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Part 2

EUROPEAN COMMISSION FOR THE EFFICIENCY OF JUSTICE (CEPEJ)

Horizontal Facility III: Towards a better evaluation of the results of judicial reform efforts in the Western Balkans

"Dashboard Western Balkans"

Data collection: 2025

Report prepared by the CEPEJ for the attention of the European Commission

Part 2 - Beneficiary profile - Montenegro

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Executive Summary - Montenegro in 2025

Population in 2025



GDP per capita in 2025



Average annual salary in 2025



€14 472

WB Average: €13 849

Judicial organisation

In 2025, Montenegro's judicial system comprised 25 courts as legal entities operating across 39 geographic locations, corresponding to 4,0 courts and 6,3 court locations per 100 000 inhabitants, both above the Western Balkans averages. Of these, 23 were courts of general jurisdiction and 2 were specialised courts. The system included 18 first instance courts, 4 second instance courts and 1 Supreme Court, while the Administrative Court and the Commercial Court operated as specialised first instance courts. In addition, specialised chambers or judges existed in areas such as juvenile justice, corruption and organised crime.

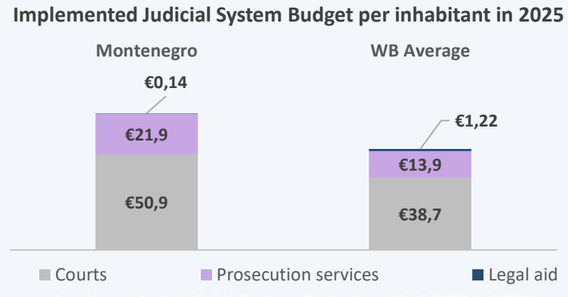
Budget

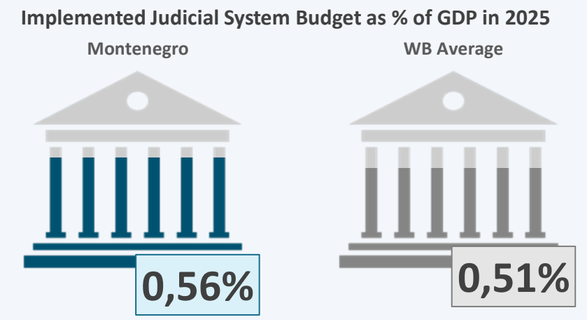
In 2025, the implemented judicial system budget in Montenegro amounted to **€72,9 per inhabitant**, marking a **6,5% increase** compared to 2024 and remaining well above the Western Balkans average of **€53,8**. The judicial system budget represented **0,56% of GDP**, also slightly above the regional average (**0,51%**). Out of the total implemented budget of **€45,44 million**, **69,8%** was allocated to courts, **30%** to prosecution services and **0,2%** to legal aid. Compared to the previous year, per capita expenditure increased by **4,9%** for courts and **10,5%** for prosecution services, while legal aid expenditure remained broadly stable at a very low level (**-1,6%**).

Legal aid

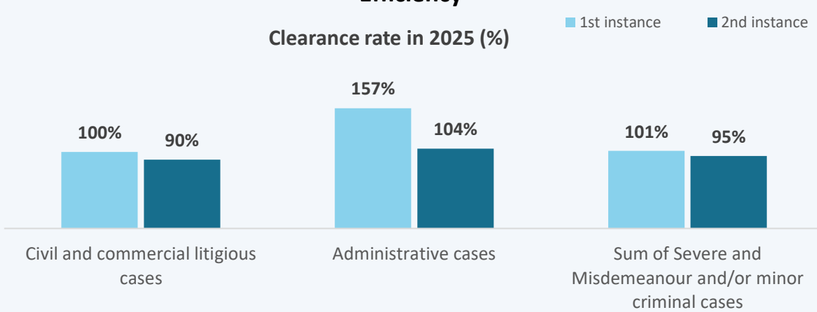
In 2025, Montenegro allocated €90 357 to legal aid, corresponding to €0,14 per inhabitant, 0,2% of the judicial system budget and 0,0011% of GDP, all well below the Western Balkans median. Legal aid covers both criminal and non-criminal matters, including legal advice, representation before courts and out-of-court dispute resolution. It is granted primarily on the basis of the applicant's financial situation, while several vulnerable groups—including victims of torture, victims of sexual offences and children in proceedings concerning the protection of their rights—benefit from automatic entitlement. During the year, 213 legal aid cases were granted (0,03 per 100 inhabitants), with an average amount of €424,2 per case. Comparisons with regional averages should, however, be interpreted with caution, as the Montenegrin legal aid budget does not include expenditure for mandatory legal representation before courts, which is included

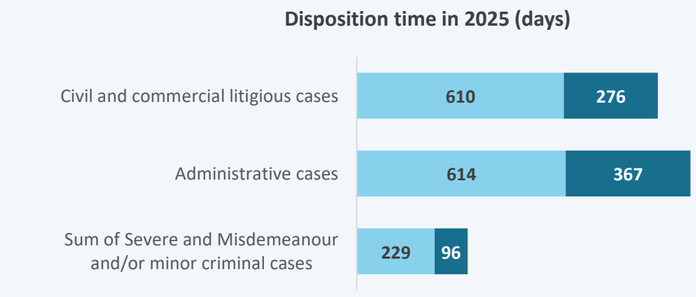
Budget of the Judicial System





Efficiency





Efficiency**

In 2025, judicial efficiency in Montenegro showed a mixed but overall improving picture. In first instance courts, **civil and commercial litigious cases** remained under pressure, with a clearance rate of **100%** but a still very high disposition time of **610 days**. By contrast, **administrative cases** improved markedly: the clearance rate rose to **157%** and disposition time fell to **614 days**, reflecting both a lower inflow of cases and intensified efforts by the Administrative Court to reduce backlog, notably through an EU-supported project and new digital tools for faster case processing. **Criminal first-instance cases** remained comparatively stable, with a clearance rate of **101%** and a disposition time of **229 days**. At second instance, **civil cases** remained below equilibrium, with a clearance rate of **90%** and a disposition time of **276 days**, while **administrative cases** also improved significantly, with the clearance rate increasing to **104%** and disposition time falling to **367 days**. **Criminal appeal cases** remained relatively efficient, with a clearance rate of **95%** and a disposition time of **96 days**. Overall, the 2025 data point to a clear improvement in administrative justice, while civil cases continue to face delays, particularly at first instance.

Public prosecution

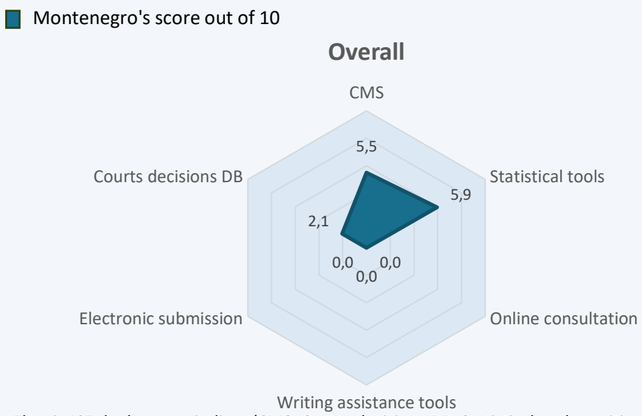
In 2025, public prosecution services in Montenegro received **8 855 incoming first-instance criminal cases involving known perpetrators**, corresponding to **1,42 cases per 100 inhabitants**, and processed **8 329 cases** (**1,34 per 100 inhabitants**), resulting in a clearance ratio of **0,94**. At the end of the year, **3 706 cases** remained pending (**0,59 per 100 inhabitants**). Most processed cases were **discontinued** (**5 380 cases**), while **4 515 cases** were brought to court and only **67** were concluded by a penalty or measure imposed or negotiated by the prosecutor. The State Prosecutor's Office is an independent authority with a central role in the pre-trial phase: it directs investigations, supervises the police and other competent authorities, decides on the initiation or dismissal of proceedings, and brings cases before the courts.

**The CEPEJ has developed two indicators to measure court's performance: clearance rate and disposition time.

Clearance Rate (CR) is the ratio obtained by dividing the number of resolved cases by the number of incoming cases in a given period, expressed as a percentage. It demonstrates how the court or the judicial system is coping with the in-flow of cases and allows comparison between systems regardless of their differences and individual characteristics. Its key value is 100%. A value below 100% means that the courts were not able to solve all the cases they received and, as a consequence, the number of pending cases increases. A CR above 100% means that the courts have resolved more cases than they received (they have resolved all the incoming cases and part of the pending cases) and, as a consequence, the number of pending cases decreases.

Disposition Time (DT) is the indicator that calculates time necessary for a pending case to be resolved and estimates the lengths of proceedings in days. It is a ratio between the pending cases at the end of the period and the resolved cases within the same period, multiplied by 365 days. More pending than resolved cases will lead to a DT higher than 365 days (one year) and vice versa.

ICT Deployment indices (scale 0-10)



The six ICT deployment indices (CMS, Courts decisions DB, Statistical tools, Writing assistance tools, electronic submission and online consultation) range from 0 to 10 points. Their calculation is based on the features and on deployment rates reported. The methodology for calculation provides points for each feature in each case matter. They are summarised and multiplied by the deployment rate as a weight. In this way, if the system is not fully deployed, the value is decreased even if all features are existing.

ICT tools

In 2025, Montenegro's judiciary continued to rely on a **single centralised case management system (PRIS)** deployed across almost all courts and case categories, with broadly similar functionalities in civil, administrative and criminal matters. The system supports key case-management functions such as random case allocation, electronic case transfers, anonymisation of decisions, interoperability with other systems, remote access and protected log files. The CMS was updated in 2024–2025, notably through the development of new modules for misdemeanour courts, while further upgrades are planned under the **2025–2028 Judiciary ICT Strategy**. Court decisions are published online after anonymisation, although publication rates vary across instances and case types and remain lower for criminal cases. Statistical tools are also widely deployed and provide real-time reporting on case flow and court performance, whereas **electronic submission, online consultation and writing assistance tools were not yet operational in 2025**.

