



# MONEY AND POLITICS:

HOW PARTIES SPENT FUNDS FOR THE  
FINANCING OF WOMEN'S ORGANISATIONS





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# IMPRESSUM

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MONEY AND POLITICS:

How parties spent funds for the financing of women's organisations

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# ABSTRACT

The public has no information on how nearly half a million euros allocated from the budget to finance the regular work of women's organisations within political parties was spent.

Even though the parties were duly paid funds in 2020 for financing of the regular work of women's organisations, almost **no party submitted** a report on the manner in which these funds were spent, although they are obliged to do so by the Law on Financing Political Entities.

**The Law on Financing prescribes the condition that funds for the regular work of women's organisations be used only in line with the statute of those organisations. However, most parties either do not have a special statute of their women's organisation, or it is not publicly available**

Although the parties did not fulfil their legal obligation to report on how money for the work of women's organisations was spent, the Ministry of Finance did not discontinue the payments to parties that did not act in accordance with the law.

The Ministry of Finance did not regularly report on its website on payments from the budget for financing women's organisations within political entities, although it is required by law to publish information on such expenditures until the fifth of the month for the previous month.

The Ministry of Finance also did not update the form prescribing the type of financial statement so as to include the obligation to report on the spending of money for regular work of women's political organisations, prescribed by the new Law on Financing Political Entities and Election Campaigns. Instead, political parties still submit their annual financial statements in accordance with the old, invalid law on financing, on the form from 2012.

The provisions of the law governing the financing of the regular work of political entities stipulate that the funds shall be distributed among the parties which participated in the elections as a coalition according to the coalition agreement, which leaves room for part of the funds to be distributed in proportion to the number of elected representatives of the less represented gender (20% of the total amount allocated for the regular work of political entities) to be also given to parties that do not have any women among their MPs.

**The law does not provide a way to sanction a political entity that did not win a single seat in the last election and which received money for the work of women's organisations in the election year, the spending of which it did not report in its annual financial statement.**

**The law does not stipulate the obligation of parties to report specifically on the manner in which they spent 20% of the funds awarded from the budget in proportion to the number of elected MPs to ensure political empowerment of women as the main goal pursued by this provision.**

Provisions of the law that financially stimulate political parties to work towards the political empowerment of women have so far not contributed to the increase in the number of women in the Parliament. On the contrary, after the last parliamentary elections, the number of women elected to the Parliament was lower than after the previous elections, which indicates the need to further improve the legal framework in this regard.

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# INTRODUCTION

The Law on Financing of Political Entities and Election Campaigns provides for allocation of budget funds for the financing of regular activities of women's organisations within political entities in the Parliament. [1] These budget funds amount to 0.05% of the planned total budget funds, exclusive of the capital budget funds and state funds' budget (current budget), for the year the budget refers to. [2]

The provision of the law that financially supports the regular work of women's organisations within political entities was introduced in order to promote gender equality and political empowerment of women in Montenegro. Together with the provision that a certain percentage of funds intended for the regular work of parties should be divided in proportion to the number of elected representatives of the less represented gender, this provision is a novelty in the law on financing political entities and goes hand in hand with electoral quotas for less represented gender [3], which for ten years have been seeking to ensure better parliamentary representation of women.

In 2020, about 1,368,000 euros was allocated to political entities from the budget of Montenegro for political empowerment of women, of which close to 474,000 for financing women's organisations within political entities, and additional 894,000 for regular activities, to which they are entitled by law in proportion to the number of MPs of the less represented gender.

Nevertheless, the gender ratio in the Parliament of Montenegro and the application of the election law so far clearly indicate the exhausted potential of the current system of electoral quotas to provide more significant parliamentary representation of women, and it is therefore necessary to further improve it. [4]

This is particularly significant bearing in mind that the provisions of the law on financing that financially stimulate parties to politically empower women's organisations have so far not yielded results in terms of ranking female candidates for MPs seats in an order that allows them a realistic chance of being elected. On the contrary, in the latest parliamentary elections, fewer women got seats in the Parliament of Montenegro than after the previous elections.

