



**PARLIAMENT OF MONTENEGRO**

**Action Plan for Strengthening of the Legislative and Oversight Role of  
the Parliament of Montenegro in 2013**

**March, 2013**

## **Introduction**

At the meeting held on March 19, the Collegium of the President of the Parliament of Montenegro adopted the Action Plan for Strengthening of the Legislative and Oversight Role of the Parliament of Montenegro in 2013. The Plan should serve as a guideline in planning and realization of activities at all levels in the Parliament, and to provide a planned, systematic and coordinated action by all stakeholders in the work of the Parliament in order to contribute to the efficient fulfilment of its responsibilities as defined by the Constitution. This paper is also based on the findings of the European Commission set out in the Progress Report of Montenegro in 2012, so it is simultaneously a recommendations implementation plan of the European Commission.

Full integration of Montenegro into the EU is a strategic goal for Montenegro, for which a full consensus exists in the Parliament of Montenegro. Integration into the EU, as an expression of the synthetic activities of the Parliament within its legislative and oversight functions, both at the regional and international levels, brings the Parliament of Montenegro before a number of tasks that require extensive and timely preparation. It, above all, relates to the role of the Parliament in the accession negotiations with the EU and control of compliance of Montenegro's legislation with the EU legislation.

As it is stated in the Analytical Report of the European Commission, "European integration remains a key priority for the parliamentary work," while indicating the need for further strengthening of the capacity and expertise of the parliamentary committees in charge of monitoring the implementation and compliance of new legislation with the EU acquis and strengthening the administrative and technical capacity of the Parliament. With the ultimate goal of strengthening the legislative and oversight role of the Parliament, most of the activities and measures set out in this Action Plan are aimed, directly or indirectly, towards the further progress in these segments.

## **Summary**

Action Plan for strengthening of legislative and oversight role of the Parliament of Montenegro for 2013 contains 68 activities and measures, with explanations, stakeholders, implementation deadlines and success indicators. For the purpose of better overview, activities and measures provided by this Action Plan are grouped in three parts. The first part is directly related to strengthening of legislative and oversight role of the Parliament of Montenegro, through drafting and adoption of acts, frequent use of oversight mechanisms, work of plenum and working bodies. The second segment comprises activities and measures aimed at strengthening the administrative and technical capacity, which the Service of the Parliament is responsible for. The third part is devoted to the activities intended to further improve the openness and transparency of the Parliament towards the citizens and civil organizations. At the beginning of each section the findings and recommendations of the European Commission's Progress Report for 2012 are provided, which relate to a given segment and taken into account in the definition of planned activities.

## I. STRENGTHENING OF THE LEGISLATIVE AND OVERSIGHT FUNCTIONS

In accordance with the constitutional principle of division of powers, the Parliament exercises legislative power, while the same article of the Constitution, paragraph 4, defines the relationship between the balance of powers and mutual control. This provision of the Constitution clearly states legislative and oversight role of the parliament. Along with numerous novelties in normative framework, which allow quality functioning of the parliament as legislative branch of power and emphasize its oversight role, starting with the Constitution of Montenegro (Official Gazette of Montenegro No. 01/07), through the Rules of Procedure of the Parliament (Official Gazette of the Republic of Montenegro No. 51/06 and 66/06 and Official Gazette of Montenegro No. 88/09, 80/10, 39/11 and 25/12), as well as laws that regulate work of certain institutions and bodies over which the Parliament performs oversight, progress in practice is also notable. Work of the working bodies became more intense due to the fact that the focus of the work of the Parliament is transferred from plenum to working bodies as it is more open in the sense it allows greater participation of representatives of other bodies, institutions and interested public in the work of working bodies.

Additionally, in the previous period changes in the Rules of Procedure of the Parliament enable greater number of initiatives of parliamentary minority, new committees were established and responsibilities of a number of committees were defined. However, since there is more room for progress, the Parliament will, apart from regular legislative procedure, within which more than 120 legal proposals in 2013 may be expected, as well as regular oversight activities, invest additional efforts for further strengthening of legislative and oversight function through variety of measures planned for following period.

In continuation of the document, activities are given, within the segment of legislative and oversight role, together with explanations and desirable goals.

### **Ia. Preparation and adoption of acts of special significance for the work of the Parliament of Montenegro**

First seven measures within legislative and oversight function relate to preparation and adoption of very important acts in the aim of promoting democratic values in Montenegro, including strengthening of independence and impartiality of the judiciary. There are, first of all amendments to the Constitution and electoral legislation, in accordance with the recommendations of the European Commission, as well as the adoption of the Law on Financing of Political Parties.

As one of the activities, preparation of a plan for a greater recognition of the gender aspects through the work of the parliament is envisaged, because, despite the new provisions of the Law on Election of Councillors and Members of the Parliament regulating that 30% of candidates on electoral lists should be from less represented gender, women are still under-represented in the Parliament, as it

is stated in the European Commission Progress Report of Montenegro in the previous year. In addition, the plan would cover the gender aspects of the legislative and oversight activities of the Parliament.

With the aim of promoting democratic standards, as well as the position and importance of the Parliament as key democratic institutions, adoption of The Code of Ethics of the Parliament of Montenegro is planned, and consideration of the need for adoption of laws on the Parliament of Montenegro is envisaged, after which possible preparation of the necessary informative material for drafting law will follow.

Bearing in mind that Montenegro's integration into the European Union remains a key priority for parliamentary work, the Action plan envisages preparation of the resolution that will precisely define the role of the Parliament of Montenegro in the accession negotiations with the EU and provide guidance to the Government of Montenegro in the process of negotiations..

