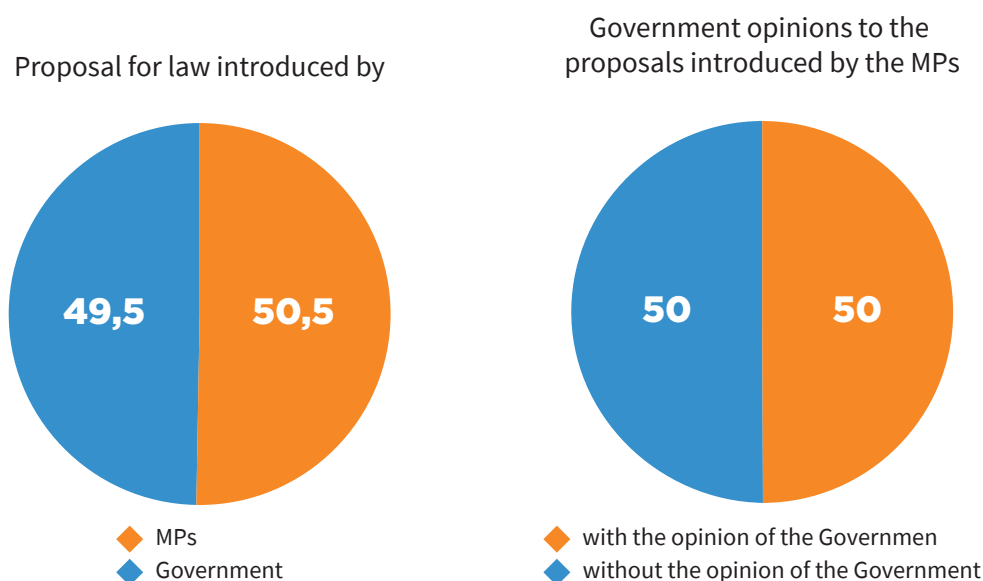


The President of the Parliament shall forward the Proposal for a law to the Government (unless the Government is its proposer) so it would provide its opinion, within the period which may not exceed 15 days from the day of receipt of the Proposal for a law.

Rules of Procedure of the Parliament of Montenegro

POLITICS BEFORE ARGUMENTS: THE PRACTICE OF ENACTING LEGISLATION

Out of the total of 97 laws proposed between 23 September 2020 and 22 September 2021, 49, or 50.5%, were introduced by the MPs. Although the Rules of Procedure stipulate the issuance of Government opinions, such opinions are available only for one-half of the proposals introduced by the MPs and were issued after the expiry of the 15-day deadline.⁴



The analysis of the proposals introduced by the MPs revealed the shortcomings of the explanatory notes and additional information, in particular with regard to the **funding required** to implement the law. For instance, although a group of MPs proposed amendments to the General Law on Education that envisaged the establishment of the Talent Fund, which would receive public funds, the proposal stated that the implementation of the law did not require specific funding.⁵ A similar statement, namely that there would be no impact on the budget, was made in relation to the proposal for the Law on Remediating the Consequences of Expropriation of the Cove of Valdanos, although the Law envisaged, *inter alia*, that the costs of the procedure for identification of assets to be covered by the restitution would be borne by the state authority competent for real estate.⁶ On the other hand, the Explanatory Notes accompanying the proposed amendments to the Law on Public Sector Wages, which

4 The deadline is still pending for a number of proposals, so, the Government has delivered its opinion to just 24 out of the 48 proposals introduced by the MPs.

5 Slaven Radunović, Vladimir Martinović, Dragan Ivanović, Branka Bošnjak, Miloš Konatar, *Proposal for the Law Amending the Law on General Education*, Podgorica, 3 February 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/131/2485-14277-26-1-21-2.pdf>

6 Genci Nimanbegu, *(Proposal for the) Law on Remediating the Consequences of the Expropriation of the Cove of Valdanos*, Podgorica - Ulcinj, 20 January 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/117/2469-14248-23-2-21-1.pdf>

envisaged increase in the wages of some categories of health care professionals, read as follows: “The funding for the implementation of the law will be determined following a detailed analysis on the basis of the information provided by the line ministries concerning the numbers of the employees entitled to an increase under this law and concerning the gross amount of increase per work position.”⁷ This means that legal amendments were proposed without a prior financial impact assessment due to the lack of baseline information on the numbers of employees in the relevant sectors.