The subject of this analysis is application of the Law on Financing of Political Entities and Election Campaigns thus far in the part concerning the financing of women's organisations within political parties and allocation of funds for regular work of political entities according to the number of elected female MPs. In the following text, we will pay special attention to which political entities received money for the activities of women's organisations, how political parties reported on the way that money was spent, as well as the response of the competent institutions to violations of the law on financing political entities and election campaigns in this regard. At the end of this analysis, recommendations are offered to stakeholders and relevant institutions to improve law enforcement and enhance the relevant legal framework.

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[1] See: Article 14, paragraph 1 of the Law on Financing of Political Entities and Election Campaigns ("Official Gazette of Montenegro", No. 3/20 and 38/20).

[2] The law also provides that the budget funds for the financing of regular activities of women's organisations within political entities in the municipal assembly shall amount to 0.11 per cent of the planned total budget funds, i.e. from 0.11 to 0.3 % of the planned total budget funds in the municipalities whose budget is lower than five million euro, which were not the subject of MANS' analysis this time. See: Article 14, paragraph 2.

[3] Current Law on Election of Councillors and Members of Parliament provides for electoral quotas for the less represented gender, which, as a condition for confirming the electoral list, require political entities to, in addition to having at least 30% of candidates of the less represented gender on the electoral list, arrange the order of the candidates so that among every four candidates according to the order on the electoral list there must be at least one woman. See more on the evolution of legal solutions and the current application of electoral quotas for the less represented gender: A. Vukotić, 2021, "Rodna perspektiva parlamentarnih izbora u Crnoj Gori" (Gender Perspective of Parliamentary Elections in Montenegro), NGO Women's Rights Center. February 2021

[4] Also.

# WHICH POLITICAL ENTITIES RECEIVED MONEY FOR THE ACTIVITIES OF WOMEN'S ORGANISATIONS?

The new Law on Financing of Political Entities, which provides funds for financing of women's organisations, entered into force in January 2020.

In March 2020, the Government adopted the Decision on the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament for 2020. Based on the law that requires determining the budget funds in the amount of 0.05% of the current budget funds, at that time, over 500 thousand euros was allocated from the budget for this purpose. [5]

Allocated funds were to be distributed in equal amounts of 55,573.62 euros each to nine parliamentary political entities at the time, as follows: the Democratic Party of Socialists,[6] the Democratic Front (consisting of NOVA, PzP, DNP and the Workers' Party), Democrats, Social Democratic Party, Bosniak Party, Social Democrats of Montenegro, Albanians Decisively (consisting of Forca, Democratic Union of Albanians, and the Albanian Alternative), the Croatian Civic Initiative, and the Coalition Key (consisting of Demos, SNP, and the Civic Movement URA).

By amending the original decision in June 2020, the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament was reduced to nearly 474 thousand, which reduced individual amounts for political entities from 55,573 to 52,617.91 euros. [7]

According to official information, from January to June, over 218 thousand euros was paid to the mentioned political entities for the regular work of women's organisations. This is also the only information of the Government of Montenegro on the funds paid for the work of women's organisations within political entities in 2020.

Namely, although the law prescribes the obligation of the Ministry of Finance to publish on its website the amount of paid funds for financing the regular work of women's organisations within political entities, information on payments for 2020 is available only for the period January-June 2020, while information on payments of these funds for the second half of 2020 cannot be found from open sources. [8]

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[5] See: Decision on the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament for 2020, from March 30, 2020. Available at: <https://wapi.gov.me/download/f5ad72c9-875d-4251-887c-58bf7f0736a8?version=1.0>. Retrieved: 08.06.2021.

[6] By amending the decision from 19.11.2020, the name of the political entity was changed from "Democratic Party of Socialists" to "Coalition Decisively for Montenegro", so that the Liberal Party, which formed in a coalition with DPS, would be included in the Government's decision on the distribution of funds. The decision to amend the decision is available at: <https://wapi.gov.me/download/8e389781-c28b-4921-ad2a-a95b4f5fae15?version=1.0>. Retrieved: 09.06.2021.