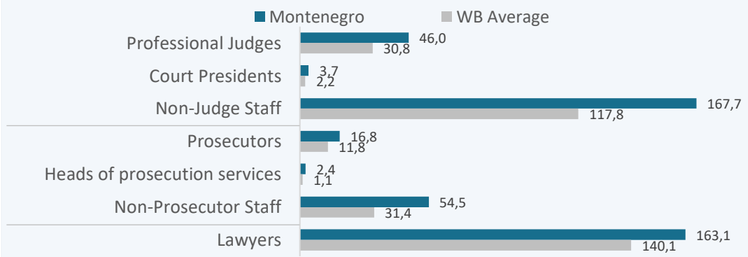
ADR

In 2025, Montenegro maintained a well-developed ADR framework, including **mandatory mediation and mandatory informative sessions** in specific categories of disputes. The country counted **194 accredited mediators**, corresponding to **31,1 mediators per 100 000 inhabitants**, well above the Western Balkans median, and **72,2%** of them were women. A total of **1 664 court-related mediation cases** were initiated and **565 ended with a settlement agreement**. Most mediations concerned **civil and commercial disputes** and **labour cases**. Compared with previous years, the decrease in newly initiated mediations appears to be linked to amendments to the **Law on Alternative Dispute Resolution**, particularly affecting labour disputes, while the high number of completed mediations reflects the clearance of backlog cases from previous years.

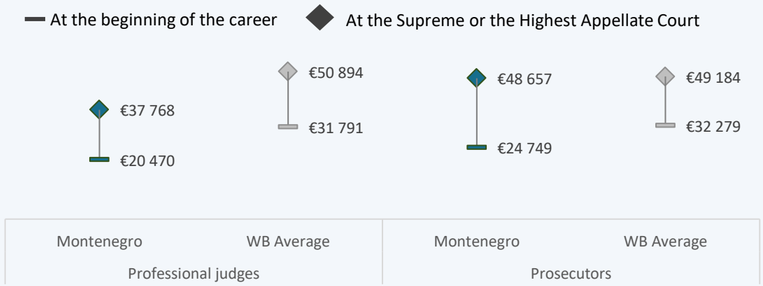
ECHR

In 2025, the European Court of Human Rights delivered **3 judgments finding at least one violation** concerning Montenegro, down from **9 in 2024**, while the number of applications allocated to a judicial formation increased from **133 to 172**. Violations concerned in particular the **right to a fair trial** and the **length of proceedings**. At the same time, the number of cases considered closed following the execution of ECHR judgments rose sharply, from **1 in 2024 to 21 in 2025**. Montenegro has in place mechanisms to disseminate ECHR case law within the judiciary and to reopen domestic proceedings following a Strasbourg judgment.

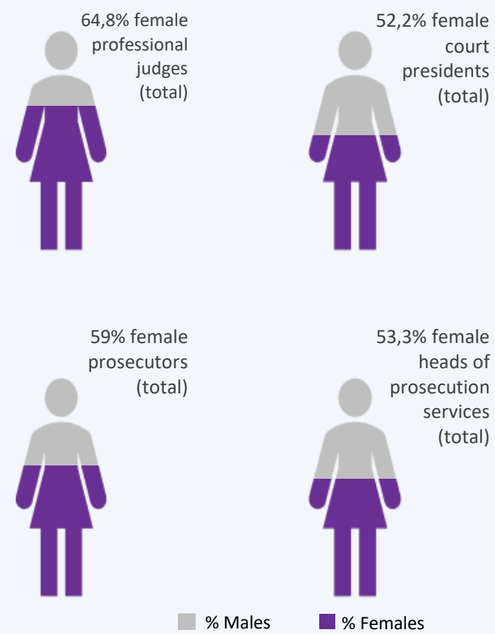
Professionals of Justice



Gross annual salaries of professional judges and prosecutors at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



Gender Balance



Professionals and gender balance

In 2025, Montenegro counted **46,9 professional judges** and **16,8 prosecutors per 100 000 inhabitants**, both well above the Western Balkans average. Compared to 2019, the number of judges per capita remained broadly stable, while the number of prosecutors declined by **15,1%**. Women continued to represent the majority across most judicial professions: they accounted for around **two thirds of professional judges**, **more than half of prosecutors**, and a large majority of court and prosecution staff. Female representation was also high in leadership positions, although with some variation between court levels and prosecution services. At the same time, women remained underrepresented among lawyers, confirming that the legal profession is less feminised than the judiciary itself. Overall, Montenegro's judiciary combines relatively high staffing levels with a strongly feminised workforce, while recent trends point to a contraction in prosecutorial resources rather than in the courts.

Reforms

Judicial reforms in Montenegro include higher judges' salaries, drafting of a Law on Court Administration, planned constitutional amendments to remove the justice minister from the Judicial Council, and ongoing updates to criminal and court legislation. The Law on Prevention of Corruption will be strengthened, a Special Court for organised crime is under consideration, and a new law on judicial cooperation with the EU will be adopted in line with EU standards.

Kosovo is not included in the calculation of summary statistics*

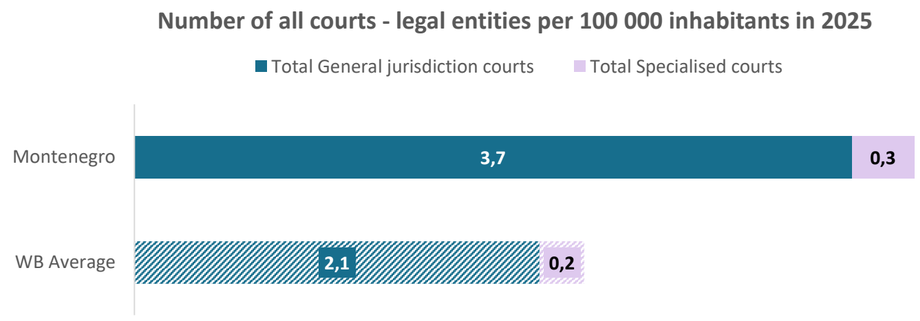
* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

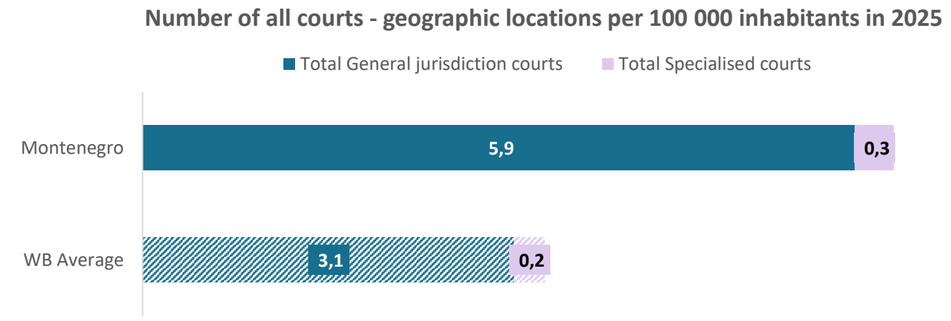
Judicial organisation in Montenegro in 2025 (Indicator 2.0)

Montenegro has a compact judicial system composed of courts of general jurisdiction and two specialised courts. In 2025, it counted 25 courts as legal entities operating across 39 geographic locations, corresponding to 4,0 courts and 6,3 court locations per 100 000 inhabitants, both clearly above the Western Balkans averages. The system includes 18 first instance general jurisdiction courts, 4 second instance courts and 1 Supreme Court, alongside the Administrative Court and the Commercial Court as specialised first instance courts. In addition, specialised chambers or judges exist for areas such as juvenile justice, corruption and organised crime. This territorial and institutional structure reflects Montenegro's effort to maintain broad geographical access to justice despite its relatively small population.

• Number of courts - legal entities

		Number of courts - legal entities in 2025			Number of courts - geographic locations in 2025		
		Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants	Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total number of all court (1 + 2)		25	4,0	2,3	39	6,3	3,3
General jurisdiction	Total General jurisdiction courts (1)	23	3,7	2,1	37	5,9	3,1
	1st instance	18	2,9	1,6	32	5,1	2,6
	2nd instance	4	0,6	0,4	4	0,6	0,4
	Highest instance	1	0,2	0,1	1	0,2	0,1
Specialised courts	Total Specialised courts (2)	2	0,3	0,2	2	0,3	0,2
	1st instance	2	0,3	0,2	2	0,3	0,2
	2nd instance	NAP	NAP	0,0	NAP	NAP	0,0
	Highest instance	NAP	NAP	-	NAP	NAP	-





Montenegro has 25 courts operating across 39 geographic locations. The judicial system comprises the Misdemeanour Court, the Higher Misdemeanour Court of Montenegro, Basic Courts, High Courts, the Commercial Court of Montenegro, the Administrative Court of Montenegro, the Court of Appeal and the Supreme Court. The misdemeanour jurisdiction is organised through three Misdemeanour Courts: the Misdemeanour Court in Bijelo Polje, with departments in Berane, Žabljak, Plav, Pljevlja, Rožaje, Kolašin and Mojkovac; the Misdemeanour Court in Budva, with departments in Bar, Kotor, Herceg Novi and Ulcinj; and the Misdemeanour Court in Podgorica, with departments in Cetinje, Danilovgrad and Nikšić. Podgorica hosts the Basic Court, Administrative Court, Commercial Court, High Court, Court of Appeal, Supreme Court, Misdemeanour Court and Higher Misdemeanour Court, while Bijelo Polje hosts the Basic Court, High Court and Misdemeanour Court. Basic Courts are also located in Ulcinj, Bar, Cetinje, Kotor, Herceg Novi, Nikšić, Žabljak, Pljevlja, Danilovgrad, Kolašin, Berane, Plav and Rožaje.

