

SECOND SEMI-ANNUAL REPORT ON ACTIVITIES OF THE PARLIAMENT OF MONTENEGRO

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I INTRODUCTION

MANS is implementing the project under the title "Improving of parliamentary monitoring and accountability in Montenegro" supported by the United Nations Democracy Fund (UNDEF). The project refers to monitoring transparency and activities of the Parliament of Montenegro and its MPs. Duration of the project is two years, and this is the second semi-annual report published by MANS, which relates to the period from May 1, 2018 to October 31, 2018.

On the basis of results of the parliamentary elections held on October 16, 2016, the Democratic Party of Socialists (DPS) won 36 seats, Democratic Front (DF) 18, coalition Ključ 9, Democratic Montenegro (DCG) 8, the Bosniak Party (BS) and the Social Democrats (SD) two seats, the Albanian Coalition and the Croatian Civic Initiative (HGI) one each, and the Social Democratic Party (SDP) 4 seats.

The Parliament of Montenegro was formed on November 7, 2016. Out of 81 MPs in Montenegro's Parliament, 42 elected the president and vice-presidents of the Parliament - Ivan Brajović, Branimir Gvozdenović and Genci Nimanbegu. Thus, the parliamentary majority consists of DPS, SD, and minority parties of Bosniaks, Albanians and Croats, while 39 opposition MPs (DF, Democratic Montenegro, SD, DEMOS, SNP and Civic movement URA) have agreed to boycott the Parliament of Montenegro.

Majority of the Montenegrin opposition ended the boycott of the work of the Parliament which occurred due to parliamentary elections held on October 16, 2016. The opposition claimed they had not been held in a democratic atmosphere. Namely, on the election day it was announced that the attempt of "coup" had taken place, which, in the opinion of opposition parties, influenced the decision of the citizens and the election result. The opposition requested to repeat parliamentary elections as a condition to end the boycott. In the previous report on the activities of the MPs relating to the period from November 15, 2017 to April 30, 2018, work of the Parliament was boycotted by 18 opposition MPs. In this reporting period, this number decreased to 11, and currently the Parliament is being boycotted by MPs of the political parties SNP, Democratic Montenegro and URA.

This report provides information on individual activities of MPs, showing which MPs were most active at the plenary sessions and which did not request to speak at the plenary sessions. The work of MPs Groups, the work of MPs at the plenary sessions of the Parliament, as well as the control function of the Parliament were analyzed.

The most active MP in observed period was Branko Radulovic (PZP), whose activity index is 4.91, while MP Džavid Šabović has an activity index of 0.00 which means that he did not have any activity at the plenum.

In the period from May 1 to October 31, 2018, 10 sessions of the Parliament were held, with a total duration of 196 hours. The most discussions had DPS MPs, 313, while individually, the most discussions had MP Branko Radulović, 35 in total.

II ABSTRACT

Over the past half year, the Parliament has worked somewhat more intensively compared to the previous reporting period (November 1, 2017 - April 30, 2018), and most of the MPs contributed to the improvement of the work of the Parliament by ending the boycott and returning to parliamentary seats. Members of the opposition, 11 of them, continue to boycott the work of Parliament.

From May to October this year, 10 sittings were held where 87 laws and other acts were adopted. Four sub-items within the item of election and appointments related to the Proposal of candidates for the election of members of the Judicial Council from among distinguished lawyers were not adopted because there was no necessary two-thirds majority.

In the six-month period, the MPs spent less than 24 working days or a total of 196 hours in sittings, with the longest work in June - a total of 12 working days, and the shortest in September - only two hours.

Only 14 MPs actively participated in the work of the plenum, and as many as 45% of the MPs who participated in the work of the Parliament have been rarely active and belong to the inactive group of MPs when it comes to plenary sessions.

Out of the first five most active MPs, three come from the opposition Democratic Front (DF): Branko Radulović, Branka Bošnjak and Jovan Jole Vučurović. In the fourth place is MP Aleksandar Damjanović from the Special MPs Group. There are three MPs in the fifth place, two from the ruling coalition, Marta Šćepanović from DPS and the MP of the Liberal Party (LP), Andrija Popović. The third MP who shares the fifth place with the mentioned MPs is Raško Konjević from the Social Democratic Party.

Among MPs Groups, the Special MPs Group is the most active, followed by DF, in the third place is the MPs group SDP, DPS is in the fourth place, then SD and LP. They are followed by the group of minority nations, while SNP-DEMOS are in the last place.

The Parliament does not perform the control role actively, and in a few cases when the control mechanisms are used, concrete obligations of the executive authorities were not precisely specified, nor was there a system for monitoring their implementation. In the past half year, the Parliament's committees have organized two control and nine consultative hearings. They were attended by 28 people.

Through the use of control mechanisms, since forming of this convocation of the Parliament, 78 conclusions for the executive power and other institutions have been adopted. However, half of these conclusions are general and their implementation cannot be monitored, while only 32% define specific obligations of institutions, while other conclusions are only somewhat measurable. The Parliament does not have any system of monitoring the implementation of conclusions, which significantly reduces its capacities for the effective exercise of the Constitutional duty to control the work of the executive power.

In principle, the Parliament accepted MANS' proposal to define a procedure for considering citizens' initiatives, which is the first step that will enable citizens to exercise constitutional law more effectively, as well as to improve communication between citizens and the largest legislative body.

III METHODOLOGY

MPs ACTIVITY INDEX

Below is an overview of the methodology on the basis of which MANS monitors and analyzes the activities of MPs at plenary sessions, as well as the methodology of classification and monitoring of implementation of the conclusions of the Parliament.

Activity Index implies summing up of the total work of MPs of the Parliament of Montenegro at the plenary sessions. This index shows for each of the MP individually whether, from the point of view of activities at the plenum, they justified the money received by the taxpayers of Montenegro in order to represent the citizens in the Parliament.

It is especially important to note that MANS is certainly aware of the fact that the work of the MPs is not limited to his/her presence and discussion at the plenary sessions. In addition, MPs should perform other important tasks, such as analysing of legal projects, various research, drafting amendments, as well drafting laws, participation in the work of committees, MPs groups and certainly work with voters, which does not have to be visible through activities in plenary sessions.

Also, it is a known fact that every appearance of MPs at the sittings of the Parliament may not always be constructive and contribute to the quality of its work. However, it cannot be disputed that through the presence and participation in the work of the Parliament and the committees, as is the obligation prescribed by Article 55 of the Rules of Procedure¹, an MP expresses his/her attitude towards the institution in which he/she is working and towards the citizens who appointed him/her to that office.

This index certainly does not tend to, nor it can fully evaluate the quality of work of each MP, but intends to point out to this aspect of parliamentary duty. After all, citizens should be the ones to determine whether they are satisfied with the overall work of the MPs and decide on this in the elections.

The criteria for increasing the MP's activity index are the number of discussions, discussion comments, responses to discussion comments, responses, and grounded procedural reactions.

Parameters that reduce their activity index are the number of measures imposed due to violation of order at the Parliament sittings, the number of warnings, the number of bars from speaking and the number of dismissals from sessions.