[7] See: Decision on amendments to the decision on the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament for 2020, from 30.06.2020. Available at: <https://wapi.gov.me/download/349bbaf7-ca6b-470f-a367-49fefb70a0af?version=1.0>. Retrieved: 08.06.2021.

[8] In the archives of the old Government website, from the information for 2020, only the mentioned report on the financing of political entities and women's organisations for the period January-June 2020 is available, as well as information on distribution of funds to political parties for July and August which, however, do not contain data on funds paid for financing of women's organisations. See at: [http://arhiva-mif.gov.me/rubrike/izvjestaj\\_o\\_finansiranju\\_politickih\\_subjekata](http://arhiva-mif.gov.me/rubrike/izvjestaj_o_finansiranju_politickih_subjekata). Retrieved: 08.06.2020. From the information on payments in 2020, by searching the Government's website, it is also possible to find information on the distribution of funds to political parties for September, which also does not contain data on funds paid for women's organisations. See on: <https://wapi.gov.me/download/dda70a2e-3933-411f-acbb-9dc2378e7401?version=1.0>. Retrieved: 08.06.2020. At the time of the search, there was no information on the website regarding the transfer of funds to political parties for regular work and information on the funds paid for the work of women's organisations for October, November and December. For the purposes of this analysis, searches of publications on the new Government website and archives of the old website were conducted between 7 and 11 June 2021.

Meanwhile, according to the last amendment to the decision on the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament for 2020 from November 2020, which was applied from September 23, 2020, the funds were allocated for nine new parliamentary political entities in the total amount of 134 thousand euros. [9]

According to available information, this money was distributed in equal amounts of 14,894.46 euros to the following political entities: the Democratic Party of Socialists, Social Democratic Party, Bosniak Party, the Coalition Black on White, the Coalition Peace is Our Nation, the Coalition Albanians Decisively, the Coalition For the Future Montenegro, Albanian Coalition - Unanimously, and the Social Democrats of Montenegro. [10]

Information for 2021 has been published sporadically. Hence, on the website of the Government of Montenegro, it is possible to find decisions on the amount of budget funds for financing the regular work of women's organisations within political entities only for January [11] and May [12] 2021; reviews of payments to political entities for February [13] and March [14], but not decisions based on which payments were made; while information on payments to parties and women's organisations for April is not available at all. [15]

According to the available information, since the beginning of 2021, political entities have been paid nearly 32 thousand euros a month to finance the regular work of women's organisations, which are distributed in equal amounts of 3,544 euros to parliamentary political entities. In accordance with the law, in the case of the political entity which participated in the election as part of a coalition or a group of citizens, the funds shall be allocated in line with the agreement i.e. founding document of such political entity. [16]

It is interesting to note that certain political entities, although they do not have a single female member in the Parliament of Montenegro, receive significant funds per month for the work of their women's organisation. The most prominent example is SD, which earns a full amount of 3,544 euros per month for this purpose, while there are no women among their three members in the Parliament of Montenegro.

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[9] See Decision on amending the decision on the amount of budget funds for financing the regular work of women's organisations within political entities in the Parliament for 2020. Available at: [e945c9e5-6f50-4c05-b14c-1ae228120b08 \(wapi.gov.me\)](https://wapi.gov.me/e945c9e5-6f50-4c05-b14c-1ae228120b08). Retrieved: 08.06.2021.

[10] Also.

[11] Available at: <https://wapi.gov.me/download/a77b7a19-059f-491d-aa11-1963dddade5a9?version=1.0>. Retrieved: 08.06.2021.

[12] Available at: <https://www.gov.me/dokumenta/d4d08200-dcf3-48ee-bf52-97c9e829cc12>. Retrieved: 08.06.2021.

[13] Available at: <https://www.gov.me/dokumenta/fae5e5c8-5e03-4409-ac69-3b47a0c90a83>. Retrieved: 08.06.2021.