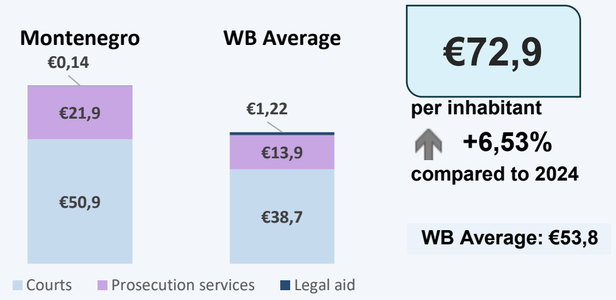
• Specialised courts

Areas of law concerned by the specialisation in 2025	Specialised courts (legal entities)	Specialised chambers and/or judges
Commercial and insolvency	✓	
Labour		
Family		
Rent and tenancies		
Enforcement of criminal sanctions		
Administrative	✓	
Juvenile		✓
Domestic violence		
Economic crime		
Corruption		✓
Organised crime/terrorism		✓
Cybercrime and internet related disputes		
Environment		
Immigration/asylum		
Other		

The Administrative Court and the Commercial Court are Montenegro's two specialised courts. The Administrative Court decides on the legality of administrative acts and other administrative actions affecting the rights, obligations or legal interests of natural and legal persons, including cases of administrative silence where a public authority has failed to act or decide. Its jurisdiction is also defined by a number of special laws providing for judicial review through administrative disputes. The Commercial Court, which under CEPEJ methodology is classified as a specialised first instance court, deals with disputes arising from commercial relations between business entities, as well as status-related matters, bankruptcy and liquidation proceedings, intellectual property and competition cases, and disputes concerning ships, aircraft and other matters prescribed by law. It also carries out enforcement and security measures in cases within its jurisdiction, decides in non-contentious proceedings, recognises foreign court and arbitral decisions, confirms settlements reached through mediation, and provides international legal assistance.

Budget of the judicial system in Montenegro in 2025 (Indicator 1)

Implemented Judicial System Budget per inhabitant



€72,9

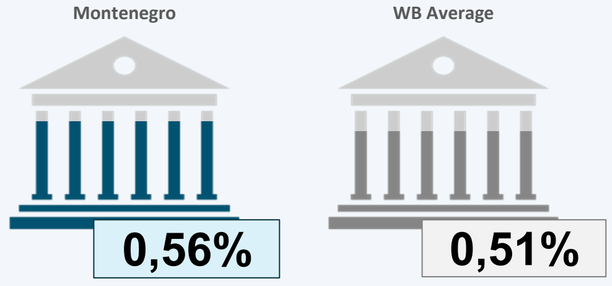
per inhabitant

+6,53%

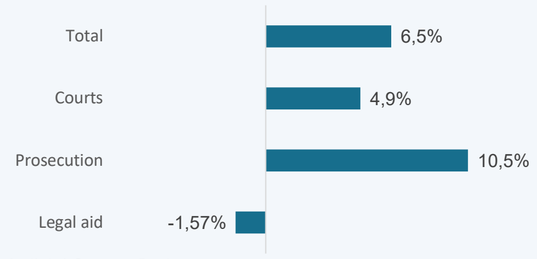
compared to 2024

WB Average: €53,8

Implemented Judicial System Budget as % of GDP



Variation of the JSB per inhabitant between 2024 - 2025



JSB = Judicial System Budget

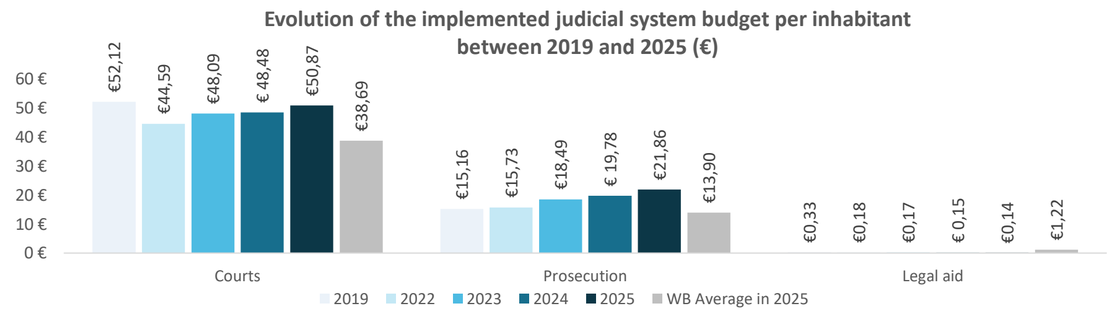
The Judicial System Budget (JSB) is composed by the budget for courts, public prosecution services and legal aid. In 2025, the implemented JBS for Montenegro was €72,9 per inhabitant, which is significantly higher than the WB Average (€53,8). This amount reflects a +6,53% increase compared to 2024. Within this budget, €50,9 was allocated to courts, €21,9 to prosecution services, and €0,14 to legal aid. For the WB Average, the corresponding allocations were €38,7, €13,9, and €1,22 respectively. As a share of the gross domestic product (GDP), Montenegro dedicated 0,56% of its total economic output to the judicial system, which was comparable to the WB Average of 0,51%. These figures indicate that Montenegro invests more in its judicial system both per inhabitant and as a share of GPD compared to the WB Average. These figures indicate that Montenegro invests more in its judicial system both per inhabitant and as a share of GPD compared to the WB Average.

• Budget allocated to the judicial system (courts, prosecution services and legal aid)

In 2025 the implemented judicial system budget reached €45 444 195.The data show an increase compared to 2024 (6,53%) while, over the longer period of time, the implemented judicial system budget per inhabitant had an increase of 7,8% since 2019.
With respect to economic output, the judicial system budget accounted for 0,56% of GDP in 2025, compared to the regional average of 0,51%. Notably, this proportion decreased significantly by -0,29 percentage points since 2019 and by -0,066 percentage points since 2024.
Looking more closely at the different components of the judicial system budget, most of the judicial system budget was devoted to courts, which received 69,8% of the total, followed by prosecution services (30%) and legal aid (0,2%).The implemented budget for courts was €31 722 154, which represents per inhabitant spending of €50,9 compared with €38,7 for the WB Average. The courts' budget per inhabitant fell by -2,4% since 2019 and grew by 4,9% from 2024. The courts' share of GDP was 0,39%, ahead of the regional average of 0,36%.The prosecution saw an implemented budget of €13 631 684 (€21,9 per inhabitant vs the regional average of €13,9). This budget category soared remarkably since 2019 (44,16%) and rose from 2024(10,53% .Morevoer, the prosecution's share of GDP was 0,17%, compared to the WB Average of 0,13%.Meanwhile, legal aid's implemented budget was €90 357, equivalent to €0,14 per inhabitant — significantly lower than the regional average. The legal aid budget plummeted by -55,8% from 2019 and remained stable (-1,6%) from the previous year. Its GDP share was 0,001%, lower than the WB Average of 0,012%.

Judicial System Budget	Judicial System Budget in 2025		Implemented Judicial System Budget per inhabitant				Implemented Judicial System Budget as % of GDP			
	Approved	Implemented	Per inhabitant in 2025	WB Average in 2025	% Variation between 2019 - 2025	% Variation between 2024 - 2025	As % of GDP	WB Average in 2025	Variation (in ppt) 2019 - 2025	Variation (in ppt) 2024 - 2025
Total	€45 202 852	€45 444 195	€72,9	€53,8	7,8%	6,5%	0,56%	0,51%	-0,29	-0,066
Courts	€29 660 157	€31 722 154	€50,9	€38,7	-2,4%	4,9%	0,39%	0,36%	-0,27	-0,053
Prosecution	€15 398 078	€13 631 684	€21,9	€13,9	44,2%	10,5%	0,17%	0,13%	-0,02	-0,013
Legal aid	€144 617	€90 357	€0,14	€1,22	-55,8%	-1,57%	0,001%	0,012%	-0,003	0,000

PPT = Percentage points



• Budget allocated to the functioning of the courts - Categories

In 2025, Montenegro spent €31 722 154 on the implemented budget for courts. The largest share of the implemented court budget (71,6%) was allocated to gross salaries, reflecting the significant proportion that staff costs occupy within the judiciary's expenditure. The next substantial category is the "other" category, which accounted for 27,44% of the total courts budget, highlighting a variety of miscellaneous costs not specified in other budget lines. Moreover, computerisation represented 0,7% of the budget, highlighting the courts' investment and ongoing support of their IT systems. Maintanance and operation costs of court buildings made up 0,2% while investment in new buildings was allocated 0,1% of the total budget.

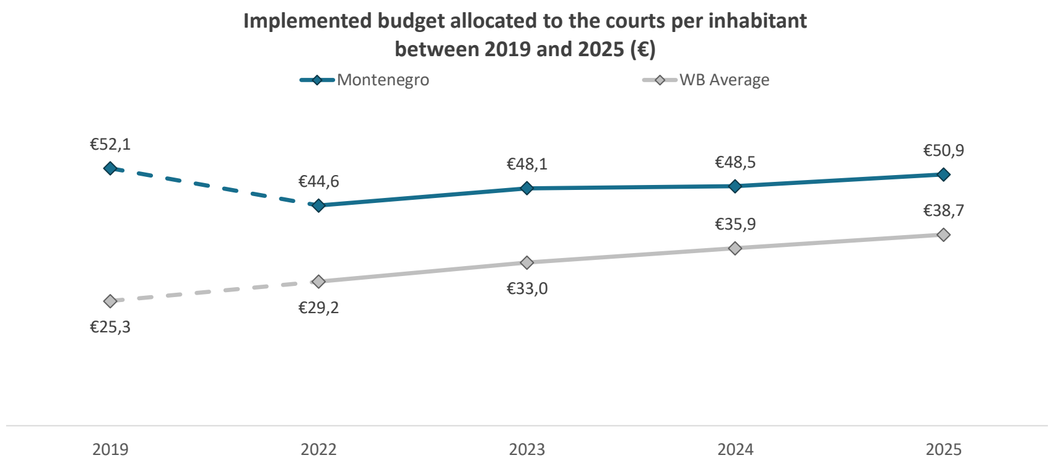
	2025		% Variation between 2019 and 2025		% Variation between 2024 and 2025	
	Approved budget	Implemented budget	Approved budget	Implemented budget	Approved budget	Implemented budget
Total (1 + 2 + 3 + 4 + 5 + 6 + 7)	€29 660 157	€31 722 154	-5,5%	-1,8%	0,7%	4,9%
1. Gross salaries	€22 965 659	€22 703 522	1,0%	-0,1%	-2,9%	0,1%
1.1 Salaries of professional judges	NA	NA				
1.2 Salaries of non-judge staff	NA	NA				
1.3 Salaries/remunerations of other judges	NA	NA				
2. Computerisation (2.1 + 2.2)	€334 907	€216 128	-47,8%	-65,5%	22,6%	-5,2%
3. Justice expenses	NA	NA	NA	NA	NA	NA
4. Maintenance and operational costs of court buildings	€114 296	€62 521	-26,8%	-59,9%	67,4%	-6,6%
5. Investment in new buildings	€76 827	€33 781	12,0%	-50,8%	83,2%	9,5%
6. Training	€13 754	€650	-48,8%	-97,3%	13,4%	-51,8%
7. Other	€6 154 714	€8 705 553	-11,4%	10,0%	13,9%	20,5%