AMENDMENTS: WITH THE BENEFIT OF HINDSIGHT

The tabling of and discussions on amendments frequently modify the essence of the proposed and applicable provisions, while lacking detailed rationales and impact assessments. Over the recent years that has been most evident in the course of the discussions on and development of the Budget Law;⁸ the same was the case in 2021 as well. We issued a specific statement to warn that the amendments to the proposed 2021 Budget Law should not impact the changes that were regulated by other systemic laws in the field of social protection and merely reflected in the budget⁹. Still, despite that, the amendments tabled by the group of MPs from the ranks of the parliamentary majority that envisaged the restoration of the benefit available to mothers of three or more children were adopted, without any parallel amendments to the Law on Social and Child Protection that had provided legal grounds for the benefit and was subsequently challenged before the Constitutional Court.¹⁰¹¹

The most drastic examples of the lack of wider consultations and impact assessment refer to the amendments to the **Labour Law and Law on Internal Affairs**. Although amendments of the Labour Law that concern pensionable age should not be adopted without a wider social dialogue with the trade unions and employers, such dialogue did not take place in

7 Raško Konjević, MSc, Draginja Stanković-Vuksanović, PhD, *Proposal for the Law Amending the Law on Public Sector Wages*, 18 January 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/106/2458-14226-33-21-1.pdf>

8 Marko Sošić, *Budžet za 2015. godinu u Skupštini: Analiza procesa usvajanja budžeta (The 2015 Budget in the Parliament: Analysis of the Budget Adoption Process)*, Institute Alternative, April 2015, <http://media.institut-alternativa.org/2015/06/budzet-za-2015-u-skupstini.pdf>

9 Marko Sošić, *Prestati sa uslovljavanjem usvajanja budžeta – Naši predlozi zaključaka uz budžet (Stop Conditioning the Budget Adoption – Our Proposed Conclusions to Accompany the Budget)*, Institute Alternative, 1 June 2021, available at: <https://institut-alternativa.org/prestati-sa-uslovljavanjem-usvajanja-budzeta-nasi-prijedlozi-zakljuka-uz-budzet/>

10 Constitutional Court Ruling U-I br. 6/16, 19 April 2016, Podgorica.

11 The endorsed amendment envisages that “the amount envisaged under Social Protection Programme item titled Other Social Protection Rights in the Budget Law shall be increased from 7 200 000 to 25 000 000 (to disburse the fee for the recipients of the mothers’ benefit).“

relation to the amendments that stipulated a lowering of that age by one year (from 67 to 66). This decision imposed new expenditures for the pensions of those who would retire one year ahead of plan; still, it was not accompanied by a financial impact assessment. The key rationale that was provided referred to the need for alignment with the Law on Pension and Disability Insurance and reduction of room for misuse, while other important issues concerning the impact on the labour market, the budget and the overall social-economic situation remained unanswered.¹² That situation was rectified by means of further amendments, postponing the lowering of the pensionable age until 2022 and stipulating a retroactive effect to restore that age to 67 over a short period in June 2021, i.e. for the duration of the application of the controversial provisions.¹³ This case showed an absence of informed debates on the amendments, of detailed rationales and even an elementary level of awareness among the MPs about their substance. The media reported that the MPs who had voted in favour of the proposal had no knowledge of its adoption and that three opposition MPs also voted in favour.¹⁴ Another example of amendments that drastically changed the spirit of the provision without analysis of comparative practice or assessment of impact on the separation of branches of power – namely the Government and the Parliament – referred to the proposal for the Law on Internal Affairs. The amendments tabled by the MPs of the Democratic Front conditioned the selection of the Police Director with the affirmative opinion issued by the Parliament. The rationale that was provided stated that amendments served to strengthen the Parliament’s oversight role, although there was no analysis of the politicization of the police that it enabled. Once the parliamentary majority voted the Law that envisaged this arrangement, two members of the coalition government, URA and Democrats, stated that their subsequent review of the provisions on the alleged strengthening of the Parliament’s oversight role showed that “things have gone too far in the case in question and opened a possibility for the inappropriate influence of the legislative branch over the executive’s Constitutional position in the procedure for the selection of the Police Director.” They also announced that they would file a motion for a constitutional review of the controversial articles of the new Law on Internal Affairs with the Constitutional Court of Montenegro.¹⁵