[14] Available at: [http://arhiva.mif.gov.me/rubrike/izvjestaj\\_o\\_finansiranju\\_politickih\\_subjekata/240999/Pregled-uplata-iz-budzeta-Crne-Gore-za-finansiranje-redovnog-rada-politickih-subjekata-u-martu-2021-godine.html](http://arhiva.mif.gov.me/rubrike/izvjestaj_o_finansiranju_politickih_subjekata/240999/Pregled-uplata-iz-budzeta-Crne-Gore-za-finansiranje-redovnog-rada-politickih-subjekata-u-martu-2021-godine.html). Retrieved: 08.06.2021.

[15] For the purposes of this analysis, searches of publications on the new Government website and archives of the old website were conducted between 7 and 11 June 2021.

[16] See the Law on Financing of Political Entities and Election Campaigns, Article 14, paragraphs 4 and 5.

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# WHAT DID THE PARTIES DO WITH THE MONEY OF WOMEN'S ORGANISATIONS?

The law explicitly stipulates that these funds “shall be intended solely to finance women’s organisations within political entities” and may “be used only in line with the women’s organisation’s statute.” [17] In order to ensure that women's organisations receive this money, it is paid to political entities separately from the funds for financing regular work, directly to the sub-accounts held by the women’s organisation. [18]

In addition, in order to ensure the intended spending of these funds, the law provided for the obligation of political entities to submit to the Ministry of Finance and the Agency for Prevention of Corruption a special report on the manner and purpose of spending funds for women's organisations within the annual consolidated financial statement for the previous year. [19]

In accordance with the law, the Ministry shall discontinue the payment of these funds to a political entity that in this sense does not act in accordance with the law. [20]

MANS analysed all consolidated statements of political parties for 2020 submitted to the Agency for Prevention of Corruption. [21] An analysis of these reports found that **most parties reported revenues for the regular work of women’s organisations**. Reporting of the parties on these revenues is not uniform. The largest number of parties reported only the funds received for the regular work of women's organisations from the state budget, a number of parties reported revenues from local self-government budgets, while a large number of parties did not report on these revenues separately. [22]

Of political parties that provided information on revenues for the regular work of women's organisations, some political parties reported this revenue in their financial statement, a number of parties provided information on this revenue in a separate document attached to the annual financial statement, while some parties reported revenues in both ways.

On the other hand, **almost no party reported on the spending of funds paid into the sub-accounts of women's organisations as part of its annual financial statements**, although they are required to do so by the law.

Of the parliamentary parties that are part of the current and previous convocation which were required to report on the spending of funds for women's organisations, only one political party specifically addressed these costs in its statement. As part of its financial statement, True Montenegro submitted brief information stating that in 2020, this political party did not spend the funds paid to it for the needs of the work of women's organisation.

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[17] See: Law on Financing of Political Entities and Election Campaigns, Article 14, paragraph 6.

[18] See: Law on Financing of Political Entities and Election Campaigns, Article 14, paragraph 7.

[19] See: Law on Financing of Political Entities and Election Campaigns, Articles 14 and 15.

[20] See: Law on Financing of Political Entities and Election Campaigns, Article 14, paragraph 9.

[21] Legal deadline for submitting the annual financial statements of political parties is March 31 of the current year for the previous year. Financial statements of political parties that submitted them to the Agency are available on the Agency's website. An overview of the available information on the finances of women's organisations contained in the financial statements of the parties is given in Annex I.

[22] See: Annex I.

Of political parties, only DPS in some way addressed the costs of its women's organisation (ŽAD) in its financial statement, which indicates that the money for the work of the women's organisation was used for the election promotion of this political party.

Namely, in its financial report, DPS summed up the funds received for financing the women's organisation under the section "Revenues for election campaign financing", under the type of funds "Elections: parliamentary, 4 municipalities, Tivat and ŽAD," [23] and indicated that on this basis, it earned a total of 1,389,239.12 euros. The spending of these funds was similarly reported in the category "Expenditures", where spending of this money is mentioned only within the section "Funds spent based on the election campaign financing + ŽAD," which together amount to 925,561 euros.