The reported amount for gross salaries corresponds to the current budget actually spent on this budget line and cannot be broken down separately between judges' salaries and administrative staff salaries. The reported difference also reflects payments executed through the Ministry of Finance, notably for experts and lawyers, which are collected by enforcement. In addition, the category "Other" includes a broad range of expenditure items, such as other personal income, jubilee awards, severance pay, social assistance, separate living allowances, administrative materials, fuel, energy, communication services, legal and consulting services, banking services, insurance, labour-related expenses, utilities and justice-related costs, which cannot be further disaggregated. Finally, an additional € 33 781 was spent on investments in court buildings, including renovation works at the High Court in Podgorica and the Basic Courts in Bijelo Polje, Podgorica and Plav.

When reviewing the trend through the years, Montenegro's budget for courts per inhabitant was €52,1 in 2019 and attained €50,9 in 2025, representing a total decline of -2,4% over this period. The most pronounced annual change occurred between 2022 and 2023 when the budget shifted from €44,6 to €48,1, equating to a 7,8% increase.

In each year, Montenegro's budget for courts consistently remained above the WB Average, which rose from €25,3 in 2019 to €38,7 by 2025. The gap between Montenegro and the regional average was most significant in 2019, reaching €26,9 more per inhabitant than the WB Average. The only period of notable convergence occurred in 2025, when the gap narrowed to €12,2 per inhabitant.

The analysis demonstrates that The analysis demonstrates that Montenegro has decreased its per inhabitant funding for courts over the recents years, this investment continues to be lower than its regional peers.



• Budget allocated to the functioning of all public prosecution services - Categories

In 2025, Montenegro spent € 13 631 684 on the implemented budget for prosecution services. The largest share of this budget, 69,1%, was allocated to gross salaries, confirming that staff costs represent the main expenditure item for prosecution services as well. The second major component was prosecution expenses, which accounted for 30,9% of the implemented budget. No expenditure was reported under separate budget lines for computerisation, maintenance and operating costs of premises, investment in new buildings, training or other categories.

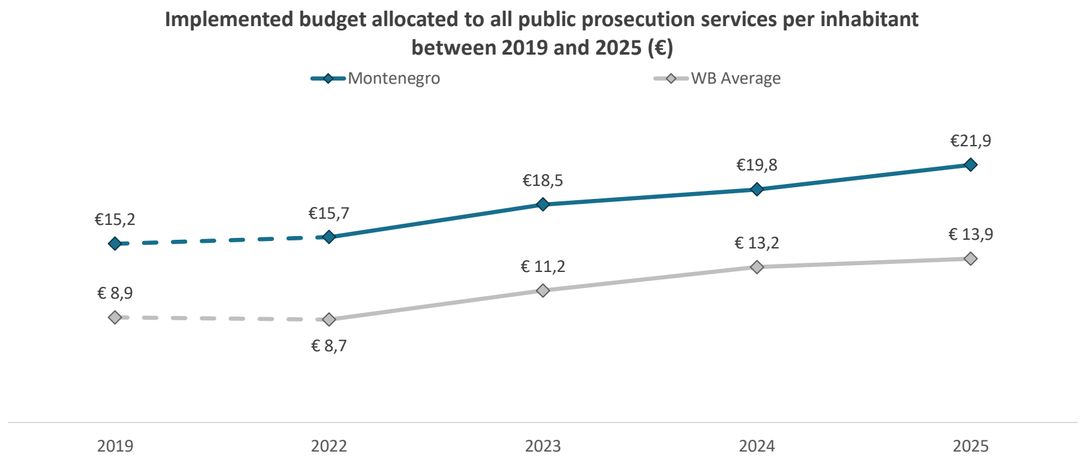
	2025		% Variation between 2019 and 2025		% Variation between 2024 and 2025	
	Approved budget	Implemented budget	Approved budget	Implemented budget	Approved budget	Implemented budget
Total (1 + 2 + 3 + 4 + 5 + 6 + 7)	€15 398 078	€13 631 684	68,0%	45,0%	12,5%	10,5%
1. Gross salaries	€11 478 476	€9 419 424				
1.1 Salaries of public prosecutors	NA	NA				
1.2 Salaries of non-public prosecutor staff	NA	NA				
1.3 Salaries/remunerations of professionals with similar duties to those of public prosecutors	NAP	NAP				
2. Computerisation	NA	NA				
3. Prosecution expenses	€3 919 601	€4 212 259				
4. Maintenance and operating costs of the premises	NA	NA				
5. Investment in new buildings	NA	NA				
6. Training	NAP	NAP	NAP	NAP	NAP	NAP
7. Other	NAP	NAP				

The total amount of funds allocated for gross salaries of employees in the State Prosecutor's Offices and the Secretariat of the Prosecutorial Council amounted to €9,419,424.98, of which €7,528,256.54 was allocated for net salaries.

When looking at the trend through the years, Montenegro's public prosecution services budget per inhabitant was €15,2 in 2019 and attained €21,9 in 2025, representing a total growth of 44,2% over this period. The most pronounced annual change occurred between 2022 and 2023 when the budget shifted from €15,7 to €18,5, equating to a 17,6% increase.

In each year, Montenegro's budget consistently remained above the WB Average, which rose from €8,9 in 2019 to €13,9 by 2025. The gap between Montenegro and the regional average was most significant in 2025, reaching €8,0 more per inhabitant than the WB Average. The only notable convergence occurred in 2019, when the gap narrowed to €6,2 per inhabitant.

The analysis demonstrates that Montenegro has increased its per inhabitant funding for public prosecution services over the recents years and this investment continues to be higher than its regional peers.



• Budget received from external donors

The percentages represent an estimate of the ratio between external donations and respective budget. The percentage is calculated in relation to the total implemented budget of each category. However, this does not mean that the external funds cover a percentage of the budget, since donations are not included in the judicial system budget.

	Absolute value	Calculated as %
Courts	NA	NA
Prosecution services	NA	NA
Legal aid	NA	NA

Professionals and Gender Balance in judiciary in Montenegro in 2025 (Indicators 2)

Professional Judges

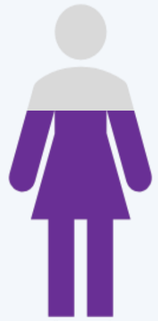
46,0

per 100 000 inhabitants

-8,0%

compared to 2019

WB Average: 30,8



64,8% female judges (total)

Prosecutors

16,8

per 100 000 inhabitants

-15,1%

compared to 2019

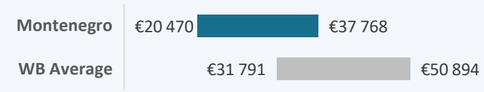
WB Average: 11,8



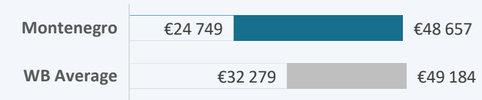
59% female prosecutors (total)

Salaries of judges and prosecutors

Professional judges - Gross annual salaries at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



Prosecutors - Gross annual salaries at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



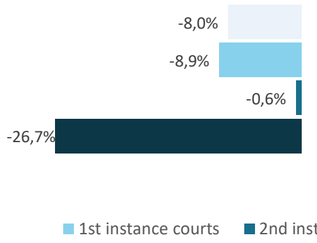
In 2025, Montenegro had 46 professional judges per 100 000 inhabitants and 16,8 prosecutors per 100 000 inhabitants. Both figures were above the WB Average of 30,8 and 11,8, respectively. More than half of professional judges and prosecutors were women (WB Average was 65,6% and 56,6%, respectively).

• Professional Judges

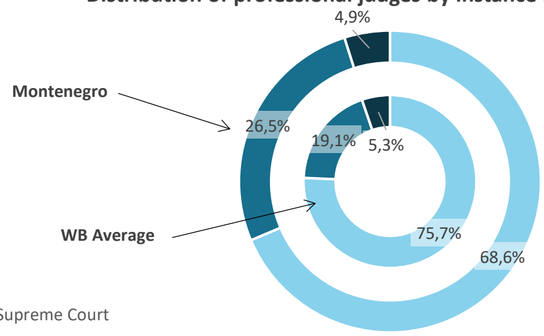
	Professional judges in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	287	100,0%	46,0	30,8
1st instance courts	197	68,6%	31,6	23,2
2nd instance courts	76	26,5%	12,2	6,0
Supreme Court	14	4,9%	2,2	1,6

For reference only: the 2024 EU median is 23,4 judges per 100 000 inhabitants.

% Variation of no. of professional judges per 100 000 inh. 2019 - 2025



Distribution of professional judges by instance in 2025 (%)



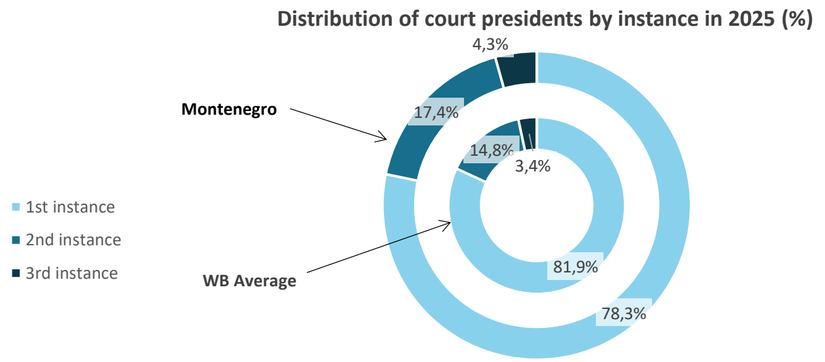
In 2025, the total number of professional judges in Montenegro was 287. This number translated to a ratio of 46 judges per 100 000 inhabitants, which was significantly higher than the WB Average of 30,8.