The formula on the basis of which the MP's activity index is obtained looks like this:

Number of discussions	x	0,10
+		
Number of comments	x	0,03
+		
Number of responses to comments	x	0,03
+		
Number of responses	x	0,03
+		
Number of grounded reactions for violation of the Rules of Procedure	x	0,01
+		
Number of questions to the Prime Minister		0,03
+		
Number of MPs questions	x	0,03
+		
Number of comments to the response of the Government representatives	x	0,10
=		
MPs activity index		lap

Table 1: Formula of calculating MPs activity index

¹ Article 55 of the Rulebook of the Parliament of Montenegro "A Member of the Parliament may take part in the work of a committee he/she is not a member of, but with no right to make decisions"

The numbers with which positive parameters that make up the activity index are multiplied are directly correlated with duration of presenting at the plenary sessions.

The number of discussions is multiplied with the number 0.10, which represents duration of discussion of 10 minutes. Despite the fact that the discussions in debates last 5 minutes individually, the number 0.10 seemed adequate because there is a huge difference in the number of discussions that were used in principled and joint discussions (almost 96%) and the number of discussions in details (around 4%). In favour of such parameters, the fact is that the discussion of any kind requires much greater preparation than other types of presenting.

For comments on discussions, responses to comments, and responses, the multiplier is 0.03, which represents a duration of 3 minutes for each of the categories individually. Reaction for violation of the Rules of Procedure, only the grounded one, is multiplied with 0,01, since for this form of presenting the Rules of Procedure provides duration of 1 minute.

Activity index of MPs Gropus are calculated by the arithmetic mean of the index of activities of MPs belonging to it.

CONCLUSIONS

By using the mechanism of conclusions, at plenary sessions or through the work of committees, the Parliament may issue instructions to institutions on acting in a particular field. Based on the collected conclusions during this convocation of the Parliament, they are grouped into categories according to the degree of measurability, i.e. the way in which they can be monitored. On this basis, three categories of conclusions are distinguished:

1. **MEASURABLE CONCLUSIONS:** contain specific instructions or measures and specify the method in acting in particular field.
2. **PARTLY MEASURABLE CONCLUSIONS:** contain instructions and recommendations for improvement, but do not define specific measures. They lack explicitly stated guidelines for acting, so it is quite difficult to quantify the degree of implementation.
3. **NON-MESURABLE CONCLUSIONS:** note progress in a particular area and welcome the implemented items. They do not contain instructions or specific measures to be taken.

IV ACTIVITIES OF THE MPs AND THE PARLIAMENT

This chapter provides an overview of the value of the MPs index, which shows their activity at the plenary sessions. In addition to the MPs index, the index of MP's groups as well as their amendments are also provided. MPs are grouped into three categories, according to activity, into active, medium-active and inactive MPs. In addition to this, this section also contains information on the activity index of MP's groups. Also, statistics on the Parliament sessions, such as duration and types of items, are also presented, while at the very end there is a review of the control function of the Parliament, which includes control and consultative hearings, as well as review of conclusions.

1. ACTIVITIES OF MPs AND THE MPs GROUPS

1.1. MPs

According to their activity, the MPs are divided into three groups, active, medium-active and inactive. Members of the active group include MPs with activity index greater than 2.00, medium-active between 1.00 and 2.00, while the inactive group includes MPs with activity index less than 1.00. It is important to note that the tables do not include MPs who boycott the work of the Parliament. There is 11 such MPs and their names are listed in Annex 1 of this report.

Active MPs include those with activity index greater than 2.00. There were 14 active MPs in the observed period, and the greatest index had Branko Radulović from DF, i.e. 4.1. In second place is Branka Bošnjak, also from DF. Two members of the Special MPs Group are included in this group - Aleksandar Damjanović and Goran Danilović whose activity index amounted to 2.73 and 2.67 respectively. The most active from DPS were MPs Marta Šćepanović and Aleksandra Vuković. Raško Konjević of the SDP MPs Group, as well as Andrija Popović from SD and LP, also took place in this category of active MPs.

Active MPs (index > 2)		
Name of the MP	MPs Group	Index
Dr. Branko Radulović	DF	4,91
Dr. Sc. Branka Bošnjak	DF	3,69
Jovan Jole Vučurović	DF	3,21
Aleksandar Damjanović	Special MPs Group	2,73
Marta Šćepanović	DPS	2,72
Raško Konjević	SDP	2,72
Andrija Popović	SD and LP	2,72
Goran Danilović	Special MPs Group	2,67
Nikola Rakočević	DPS	2,65
Aleksandra Vuković	DPS	2,63
Milutin Đukanović	DF	2,4
Predrag Sekulić	DPS	2,35
Petar Ivanović	DPS	2,09
Janko Vučinić	DF	2,03

Table 2: Active MPs (index greater than 2)

The group of medium-active MPs includes those with activity index from 1.00 to 2.00. MPs Andrija Nikolić from DPS and Ranko Krivokapić from SDP stand out in this group. Their index is 1.99 and 1.95 respectively.

In this category, most MPs are from DPS, 18 of them, while there are 8 MPs from DF. Two members from SDP and minority parties of BS, the Coalition “Albanians Decisively” and HGI are in this group. One MP from SD, LP the Special MPs Group are also in this group, as well as independent MP Anka Vukićević with an index of 1.16.

Medium-active MPs (index 1.00 - 2.00)		
Name of the MP	MPs Group	Index
Andrija Nikolić	DPS	1,99
Ranko Krivokapić	SDP	1,95
Genci Nimanbegu	BS, coalition “Albanians Decisively” and HGI	1,85
Goran Radonjić	Special MPs Group	1,79
Suad Numanović	DPS	1,75
Danijel Živković	DPS	1,74
Koča Pavlović	DF	1,73
Predrag Bulatović	DF	1,71
Jovanka Laličić	DPS	1,7
Miloš Nikolić	DPS	1,68
Andrija Mandić	DF	1,67
Milun Zogović	DF	1,66
Milan Knežević	DF	1,59
Radule Novović	DPS	1,55
Dr. Budimir Aleksić	DF	1,52
Momčilo Martinović	DPS	1,49
Branimir Gvozdenović	DPS	1,46
Željko Aprcović	DPS	1,46
Slaven Radunović	DF	1,44
Draginja Vuksanović Stanković	SDP	1,44
Adrijan Vuksanović	BS, coalition “Albanians Decisively” and HGI	1,43
Daliborka Pejović	DPS	1,38
Dragutin Papović	DPS	1,3
Nebojša Medojević	DF	1,28
Ivan Brajović	SD and LP	1,26
Marina Jočić	DF	1,2
Mihailo Anđušić	DPS	1,17
Halil Duković	DPS	1,16
Milorad Vuletić	DPS	1,16
Branka Tanasijević	DPS	1,16
Anka Vukićević	Independent MP	1,16
Ana Nikolić	DPS	1,15
Obrad Stanišić	DPS	1
Maja Bakrač	DPS	1

Table 3: Medium-active MPs (index 1.00 - 2.00)

The group of inactive MPs consists of those with activity index less than 1.00. There are 26 inactive MPs in the Parliament, 13 from DPS, 3 from DF, two from minority parties consisting of BS, coalition “Albanians Decisively” and HGI, as well as two from SD and LP. This group includes one MP from SDP, Džavid Šabović, whose activity index is 0. It is a MP who did not participate in the discussions and activities at the Parliament sessions in the observed period.²