- 1. Work on amendments to the Constitution**
- 2. Adoption of the Law on Amendments to the Law on Election of Councillors and Members of the Parliament in accordance with OSCE/ODHIR and Venice Commission recommendations**, especially regarding dissolution of coalitions and their financial obligations, as well extension of the mandate of the Central Election Commission in a municipal elections. The Law should regulate the issue of years of residence as a condition of voting rights, and to provide penalties for violations of certain provisions, especially regarding restrictions on participation of public officials in election campaigns.
- 3. Adoption of the Law on Financing of Political Parties**
- 4. Adoption of the plan for a greater recognition of the gender aspects**
- 5. Preparation of the resolution that will precisely define the role of the Parliament of Montenegro in the accession negotiations with the EU, and provide guidance to the Government of Montenegro in the process of negotiations**
- 6. Assessment of the need for adoption of laws on the Parliament of Montenegro and possible preparation of the necessary informative material for drafting law**
- 7. Adoption of the Code of Ethics of Members of the Parliament of Montenegro**

## **Ib. Oversight activities**

With the decision on Amendments to the Rules of Procedure of the Parliament of Montenegro, adopted in May 2012, Anticorruption Committee has been formed, while some committees have been divided. Instead of the earlier Committee on Constitutional Affairs and Legislation, the Constitutional Committee and the Legislative Committee are formed, and the Committee on International Relations and European Integration was divided into the Committee on International Relations and Emigrants and the Committee on European Integration. Responsibilities of the committees were extended, and the novelty reflects that seven lead committees, within their competences, monitor and review compliance with the European Union acquis and monitor implementation of the adopted laws, especially those arising from commitments harmonized with the European Union legislation. Furthermore, the manner of establishing sub-committees is determined, and the Decision provides that the proposal for the Parliament sitting agenda should also contain proposal of the act submitted by the parliamentary minority. Also the decisions endorse that the Prime Ministers Hour is to be held every month during the regular session (instead of once every two months) and that the committees, once during the regular session of the Parliament, may decide to hold control hearing, upon the request of one third of the members, with one item of the agenda.

Amendments to the Rules of Procedure, as well as adoption of the Law on Parliamentary Investigation and Amendments to the Law on Data Secrecy, as well as continuous increase of number of parliamentary questions, control and consulting hearings of high state officials and consideration of reports submitted by various institutions, improve the oversight role of the Parliament, which is recognized in the European Commission Report.

In addition to the regular use of the current oversight mechanisms, such as consulting and control hearing, Prime Minister Hour and parliamentary questions, in this segment, the plan envisages several measures in 2013 which aimed at using the new and redefined surveillance institutes to a greater extent. Also, special attention will be paid to monitoring the implementation of the laws, as well as consideration of the conclusions of the working bodies and / or the Parliament, which was one of the recommendations of the European Commission's Progress Report on Montenegro in 2012.

- 8. Working bodies shall, at least once every half year, hold a meeting where the representatives of the competent ministries shall be invited and if necessary, the representatives of other state administration bodies, with the aim to consider conducting of policies in the field within their competences.**
- 9. Working bodies shall regularly consider implementation of conclusions previously adopted by the working bodies and/or by the Parliament.**

- 10. Working bodies shall organise consultative/control hearings dedicated to consideration of implementation of laws, which are, according to the members of the working bodies, essential or actual in the concerned field, and which are adopted in the previous one-year period or earlier.**
- 11. In accordance with the Article 12 of the Decision on amendments to the Rules of Procedure of the Parliament (Official Gazette, no. 25/12) the working bodies shall, once during the ordinary session of the Parliament, reach a decision on control hearing at the request of one third of the Committee members, with a single item on the Agenda.**
- 12. In accordance with the Article 13 of the Decision on amendments to the Rules of Procedure of the Parliament of Montenegro (Official Gazette, no. 25/12) proposal for the act submitted by MPs of the parliamentary minority shall be included in the Agenda.**

#### **Ic. Accession process to the European Union**

By establishment of the separate Committee on European Integration and extension of the competences of the line committees for monitoring compliance of Montenegrin laws with the EU acquis, the basis for enhanced and systematic oversight of the accession process to the EU was set. In that regard, in this part of the Plan envisaged activities are primarily related to the role of the Committee on European Integration, and cooperation of this Committee with lead committees, with the aim of adopting the quality legislation and more successful negotiation course on accession.

- 13. Consideration of the draft negotiation positions by chapters at the Committee on European Integration meetings and providing of opinions and suggestion, and, if necessary, holding meetings for obtaining information on preparation of negotiation position from negotiation Government structures; The Committee shall define the model of participation of the lead committees' members at these meetings**
- 14. Committee on European Integration shall, at least quarterly, organise meetings where the progress in pre-accession negotiation will be considered for each negotiation chapter that negotiations are initiated for, where, if necessary, interested members of the lead committees shall be invited.**
- 15. Committee on European Integration shall, in cooperation with lead committees, organise thematic forums on certain chapters, in the form of public debates, roundtables, etc., where the professional and other interested public would have an opportunity to express opinions and suggestions prior to establishing negotiation positions and consideration by the Committee.**

- 16. Committee on European Integration shall regularly consider the reports on implementation of obligations from SAA as well as quarter reports on overall activities within the association and stabilisation process, submitted by the Ministry of Foreign Affairs and European Integration.**

#### **Id. Performance efficiency**

In the first segment of the Action plan for strengthening legislative and control role of the Parliament of Montenegro in 2013, the set of actions aimed at greater efficiency in the work of Parliament is envisaged, which should additionally strengthen legislative and control role. In that regard, greater attention shall be paid to planning activities through adoption of the Plan of legislative work, annual calendar and work schedule at the sittings of the Parliament and its working bodies, as well as through continuation of the previously established practice of adopting annual work plans of the working bodies.