12 Milan Knežević, Maja Vukićević, *Amendment to the Proposal for the Law Amending the Law on Labour*, 24 May 2021, available at:

<https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/129/2483-14688-19-1-21-2-13.pdf>

13 Milo Đukanović, *Decree promulgating the Law Amending the Law on Labour*, Podgorica, 17 June 2021, available at:

<https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/229/2588-14949-19-1-21-3-10.pdf>

14 Vijesti Daily, *Neuspjela zamka DF-a, Katnić na funkciji, radnicima stižu otkazi (DF Trap Fails, as Katnić Remains in Office and Workers Get Notices on Termination of Employment)*, 15 June 2021, available at: <https://www.vijesti.me/vijesti/politika/548205/neuspjela-zamka-df-a-katnic-na-funkciji-radnici-ma-stizu-otkazi>

15 Pobjeda Daily, *Demokrate i URA će tražiti ocjenu ustavnosti spornih članova Zakona o unutrašnjim poslovima (Democrats and URA to Challenge the Constitutionality of the Controversial Provisions of the Labour Law)*, 4 July 2021, available at:

<https://www.pobjeda.me/clanak/demokrate-i-ura-ce-trazit-ocjenu-ustavnosti-spornih-clanova-zakona-o-unutrasnjim-poslovima>

THE ROLE OF THE GOVERNMENT IN THE MPS' LEGISLATIVE ACTIVITIES

The Government – Parliament relations in modern democracies feature, *inter alia*, asymmetric available information, as the executive, in the course of implementing legislation, produces much more relevant statistics, data and practices that should inform overall policy-making and implementation. Consequently, the MPs start with a disadvantage when it comes to access to the information necessary for comprehensive assessment and policy development.

The Government's opinions to proposed legislation do not follow a uniform structure or prescribed contents: the Government sometimes just notes that it agrees with the proposal and sometimes provides longer elaborations of the arguments, and – according to the information available on the Parliament's website - one-half of the proposals are not accompanied by its opinions. We also noted the case where the Law was reviewed by the lead Committee before the end of the 15-day deadline for the opinion. Thus, the Economy, Finance and Budget Committee discussed the proposed amendments to the Law on Social and Child Protection without stating any potential impacts on the budget because that meeting was taking place ahead of the expiration of the deadline left to the Government to deliver its opinion.¹⁶

This case is illustrative of the negative effects of the incomplete provisions of the Rules of Procedure and the overall regulatory framework governing the relations between the Government and the Parliament. The questions to be answered and the additional information to be provided in the Government's opinions to the legislative proposals introduced the MPs have not been prescribed. Also, although the Rules of Procedure recognize the procedure for obtaining the Government's opinion within not more than 15 days from the date of receipt of the proposal, discussion on the opinion is not sufficiently linked to the rest of the steps in the legal drafting process. This results in the lack of uniform practice and guarantees that the process of MPs' decision making will be based on necessary information.