Inactive MPs (activity index < 1.00)		
Name of the MP	MPs Group	Index
Dr. Ljiljana Đurašković	DF	0,95
Ervin Ibrahimović	BS, coalition “Albanians Decisively” and HGI	0,93
Sanja Pavićević	DPS	0,91
Bogdan Fatić	DPS	0,84
Miodrag Vuković	DPS	0,75
Branko Čavor	DPS	0,72
Marija Čatović	DPS	0,71
Nada Drobnjak	DPS	0,69
Miodrag Lekić	SNP-DEMOS	0,6
Mirsad Murić	DPS	0,55
Dr. Strahinja Bulajić	DF	0,55
Boris Mugoša	SD and LP	0,56
Filip Vuković	DPS	0,52
Luid Škrelja	DPS	0,51
Dr. Vera Bulatović	DF	0,4
Tarzan Milošević	DPS	0,38
Zvonko Vuković	DPS	0,33
Nikola Divanović	DPS	0,22
Neđeljko Rudović	SNP-DEMOS	0,13
MA Veljko Vasiljević	DF	0,1
Miodrag Radunović	DPS	0,03
Nedžad Drešević	BS, coalition “Albanians Decisively” and HGI	0,03
Miće Orlandić	SD and LP	0,03
Džavid Šabović	SDP	0

Table 4: Inactive MPs (activity index < 1.00)

AMENDMENTS

Amendments to draft laws and other types of legislation that the Parliament is considering are one of the possibilities guaranteed by the Rules of Procedure of the Parliament of Montenegro that are available to MPs in order to amend the proposed legislation.

MPs, as submitters of amendments, have several ways to use this opportunity. An amendment can be submitted independently by an MP, but one amendment may also be signed by several MPs or even on behalf of the party to which they belong.

² MP Danijela Pavićević and Srđan Milić formed a MPs Group SNP-DEMOS after the boycott ended, however, after returning to the work of the Parliament of Montenegro they did not participate in the work of the plenary sessions in the observed period

MP/MPs	Political Party	Total number of amendments	Total number of adopted amendments	Total number of rejected amendments	Total number of withdrawn amendments
Branka Bošnjak, Ljiljana Đurašković, Vera Bulatović, Janko Vučinić	DF	8	0	0	4
Raško Konjević	SDP	5	0	0	0
Ranko Krivokapić	SDP	3	0	0	0
Genci Nimanbegu	BS, coalition "Albanians Decisively" and HGI	3	0	0	1
Aleksandar Damjanović	Special MPs Group	1	0	0	0
Anka Vukićević	Independent MP	1	0	0	0
Janko Vučinić, Jovan Vučurović, Branko Radulović, Milan Zogović	DF	1	0	0	0
Draginja Vuksanović Stanković	SDP	2	0	0	2
Branka Bošnjak, Ljiljana Đurašković, Vera Bulatović	DF	1	0	0	1

Table 5: Total number of amendments considered at plenary sessions

On the agenda of all plenary sessions in the period covered by the report, there were 25 amendments, of which no amendments were adopted, while eight amendments were withdrawn. Most of the amendments were submitted by MPs of DF and SDP, 10 amendments respectively. MPs of DF withdrew five amendments, and SDP two. Genci Nimanbegu from the minority parties MPs Group submitted three amendments, one of which was withdrawn. Aleksandar Damjanović from the Special MPs Group and independent MP Anka Vukićević submitted one amendment each.

Compared to the previous semi-annual report (November 2017-April 2018), there is an increase in the number of amendments submitted by MPs, but there is a significant decline in the number of amendments compared to the previous convocation of the Parliament, suggesting that the MPs are insufficiently involved in correction of legal solutions of the Government.

1.2. MPs GROUPS

In the observed period, the largest index of activities within the MPs groups had the Special MPs Group, 2.39. Next is DF whose index is 1.81, SDP with 1.52, DPS with 1.25. The activity index of the MPs Group SD and LP is 1.13, while the index of MPs Group BS, coalition "Albanians Decisively" and HGI is 1.06. In the end, SNP-DEMOS has an index of 0.18.

MPs Groups	Index
Special MPs Group	2,39
DF	1,81
SDP	1,52
DPS	1,25
SD and LP	1,13
BS, coalition "Albanians Decisively" and HGI	1,06
SNP-DEMOS	0,18

Table 6: Activity Index of MPs Groups

After forming of the Parliament of Montenegro, there were several changes in the composition of the MPs groups. Members who left their home MPs groups continued to act as independent MPs and formed MPs Groups in the period covered by this report. Thus, MPs Aleksandar Damjanović, Goran Danilović and Goran Radonjić formed the Special MPs Group. In this period, some MPs ended the boycott. MPs Miodrag Lekić, Nedeljko Rudović, upon their return to the Parliament, formed SNP-DEMOS MPs Group along with SNP members Srđan Milic and Danijela Pavićević.³ MP Anka Vukićević is the only independent MP that participates in the work of the Parliament and does not belong to any MPs Group, and her activity index in this period is 1.16.

Changes were made in other MPs Groups as well. Thus, Petar Smolović, Mićo Orlandić and Miodrag Radunović left their MP's position. Miodrag Radunović from DPS was replaced by newly elected MP Nikola Divanović, and Mićo Orlandić from SD and LP MPs Group was replaced by Boris Mugoša.

The following table contains cumulative data on the activities of MPs at the plenary sessions of the Parliament of Montenegro in the observed period.

MPs Groups	Index	Total number of discussions	Total number of comments	Total number of responses to comments	Total number of reactions for violation of the Rules of Procedure	Total number of responses
Special MPs Group	2,39	53	15	27	24	0
DF	1,81	216	86	106	93	5
SDP	1,52	37	32	15	39	3
DPS	1,25	313	79	98	158	18
SD and LP	1,13	26	4	6	124	1
BS, coalition "Albanians Decisively" and HGI	1,06	18	7	4	121	2
SNP-DEMOS	0,18	5	2	1	1	0

Table 7: Presentations of MPs at the plenary sessions of the Parliament of Montenegro

Total number of discussions was 677, out of which DPS had 313. Most of the comments in the observed period had DF who used this MPs' right 86 times.

DF is followed by DPS with 7 comments. Total number of responses to the comments was 257, and most of them had DF - 106, while the MP's group SNP-DEMOS had only one response to the comment.

Number of MPs' reactions for violation of the Rules of Procedure amounted to 561, majority of which by DPS, 158. There were total of 30 responses, of which DPS had 18, DF 5, SDP 3, MPs Group of BS, coalition "Albanians Decisively" and HGI 2. MPs Group SD and LP had one response, while Special MPs Group and SNP-DEMOS had no responses in the observed period of the Parliament's work.

1.3. ACTIVITIES OF FEMALE MPs

Number of female MPs from MPs Groups who participated in the work of the Parliament of Montenegro in this reporting period was 16. The most active in this category is Branka Bošnjak from DF, whose index is 3.69. She is followed by the MPs from DPS - Marta Šćepanović and Aleksandra Vuković, whose index is 2.72 and 2.63 respectively. These three MPs also belong to the group of active MPs whose index is greater than 2.00, and thus occupy positions among the ten most active MPs in the period from May 1 to October 31, 2018.

³ MPs of the Socialist People's Party (SNP) Srđan Milić and Danijela Pavićević continue to boycott the work of the Parliament.