Furthermore, in this part, the specialised trainings for certain law fields in the EU are envisaged, with regard to the recommendation of the European Commission that capacities and expertise of the parliamentary committees should be strengthened in terms of following processes of monitoring process of legislation of Montenegrin laws with the EU acquis.

- 17. Adoption of the annual plan of the legislative work of the Parliament, together with the plan of compliance of the legislation with the EU acquis and plan of consideration of reports submitted to the Parliament by certain bodies, in accordance with the law.**
- 18. Consideration of the Information on fulfilling the Plan on legislative work of the Parliament after the termination of the spring session, with the revision of the plan for fall session.**
- 19. Adoption of the Calendar of Activities for spring and fall sessions**
- 20. Adoption of the annual work plans of the working bodies**
- 21. Providing specialised training for MPs and Service for certain fields of the EU law, particularly related to negotiation chapters 23 and 24.**

## STRENGTHENING THE ADMINISTRATIVE AND TECHNICAL CAPACITIES

The Parliament shall continue to strengthen administrative and technical capacities, taking into account evaluation and recommendation given in the Analytical Report of the European Commission: “Parliamentary administrative capacities are strengthened, primarily by increasing the number of employees from one hundred in October 2011 to 122 in August 2012, as well as increasing the number of trainings. Additional efforts aimed at further strengthening of administrative and professional capacities of the Parliament, as well as all parliamentary committees, are necessary. Office facilities and technical equipment are lacking, even for MPs. It is necessary to continue training the current staff and employment of new qualified people”.

Measures and activities envisaged by the framework of strengthening administrative and technical capacities are aimed at providing better spatial and information conditions for the work of MPs as well as providing quality technical and professional support for performing their legislative and oversight function.

### **IIa. Professional Support for the Members of the Parliament**

A series of measures are envisaged in this part, with the goal of providing MPs with professional material and comparative information, which may be useful for reaching informative decisions. In addition to preparation of a quality report, minutes and other material from the Parliament's sittings and working bodies, special attention will be paid to preparation of detailed information related to compliance of Montenegrin legislation with the EU acquis, through informative reviews and consideration of the conformity tables. For that purpose, the specialisation in certain areas shall be provided as well as trainings for secretaries of the working bodies and other employees in the Sector for support of legislative and oversight function, by acquiring knowledge through participation in the working groups for the preparation of negotiations i.e. screening process, as well as through using a professional support by TAIEX mediation.

Within these series of activities, the further timely and quality preparation of research works is planned, as well as cooperation with the European Centre for Parliamentary Research and Documentation (ECPRD), which is also a significant part of systematic support to MPs.

#### **22. Provide adequate professional support through preparation of improved quality reports, minutes and other material from the sittings of the Parliament and working bodies.**



- 23. In accordance with the dynamic of referring acts to working bodies, drafting informative reviews, with the compliance review with the EU acquis and evaluation of the Regulation Impact Analyses (RIA), which Government submits together with certain proposals for laws.**
- 24. .Effective monitoring of compliance with the EU acquis.**
- 25. Regular updating of the database together with the data from the conformity tables and available information on screening.**
- 26. Engaging professionals for certain fields for verification of conformity tables, primarily by using the support of TAIEX.**  
The Service shall, in consultation with Committees Chairpersons, prepare the framework list of the most important proposals for laws for which, in accordance with the Plan of legislative work, is expected to enter the legislative procedure, so the professional support for the table verification is provided on time.
- 27. Timely and quality preparation of the research works, in line with the users requests.**
- 28. Provide answers to queries that are delivered through the ECPRD network.**

## **Iib. Spatial and IT facilities**

Planned activities for improving physical and information capacities are aimed to provide more quality work conditions for MPs. As a short-term solution for the space deficit, the additional office facilities shall be provided, which would, inter alia, provide for each Chairperson of the working body, to have his office. In the same time, the conceptual design for permanent provision of the adequate space for the Parliament's needs shall be prepared.

Regarding improvement of information system, the project task for development of information support to legislative process shall be prepared, which should be the basis for preparation of tender documentation. In addition, development of intranet portal is envisaged as well as the beginning of digitalisation of documentation/archive, together with adopting the series of internal rules which would regulate important issues for functioning of information system.

- 29. Drafting of conceptual solution for the permanent provision of the adequate space for the needs of the Parliament of Montenegro**
- 30. Providing and equipping additional office facilities as a short-term solution for the lack of space capacities**

**31. Preparation of the project task for development of information support to legislative process, which should be based on preparation of tender documentation.**

**32. Adopting set of rules – policies by which IT systems of the Parliament are regulated (Information Systems Security Policy, Internet Usage Policy, Email Server Policy, Computer Virus Insurance, etc. )**

**33. Web Portal Development**

**34. Initiate the creation of digital documentation/archives**

## **Iic. Human Resources**

Systematic development of human resources will also continue during 2013. In the beginning of 2011, the Human Resources Development Strategy was adopted, with the aim to define priorities, goals and activities in the field of development of human resources of the Parliamentary Service. One of the activities envisaged by this Strategy was its annual review and implementation, in order to ensure that this document still provided adequate content and methods for implementation thereof, which are compatible with the strategic priorities of the Parliament of Montenegro.

Based on the priorities and goals set out in the Human Resources Development Strategy of the Parliament of Montenegro and Strategic plan for implementation of the Strategy and individual needs for training and development, the Training Plan for the current year is adopted. The Training Plan for 2013 will define the trainings that need to be implemented in the current year, along with goals, deadlines as well as partners that these trainings will be implemented with. The Training Plan for 2013 will be adopted after the analysis of implemented trainings from the Training Plan for the previous year, as well as after the inputs received by employees in the Parliamentary Service.