On the other hand, the Government does not observe its own procedures, in particular with regard to conducting public consultations and regulatory impact analyses. The Government introduced 48 proposals for laws to the current Parliament: out of that number, **only 12%, namely six proposals, involved public consultations.** The MPs did not note the absence of reports from public consultations on the proposals they deliberated on as a problem. The regulatory framework does not explicitly identify their role in the review and quality control of the ex-ante regulatory impact analyses delivered by the Government, and that role has not taken root in practice either. In the EU, review of the analyses delivered by the Government is one of the mechanisms most frequently used by the MPs in the course of legislative activities.¹⁷

16 *The Economy, Budget and Finance Committee's Opinion on the Proposal for the Law Amending the Law on Social and Child Protection*, Podgorica, 16 February 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/sjednice-radnih-tijela/2771/6914-19-6-21-2.pdf>

17 Ingard Angelmayer, *Better Regulation Practices in National Parliaments*, EPRS European Parliament Research Service, 2020

THE ROLE OF THE PARLIAMENTARY SERVICE IN THE EX-ANTE REGULATORY IMPACT ANALYSES

The Rules of Procedure do not explicitly recognize the role of the Service in the drafting of the ex-ante impact analyses of the legislation introduced by the MPs. Key support in terms of collecting the information necessary for the decision-making process is provided to the MPs by the secretariats to the working bodies organised under the Department for Support to the Parliament's Legislative and Oversight Function and the Parliamentary Institute. The latter comprises the Research Centre, Education Centre, Budget Office and Library-Documentation Centre and Archives.¹⁸ According to the list of Parliamentary staff from June 2021, the secretariats to the standing working bodies had on average less than four staff members, while the relevant units of the Parliamentary Institute had additional eight staff members (five at the Research Centre and three at the Parliamentary Budget Office).¹⁹ The Parliamentary Budget Office was established as a specific organisational unit in October 2020; however, from establishment until mid-July 2021 it did not receive any requests from the MP to conduct research or deliver data.²⁰

Most of the research conducted by the Parliamentary Institute since September 2020 does not correspond with the topics and areas addressed by the legislative initiatives introduced during that period.²¹ Still, the MPs were somewhat more likely to send research requests – 23 in total, mainly within the framework of the legislative initiatives that they dealt with.²² The MPs of the Democratic Front were the most active, with nine requests for researching comparative practices and regulatory provisions in specific areas.

The Service does not have a role in reviewing the quality of the regulatory impact analyses developed by the respective ministries. On the basis of the proposals delivered by the Government along with proposals for laws, the Service draws up the Briefing Notes – summaries of the information contained in the proposal, the table of concordance with the EU standards, regulatory impact analysis etc. However, from 1 October 2020 to 27 July 2021, only six Briefing Notes were drawn up in relation to the proposals for laws introduced

18 Job Descriptions of the Organisational Units of the Parliamentary Service, available at: <https://www.skupstina.me/me/skupstina/sluzba-skupstine/opis-poslova-organizacionih-jedinica>

19 *List of Civil Servants and State Employees*, Parliament of Montenegro, 21 June 2021, available at: <https://www.skupstina.me/me/skupstina/sluzba-skupstine/opis-poslova-organizacionih-jedinica>

20 Response of the Parliament to the Request for Free Access to Information submitted by the Institute Alternative, Decision No. 00-41/21-30/2 of 30 July 2021.

21 Parliamentary Institute research materials, available at: <https://www.skupstina.me/me/skupstina/sluzba-skupstine/parlamentarni-institut>

22 This figure does not include the five requests to access the acts from the Parliamentary Archives, also filed to the Parliamentary Institute.

by the Government. The Security and Defence Committee and the Committee for the Political System, Judiciary and Administration prepared one each, while the Committee for International Relations and Emigration prepared four Briefing Notes.²³

CONCLUSION

Despite the rise in numbers, the MPs' legislative activity suffers from a number of limitations, reflected both in the regulatory framework and in practice. The Parliamentary Rules of Procedure do not specify the participation of stakeholders or the Service in the development of regulatory analyses – in practice, this is reflected in the laws being proposed without being based on prior analyses or even basic data on budgetary allocations that their implementation would require.