When examining the trends over the past 6 cycles, there has been some decrease in the number of professional judges. Since 2019, the number of professional judges per 100 000 inhabitants dropped somewhat by -8%.

Looking at the distribution of the professional judges by instance, 68,6% of judges are assigned to the first instance courts.

• Court presidents

	Court presidents in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	23	100,0%	3,7	2,2
1st instance courts	18	78,3%	2,9	1,8
2nd instance courts	4	17,4%	0,6	0,3
Supreme Court	1	4,3%	0,16	0,07



In 2025, Montenegro had a total of 23 court presidents. This figure corresponds to 3,7 per 100 000 inhabitants and was significantly higher than the WB Average of 2,2.

In 2025, the Basic Court in Žabljak had neither a court president nor a judge for an extended period, while in the Basic Court in Cetinje one judge was appointed by the Judicial Council as Acting President of the Court pending the election of

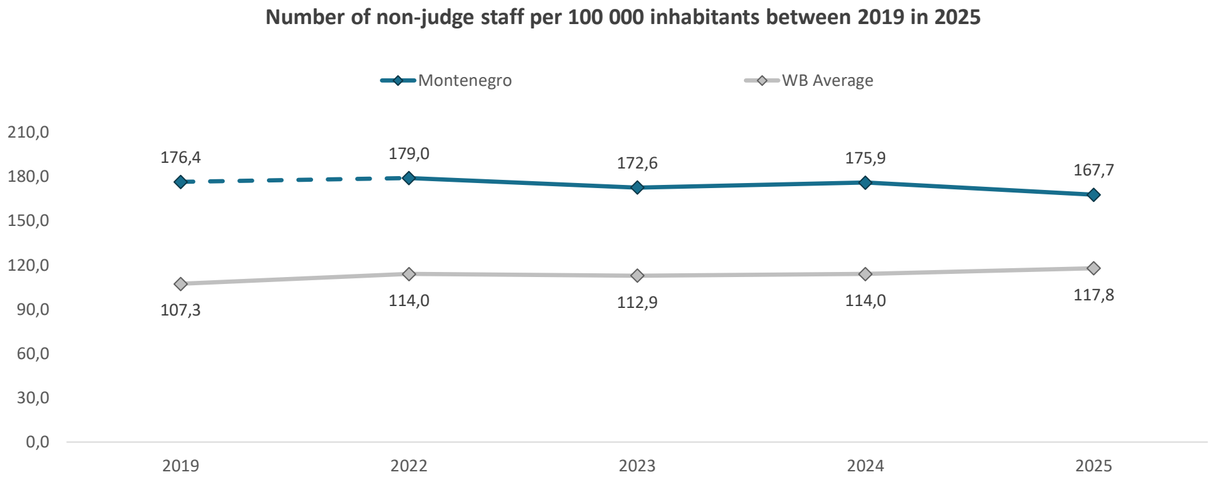
Role of court president:

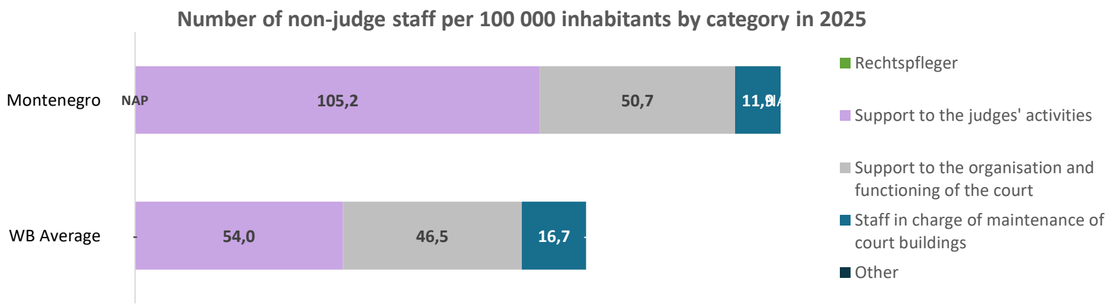
The President of the Court is responsible for managing court administration. They may delegate specific administrative tasks to the Vice-President of the Court and heads of departments, supervise the work of court departments and services by reviewing registers, auxiliary books, schedules and hearings, and monitor cases whose resolution is delayed by requesting reports and using other appropriate means. Through the review of case allocation and timeliness, the President maintains continuous oversight of the work of the court as a whole and takes measures to ensure lawful, regular, accurate and timely functioning. The President also examines complaints from parties and other participants in proceedings concerning delays, irregularities or possible undue influence on the course or outcome of proceedings, and takes appropriate measures in accordance with the law. In addition, the President performs tasks related to the professional development and training of judicial assistants and judicial trainees.

• Non-judge staff

	Number of non-judge staff by category in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	1 046	100,0%	167,7	117,8
Rechtspfleger	NAP	NAP	NAP	-
Support to the judges' activities	656	62,7%	105,2	54,0
Support to the organisation and functioning of the court	316	30,2%	50,7	46,5
Staff in charge of maintenance of court buildings	74	7,1%	11,9	16,7
Other	NAP	NAP	NAP	-

In 2025, the total number of non-judge staff was 1 046, which represents 167,7 per 100 000 inhabitants. This figure marks a -4,6% decrease compared to 2024, when non-judge staff totaled 175,9 per 100 000 inhabitants. Over the longer period from 2019 to 2025, the total number of non-judge staff per 100 000 inhabitants declined marginally by -5%.
The largest group of non-judge staff were those supporting judges' activities, accounting for 63% of the total, followed by staff in charge to support to the organisation and functioning of the court, who represented 30%.



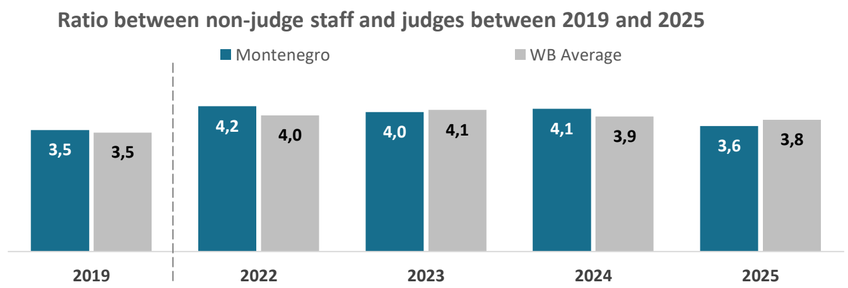


• Ratio between non-judge staff and professional judges

In Montenegro, the ratio of non-judge staff per professional judge was 3,6 in 2025, whereas the WB Average was 3,8. This increased slightly since 2019.

	Ratio in 2025		% Variation 2019 - 2025
	Montenegro	WB Average	Montenegro
Total	3,6	3,8	3,3%

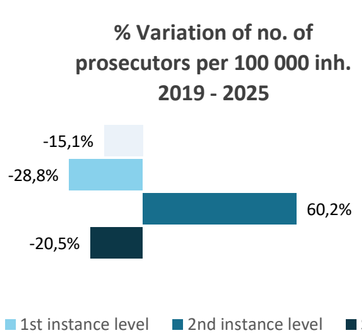
For reference only: the 2024 EU median ratio of non-judge staff per judge is 3,3.

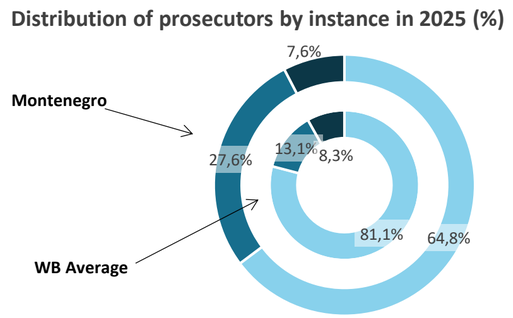


• Prosecutors

	Number of prosecutors by instance in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	105	100,0%	16,8	11,8
1st instance level	68	64,8%	10,9	9,4
2nd instance level	29	27,6%	4,7	1,8
Supreme Court level	8	7,6%	1,3	1,0

For reference only: the 2024 EU median is 11,4 prosecutors per 100 000 inhabitants.





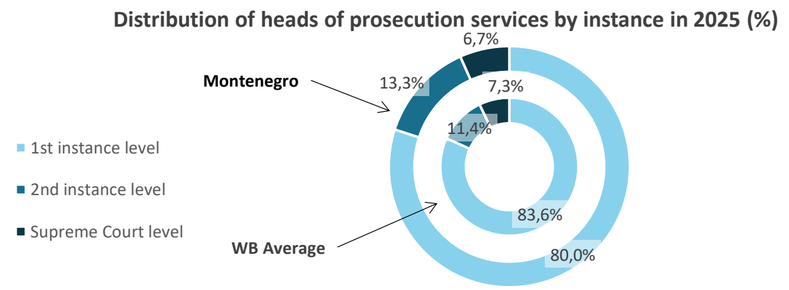
In 2025, Montenegro had 105 prosecutors in total, which equates to 16,8 per 100 000 inhabitants. This figure was significantly higher than the WB Average of 11,8.
Over the period between 2019 and 2025, the total number of prosecutors per 100 000 inhabitants a significant decrease by -15,1% .
Looking at the distribution of the prosecutors by instance, 64,8% of prosecutors are assigned to the first instance courts. This is -16,4 percentage points lower than the WB Average (81,1%).

Montenegro reported a total of 105 prosecutors in 2025, excluding 3 prosecutors temporarily suspended from duty and prosecutors whose term of office ended during the year. Of the total, 61 were women and 44 were men. The Supreme State Prosecutor's Office had 8 prosecutors (4 women and 4 men), the Special State Prosecutor's Office 10 (4 women and 6 men), the Higher State Prosecutor's Offices 19 (17 women and 2 men), and the Basic State Prosecutor's Offices 68 (37 women and 31 men).