After the entry into force of the new Law on Civil Servants and State Employees, which introduced new management staff (middle management staff) and new titles, it is necessary to adopt a new Rulebook on the Systematisation and Organisation of the Service of the Parliament of Montenegro. The goals and priorities of the Parliament for the following period, as well as what administrative capacities are needed for their implementation, will be taken into consideration during drafting of the new Rulebook.

Recognising the importance of efficient internal communication and good relations among employees, as well as factors that increase the work productivity, the Service of the Parliament of Montenegro approached the drafting of the strategic document with the aim of developing internal communication.

The drafting of a Book of Welcome/Manual for new employees, which will cover a range of useful information about the Parliament of Montenegro and the Parliamentary Service, as well as other practical content prepared with the aim to serve as an aid to new employees during their familiarisation with the new working environment. The material is structured in such a manner that it can be made into a living document that can be updated over time due to changes that may occur, as well as to improve it and make it an even better tool for introducing new employees to work.

A Book of Welcome will also be prepared for Members of the Parliament, which will contain a variety of useful information about the Parliament of Montenegro and the Parliamentary Service, as well as other practical content prepared with the aim to serve as an aid to the new Members of the Parliament, during their familiarisation with the new working environment and the Parliamentary Service.

The work on the manuals for employees, as a certain type of trainings intended for specific target groups, had been planned during 2013. The manuals would contain all relevant information in relation to certain areas, and during 2013, the drafting of manuals on the following had been planned: leadership skills, managing change, the importance of training and development, assessment of civil servants and state employees, etc. Each of these manuals will be available to all employees in electronic form.

With regard to the new Law on Civil Servants and State Employees, which entered into force on 1<sup>st</sup> January 2013, according to which the Parliament of Montenegro independently conducts the hiring process since that date, it is necessary to create all the legal prerequisites for this process during 2013, which involves the preparation of a series of secondary legislation adopted by Administrative Committee. The secondary legislation to be adopted, in addition to acts related to employment, also refer to the manner of preparation, adoption and methodology of drafting of the special program of professional development and training.

**35. Adoption of the Rulebook on Organisation and Systematisation of the Service of the Parliament of Montenegro.**

**36. Revision of the Human Resources Strategy.**

**37. Adoption of the Training Plan for 2013.**

**38. Implementation of the planned trainings.**

**39. Adoption of documents for development of internal communication.**

**40. Adoption of documents for development of external communication.**

**41. Drafting of the New Employee Welcome Book.**

**42. Drafting of the Members of the Parliament Welcome Book.**

- 43. Drafting of the Manual.**
- 44. Adoption of the “Rulebook on advertising to fill vacancies in the Parliamentary Service”.**
- 45. Adoption of the “Rulebook on the aptitude test”.**
- 46. Adoption of the “Rulebook on the content and manner of preparation and adoption, as well as drafting of a special programme of professional training and development”.**
- 47. Adoption of the “Decision on special advisors in the Parliament of Montenegro”.**
- 48. Adoption of the “Decision on the manner and procedure for presenting awards”.**
- 49. Adoption of the Criteria and methods of assessment of civil servants and employees in the Parliamentary Service.**
- 50. Adoption of the Books/ List of knowledge, skills and conduct.**

## II. TRANSPARENCY AND OPENNESS

As stated in the European Commission’s Progress Report of Montenegro in 2012, “There has been further progress with regard to the transparency of the parliament’s work”. The Report also notes that the publishing of the voting records of individual MPs on the Parliament’s website was initiated in December 2011, that the new Lobbying Act regulates the relationship of the Parliament toward lobbyists, and that further measures are undertaken to improve the interaction with civil society and the public.

It was also noted that the Parliamentary Committee on Human Rights and Freedoms was assigned to review petitions and complaints submitted by the citizens and the civil society, with assessment that the procedures for acting on the basis of citizens’ initiatives have not yet been adopted. In that regard, the first set of measures in the segment of transparency and openness refers to establishing procedures for the work of the Committee on Human Rights and Freedoms and the Anti-Corruption Committee on the basis of petitions and complaints of citizens and civil society, as well as improving the procedures for the citizens to address the Parliament of Montenegro.

In this year as well, special attention will be paid to cooperation with civil society, by continuing to provide opportunities to representatives of the interested public to participate in the work of the working bodies. Additionally, the Parliament regularly responds to requests submitted in accordance with the Law on free access to information and this practice will continue in the future.

Organizing visits and educational programs for the general public, especially children and youth, will be one of the priorities in the continuous improvement of the transparency of work of the Parliament. Organising of visits of the citizen groups to the Parliament and organising of the "Children's Parliament" will be continued, with the implementation of Democratic Workshops as well as, along with the participation of Members of the Parliament and with the introduction of the second workshop on the topic of the EU, along with workshops that are organized from October 2012 on the topic "Parliament and Democracy." The continuation of the internship programme implementation was also planned, with development of models that will be implemented in 2014.

A series of measures of this plan are aimed at improving the information of public on the work of the Parliament, through the establishment of the Parliamentary television channel, regular publishing of listings of public voting and other information of interest. The redesign of the website of the Parliament was also planned, so that users can find all the information that is already available on the website more quickly and easily.

As for the publications, as an additional way of informing the public, it was also planned this year to publish the Annual Performance Report of the Parliament of Montenegro, as well as annual and semi-annual Report on the use of funds, in addition to printing a collection of research papers, which are now available to the public in electronic form. Regular publication of the electronic bulletin "Open Parliament" will also be continued.

Finally, the last activity envisaged by the Action Plan for strengthening the legislative and oversight functions of the Parliament of Montenegro is monitoring the implementation of the Plan, of which quarterly reports will be drafted for consideration by the Collegium of the President of the Parliament.

