

Basic information	
2025/2020(INI)	Procedure completed
INI - Own-initiative procedure	
2023 and 2024 Commission reports on Montenegro	
Subject	
8.20 Enlargement of the Union	
8.20.01 Candidate countries	
Geographical area	
Montenegro, from 06/2006	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	AFET Foreign Affairs	ŠAREC Marjan (Renew)	14/11/2024
			Shadow rapporteur LOPATKA Reinholt (EPP) MAVRIDES Costas (S&D) BŽOCH Jaroslav (PfE) STURDZA Șerban Dimitrie (ECR) PREBILIĆ Vladimir (Greens/EFA) GEORGIOU Giorgos (The Left)

Key events			
Date	Event	Reference	Summary
23/01/2025	Committee referral announced in Parliament		
13/05/2025	Vote in committee		
20/05/2025	Committee report tabled for plenary	A10-0093/2025	Summary
17/06/2025	Debate in Parliament		
18/06/2025	Decision by Parliament	T10-0130/2025	Summary
18/06/2025	Results of vote in Parliament		

Technical information	
Procedure reference	2025/2020(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Annual report
Legal basis	Rules of Procedure EP 55
Other legal basis	Rules of Procedure EP 165
Stage reached in procedure	Procedure completed
Committee dossier	AFET/10/01784

Documentation gateway				
European Parliament				
Document type	Committee	Reference	Date	Summary
Committee draft report		PE769.896	18/02/2025	
Amendments tabled in committee		PE771.847	19/03/2025	
Committee report tabled for plenary, single reading		A10-0093/2025	20/05/2025	Summary
Text adopted by Parliament, single reading		T10-0130/2025	18/06/2025	Summary

European Commission				
Document type	Reference	Date	Summary	
Commission response to text adopted in plenary	SP(2025)08	12/08/2025		

Meetings with interest representatives published in line with the Rules of Procedure

Rapporteurs, Shadow Rapporteurs and Committee Chairs

Transparency				
Name	Role	Committee	Date	Interest representatives
ŠAREC Marjan	Rapporteur	AFET	27/05/2025	Chief Negotiator of Montenegro with the EU
ŠAREC Marjan	Rapporteur	AFET	27/05/2025	Ambassador of European Union to Montenegro
ŠAREC Marjan	Rapporteur	AFET	25/05/2025	Deputy Prime Minister for Security, Internal Policy, European and Foreign Affairs
ŠAREC Marjan	Rapporteur	AFET	25/05/2025	Chair of the Delegation of the Parliament of Montenegro
ŠAREC Marjan	Rapporteur	AFET	20/05/2025	NGO CENTAR ZA ZENSKA PRAVA
ŠAREC Marjan	Rapporteur	AFET	13/05/2025	Central Bank of Montenegro
ŠAREC Marjan	Rapporteur	AFET	09/04/2025	Human Rights Action

LOPATKA Reinhold	Shadow rapporteur	AFET	03/04/2025	Minister Maida Gorcevic
ŠAREC Marjan	Rapporteur	AFET	03/04/2025	Meeting with Minister of European Affairs
ŠAREC Marjan	Rapporteur	AFET	18/03/2025	Meeting with Deputy Prime Minister for Security, Defense, the Fight Against Crime, and Internal Policy and Minister of the Interior
ŠAREC Marjan	Rapporteur	AFET	05/02/2025	Deputy Prime Minister for Foreign and European Affairs
LOPATKA Reinhold	Shadow rapporteur	AFET	04/02/2025	Minister Filip Ivanovic
ŠAREC Marjan	Rapporteur	AFET	30/01/2025	Meeting with the Union of Municipalities of
ŠAREC Marjan	Rapporteur	AFET	30/01/2025	Meeting with President of Montenegro
ŠAREC Marjan	Rapporteur	AFET	29/01/2025	Meeting with Deputy Prime Minister and Minister of Foreign Affairs
ŠAREC Marjan	Rapporteur	AFET	29/01/2025	Meeting with Deputy Prime Minister for Security, Defense, the Fight Against Crime, and Internal Policy
ŠAREC Marjan	Rapporteur	AFET	29/01/2025	Meeting with Prime Minister of Montenegro
ŠAREC Marjan	Rapporteur	AFET	28/01/2025	Meeting with representatives of parliamentary groups
ŠAREC Marjan	Rapporteur	AFET	28/01/2025	Meeting with Speaker of Parliament
ŠAREC Marjan	Rapporteur	AFET	27/01/2025	European Union's Ambassador to Montenegro
ŠAREC Marjan	Rapporteur	AFET	27/01/2025	Meeting with Minister of European Affairs
ŠAREC Marjan	Rapporteur	AFET	27/01/2025	Meeting with Minister of Defense
ŠAREC Marjan	Rapporteur	AFET	27/01/2025	Meeting with Minister of Interior
ŠAREC Marjan	Rapporteur	AFET	27/01/2025	CENTER FOR DEMOCRACY AND HUMAN RIGHTS (CEDEM), CENTRE FOR CIVIC EDUCATION (CCE), CIVIC ALLIANCE

2023 and 2024 Commission reports on Montenegro

2025/2020(INI) - 20/05/2025 - Committee report tabled for plenary, single reading

The Committee on Foreign Affairs adopted the own-initiative report by Marjan ŠAREC (Renew, SI) on the 2023 and 2024 Commission reports on Montenegro.