• Heads of prosecution services

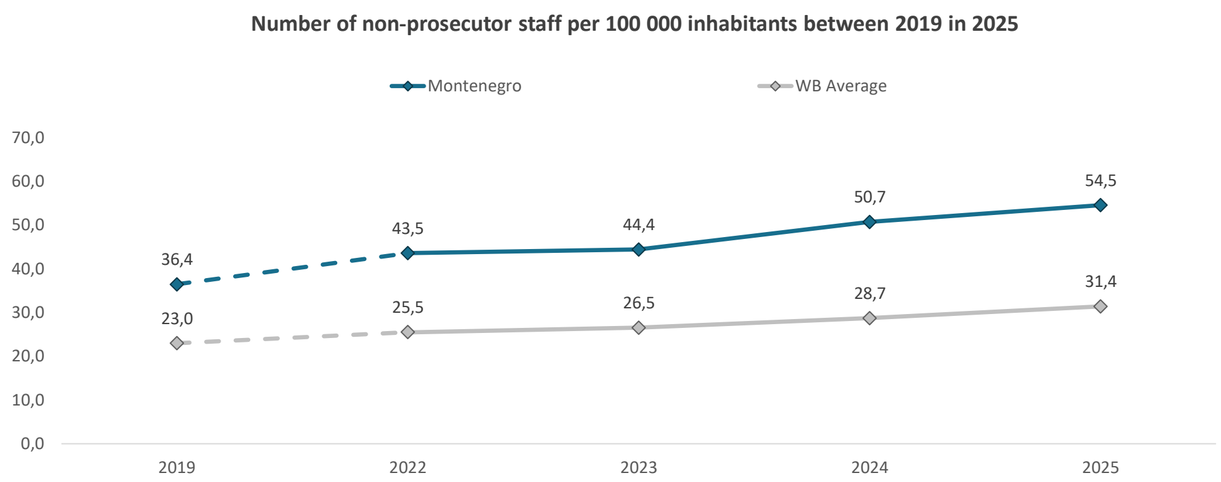
	Heads of prosecution services in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	15	100,0%	2,4	1,1
1st instance level	12	80,0%	1,9	0,9
2nd instance level	2	13,3%	0,3	0,2
Supreme Court level	1	6,7%	0,16	0,07

In 2025, Montenegro had a total of 15 heads of prosecution services, corresponding to 2,4 per 100 000 inhabitants. This figure was more than double the WB Average of 1,1.

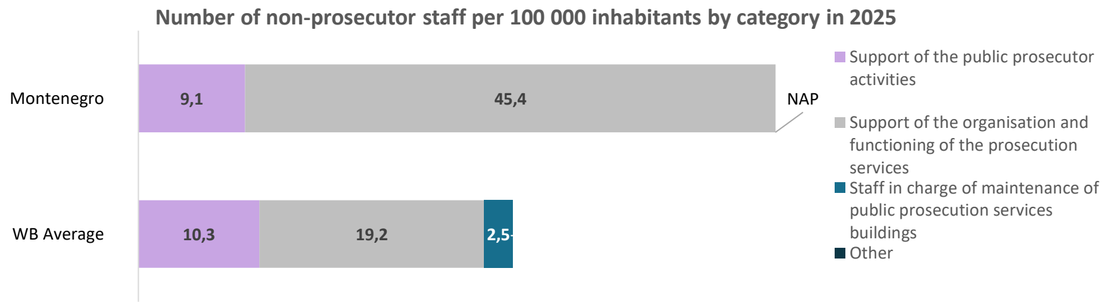


o Non-prosecutor staff

	Number of non-prosecutor staff by category in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	340	100,0%	54,5	31,4
Support of the public prosecutor activities	57	16,8%	9,1	10,3
Support of the organisation and functioning of the prosecution services	283	83,2%	45,4	19,2
Staff in charge of maintenance of public prosecution services buildings	NAP	NAP	NAP	2,5
Other	NAP	NAP	NAP	-



In 2025, the total number of non-prosecutor staff was 340, corresponding to 54,5 per 100 000 inhabitants. This figure represents a 7,6% increase compared to 2024, when non-prosecutor staff totaled 50,7 per 100 000 inhabitants. Over the longer term, from 2019 to 2025, the total number of non-prosecutor staff soared remarkably by 50%.
The largest category of non-prosecutor personnel consisted of those supporting the organisation and functioning of the prosecution services, accounting for 83% of the overall staff. This was followed by staff supporting the public prosecutor activities, who represented 17%.



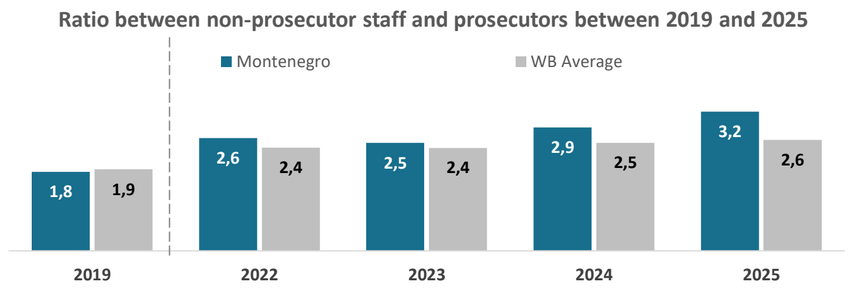
In December 2025, the State Prosecutor's Offices employed 310 officials and staff members, as well as 30 interns. In addition, the Secretariat of the Prosecutorial Council had 31 staff members on the payroll, including the Secretary of the Secretariat and 30 officials. Category 3 staff are not employed by the prosecution offices, as they belong to a separate state authority.

• Non-prosecutor staff and Ratio between non-prosecutor staff and prosecutors

In Montenegro, the ratio of non-prosecutor staff per prosecutor was 3,2 in 2025, whereas the WB Average was 2,6. This increased since 2019.

	Ratio in 2025		% Variation 2019 - 2025
	Montenegro	WB Average	Montenegro
Total	3,2	2,6	76,2%

For reference only: the 2024 EU median ratio of non-prosecutor staff per prosecutor is 1,1.

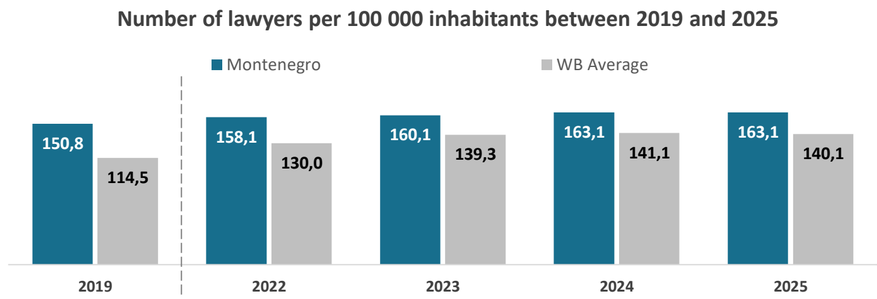


• Lawyers

	Number of lawyers in 2025			% Variation 2019 - 2025
	Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants	Montenegro
Total	1 017	163,1	140,1	8,1%

For reference only: the 2024 EU median is 138,7 lawyers per 100 000 inhabitants.

In 2025, there were 163,1 lawyers per 100 000 inhabitants, a figure that was higher than the WB Average of 140,1. The number of lawyers per 100 000 inhabitants increased by 8,1% between 2019 and 2025.



Legal representation in courts exclusively exercised by lawyers in 2025

	First instance	Second instance	Third instance
Civil cases			
Dismissal cases			
Criminal cases – Defendant			
Criminal cases – Victim			
Administrative cases			

Yes, always
Yes, in some cases
No/NAP

Only where is mandatory according to the law, it is exclusively exercised by lawyers.
In Montenegro, legal representation before courts is not necessarily performed exclusively by attorneys-at-law. Depending on the type of proceedings and the status of the party, representation may also be carried out by the parties themselves, legal representatives, or other authorized persons, in accordance with the applicable legislation.
Natural persons may represent themselves in civil proceedings or authorise another person through a power of attorney, while legal entities are represented by their authorised representatives or attorneys-at-law.
In criminal proceedings, defendants are represented by defense counsels, and mandatory legal representation applies in cases prescribed by law.

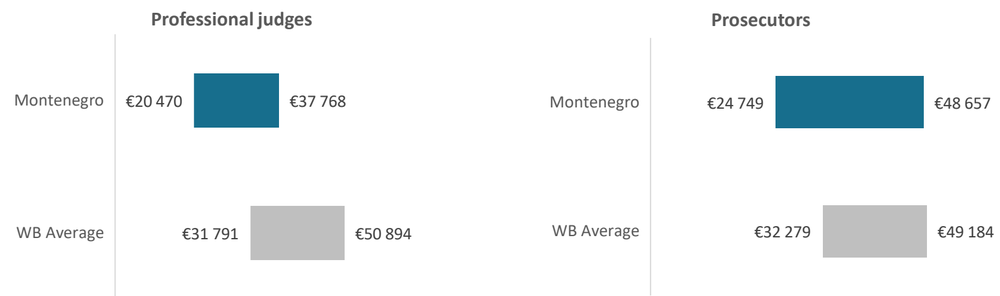
• Salaries of professional judges and prosecutors

In 2025, the salary of a professional judge at the beginning of his/her career was €20 470 which saw an increase by 6,7% since 2019. The ratio of the starting salary of professional judges to the annual gross average salary in Montenegro was 1,4, which was remarkably lower than the WB Average (2,4). At the Supreme Court or the Highest Appellate Court, judges in Montenegro earned 84,5% more than at the start of their careers (€37 768), which represents a higher increase compared to the WB Average of 55,1%.

Similarly, the salary of a public prosecutor at the beginning of his/her career was €24 749 which saw a remarkable increase by 32,7% since 2019. The ratio of the starting salary of prosecutors to the annual gross average salary in Montenegro was 1,7, which was significantly lower than the WB Average of 2,4. Prosecutors serving at the Supreme Court or the Highest Appellate Courts earned salaries that were 96,6% higher than at the entry level (€48 657), a percentange increase that was significantly higher than the WB Average increase of 51,1%.