- 51. Establish procedures for the work of the Committee on Human Rights based on petitions and complaints by the citizens and civil society.**
- 52. Establish procedures for the work of the Anti-Corruption Committee based on petitions and complaints by the citizens and civil society.**
- 53. Improve the procedures for addressing of the citizens to the Parliament of Montenegro.**

- 54. Continue with providing the opportunities for the representatives of the interested public to participate in the work of the working bodies.**
- 55. Respond regularly to all the requests for free access to information submitted in accordance with the law.**
- 56. Organise the “Children’s Parliament”.**
- 57. Continue the implementation of the “Democracy Workshops” project and introduce a second workshop on the topic of the EU.**
- 58. Organise visits to Parliament for the groups of citizens and similar events (exhibitions, concerts, etc.)**
- 59. Continue with the Internship Programme Implementation and develop a model to be implemented in 2014.**
- 60. Regularly publish information on the parliamentary activities on the website of the Parliament.**
- 61. Redesign of the Website of the Parliament of Montenegro.**
- 62. Inform the public on the most important parliamentary activities via an online bulletin “Open Parliament”.**
- 63. Regularly update listings of public voting on the website of the Parliament.**
- 64. Introduce the Parliamentary television channel on cable networks.**
- 65. Analysis of conditions and evaluation of need to introduce the broadcasting Parliamentary television channel.**
- 66. Printing of collections of the research papers.**
- 67. Preparation and publication of the Annual Progress Report of the Parliament of Montenegro.**
- 68. Reporting on the implementation of the Plan.**

## TABLE

### ACTION PLAN FOR STRENGTHENING OF THE LEGISLATIVE AND OVERSIGHT ROLE OF THE PARLIAMENT OF MONTENEGRO IN 2013

#### STRENGTHENING OF THE LEGISLATIVE AND OVERSIGHT FUNCTIONS

##### Findings and Recommendations of the European Commission:

1. As regards the legislative framework for elections, the law on the election of municipal councillors and members of parliament, adopted in September 2011, has started to be implemented. All parliament's seats have been awarded on the basis of the candidates' order on the electoral lists, unlike previously, when half of them were awarded at the discretion of the candidate list submitter. The president and nine members of the State Election Commission were appointed by the parliament in December 2011. The new provisions providing for 30% of female candidates on the candidate lists were, for the first time, implemented in elections held in two municipalities in April. Nevertheless, women remain underrepresented in the parliament.

**The electoral legislation needs to be amended in line with a number of pending OSCE/ODHIR and Venice Commission recommendations, in particular as regards the dissolution of coalitions and their funding obligations, and the extension of the Central Election Commission's mandate to municipal elections. The issue of the constitutional two-year residency requirement before citizens can obtain the right to vote remains unaddressed for national elections. No sanctions are provided for certain provisions of the law, in particular with regard to the restriction for public officials to participate in election campaigns.**

2. With regard to *independence and impartiality of judiciary*, procedure for amending the Constitution is in course, with the aim of further improving the independence of the judiciary, particularly through depoliticization and appointment of members of the Judicial and Prosecutorial Council and state prosecutors by a system based on merit. In September 2011, the Parliament adopted a proposal to amend the Constitution by two third majority. **Parliamentary Committee on Constitutional Issues and Legislation established a series of amendments to the Constitution in May, which are yet to be submitted to the plenum for voting.**
3. The parliament has continued its intensive legislative activity, which has included a number of areas relating to European integration, such as preventing money laundering and the financing of terrorism, and auditing EU funds. The work of the research department has been strengthened. The role and the capacity of the parliament in monitoring the process of bringing Montenegro's laws into line with EU

law have been enhanced. The new rules of procedure tasked the parliamentary committees to monitor the implementation and the compliance of new legislation with the EU *acquis* in the areas of their competence. **Their capacity and expertise are to be further strengthened in this regard.**

4. Parliament’s oversight role has been enhanced, notably through the adoption of a law on parliamentary inquiry, amendments to the parliament’s rules of procedure and to the law on data secrecy, as well as a steady increase in the number of parliamentary questions, scrutiny and consultative hearings with high-level state officials and discussions of reports submitted by various institutions. The defence parliamentary committee has been tasked by the new rules of procedure to monitor the work of all security bodies and for the first time, under the law on parliamentary oversight of the security and defence sector, it examined the activity report of the police and the state of security. As regards parliamentary oversight of anticorruption matters, in February the parliament decided, for the first time, to open a parliamentary investigation and establish a committee of inquiry in charge of collecting information and preparing a report on alleged corruption in the privatisation of the company ‘Telekom Crne Gore’. The law on parliamentary inquiry, enacted in July, defined the scope of work of the committee of inquiry and provided it with the possibility to request information from all state and local bodies and legal entities. **Follow-up to the conclusions adopted by parliamentary committees in oversight hearings is limited and needs to be reinforced**

5. The parliament amended its rules of procedure in May, which entered into force in July. The new rules provide for more regular control hearings and enhanced guarantees for draft legislation presented by the opposition parties to be examined by the parliament. They also provide for the setting-up of stand-alone parliamentary committees on European integration and anti-corruption matters, chaired by opposition MPs. As a result, the National Council for European Integration has been abolished. **European integration remains a key priority for parliamentary work.**