Thus, although DPS' statement does not provide any more detailed information on the manner of spending of money paid from the budget to finance the regular work of the women's organisation of this political party, based on the way this party reported its revenues, it can only be concluded that DPS perceived these funds as a financial injection to the party's election campaign.

From the content of the reports of other parties, apart from information on revenues, it is not possible to conclude anything about the way in which the funds intended for activities of the regular work of their women's organisations were spent. From the information that is not available, however, we can assume that the money the parties received from the budget for the work of women's organisations was not spent for this purpose, which would have to be addressed by the State Audit Institution.

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[23] According to the party's new statute, DPS women's organisation will be called "Alijansa žena Demokratske partije socijalista Crne Gore" (Women's Alliance of the Democratic Party of Socialists of Montenegro), abbreviated "AŽ"

# NO DISCONTINUATION OF PAYMENTS DESPITE INCOMPLETE REPORTS

Despite the fact that practically no political party reported on the spending of funds for women's organisations, the Ministry of Finance did not discontinue the payment of these funds from the budget

After the expiration of the legal deadline on March 31, 2021, the Ministry of Finance continued to pay money to the parties for the activities of the regular work of women's organisations. Although it is not possible to find a decision for April on the website of the Government of Montenegro, according to the last decision of the Ministry of Finance on the distribution of funds for May 2021,[24] all parliamentary political entities received 3,544 euros for that month for the activities of women's political organisations.

The table below shows the funds paid for May by political entities, i.e. parties.

<b>PAYMENTS FOR MAY, BY POLITICAL ENTITIES</b>	<b>EUR</b>
<b>Decisively for Montenegro</b>	<b>3,544</b>
DPS	3,403
Liberal Party	141
<b>Albanian Coalition – Unanimously</b>	<b>3,544</b>
Democratic Party	1,417
Democratic Union of Albanians	1,417
Democratic Union in Montenegro	708
<b>Albanians Decisively</b>	<b>3,544</b>
New Democratic Force (Forca)	1,347
Albanian Alternative	1,134
Democratic Alliance of Albanians	531
Civic Initiative <i>Perspektiva</i>	354
Tuzi Union	177

[24] Available at: <https://wapi.gov.me/download/d4d08200-dcf3-48ee-bf52-97c9e829cc12?version=1.0>. Retrieved 08.06.2021

<b>Coalition Peace is Our Nation</b>	<b>3,544</b>
Democratic Montenegro	3,179
Demos	354
<b>Coalition Black on White</b>	<b>3,544</b>
Civic Movement URA	3,544
Reconciliation and Justice Party	0
<b>Coalition For the Future of Montenegro</b>	<b>3,544</b>
New Serbian Democracy (NOVA)	1,181
Movement for Changes (PzP)	656
Democratic People Party (DNP)	656
Socialist People's Party (SNP)	656
True Montenegro	131
United Montenegro	131
Workers Party	131
<b>Social Democratic Party (SDP)</b>	<b>3,544</b>
<b>Bosniak Party</b>	<b>3,544</b>
<b>Social Democrats (SD)</b>	<b>3,544</b>

It is important to note that the Law on Financing of Political Entities and Election Campaigns does not provide for any sanction for political parties that did not report on spending the funds paid for this purpose for the previous year, which in the meantime lost parliamentary status, such as HGI.

Namely, in its annual financial statement, this political party earned 37,724 euros in 2020 for the regular activities of women's organisations, but - like almost all parliamentary parties of the current parliamentary convocation - did not provide any information on how the money was spent.

While in the case of parliamentary parties the law prescribes a sanction of discontinuation of payment of funds in case the political party does not submit a financial statement containing information on spending money for women's organisations, the law does not prescribe any sanction for political parties that have lost parliamentary status.