		Salaries in 2025 (absolute values)			Ratio with the average gross annual salary	
		Gross annual salary in €	% Variation 2019 - 2025	Net annual salary in €	Montenegro	WB Average ratio
Professional judge	At the beginning of his/her career	20 470	▲ 6,7%	16 725	1,4	2,4
	Of the Supreme Court or the Highest Appellate Court	37 768	▼ -16,1%	29 613	2,6	3,7
Public prosecutor	At the beginning of his/her career	24 749	▲ 32,7%	23 639	1,7	2,4
	Of the Supreme Court or the Highest Appellate Court	48 657	▲ 49,5%	37 725	3,4	3,6

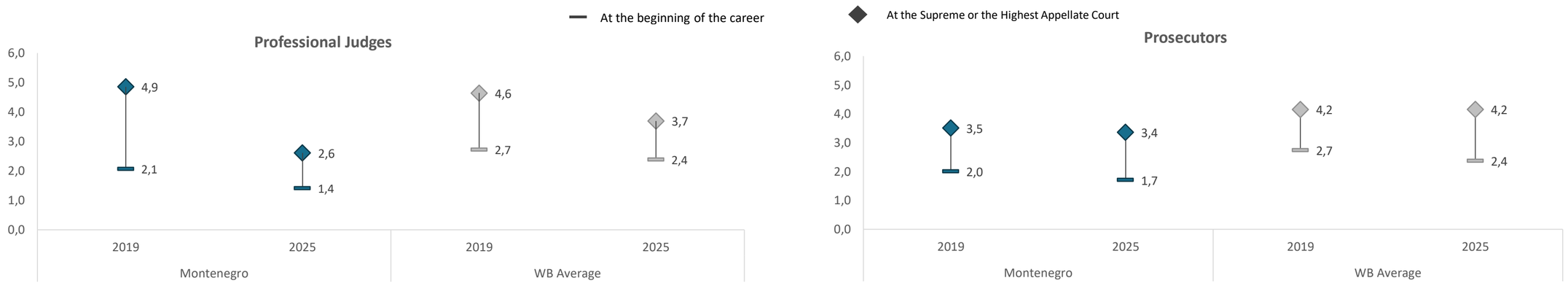
Gross annual salaries of professional judges and prosecutors at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



For reference only: the 2024 EU median for the ratio of judges and prosecutors' salaries with average gross annual national salary is:

- professional judges' salary at the beginning of career: 1,8
- professional judges' salary at the Supreme or the Highest Appellate Court: 4,3
- prosecutors' salary at the beginning of career: 1,7
- prosecutors' salary at the Supreme or the Highest Appellate Court: 3,5

Ratio of the gross annual salaries of judges and prosecutors with the average gross annual salary at the beginning of the career and at the Supreme or the Highest Appellate Court in 2019 and 2025



• Performance and evaluation of judges and public prosecutors

	Judges	Prosecutors
A mandatory formal evaluation system regulated by law	✓	✓
An optional formal evaluation system	✗	✗
An informal evaluation system (e.g., discussions with superiors, peer review)	✗	✗
Evaluation based on quantitative criteria	✓	✓
Evaluation based on qualitative criteria	✓	✓

In Montenegro, both judges and prosecutors are subject to a mandatory formal evaluation system regulated by law, based on a combination of quantitative and qualitative criteria. For judges, quantitative assessment is mainly linked to the number of completed cases, while qualitative criteria focus on the quality of judicial decisions, including the proportion of overturned decisions and the number of cases reopened on appeal. Prosecutors are likewise evaluated on the basis of both quantitative and qualitative criteria, under a revised framework adopted in 2025.

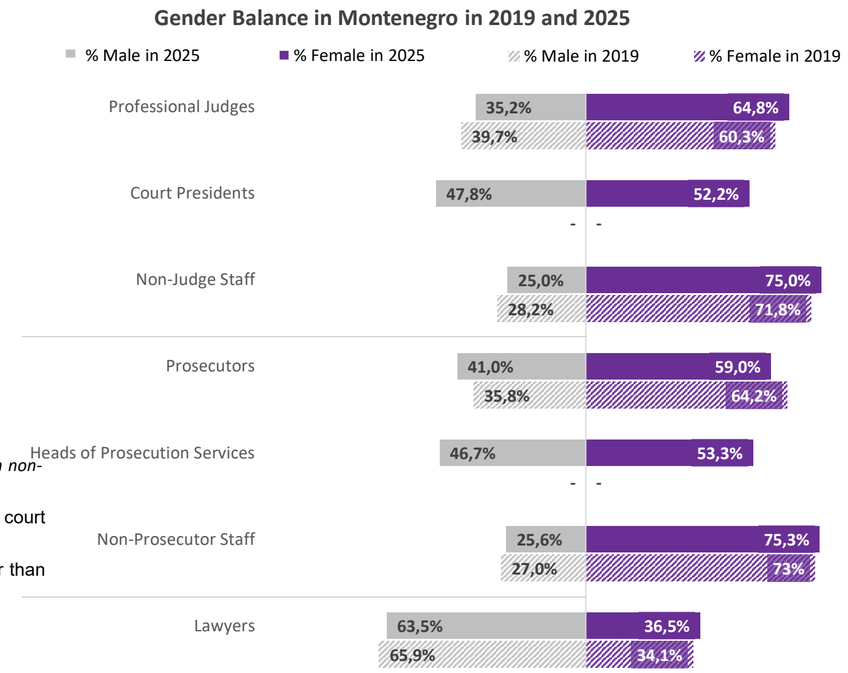
Judges are evaluated pursuant to Article 87 of the Law on the Judicial Council, normally every five years according to a plan adopted by the Judicial Council. The evaluation aims to assess professional competence, the quantity and quality of work, ethical standards and training needs, and also serves to support promotion decisions. Judges may also be evaluated earlier in specific situations, including after three years of service for first-time appointees, one year after an unsatisfactory grade, or in the context of applications for promotion, for the position of court president, or for a judicial post in the Administrative or Commercial Court where no recent evaluation exists. Judges are graded as excellent, good, satisfactory or unsatisfactory. In 2025, 20 judges were evaluated: 11 in promotion procedures, 7 in regular evaluations and 2 as candidates for the position of court president. Of these, 12 received the grade “excellent”, 7 were graded “good” and 1 “satisfactory”. Following the July 2024 amendments to the Law on the Judicial Council and Judges, the evaluation of Supreme Court judges was also introduced, although no such evaluations were carried out in 2025. New Rules on the Evaluation of Judges were adopted and published on the Judicial Council’s website, and the Evaluation Plan for 2026 was adopted on 23 December 2025.

For prosecutors, the legal basis for evaluation is set out in the Law on the State Prosecutor’s Office, as amended, together with the new Rules on the Evaluation of State Prosecutors and Heads of State Prosecutor’s Offices, which entered into force on 27 May 2025 following amendments to the Law adopted in June 2024. The performance evaluation of prosecutors is relevant for promotion to a higher prosecution office and for appointment to a permanent position, since state prosecutors are first appointed for a four-year term and may obtain a permanent position only after receiving a satisfactory evaluation. A new Commission for the Evaluation of the Work of State Prosecutors was established on 28 November 2025, and on 16 December 2025 it adopted the Evaluation Plan under which evaluations will be carried out in 2026. According to this plan, 63 prosecutors are to be evaluated in 2026, including 51 state prosecutors and 12 heads of prosecution offices. However, because the mandate of the Prosecutorial Council members expired in August 2025 and new members from among distinguished legal professionals were elected only in November 2025, it was not possible to establish the Commission earlier or adopt the Evaluation Plan on time. As a result, the evaluation of prosecutors and heads of prosecution offices was effectively suspended during 2025.

• Gender Balance

	% Female in 2025		Variation of the % females between 2019 - 2025 (in ppt)
	Montenegro	WB Average	Montenegro
Professional Judges	64,8%	65,6%	▲ 4,5
Court Presidents	52,2%	47,6%	
Non-Judge Staff	75,0%	71,6%	▲ 3,2
Prosecutors	59,0%	56,6%	▼ -5,2
Heads of Prosecution Services	53,3%	47,5%	
Non-Prosecutor Staff	75,3%	68,7%	▲ 2,3
Lawyers	36,5%	38,2%	▲ 2,4

PPT= Percentage points



For reference only: the 2024 EU medians on gender are among professionals are as follows: 63% women judges; 77% women non-judge staff; 63% women prosecutors; 79% women non-prosecutor staff; and 48% women lawyers.

In 2025, the percentage of female professional judges was 64,8%, which was lower than WB Average (65,6%). With a presence of 52,2%, the number of female court presidents in Montenegro was slightly higher than the WB Average of 47,6%. Moreover, the percentage of female non-judge staff was 75%.

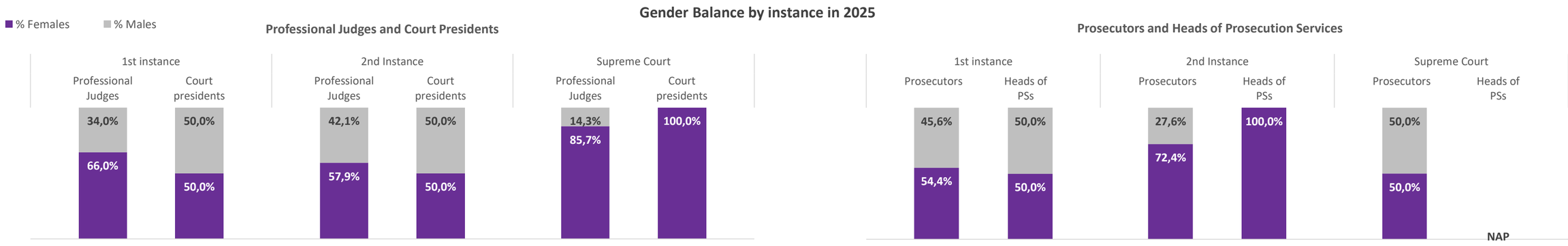
Also, the percentage of female prosecutors was 59% (higher than the WB Average of 56,6%).The number of female heads of prosecution services (53,3%) was higher than the WB Average (47,5%). Moreover, the percentage of female non-prosecutor staff was 75,3%.