Commitment to EU accession

Members acknowledged Montenegro's strong commitment to European Union membership. They reaffirmed their **full support for the country's future membership in the Union** and welcomed the overwhelming support of Montenegrin citizens and the majority of political stakeholders for EU membership in 2028.

Members congratulated Montenegro for meeting the interim benchmarks set for Chapters 23 and 24 and welcomed the closure of three further negotiating chapters, bringing the total to six. They encouraged all political actors to **remain focused on European integration and the necessary reforms** and to move swiftly and more effectively towards the closure of other chapters in 2025. The adopted reforms must be implemented effectively and consistently to ensure genuine progress and full compliance with European Union law.

The report welcomed Montenegro's continued full alignment with the EU's **Common Foreign and Security Policy** (CFSP), including EU restrictive measures, notably those related to Russia's war of aggression against Ukraine and cyberattacks. It underlined the strategic importance of Montenegro's NATO membership.

Members remained concerned about **malign foreign interference** that discredits the Union and jeopardises Montenegro's progress towards accession. Montenegro is urged to adopt countermeasures in enhanced cooperation with the Union and NATO and through increased regional cooperation among the Western Balkan countries. Strategic communication with Montenegrin citizens on the benefits of the enlargement process and EU membership must be strengthened.

Democracy and rule of law

Concerned about the resurgence of tensions and ethnic polarisation, Members called for constructive dialogue and the search for consensus across the political spectrum, giving priority to legislative quality.

The report encouraged Montenegro to:

- consult and coordinate with the Union any possible changes to the citizenship law that could have serious repercussions on the decision-making processes and the identity of the country;
- ensure regular and meaningful participation of civil society in decision-making processes;
- fully align its electoral legal framework with Union standards, in particular as regards the harmonisation of electoral legislation, transparency, dispute resolution mechanisms, campaign and media monitoring, as well as the financing of political parties and electoral campaigns;
- adopt the law on governance which should make it possible to improve the governance framework and optimise public administration;
- implement relevant legislation in order to provide the country with a framework for the professionalisation, optimisation and rationalisation of public administration;
- further align its legal framework, including the constitution, in particular the composition and decision-making process of the Judicial Council, with Union legislation and standards on the independence, accountability, impartiality, integrity and professionalism of the judiciary;
- intensify its criminal justice response to serious corruption and create the conditions enabling judicial institutions and independent bodies responsible for fighting corruption to operate effectively, free from political influence;
- urgently align its visa policy with that of the Union, in particular with regard to countries presenting risks of irregular immigration or for the security of the Union.

Fundamental freedoms and human rights

Regretting that the most vulnerable groups in society continue to face discrimination, Members called on Montenegro to adopt a new anti-discrimination law to improve access to rights for vulnerable groups. They called for stronger implementation to ensure equal treatment for all ethnic, religious, national, and social groups.

Montenegro is invited to:

- address the difficult living conditions of the Roma population in Montenegro;
- implement strategies to ensure respect for the rights of persons with disabilities;
- strengthen institutional mechanisms for gender equality, strengthen its efforts to combat discrimination against women and fully align its definitions of gender-based violence and domestic violence with those of the Istanbul Convention. The draft law on legal gender recognition should be adopted without delay;
- conduct effective investigations and prosecute all cases of hate speech, smear campaigns and SLAPPs against journalists;
- guarantee the editorial, institutional and financial independence of the public broadcasting service RTCG, taking into account the strong polarisation of the media and their vulnerability to political interests and foreign influence.

The report recalled that good neighbourly relations and regional cooperation are essential elements of the enlargement process.

Socioeconomic reforms

The report encouraged Montenegro to make the best use of all available EU funding under the Instrument for Pre-Accession (IPA III), the Economic and Investment Plan for the Western Balkans, the Instrument for Pre-Accession for Rural Development (IPARD) and the Western Balkans Facility for Reform and Growth, to accelerate socio-economic convergence with the EU, and to continue aligning its legislation with EU legislation on fraud prevention.

Lastly, Montenegro is urged to advance the green transition with the support of EU funds, improve its institutional and regulatory framework, and enhance its energy resilience by adopting the National Energy and Climate Plan, adopting energy efficiency laws, and further integrating into EU energy markets.