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# NEW LAW, BUT OLD REPORTING FORM

It is interesting to note that almost all political parties submitted their annual financial statements in accordance with the non-existent law. Namely, although a new law on financing political entities and election campaigns was adopted last year, most political parties explicitly stated in their annual reports on income, assets and expenditures that they submitted their report in accordance with Article 27 of the Law on Financing Political Entities, Official Gazette No. 42/11 and 1/12.

The confusion was further contributed by the Agency for Prevention of Corruption, which called on the parties to complete the old form of the annual report in its announcement of 16 March 2020, issued in order to remind parties that the legal deadline for submission of annual financial statements is 31 March.

This form from 2012 [25] was prepared according to the rulebook on the form of the annual report on income, assets and expenditures of a political party, for the purposes of reporting in accordance with the old law on the financing of political entities. Its structure does not provide for reporting on the spending of funds for the financing of women's organisations, since these provisions were introduced by the new law on the financing of political entities and election campaigns.

After the adoption of the new law on financing, the Ministry of Finance did not adopt a new form for the financial statement, so political parties continue to submit their financial statements in accordance with the provisions of the old law. Bearing in mind the fact that the forms were not updated, the Agency should have informed the parties in its announcement about the ways in which their obligations are changed by the new law.

The fact that the forms have not been updated, however, does not release political parties from their legal obligation to report on the manner and purpose of spending funds for the regular work of women's organisations, or does it prevent them from doing so in a format of their choice.

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[25] See: Form of annual report on income, assets and expenditures of a political party, Ministry of Finance, Official Gazette of Montenegro no. 17/12 of 27 March 2012. Available at: <http://www.sluzbenilist.me/pregled-dokumenta-2/?id={41FB3CF7-33C3-4B7C-A3FB-647C4C9D99B0}>. Retrieved 07.06.2021.

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# DO THE PARTIES HAVE THE STATUTE OF WOMEN'S ORGANISATIONS?

For the majority of parliamentary parties of the current and previous parliamentary convocation which received funds from the state budget for the work of women's organisations in 2020, it is not possible to confirm whether they have a special statute of their women's organisation. [26]

Namely, in accordance with the law, money from the budget intended for financing women's organisations within political entities can be used only for this purpose and spent only in accordance with the statute of that women's organisation.

However, although a large number of parliamentary parties have some type of women's organisation, the existence of these organisations is not provided by the statutes of all parties, and it is not possible to confirm the existence of women's organisations of all parliamentary parties of the current and previous parliamentary convocation.

For the purposes of this analysis, in accordance with the Law on Free Access to Information, MANS requested from political entities the statutes of women's organisations in order to determine whether the parties that receive money for the activities of women's organisations have the mentioned statutes.

By mid-June 2021, only eleven political parties responded to MANS' request, of which eight political parties sent us statutes, and three political parties replied that they did not have a special statute for their women's organisation. [27] A search of information available from open sources concludes that, although not all, most parties have statutes that provide for the existence of women's organisations. However, for most parliamentary parties, the statutes of women's organisations, if any, are not publicly available.

In this regard, what concerns is the fact that citizens do not have access to information on whether political parties that receive money from the budget for the work of women's organisations have complied with the basic assumption that they spend these funds in accordance with the law, which requires that money for the work of women's organisations be spent according to the statutes of those organisations.

Inspecting the statutes of women's organisations submitted by political parties to MANS in accordance with the request for free access to information, it was concluded that almost half of these statutes were adopted only in 2020 and 2021, i.e. after the law on financing political entities and election campaigns stipulated the obligation to spend funds for women's organisations in accordance with their statutes

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[26] For information on party statutes see Annex I.

[27] See Annex I.