Female MPs	MPs Group	Index
Dr. Sc. Branka Bošnjak	DF	3,69
Marta Šćepanović	DPS	2,72
Aleksandra Vuković	DPS	2,63
Jovanka Laličić	DPS	1,70
Draginja Vuksanović Stanković	SDP	1,44
Daliborka Pejović	DPS	1,38
Marina Jočić	DF	1,2
Ana Nikolić	DPS	1,16
Anka Vukićević	Independent MP	1,16
Branka Tanasijević	DPS	1,16
Maja Bakrač	DPS	1
Dr. Ljiljana Đurašković	DF	0,95
Sanja Pavićević	DPS	0,91
Nada Drobnjak	DPS	0,69
Marija Čatović	DPS	0,71
Dr. Vera Bulatović	DF	0,4

Table 8: Activity index of all female MPs participating in the work of the Parliament

In this group, there are ten MPs from DPS, four MPs from DF, one MP from SDP, Draginja Vuksanović Stanković, and an independent MP, Anka Vukićević. The activity index for eight members of this group is between 1.00 and 2.00, which places them in the category of medium-active MPs. Based on the above, it can be noted that women contribute greatly to the work of the Parliament, as indicated by their activity results.

1.4. ACTIVITIES OF YOUNG MPs

In the category of young MPs in the Parliament of Montenegro belong the ones of up to 35 years of age. During the observed period from May 1 to October 31, the most active member of the group of young MPs was Nikola Rakočević from DPS, who has an index of 2.65. He is followed by MPs also from DPS, while in other MPs groups that participate in the work of the Parliament there are no MPs younger than 35. The other four MPs according to the activity index are classified as medium-active MPs, whose activity index is between 1.00 and 2.00.

MP	MPs Group	Index
Nikola Rakočević	DPS	2.65
Andrija Nikolić	DPS	1.99
Danijel Živković	DPS	1.74
Miloš Nikolić	DPS	1.68
Mihailo Anđušić	DPS	1.49

Table 9: Activity index of all MPs in the “young” category participating in the work of the Parliament

MP Miloš Nikolić is the youngest MP of the 26th convocation of the Parliament and one of the youngest in the history of Montenegro's parliamentarianism.

2. SITTINGS OF THE PARLIAMENT

In the period from May 1 to October 31, 2018, there were five ordinary, one extraordinary and four special sittings of the Parliament of Montenegro, with a total of 87 agenda items. Not a single sitting of the Parliament of Montenegro during this period started at the appointed time, but always with a delay.

2.1. OVERVIEW OF SITTINGS

An overview of the agenda items of all sittings is given in the table below.

	Sittings of the Parliament of Montenegro	Number of items
1	7 th sitting, I Ordinary session, 2018	1
2	8 th sitting, Special sitting, 2018	1
3	9 th sitting, I Ordinary session, 2018	39
4	10 th sitting, Special sitting, 2018	1
5	11 th sitting, Special sitting, 2018	1
6	12 th sitting, I Ordinary session, 2018	18
7	3 rd sitting, Extraordinary session, 2018	2
8	1 st sitting, II Ordinary session, 2018	4
9	2 nd sitting, Special sitting, 2018	1
10	3 rd sitting, II Ordinary session, 2018	19
Total		87

Table 10: Number of items on the agenda per sittings

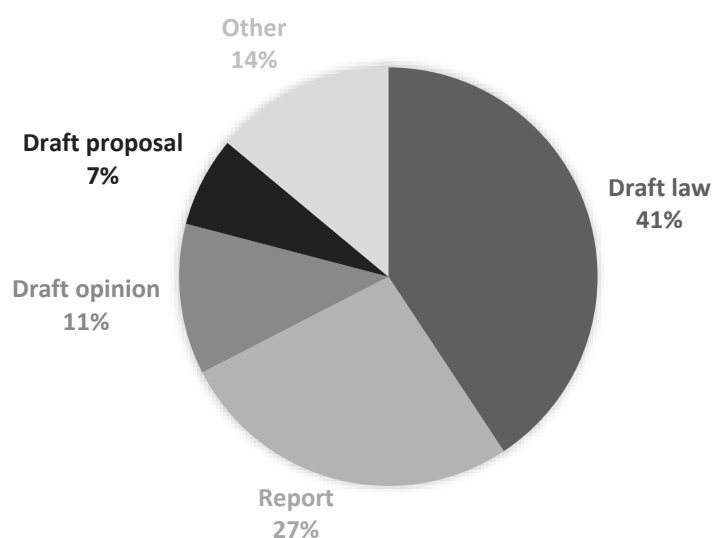
There were 87 items on the agenda in the observed period. Out of the total number of items, four were related to the Prime Minister's Hour and MPs questions and they were not voted on at the sittings of the Parliament of Montenegro, while four items referred to the elections and appointments.

Within items referring to elections and appointments, 29 sub-items were adopted. Four sub-items within the item of election and appointments related to the Proposal of candidates for the election of members of the Judicial Council from among distinguished lawyers were not adopted because there was no necessary two-thirds majority. Two items that were an integral part of the agenda were withdrawn from the procedure. It is a draft decision on the adoption of the Special Purpose Spatial Plan for the National Park "Skadar Lake", the Bill on Amendments to the Law on Expropriation and the Bill on Amendments to the Foreigners Law. The Bill on Amendments to the Law on Expropriation was again under the agenda at the Third Sitting of the Second Ordinary (Autumn) Session in 2018.

2.2. ITEMS OF THE AGENDA

In the observed period, draft laws were most frequently discussed, and they were on the agenda 35 times. They are followed by reports with 23 items, draft opinion were discussed 10 times, while the draft decisions accounted to six items of the agenda.

Below is a list of agenda items discussed most frequently at the sittings of the Parliament. The group marked with the name "other" includes inauguration, draft decisions, Prime Minister's Hour and MPs questions, and Draft Law on Ratification of the Convention and Draft Laws on the Ratification of the Agreement. These topics were 18 times on the agenda at the sittings of the Parliament.



Graph 1: Overview of items on the agenda

The following table provides an overview of the types of items that were on the agenda during the observed period.

Type of items	Number of items
Inauguration	1
Draft Law	35
Report	23
Draft decision	6
Elections and appointments	4
Draft Opinion	10
Prime Minister's Hour and MP's questions	4
Draft Law on Ratification of the Convention	2
Draft Laws on the Ratification of the Agreement	2
Total	87

Table. 11: Types of agenda items

According to data presented, most frequently discussed were Draft Laws, which were on the agenda 35 times. They are followed by discussions on the reports that were discussed 23 times, draft opinions had 10 items, draft decision 6, while the elections and appointments the Prime Minister's Hour had 4 items each.

There was a somewhat smaller number of items when it came to the Draft Laws on the Ratification of the Agreement and the Draft Law on Ratification of the Convention, which had two items of the agenda each. In the observed period, one item was dedicated to the inauguration of the newly elected President of Montenegro, who took oath before the MPs in the Parliament of Montenegro.

In the observed period, four Special Sitzings of the Parliament of Montenegro were organized which were dedicated to the Prime Minister's Hour and MPs' questions. At these sitting, the Prime Minister was asked 17 questions by MPs, to which he gave the answers.