No.	Activity/measure	Responsible authority	Deadline	Indicator of Success
1.	Work on amendments to the Constitution	Constitutional Committee	Spring Session	Work on amendments to the Constitution Consent on draft amendments reached Text of the draft amendments to the Constitution established and submitted to the MPs and the Government for providing opinion The Parliament decided on the draft amendments to the Constitution as a



				whole Established draft amendments published for providing opinions, proposals and suggestions (30 days) The Constitutional Committee established the proposal for the amendments with explanation and proposal of the Constitutional Law
2.	Adoption of the Law on Amendments to the Law on Election of Councillors and Members of the Parliament in accordance with OSCE/ODHIR and Venice Commission recommendations, especially regarding dissolution of coalitions and their financial obligations, as well extension of the mandate of the Central Election Commission in a municipal elections. The Law should regulate the issue of years of residence as a condition of voting rights, and to provide penalties for violations of certain provisions, especially regarding restrictions on participation of public officials in election campaigns.	Parliament	IV quarter	Working Group for preparing text of the Draft Law on Amendments to the Law on Election of Councillors and Members of the Parliament in accordance with OSCE/ODHIR and Venice Commission formed Number of the meetings of the Compromise regarding contentious provisions reached Proposal for the Law in procedure The Law adopted
3.	Adoption of the Law on Financing of Political Parties	Parliament	III quarter	Working Group for preparing text of the draft law formed Number of the meetings of the Working Group Text of the Proposal for the Law prepared The Law adopted
4.	Adoption of the plan for a greater recognition of the gender aspects	Collegium, Gender Equality Committee	III quarter	Number of MPs (women) Number of MPs (women) in delegations to international organizations and bodies
5.	Preparation of the resolution that will precisely define the role of the Parliament of Montenegro in the accession negotiations with the EU, and provide guidance to the Government of Montenegro in the process of negotiations	Working Group	II quarter	Number of the meetings of the Working Group Number of participants outside the Parliament Resolution adopted

				Oversight mechanisms of the Parliament over accession negotiations defined Mechanism functionality verified (IV quarter )
6.	Assessment of the need for adoption of laws on the Parliament of Montenegro and possible preparation of the necessary informative material for drafting law	Service of the Parliament of Montenegro	IV quarter	Needs for adoption of the Law considered Defining of the further measures based on considered needs
7.	Adoption of the Code of Ethics of Members of the Parliament of Montenegro	Collegium of the President Working Group	IV quarter	Working Group established The Service prepared necessary information material for Code preparation The Code adopted
8.	Working bodies shall, at least once every half year, hold a meeting where the representatives of the competent ministries shall be invited, and if necessary, the representatives of other state administration bodies, with the aim to consider conducting of policies in the field within their competences	All competent committees	July/September  January 2014	Number of the held meetings of the Committee  Number of the representatives of the Government and state administration at these meetings
9.	Working bodies shall regularly consider implementation of conclusions previously adopted by the working bodies and/or by the Parliament.	All competent committees	Continuous	Number of considered conclusions Ratio of the considered conclusions and number of conclusions adopted in the previous half year/year period
10.	Working bodies shall organise consultative/control hearings dedicated to consideration of implementation of laws, which are, according to the members of the working bodies, essential or actual in the concerned field, and which are adopted in the previous one-year period or earlier.	All competent committees	Continuous	Number of organized hearings Number of adopted conclusions
11.	In accordance with Article 12 of the Decision on amendments to the Rules of Procedure of the Parliament (Official Gazette, no. 25/12) the working bodies shall, once during the ordinary session of the Parliament, reach a decision on control hearing at the request of one third	All competent committees	Jul/December	Number of control hearings under the Article 12 of the Decision on amendments to the Rules of Procedure of the Parliament of Montenegro

	of the Committee members, with a single item on the Agenda.			Number of adopted conclusions/recommendations Total number of control and consultative hearings
12.	In accordance with Article 13 of the Decision on amendments to the Rules of Procedure of the Parliament of Montenegro (Official Gazette, no. 25/12) proposal for the act submitted by MPs of the parliamentary minority shall be included in the Agenda.	Collegium	Continuous	Number of considered proposals for acts submitted by MPs of the parliamentary minority, in comparison to the number of Parliament's sittings
13.	Consideration of the draft negotiation positions by chapters at the Committee on European Integration meetings and providing of opinions and suggestion, and, if necessary, holding of meetings for obtaining information on preparation of negotiation position from negotiation Government structures; The Committee shall define the model of participation of the lead committees' members at these meetings	Committee on European Integration	Continuous	Number of considered negotiation positions Number of meetings dedicated to preparation of negotiation positions Number of line committees' members at the meetings
14.	Committee on European Integration shall, at least quarterly, organise meetings where the progress in pre-accession negotiation will be considered for each negotiation chapter that negotiations are initiated for, where, if necessary, interested members of the lead committees shall be invited	Committee on European Integration	Quarterly	Number of discussed chapters Number of meetings Number of adopted conclusions
15.	Committee on European Integration shall, in cooperation with lead committees, organise thematic forums on certain chapters, in the form of public debates, roundtables, etc., where the professional and other interested public would have an opportunity to express opinions and suggestions prior to establishing negotiation positions and consideration by the Committee	Committee on European Integration in cooperation with line committees	Continuous	Number of thematic forums Number of discussed chapters Number of provided opinions Number of participants
16.	Committee on European Integration shall regularly consider the reports on implementation of obligations from SAA as well as quarter reports on overall activities		Continuous	Number of meetings Number of discussed reports Number of conclusions

	within the association and stabilisation process, submitted by the Ministry of Foreign Affairs and European Integration			
17.	Adoption of the annual plan of the legislative work of the Parliament, together with the plan of compliance of the legislation with the EU acquis and plan of consideration of reports submitted to the Parliament, by certain bodies, in accordance with the law.	Collegium (draft preparations Secretary General's Office)	March	Prepared Draft Plan Adopted Legislative Plan of the Parliament The Service prepares quarterly reports on fulfilling the plan
18.	Consideration of the Information on fulfilling the Plan on legislative work of the Parliament after the termination of the spring session, with the revision of the plan for fall session	The Collegium (draft preparations Secretary General's Office)	September	Prepared Information and proposed revision of the Plan Collegium adopted Information together with the revised Plan
19.	Adoption of the Calendar of Activities for spring and fall sessions	The Collegium (draft preparations Secretary General's Office)	March September	Prepared Draft Calendar Accepted Calendar of Activities for spring and fall sessions
20.	Adoption of the annual work plans of the working bodies	All working bodies <sup>1</sup>	I Quarter	Working bodies adopted annual work plans for 2013
21.	Providing specialised training for MPs and Service for certain fields of the EU law, particularly related to negotiation chapters 23 and 24.	Parliamentary Service	Continuous	Number of organised trainings Number of trainings participants