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# ADDITIONAL MONEY FOR THE PARTIES ON ACCOUNT OF WOMEN

In addition to the funds for the regular work of women's organisations, the parties are legally entitled to additional money from the budget, which is distributed to political entities in proportion to the number of elected representatives of the less represented gender. [28]

Budgetary assets for financing of the regular operation of the political entities in the Parliament shall amount to 0.5% of total planned budgetary assets, after deduction of the capital budgetary assets and the budget for the state funds (current budget), for the year for which the budget is adopted. [29]

20% of the planned funds shall be distributed in equal amounts to political entities that win seats in the Parliament and municipal assemblies respectively, 60% of funds in proportion to the total number of MP and councillor seats, while remaining 20% shall be distributed in equal amounts to political entities in the Parliament or municipal assemblies, in proportion to the number of elected representatives of the less represented gender. [30]

According to the decisions of the Ministry of Finance,[31] in 2020, political parties received about 894 thousand euros annually from the budget of Montenegro on account of the less represented gender, i.e. 74,493 euros per month, which is 20% of the monthly amount of 372,466 euros allocated for regular funding of political entities. [32]

In accordance with the law, the funds awarded to a political entity which participated in the elections as a coalition or a group of voters shall be distributed in accordance with the agreement and the Articles of Association of these political entities. [33]

Paradoxically, such formulated provision leaves room for parties that do not have any female MPs to be awarded the money that the political entity, acting as a coalition, received by distributing 20% of the funds paid to political entities in proportion to the number of elected representatives of the less represented gender, which has already caused disagreements among some coalition partners. [34]

As in the case of funds paid from the budget for the regular work of women's organisations, the annual statements of political entities do not offer any information on whether and in what way these funds were used for the purposes of political empowerment of women.

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[28] See Article 13 of the Law on Financing of Political Entities and Election Campaigns.

[29] Budgetary assets for financing of the regular operation of the political entities in the municipal assemblies, assemblies of the Capital City and the Old Royal Capital shall amount to 1.1% of the total planned budgetary assets, after deduction of the capital budgetary assets (current budget). Exceptionally, for the municipalities with a budget of less than five million euros, the budgetary assets for financing of the regular operation of the political entities in the municipal assemblies shall range from 1.1% to 3%, which this time were not the subject of MANS' analysis. See: Article 13, paragraphs 2 and 3.

[30] See: Article 13, paragraph 4 of the Law on Financing of Political Entities and Election Campaigns.

[31] See: Decision of the Ministry of Finance on the amount of budget funds for financing the regular work of political entities in the Parliament for 2020 from 30.06.2020, and the Decision of the Ministry of Finance on the amount of budget funds for financing the regular work of political entities in the Parliament for 2020 from 09.11.2020.

[32] These funds do not include money for financing election campaigns, but only funds for the regular work of political parties in 2020.

[33] See Article 13, paragraph 6 of the Law on Financing of Political Entities and Election Campaigns.

[34] See the article on the "Vijesti" portal: "Problem u ZBCG zbog raspodjele novca," from 09.06.2021. Available at: <https://www.vijesti.me/vijesti/politika/546281/problem-u-zbcg-zbog-raspodjele-novca>.

# RECOMMENDATIONS

## For the parties

1. Ensure purposeful spending of funds for the work of women's organisations within political parties, as well as the proper reporting on revenues and expenditures of these organisations, in accordance with the law.

## For the Ministry of Finance

2. Adopt a new Rulebook on the form for the annual financial statement in accordance with the new law on the financing of political entities and election campaigns.

3. Urgently discontinue the payment of funds for all political parties that did not submit information on the spending of money for the work of women's organisations with the annual financial statement, in accordance with the law.

## For the Agency for Prevention of Corruption

4. Include the information on new reporting obligations in announcements on reminders to parties, in accordance with the new law on financing.

## For the State Audit Institution

5. Pay special attention to the irregularities of party reporting on the spending of funds from the budget for the regular work of women's organisations.

## For the Parliament of Montenegro

6. In the process of amending the current election legislation, improve provisions of the law on the financing of political entities by eliminating the identified shortcomings, in particular by ensuring:

- a) a measure stipulating that a part of the money of 20% of the funds distributed to political entities in proportion to the number of elected female MPs may not belong to parties which do not have representatives of the less represented gender within a certain political entity;

- b) sanction measures for political parties that do not report on the spending of funds received from the budget for the work of women's organisations, which would include those political parties that received money for the previous year, but in the meantime lost parliamentary status;

- c) a measure by which political parties will be obliged to report on the manner in which they spent 20% of the funds awarded for regular funding in proportion to the number of elected female MPs to ensure political empowerment of women as the main goal pursued by this provision.