The tabling of amendments to proposals for laws by the MPs suffers from similar flaws: drastic cases, such as lack of a wider discussion and analysis of the amendments concerning the selection of the Police Director or eligibility for retirement reveal the need for a more inclusive and evidence-based legislative role of the Parliament. Since the contents of the opinions to be delivered by the Government in relation to the legislative proposals tabled by the MPs are not prescribed, that obligation of the Government does not contribute to the quality of the overall process. Also, although the prescribed deadline for delivering the opinions is 15 days, the method for their review or examination by the Committees and the plenary is not regulated to detail.

The Parliamentary Institute and the recently established Parliamentary Budget Office play a minor role in reviewing the regulatory impact analyses developed by the Government or in producing similar analyses for the legislative proposals introduced by the MPs. That role comes down to the development of the Briefing Notes which summarise the already available documents without examining their contents. To an extent, the MPs utilise the capacities of the Research Centre for carrying out comparative research in the areas they address in their legislative activity; however, the practice in this regard is not consistent. On principle, the topics dealt with by the Research Centre in the previous period correspond only to a small degree to the areas addressed in the legislation in the Parliamentary pipeline.

Although a long-term change of the Parliament's legislative role, to make it inclusive, evidence-based and responsive to citizens' needs, requires primarily greater political accountability of the MPs (that must not be reduced merely to the test of the electorate's choice in the parliamentary election), some steps can be taken, in the short-term, to prevent further negative consequences of the identified shortcomings.

23 Response of the Parliament to the Request for Free Access to Information submitted by the Institute Alternative, Decision No 00-41/21-31/2 of 30 July 2021.

RECOMMENDATIONS:

01

Within the ongoing activity of drafting the Law on the Parliament, the MPs should prescribe the procedure for consulting the interested public in the course of reviewing the proposals for laws that they introduce: such procedures should encompass the options of written inputs and oral discussions, reports on the review of suggestions and comments received, and equal participation of all stakeholders;

02

The proposals for laws introduced by the MPs should be accompanied by ex-ante impact analysis, after the model of the regulatory impact analyses provided by the Government, and the MPs should provide clear Explanatory Notes for the issue in question, key policy objectives in relation to the description of the issue, potential positive and negative impacts of the regulation, estimate and justification of costs, overall fiscal impact assessment, report from the public consultations/stakeholder consultations, proposed monitoring method and regulatory impact assessment;

03

In case of a proposal for law being introduced by the MPs, mandatory consultations with the line ministry should be prescribed. along with the contents of the Government opinion to such proposals, to ensure that all major issues are covered and more consistent practice is ensured;

04

Likewise, the procedure for the tabling of MPs' amendments should be prescribed: the contents of the Explanatory Notes delivered by the MPs along with the amendments should be specified and should include fiscal impact assessment and the procedure for technical alignment, which should involve cooperation between the Parliamentary Service and the Government when the Government introduces the proposal;

05

The Rules of Procedure or the Law on the Parliament should regulate the role of the Service in the development of the ex-ante regulatory impact analyses for the proposals introduced by the MPs. That role should consist of collecting necessary data and drafting answers to the key questions on regulatory impact, in close cooperation with the MPs;

06

The role of the Parliamentary Budget Office has to be institutionalised by having the Rules of Procedure or the Law on the Parliament recognize the development of fiscal impact analyses of the regulations and amendment introduced by the MPs as a core activity of this organisational unit of the Service.

SOURCES:

- Genci Nimanbegu, (*Proposal for the Law on Remediating the Consequences of Expropriation in the Cove of Valdanos*, Podgorica-Ulcinj, 20 January 2021, available at: <https://zakoni.skupstina.me/zakoni/web/dokumenta/zakoni-i-drugi-akti/117/2469-14248-23-2-21-1.pdf>)
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O INSTITUTU ALTERNATIVA

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