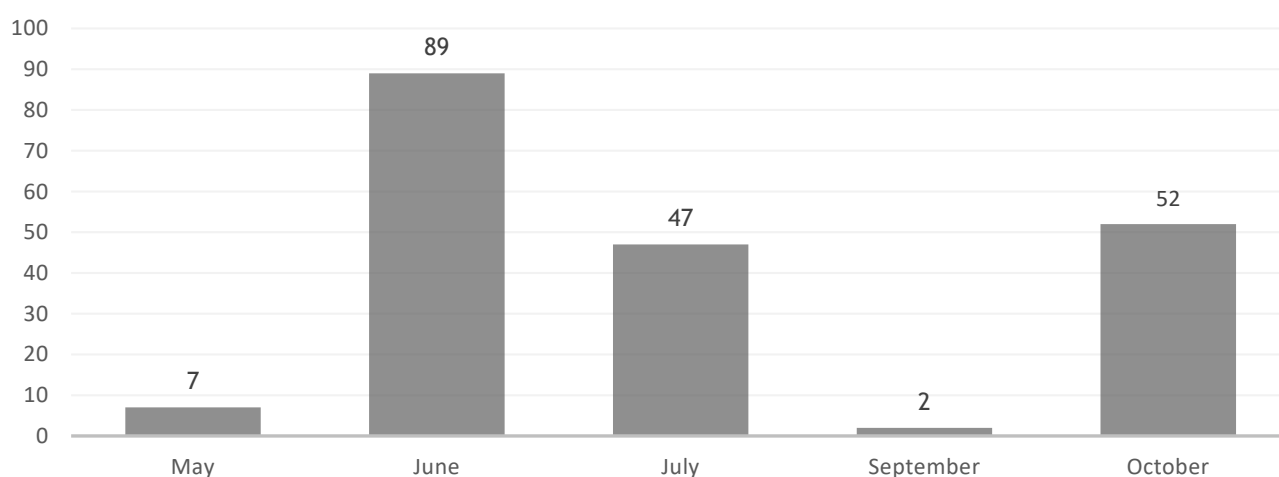
2.3. DURATION OF SITTINGS

In the period from May 01, 2018 to October 31, 2018, 10 sessions of the Parliament were held, in a total duration of 196 hours. Ninth Sitting of the First Ordinary Session lasted longest, for 87 hours, while the Seventh Sitting of the First Ordinary Session lasted 30 minutes. Items on the agenda at the Ninth Sitting of the First Ordinary Session were the Draft Laws, reports, decisions, opinions, elections and appointments. At the Seventh Sitting of the First Ordinary Session in 2018, an item was dedicated to the inauguration of the newly elected President of Montenegro.

Sittings of the Parliament of Montenegro			
	Number of the sitting	Date	Duration
1	7 th sitting, I Ordinary session, 2018	20.05.2018	00:30:00
2	8 th sitting, Special sitting, 2018	30.05.2018	06:15:00
3	9 th sitting, I Ordinary session, 2018	18.06.2018	87:17:00
4	10 th sitting, Special sitting, 2018	27.06.2018	01:30:00
5	11 th sitting, Special sitting, 2018	18.07.2018	15:30:00
6	12 th sitting, I Ordinary session, 2018	23.07.2018	31:53:00
7	3 rd sitting, Extraordinary session, 2018	28.09.2018	01:48:00
8	1 st sitting, II Ordinary session, 2018	01.10.2018	05:35:00
9	2 nd sitting, Special sitting, 2018	24.10.2018	19:25:00
10	3 rd sitting, II Ordinary session, 2018	30.10.2018	26:39:00
Total			196:22:00

Table 12: Duration of plenary sessions in hours

Below is a diagram showing the duration of sittings of the Parliament of Montenegro by months.



Graph 2: Duration of sittings (in hours) of the Parliament of Montenegro by months

The following table shows duration of the sittings by months. The Parliament's longest sitting was in June, and lasted almost 89 hours, followed by the sitting held in March lasting nearly 52 hours, while just almost 2 hours of sittings were held in September.

Duration of sittings by months	
Month	Duration (hour:min)
May	6:45
June	88:47
July	47:23
September	1:48
October	51:39
Total	196:22:00

Table 13: Duration of sittings of the Parliament of Montenegro by months

3. CONTROL FUNCTION OF THE PARLIAMENT

The Parliament of Montenegro, besides its legislative function, has the obligation to control the work of the executive power. In order to efficiently carry out its control function, the Parliament has at its disposal a set of mechanisms⁴ to request from the executive power to provide information, but also to recommend or impose the implementation of specific activities in order to overcome certain issues.

3.1. USE OF CONTROL MECHANISMS

In the period from May 1, 2018 to October 31, 2018, working bodies of the Parliament organized a total of 11 hearings, of which 2 were control. The control hearing is a mechanism of the Parliament of Montenegro for controlling the work of other branches of the government and independent institutions supervised by the Parliament, which checks the current or past situation or activity in a particular area or institution, and provides guidance for improvement through opinions and conclusions.

The consultative hearing is more advisory than the control activity that the Parliament uses in order to collect, from various subjects in society, various types of information or stances on certain law, appointment, occurrence or work of a particular institution, including those that are not subject to supervision of the Parliament.

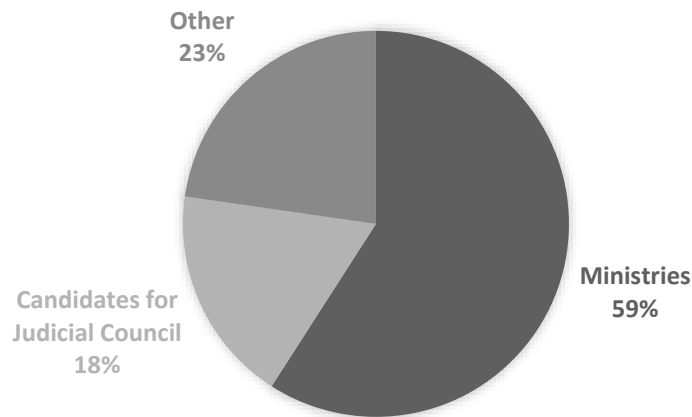
Control role of the working bodies of the Parliament of Montenegro			
Total number of sittings	Total number of consultative hearings	Total number of control hearings	Total number of persons at hearings
11	9	2	22

Table 14: Control role of working bodies

In mentioned meetings, 22 people were interviewed, divided into three groups, so the first one consisted of 13 representatives of the ministries, the second group consisted of 4 persons who were applying for membership in the Judicial Council, elected from distinguished lawyers, while the third group which we called the "others" had 5 persons in total.

⁴ The Parliament may organize consultative and controlling hearings and a parliamentary inquiry to obtain all relevant information about a case or occurrence. Moreover, MPs may, by submitting an Interpellation on the work of an executive body, consider specific issues and give their conclusions that are binding for the executive power. The Prime Minister's Hour and MPs' questions are also the way in which MPs can perform the control function, asking questions to the Prime Minister and other representatives of the executive power, who are obligated to answer them.

The group "others" consists of representatives of agencies, the Police Administration, the Supreme State Prosecutor's Office and Special State Prosecutor's Office. Namely, the legal obligation of the Committee on Political System, Justice and Administration of the Parliament of Montenegro is to interview the candidates for members of the Judicial Council, thus, the mentioned Parliament working body decided to conduct the interview with the candidates in the form of a consultative hearing. Annex 3 contains information on all persons who participated in the consultative hearings, while Annex 4 contains data of the person who participated in the control hearings.