## ADMINISTRATIVE AND TECHNICAL CAPACITIES

### Findings and recommendations of the European Commission:

Parliamentary administrative capacities are strengthened, primarily by increasing the number of employees from one hundred in October 2011 to 122 in August 2012, as well as increasing the number of trainings. **Additional efforts aimed at further strengthening of administrative and professional capacities of the Parliament as well as all parliamentary committees are necessary. Office facilities and technical equipment are lacking even for MPs. It is necessary to continue training of the current staff and employment of new qualified people.**

No.	Activity/measure	Responsible authority	Deadline	Indicator of success
22.	Provide adequate professional support through preparation of improved quality reports, minutes and	Sector for support to legislative and oversight function	Continuous	Adopted instructions for drafting reports and minutes, together with

<sup>1</sup> Except for Legislative and Constitutional Committee, with regard to specific competences of these two committees

	other materials from the sittings of the Parliament and working bodies			procedures for publishing Achieved unity and improved quality of reports and minutes from the working bodies meetings
23.	In accordance with the dynamic of referring acts to working bodies, drafting informative reviews, with the compliance review with the EU acquis and evaluation of the Regulation Impact Analyses (RIA), which Government submits together with certain proposals for laws	Sector for support to legislative and oversight function	Continuous	Number of informative reviews Number of informative reviews containing RIA evaluation
24.	Effective monitoring of compliance with the EU acquis	Sector for support to legislative and oversight function	Continuous	Number of conformity tables Number of corrections
25.	Regular updating of the database together with the data from the conformity tables and available information on screening	Sector for support to legislative and oversight function	Continuous	Updated bases Number of users
26.	Engaging professionals for certain fields for verification of conformity tables, primarily by using the support of TAIEX. The Service shall, in consultation with Committees Chairpersons, prepare the framework list of the most important proposals for laws for which, in accordance with the Plan of legislative work, is expected to enter the legislative procedure, so the professional support for the table verification is provided on time.	Parliamentary Service	March Continuous	Established lists of proposals for laws for which professional support is necessary Number of submitted and number of rejected requests by the TAIEX Number of experts' missions Number of employees participating trainings
27.	Timely and quality preparation of the research works, in line with the users requests	Sector for Research, Documentation and IT Network	Continuous	Number of requests for research work Number of research works
28.	Provide answers to queries that are delivered through the ECPRD network	Sector for Research, Documentation and IT Network	Continuous	Percentage of responses uploaded above the average in the ECPRD network
29.	Drafting of conceptual solution for the permanent provision of the adequate space for the needs of the Parliament of Montenegro	Parliament Directorate of Public Works	IV Quarter	Conceptual solution drafted
30.	Providing and equipping additional office facilities as a short-term solution for the lack of space capacities		II Quarter	Office facilities provided and equipped All Chairpersons of the working

				bodies as well as their services have their own offices
31.	Preparation of the project task for development of information support to legislative process, which should be basis for preparation of tender documentation.	IT Section and Secretary General's Office	II Quarter	Project task prepared
32.	Adopting set of rules – policies by which IT systems of the Parliament are regulated (Information Systems Security Policy, Internet Usage Policy, Email Server Policy, Computer Virus Insurance, etc. )	IT Section and Secretary General's Office	IV Quarter	Set of rules adopted
33.	Web Portal Development	IT Section	II Quarter	Intranet portal established Available bases Number of users
34.	Initiate the creation of digital documentation/archives	IT Section, Sector for Research, Documentation and IT Network	IV Quarter	Digitalisation started Percentage of digitized material
35.	Adoption of the Rulebook on Organisation and Systematisation of the Service of the Parliament of Montenegro	Secretary General Administrative Committee	April	the Rulebook on Organisation and Systematisation of the Service of the Parliament of Montenegro adopted
36.	Revision of the Human Resources Strategy	Secretary General's Office and Human Resource Management Bureau	IV Quarter	the Human Resources Strategy revised The percentage of implementation of these activities in relation to the Plan
37.	Adoption of the Training Plan for 2013	Secretary General's Office and Human Resource Management Bureau	I Quarter	Number of implemented trainings in relation to the total number of trainings set out in the Plan Number of employees who attended the training from the Training Plan for 2013
38.	Implementation of the planned trainings	Human Resource Management Bureau	Continuous	Number of implemented trainings Number of participants
39.	Adoption of the documents for development of internal communication	Parliamentary Service	III Quarter	Adoption of documents for development of internal communication The percentage of implementation of these activities in relation to the Plan
40.	Adoption of the documents for development of external	Parliamentary Service	IV Quarter	Adoption of documents for