7. Further improve the existing legal mechanisms for ensuring more equal representation of the less represented gender in the Parliament of Montenegro and local self-government assemblies, in accordance with the recommendations of relevant international organisations.

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## **OTHER SOURCES:**

### Reports:

- Annual reports on income, assets and expenditures of political parties for 2020
- Statutes of political parties
- Statutes of women's organisations of political parties

### Websites:

- Government of Montenegro
- Agency for Prevention of Corruption
- Political parties

### Social networks:

- Pages of political parties on the social network "Facebook"

# ANNEX I

## Overview of available information on the financing of women's organisations by parties [35]

Parties	Financial statement for 2020	Special report	From the state budget	From the local budget	Statute of women's org.
DPS	YES	NO	52,022	16,858	No information
LP	YES	NO	No information	No information	NO
SDP	YES	NO	52,618	11,004	YES
BS	YES	NO	52,618	2.571	YES
Democratic Party	YES	NO	5,958	No information	No information
DUA	YES	NO	17,896	1,059	No information
Democratic Union in Montenegro	YES	NO	No information	No information	No information
FORCA	YES	NO	22,464	No information	YES
Albanian Alternative	YES	NO	11,794	No information	NO
Democratic Alliance of Albanians	YES	NO	No information	No information	No information
Civic Initiative <i>Perspektiva</i>	NO	NO	No information	No information	No information
Tuzi Union	NO	NO	No information	No information	No information

[35] The data refer to parliamentary parties that submitted their annual financial statement to the Agency for Prevention of Corruption (March 31, 2021). The information regarding the content of the financial statement contained in the table is based on the financial statements of the parties published by the Agency for Prevention of Corruption ending with June 15, 2020. This refers to the columns containing information on whether the party has submitted a financial statement, whether that statement contains a special report on the spending of funds paid for the regular work of women's organisations within political parties, as well as whether the report states the amounts obtained for this purpose from the state budget and local budgets. The financial statements are available on the website of the Agency for Prevention of Corruption. The information in the table concerning the statutes of women's organisations within political parties is presented on the basis of collected information obtained directly from political entities (through requests for free access to information) or, in cases where there was no response to this request, by searching information available from open sources.

Democrats	YES	NO	51,128	No information	YES
Demos	YES	NO	17,417	No information	YES
<b>Parties</b>	<b>Financial statement for 2020</b>	<b>Special report</b>	<b>From the state budget</b>	<b>From the local budget</b>	<b>Statute of women's org.</b>
URA	YES	NO	No information	No information	YES
Reconciliation and Justice Party [36]	YES	NO	No information	No information	No information
NOVA	YES	NO	29,343	No information	YES
PzP	YES	NO	No information	No information	No information
DNP	YES	NO	12,497	No information	No information
SNP	YES	NO	15,231	12,933	YES
True Montenegro	YES	YES	551	2,345	No information
United Montenegro	YES	NO	No information	No information	No information
Workers Party	YES	NO	No information	No information	No information
SD	YES	NO	52,618	25,971	No information

### **Parties that lost parliamentary status after 2020 elections**

<b>Parties</b>	<b>Financial statement for 2020</b>	<b>Special report</b>	<b>From the state budget</b>	<b>From the local budget</b>	<b>Statute of women's org.</b>
HGI	YES	NO	37,724	No information	NO

[36] Reconciliation and Justice Party does not receive funds for the work of women's organisations from the state budget. As a reminder, the parties that run in the elections in the coalition count as one political entity. Political entities that have won seats in the Parliament are paid equal amounts for the work of women's organisations, and within coalitions this money is distributed in accordance with the coalition agreement. In the available monthly decisions of the Ministry of Finance on the amount of funds for the work of women's organisations from the amount belonging to the coalition Peace is Our Nation, which consists of URA and the Reconciliation and Justice Party, the total amount of funds went to URA.





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