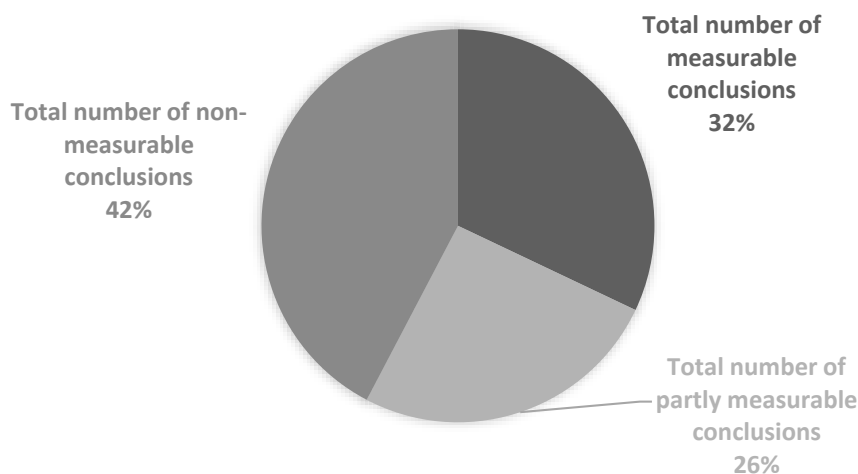
Graph 3: Participation of persons invited to consultative hearings by institutions

3.2. CONCLUSIONS

From the beginning of forming of the Parliament of Montenegro, a total of 78 conclusions were published on the website of the Parliament and in the Official Gazette of Montenegro. All conclusions are divided into measurable, non-measurable and partially measurable, which are in line with the conclusions of the methodology that were discussed at the very beginning of the report. In the observed period, there were a total of 33 non-measurable conclusions, 25 measurable and 20 partly measurable conclusions.

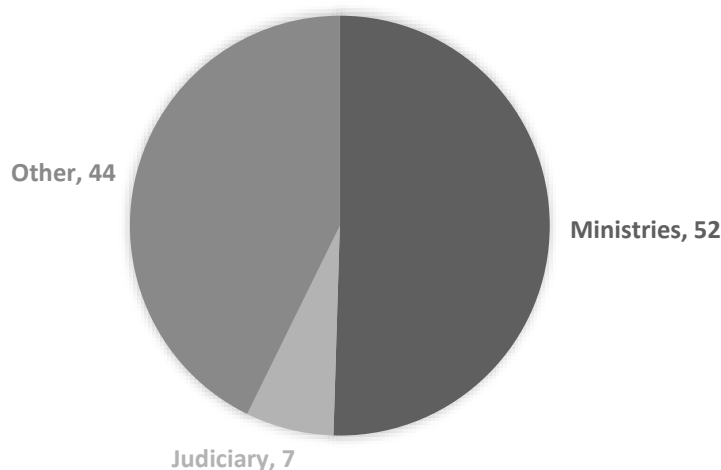
Out of the total number of measurable or partly measurable conclusions, 19 were adopted by the working bodies of the Parliament, while other conclusions were adopted at the plenary sessions of the Parliament of Montenegro.

MPs Group SDP proposed conclusions that related to the draft law on the President of Montenegro, however, they were not adopted at the Ninth Sitting of the First Ordinary Session.



Graph 4: Total number of measurable, non-measurable and partly measurable conclusions

Graph below shows that, in the observed period, 52 conclusions related to ministries in the Government of Montenegro, seven conclusions to judiciary, while 34 conclusions related to all others which include regulatory bodies, agencies, committees, working bodies of the Parliament of Montenegro and the Fund for protection and realization of minority rights and the Protector of Human Rights and Freedoms.



Graph 5: Number of conclusions by institutions

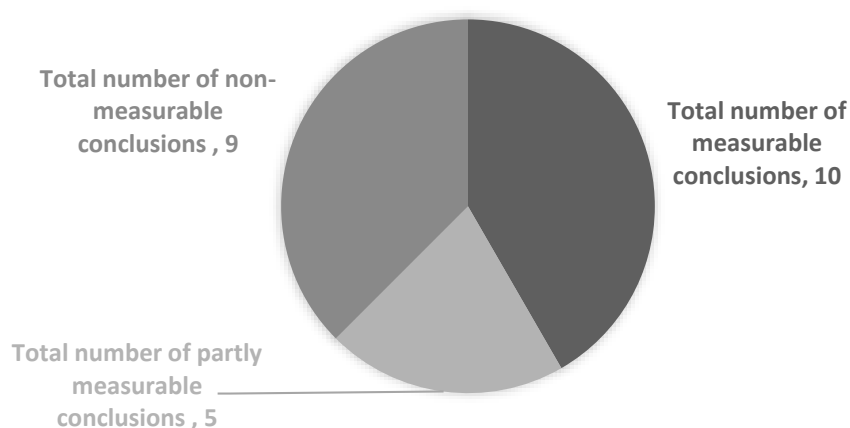
Most conclusions concerned the Ministry for Human and Minority Rights, a total of 10, while 7 conclusions related to the Protector of Human Rights and Freedoms of Montenegro. Five conclusions referred to the Ministry of European Affairs, the Ministry of Interior, the Ministry of Education and the Insurance Supervision Agency.

Number of measurable, partly measurable and non-measurable conclusions by institutions				
Name of the institution	Number of measurable conclusions	Number of partly measurable conclusions	Number of non-measurable conclusions	Total
Ministry for Human and Minority Rights	4	3	0	7
Protector of Human Rights and Freedoms of Montenegro	5	4	1	10
Ministry of Sustainable Development and Tourism	2	1	0	3
Secreteriat-General to the Government of Montenegro	3	1	0	4
Ministry of European Affairs	1	1	3	5
Insurance Supervision Agency	0	0	5	5
Ministry of the Interior	1	3	1	5
National Security Agency	1	3	0	4
Ministry of Education	1	3	1	5
Ministry of Health	2	2	0	4
Ministry of Economy	0	0	3	3
Ministry of Justice	2	2	0	3
Ministry of Defence	0	2	0	2
Institute for Execution of Criminal Sanctions	1	2	0	3
Ministry of Labour and Social Welfare	1	2	0	3

Number of measurable, partly measurable and non-measurable conclusions by institutions				
Name of the institution	Number of measurable conclusions	Number of partly measurable conclusions	Number of non-measurable conclusions	Total
Agency for Electronic Communications and Postal Services	0	0	3	3
Energy Regulatory Agency	0	0	3	3
Fund for protection and realization of minority rights	0	1	0	1
Prosecutorial Council	2	0	0	2
State Prosecutor's Office	2	0	0	3
Judicial Council	0	2	0	2
Police Directorate	2	1	0	3
Ministry of Public Administration	0	1	0	1
Ministry of Finance	0	1	0	1
Institute for Public Health	1	0	0	1
Agency for Personal Data Protection and Free Access to Information	2	0	0	2
Administration for Inspection Affairs	1	0	0	1
State Aid Control Commission	0	0	1	1
Agency for Electronic Media	0	0	2	2
Agency for medicines and medical devices	0	0	2	2
Agency for Protection of Competition	0	0	1	1
Central Bank of Montenegro	0	0	2	2
Agency for Prevention of Corruption	0	0	2	2
Commission for the control of public procurement procedures	0	0	1	1
Securities and Exchange Commission	0	0	1	1
Security and Defence Committee	0	0	1	1
Committee on Human Rights and Freedoms	0	0	1	1