	communication			development of external communication The percentage of implementation of the activities in relation to the Plan
41.	Drafting of the New Employee Welcome Book	Parliamentary Service	IV Quarter	Drafting of the Book of Welcome for new employees
42.	Drafting of the Members of the Parliament Welcome Book	Parliamentary Service	IV Quarter	Drafting of the Book of Welcome for Members of the Parliament
43.	Drafting of the Manual	Parliamentary Service	Continuous	Number of drafted Manuals Number of distributed/received Manuals
44.	Adoption of the “Rulebook on advertising to fill vacancies in the Parliamentary Service”	Parliamentary Service	I Quarter	Adoption of the “Rulebook on advertising to fill vacancies in the Parliamentary Service”
45.	Adoption of the “Rulebook on the aptitude test”	Parliamentary Service	I Quarter	Adoption of the “Rulebook on the aptitude test”
46.	Adoption of the “Rulebook on the content and manner of preparation and adoption, as well as drafting of a special programme of professional training and development”	Parliamentary Service	I Quarter	Adoption of the “Rulebook on the content and manner of preparation and adoption, as well as drafting of a special programme of professional training and development”
47.	Adoption of the “Decision on special advisors in the Parliament of Montenegro”	Parliamentary Service	I Quarter	Adoption of the “Decision on special advisors in the Parliament of Montenegro”
48.	Adoption of the “Decision on the manner and procedure for presenting awards”	Parliamentary Service	I Quarter	Adoption of the “Decision on the manner and procedure for presenting awards”
49.	Adoption of the Criteria and methods of assessment of civil servants and employees in the Parliamentary Service	Parliamentary Service	I Quarter	Adoption of the Criteria and methods of assessment of civil servants and employees in the Parliamentary Service Adoption of the “Form for assessment of civil servants and state employees“
50.	Adoption of the Books/ List of knowledge, skills and conduct	Parliamentary Service	IV Quarter	Adoption of the List of knowledge and skills

## TRANSPARENCY AND OPENNESS

### Findings and Recommendations of the European Commission:

There has been further progress with regard to the transparency of the parliament's work. Upon the request by the civil society organisations, publishing of the voting records of individual MPs on the Parliament's website was initiated in December 2011. The new Lobbying Act adopted in November 2011 regulates the relationship of the Parliament toward lobbyists. Further measures are undertaken to improve the interaction with civil society and the public. The Parliamentary Committee on Human Rights and Freedoms was assigned to review petitions and complaints submitted by the citizens and the civil society. However, **procedures for acting on the basis of citizens' initiatives have not yet been adopted.**

No.	Activity/measure	Responsible authority	Deadline	Indicator of Success
51.	Establish procedures for the work of the Committee on Human Rights on the basis of petitions and complaints by the citizens and civil society	Committee on Human Rights and Freedoms	II Quarter	Procedures established Public informed on the procedures
52.	Establish procedures for the work of the Anti-Corruption Committee on the basis of petitions and complaints by the citizens and civil society	Anti-Corruption Committee	II Quarter	Procedures established Public informed on the procedures
53.	Improve the procedures for addressing of the citizens to the Parliament of Montenegro	Parliamentary Service	III Quarter	Procedures established Public informed on the procedures
54.	Continue with providing the opportunities for the representatives of the concerned public to participate in the work of the working bodies	Working Bodies	Continuous	Number of participations of representatives of civil society in the work of the working bodies
55.	Respond regularly to all requests for free access to information submitted in accordance with the law	Secretary General's Office in cooperation with other organisational units	Continuous	Number of processed requests in relation to the number of submitted requests
56.	Organise the "Children's Parliament"	Department for Public Relations, International Affairs and Protocol	Continuous	"Children's Parliament" held Number of students who participated in the "Children's Parliament"
57.	Continue the implementation of the "Democracy Workshops" project and introduce a second workshop on the topic of the EU	Department for Public Relations, International Affairs and Protocol Sector for Research,	Continuous	Number of workshops held Number of students who participated in the project Number of guests



		Documentation and IT Network		Feedback from schools
58.	Organise visits to Parliament for the groups of citizens and similar events (exhibitions, concerts, etc.)	Department for Public Relations, International Affairs and Protocol	Continuous	Number of visits and similar events Number of citizens who visited the Parliament
59.	Continue with the Internship Programme Implementation and develop a model to be implemented in 2014	Secretary General's Office and secretaries of certain working bodies	Continuous	Implemented continuation of the Internship Programme Number of students who participated in the programme
60.	Regularly publish information on the parliamentary activities on the website of the Parliament	Parliamentary Service (especially the Department for Public Relations, International Affairs and Protocol )	Continuous	Number of visits to the website
61.	Redesign of the Website of the Parliament of Montenegro	Department for Public Relations, International Affairs and Protocol and the IT Section	II Quarter	Redesigned Website Enabled easier searching for information on the work of the Parliament
62.	Inform the public on the most important parliamentary activities via an online bulletin "Open Parliament"	Department for Public Relations, International Affairs and Protocol and Secretary General's Office	Continuous	11 published bulletins (without August, due to vacation)
63.	Regularly update listings of public voting on the website of the Parliament	Department for Public Relations, International Affairs and Protocol, IT Section and the Secretary General's Office	Continuous	Listings of public voting on the website of the Parliament regularly updated
64.	Parliamentary television channel introduced on cable networks	Parliamentary Service	III Quarter	Parliamentary television channel introduced on cable networks Number of networks where it is available Number of households where it is available
65.	Analysis of conditions and evaluation of need to introduce the broadcasting Parliamentary television channel	Collegium	IV Quarter	Analysis of conditions and evaluation of need to introduce the broadcasting Parliamentary television channel

				carried out
66.	Printing of collections of the research papers	Sector for Research, Documentation and IT Network	II Quarter	Printed collections of the research papers
67.	Preparation and publication of the Annual Progress Report of the Parliament of Montenegro	Secretary General's Office in cooperation with all other units of the Service	March	Annual Report of the Parliament of Montenegro published on the website
68.	Reporting on the implementation of the Plan	Secretary General's Office in cooperation with all other units of the Service	Quarterly	Reports on the implementation of the Plan Conclusions of the Collegium