2023 and 2024 Commission reports on Montenegro

2025/2020(INI) - 18/06/2025 - Text adopted by Parliament, single reading

The European Parliament adopted by 470 votes to 102 against, with 77 abstentions, a resolution on the 2023 and 2024 Commission reports on Montenegro.

Commitment to EU accession

Members acknowledged Montenegro's strong commitment to European Union membership. They reaffirmed their full support for the country's future membership in the Union and welcomed the overwhelming support of Montenegrin citizens and the majority of political stakeholders for EU membership in 2028.

Montenegro has gone furthest in the accession process, with all 33 chapters of the EU acquis open and six provisionally closed. Members encouraged all political actors to remain focused on European integration and the necessary reforms and to move swiftly and more effectively towards closing other chapters in 2025, in order to meet the country's ambitious timetable.

Parliament welcomed the country's full alignment with the **EU's Common Foreign and Security Policy**, including EU sanctions against Russia, and commended Montenegro for its support for the rules-based international order within the United Nations. It also highlighted the strategic importance of Montenegro's NATO membership and welcomed its active participation in missions and operations under the Union's Common Security and Defence Policy.

Fight against foreign interference

Members remained concerned about malicious foreign interference, destabilisation efforts, cyberattacks, hybrid threats and disinformation campaigns, including attempts to influence political processes and public opinion, by third-country actors, which discredit the Union and jeopardise Montenegro's progress towards accession. Montenegro is called upon to adopt countermeasures in enhanced cooperation with the Union and NATO and through increased regional cooperation among the Western Balkan countries.

Democracy and rule of law

Noting with concern the resurgence of tensions and ethnic polarisation, which are slowing down the reform process, Parliament called for constructive dialogue and consensus-building across the political spectrum. It expressed concern about attempts to amend the Montenegrin citizenship law in the Montenegrin Parliament.

Parliament encouraged Montenegro to:

- fully align its electoral legal framework with Union standards, in particular as regards the harmonisation of electoral legislation, transparency, dispute resolution mechanisms, campaign and media monitoring, as well as the financing of political parties and electoral campaigns;
- strengthen transparency and control of political party spending and prevent the misuse of public resources;
- provide the country with a framework for the professionalisation, optimisation and rationalisation of public administration;
- further align its legal framework with Union legislation and standards on the independence, accountability, impartiality, integrity and professionalism of the judiciary and continue to depoliticise appointments;
- take measures to reduce the length of legal proceedings, particularly in cases of serious and organised crime, including money laundering;
- intensify its criminal justice response to serious corruption and create the conditions enabling judicial institutions and independent bodies responsible for fighting corruption to operate effectively, free from political influence;
- align its arms legislation with Union law and urgently align its visa policy with that of the Union, especially as regards countries posing irregular migration or security risks to the EU.

Fundamental freedoms and human rights

Regretting that the most vulnerable groups in society continue to face discrimination, Members called on Montenegro to adopt a new anti-discrimination law to improve access to rights for vulnerable groups. They called for stronger implementation to ensure equal treatment for all ethnic, religious, national, and social groups.

Montenegro is invited to:

- address the difficult living conditions of the Roma population in Montenegro;
- implement strategies to ensure respect for the rights of persons with disabilities;
- strengthen institutional mechanisms for gender equality, strengthen its efforts to combat discrimination against women and fully align its definitions of gender-based violence and domestic violence with those of the Istanbul Convention. The draft law on legal gender recognition should be adopted without delay;

- conduct effective investigations and prosecute all cases of hate speech, smear campaigns and SLAPPs against journalists;
- guarantee the editorial, institutional and financial independence of the public broadcasting service RTCG, taking into account the strong polarisation of the media and their vulnerability to political interests and foreign influence.

Parliament recalled that good neighbourly relations and regional cooperation are essential elements of the enlargement process. It welcomed the bilateral consultations between the Republic of Croatia and Montenegro on unresolved bilateral disputes. It called on Montenegro to adopt a proactive approach in dealing with war crimes cases.

Socioeconomic reforms

The resolution encouraged Montenegro to make the best use of all available EU funding under the Instrument for Pre-Accession (IPA III), the Economic and Investment Plan for the Western Balkans, the Instrument for Pre-Accession for Rural Development (IPARD) and the Western Balkans Facility for Reform and Growth, to accelerate socio-economic convergence with the EU, and to continue aligning its legislation with EU legislation on fraud prevention.

Lastly, Montenegro is urged to advance the green transition with the support of EU funds, improve its institutional and regulatory framework, and enhance its energy resilience by adopting the National Energy and Climate Plan, adopting energy efficiency laws, and further integrating into EU energy markets.