Table 15: Conclusions by institutions

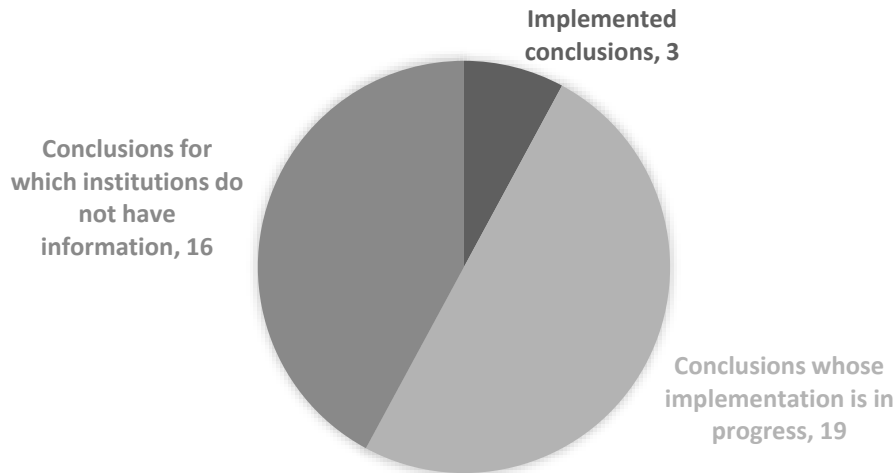
From May 1 to October 31, 24 conclusions were adopted. There were 10 measurable conclusions, 5 partly measurable, while nine conclusions were non-measurable.



Graph 6: Total number of measurable, non-measurable and partly measurable conclusions from May 1 to October 31, 2018

3.3. IMPLEMENTATION OF CONCLUSIONS

Bearing in mind that the Parliament does not have a developed mechanism for monitoring its own conclusions, there is no data on the degree of implementation, that is, whether it is treated in accordance with them, MANS has, within this project and through the free access to information from institutions, collected data on the implementation of the conclusions of the Parliament to whose work they are related. MANS collected data for 38 conclusions that are measurable and partly measurable, referring to the conclusions adopted since the beginning of the 26th Convocation of the Parliament by April 30 this year. For conclusions adopted after April 30, there was no reasonable time interval for their implementation, so that those data will be collected in the forthcoming period within the project. Thus, 42 requests for free access to information were sent to institutions, of which access to 22 requests is allowed.



Graph 7: Status of implemented and partly implemented conclusions

The previous graph shows that only three conclusions have been implemented, and that the implementation for 19 conclusions adopted by the Parliament is in progress. These are the conclusions that were partly implemented at the time of submitting the response, and whose implementation will continue to be monitored. For 16 conclusions, the institution to which the request for free access to information on the implementation of the conclusions was submitted, did not have the information, they rejected the request, or they were marked as business "secret".

As already mentioned, MANS will in this way continue to monitor realisation of implementation and status of conclusions since the Parliament has no mechanisms for their monitoring.

4. ROUND TABLE „COMMUNICATION BETWEEN CITIZENS AND MPs“

As the project itself foresees the activities for this reporting period as well, MANS organized a round table under the title "**Communication between citizens and MPs**". The round table was held at the CenterVille Hotel in Podgorica on November 8 at 10.00 AM. The round table was opened by the President of the Parliament of Montenegro, Ivan Brajović, while Vanja Čalović Marković, MANS Executive Director, as well as UNDP Resident Representative in Podgorica, Fiona McCluney, addressed the introductory remarks. The round table consisted of two panel discussions, in which representatives of five parliamentary political parties spoke on behalf of the parliamentary club they belong to. Thus, Tarzan Milošević from the DPS, Aleksa Bečić from the Democrats, Ranko Krivokapić from SDP, Goran Danilović from the Special MPs Club, Boris Mugoša from the MPs group SD-LP, as well as Miodrag Lekić from SNP-DEMOS, participated and spoke at the round table. An invitation for participation was also addressed to the minority MPs Group - coalition of BS, "Albanians Decisevely" and HGI, who were justifiably prevented from attending, while DF refused the invitation.

Within the first panel after the panelists' comments on the ratings and observations related to the topic, the coordinator of the parliamentary programme of MANS, Danilo Kalezić, took the floor and presented the issues with regard to institutional mechanisms that would enable citizens to address Parliament through an application or initiative. In addition, a plan was presented to establish such institutional mechanism, which citizens could use in an simple way. In addition to the aforementioned, the round table was attended by members of the diplomatic corps in Montenegro, accredited ambassadors, representatives of international organizations, MPs, representatives of state institutions, officials of the Parliament of Montenegro, representatives of non-governmental organizations and the media.

The assessments and issues on the topic were highlighted, but in addition to that, the political situation in Montenegro and the current topics from the political scene were also discussed.

ANNEXES

ANNEX 1: MPs WHO BOYCOTT THE WORK OF THE PARLIAMENT OF MONTENEGRO

The following table contains a list of MPs who were boycotting the work of the Parliament of Montenegro at the moment of compiling of the report.

MP	Political party	Index
Dritan Abazović	URA	0
Aleksa Bečić	Democrats	0
Zdenka Popović	Democrats	0
Boris Bogdanović	Democrats	0
Momo Koprivica	Democrats	0
Mijomir Pejović	Democrats	0
Danilo Šaranović	Democrats	0
Dženan Kolić	Democrats	0
Dr. Valentina Minić	Democrats	0
Srđan Milić	SNP	0
Danijela Pavičević	SNP	0

Table 16: MPs who boycott the work of the Parliament of Montenegro

ANNEX 2: MPs IN THE PARLIAMENT OF MONTENEGRO

The following table provides a list of MPs who, at the moment of compiling of the report, performed this function in the Parliament, in the official order of the Parliament, according to which attendance check of the MPs is done, together with the information to which political party they belong. This table also contains MPs who boycott the work of the Parliament.

MP	Political party	Activity index from November 15 to April 30, 2018	Activity index from May 01 to October 31, 2018	Activity index from November 15, 2017 to October 31, 2018
Branko Radulović	PZP	4,01	4,91	8,92
Dr. Sc. Branka Bošnjak	PZP	3,64	3,69	7,33
Aleksandar Damjanović	SNP	3,54	2,73	6,27
Andrija Popović	LP	3,15	2,72	5,87
Marta Šćepanović	DPS	2	2,72	4,72
Predrag Sekulić	DPS	2,08	2,35	4,43
Jovan Jole Vučurović	NSD	1,17	3,21	4,38
Milutin Đukanović	NSD	1,93	2,4	4,33
Goran Danilović	UCG	1,63	2,67	4,3
Predrag Bulatović	DNP	2,34	1,71	4,05
Milan Knežević	DNP	2,24	1,59	3,83
Nikola Rakočević	DPS	0,87	2,65	3,52

MP	Political party	Activity index from November 15 to April 30, 2018	Activity index from May 01 to October 31, 2018	Activity index from November 15, 2017 to October 31, 2018
Janko Vučinić	RP	1,48	2,03	3,51
Aleksandra Vuković	DPS	0,74	2,09	3,37
Dr. Budimir Aleksić	NSD	1,68	1,52	3,2
Jovanka Laličić	DPS	1,39	1,7	3,09
Andrija Mandić	NSD	1,42	1,67	3,09
Petar Ivanović	DPS	0,74	2,09	3,04
Milun Zogović	DNP	1,3	1,66	2,96
Slaven Radunović	NSD	1,5	1,44	2,94
Nebojša Medojević	PZP	1,58	1,28	2,86
Suad Numanović	DPS	1,05	1,75	2,8
Genci Nimanbegu	Forca, Coalition "Albanians Decisively"	0,9	1,85	2,75
Raško Konjević	SDP	0	2,72	2,72
Željko Aprcović	DPS	0,93	1,46	2,39
Goran Radonjić	UCG	0,47	1,79	2,26
Andrija Nikolić	DPS	0,26	1,99	2,25
Adrijan Vuksanović	HGI	0,81	1,43	2,24
Danijel Živković	DPS	0,46	1,74	2,2
Dragutin Papović	DPS	0,88	1,3	2,18
Momčilo Martinović	DPS	0,61	1,49	2,1
Ivan Brajović	SD	0,82	1,26	2,08
Miloš Nikolić	DPS	0,39	1,68	2,07
Ervin Ibrahimović	BS Bosniak Party	1,13	0,93	2,06
Marina Jočić	NSD	0,85	1,2	2,05
Koča Pavlović	PZP	0,27	1,73	2
Ranko Krivokapić	SDP	0	1,95	1,95
Branimir Gvozdenović	DPS	0,44	1,46	1,9
Milorad Vuletić	DPS	0,74	1,16	1,9
Radule Novović	DPS	0,25	1,55	1,8
Daliborka Pejović	DPS	0,35	1,38	1,73
Halil Duković	DPS	0,53	1,16	1,69
Mihailo Anđušić	DPS	0,52	1,17	1,69
Branka Tanasijević	DPS	0,52	1,16	1,68
Dr. Ljiljana Đurašković	NSD	0,72	0,95	1,67
Ana Nikolić	DPS	0,49	1,15	1,64
Obrad Stanišić	DPS	0,56	1	1,56
Draginja Vuksanović Stanković	SDP	0	1,44	1,44
Maja Bakrač	DPS	0,42	1	1,42
Luid Škrelja	DPS	0,89	0,51	1,4

MP	Political party	Activity index from November 15 to April 30, 2018	Activity index from May 01 to October 31, 2018	Activity index from November 15, 2017 to October 31, 2018
Sanja Pavićević	DPS	0,32	0,91	1,23
Anka Vukićević	MP without a party	0	1,16	1,16
Marija Čatović	DPS	0,43	0,71	1,14
Nada Drobnjak	DPS	0,39	0,69	1,08
Bogdan Fatić	DPS	0,2	0,84	1,04
Dr. Strahinja Bulajić	NSD	0,48	0,33	1,03
Mirsad Murić	DPS	0,46	0,55	1,01
Branko Čavor	DPS	0,26	0,72	0,98
Miće Orlandić	SD	0,82	0,03	0,85
Filip Vuković	DPS	0,3	0,52	0,82
Miodrag Vuković	DPS	0	0,75	0,75
Dr. Vera Bulatović	DNP	0,33	0,4	0,73
Tarzan Milošević	DPS	0,25	0,38	0,63
Miodrag Lekić	DEMOS	0	0,60	0,6
Boris Mugoša	SD	0	0,56	0,56
Zvonko Vuković	DPS	0	0,33	0,33
Miodrag Radunović	DPS	0,22	0,03	0,25
MA Veljko Vasiljević	PZP	0,13	0,1	0,23
Nikola Divanović	DPS	0	0,22	0,22
Petar Smolović	DPS	0,17	0	0,17
Neđeljko Rudović	MP without a party	0	0,13	0,13
Nedžad Drešević	BS	0,05	0,03	0,08
Dritan Abazović	URA	0	0	0
Aleksa Bečić	Democrats	0	0	0
Zdenka Popović	Democrats	0	0	0
Boris Bogdanović	Democrats	0	0	0
Momo Koprivica	Democrats	0	0	0
Mijomir Pejović	Democrats	0	0	0
Danilo Šaranović	Democrats	0	0	0
Dženan Kolić	Democrats	0	0	0
Dr. Valentina Minić	Democrats	0	0	0
Džavid Šabović	SDP	0	0	0
Srđan Milić	SNP	0	0	0
Danijela Pavićević	SNP	0	0	0

Table 17: MPs in the Parliament of Montenegro

ANNEX 3: PERSONS INVITED TO CONSULTATIVE HEARINGS

In the following table, a list of all persons who participated in the consultative hearings of the working bodies of the Parliament in the reporting period is given.

Participants at consultative hearings of the working bodies of the Parliament of Montenegro		
No.	First and last name	Institution
1.	Ilija Daković	Ministry of Defence
2.	Darko Vuković	Ministry of Defence
3.	Esmer Gašanin	Ministry of Defence
4.	Veljko Mališić	Ministry of Defence
5.	Marijana Laković-Dražković	Ministry of Justice
6.	Sreten Radonjić	Agency for Prevention of Corruption
7.	Dragan Pejanović	Ministry of the Interior
8.	Željko Rutović	Ministry of Culture
9.	Blanka Radošević-Marović	Ministry for Human and Minority Rights
10.	Nebojša Vučinić	Candidates for the Judicial Council from among distinguished lawyers
11.	Sreten Ivanović	Candidates for the Judicial Council from among distinguished lawyers
12.	Veselin Racković	Candidates for the Judicial Council from among distinguished lawyers
13.	Vesna Ratković	Candidates for the Judicial Council from among distinguished lawyers
14.	Aleksandar Drljević	Montenegro's Chief EU Negotiator
15.	Pavle Radulović	Minister of Sustainable Development and Tourism
16.	Kemal Purišić	Minister of Labour and Social Welfare
17.	Duško Zarubica	Trade Union of Montenegro
18.	Srđa Keković	Union of Free Trade Unions of Montenegro
19.	Svetlana Vuksanović	Montenegrin Employers Federation
20.	Darko Radunović	Minister of Finance
21.	Dušan Perović	Pension and Disability Insurance Fund
22.	Vlastimir Golubović	Chamber of Commerce of Montenegro

Table 18: Persons who participated at the consultative hearings organized by the working bodies of the Parliament of Montenegro

ANNEX 4: PERSONS INVITED TO CONTROL HEARINGS

In the following table, a list of all persons who took part in the control hearings of the working bodies of the Parliament in the reporting period is given.

Participants at the control hearings of the working bodies of the Parliament of Montenegro		
No.	First and last name	Institution
1.	Mevludin Nuhodžić	Minister of the Interior
2.	Vesko Damjanović	Director of the Police Administration
3.	Dejan Peruničić	Director of the Agency for National Security
4.	Ivica Stanković	Supreme State Prosecutor
5.	Milivoje Katnić	Chief State Prosecutor
6.	Osman Nurković	Minister of Transport and Maritime Affairs

Table 19: Persons who participated at the control hearings organized by the working bodies of the Parliament of Montenegro