Finally, the percentage of female lawyers was 36,5%, which was lower than WB Average (38,2%).

The lawyers were the only category with less than 50% of female presence.

	Professional Judges % Female		Court presidents % Female		Prosecutors % Female		Heads of Prosecution Services % Female	
	Montenegro	WB Average	Montenegro	WB Average	Montenegro	WB Average	Montenegro	WB Average
1st instance	66,0%	66,2%	50,0%	46,8%	54,4%	57,1%	50,0%	49,3%
2nd instance	57,9%	65,3%	50,0%	47,6%	72,4%	51,6%	100,0%	43,8%
Supreme Court	85,7%	62,6%	100,0%	53,3%	50,0%	42,7%	NAP	58,3%

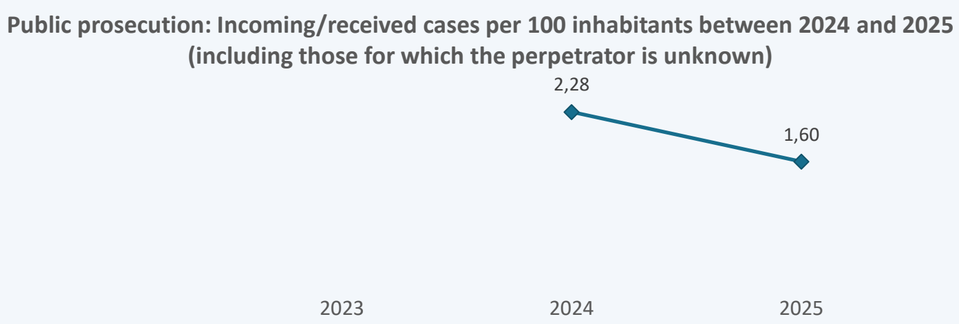
Female representation among judges decreases from first to second instance, before rising sharply at Supreme Court level. Among prosecutors, by contrast, the share of women increases markedly at second instance level, then falls again at the Supreme State Prosecutor's Office. Women account for half of court presidents at first and second instance and for all Supreme Court leadership, while the proportion of female heads of prosecution services rises from 50,0% at first instance to 100,0% at second instance.

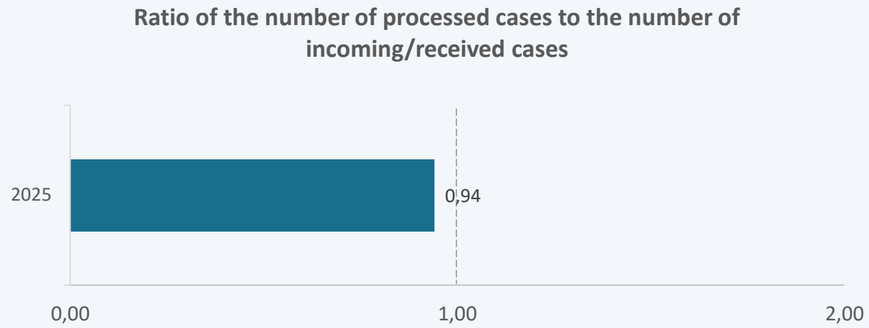


Gender Equality Policies

In Montenegro, there is no separate body exclusively task for gender equality issues within the judiciary. Gender equality is ensured by general public policies and where prescribed by laws and regulations.

Public Prosecution in Montenegro in 2025 (Indicators 3.1.1)





Montenegro was able to distinguish criminal cases where the perpetrator is known from those where the perpetrator is unknown. In 2025, the public prosecution services in Montenegro received 1,4 incoming first instance cases per 100 inhabitants (where the perpetrators were known), processed 1,3 cases per 100 inhabitants, and had 0,6 cases per 100 inhabitants pending at the end of the year. Between 2024 and 2025, the incoming/received cases in the public prosecution offices dropped somewhat from 2,28 to 1,6 per 100 inhabitants. The general trend over these years indicates a significant downward movement. Additionally, in 2025, the ratio of the number of processed cases to the number of incoming cases was 0,94.

Status of public prosecution services

In Montenegro the public prosecution office has an independent status as a separate entity among state institutions.
Article 134 of the Constitution of Montenegro defines the State Prosecutor's Office as a unified and independent state authority responsible for prosecuting perpetrators of criminal offences and other punishable acts prosecuted ex officio.

Different authorities involved in a pre-trial stage of criminal proceedings

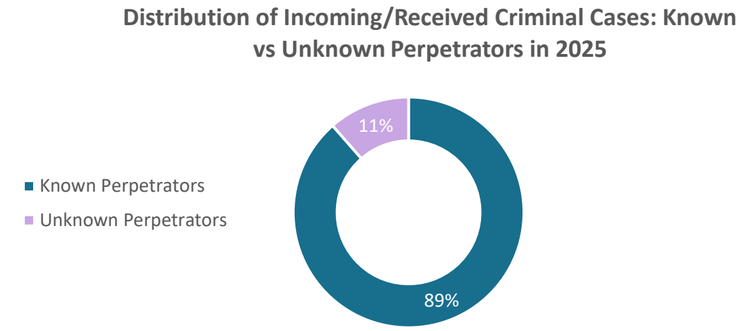
	Police	Public prosecutor	Investigating judge	Judge	Other
Receive a complaint	✓	✓			
Initiate investigation	✓	✓			
Conduct investigation	✓	✓			
Supervising investigation		✓			
Dismiss a case at the pre-trial stage					
Bring a case to court	✓	✓			✓
Decide an alternative to prosecution		✓		✓	
Close a case by imposing or negotiating a penalty or measure		✓		✓	

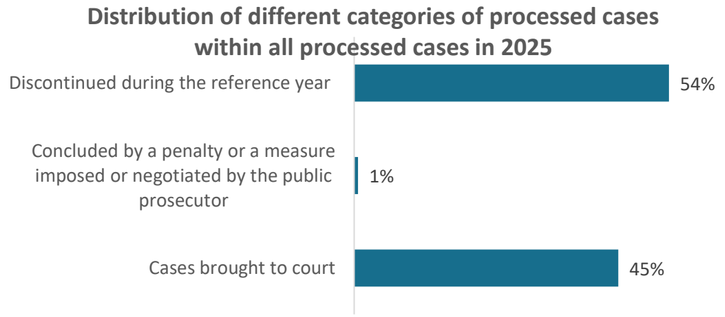
According to the Criminal Procedure Code, the State Prosecutor directs the pre-investigation and investigation phases of criminal proceedings and is responsible for prosecuting criminal offences prosecuted ex officio. The prosecutor supervises the work of the police and other competent authorities, decides on the initiation and conduct of investigations, undertakes evidentiary actions, may defer prosecution or dismiss criminal complaints, concludes plea agreements, and files and represents indictments before the competent court. The police and other state authorities act on the binding orders of the State Prosecutor and, except in urgent cases, must inform the prosecutor before undertaking relevant actions. The court does not decide on criminal liability at this stage, but exercises judicial control over the legality of specific procedural measures, in particular detention and other measures affecting fundamental rights. In this respect, the investigating judge decides on detention and other coercive measures.

• Public prosecution: first instance criminal cases

Montenegro was able to distinguish criminal cases where the perpetrator is known from those where the perpetrator is unknown. The table below shows only those cases in which the perpetrator is known.

Public prosecution: 1st instance criminal cases in 2025			Absolute number in 2025	Per 100 inhabitants
1	Pending cases on 1 Jan. ref. Year		3 180	0,51
2	Incoming/received cases		8 855	1,42
3	Processed cases (3.1 + 3.2 + 3.3)		8 329	1,34
	3.1	Discontinued during the reference year (3.1.1 + 3.1.2 + 3.1.3)	5 380	0,86
		3.1.1. Discontinued by the public prosecutor due to the lack of an established offence	4 111	0,66
		3.1.2 Discontinued by the public prosecutor for reasons of opportunity	750	0,12
		3.1.3 Discontinued for other reasons	519	0,08
	3.2	Concluded by a penalty or a measure imposed or negotiated by the public prosecutor	67	0,01
	3.3	Cases brought to court	4 515	0,72
4	Pending cases on 31 Dec. ref. year		3 706	0,59

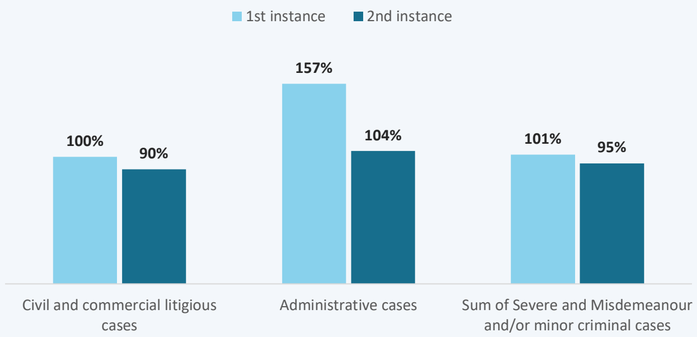




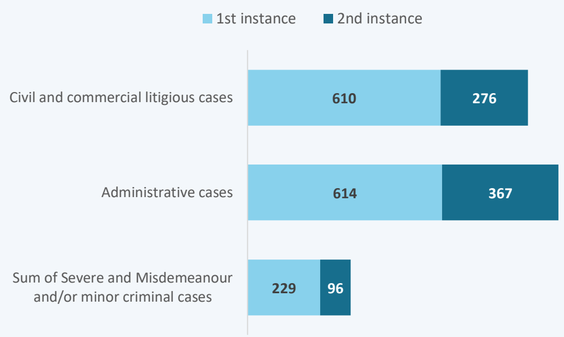
The figures for pending cases on 1 January (item 1), incoming/received cases (item 2), processed cases (item 3) and pending cases on 31 December (item 4) are reported by case, whereas the breakdown of processed cases — discontinued cases (item 3.1, including lack of an established offence, reasons of opportunity and other reasons), cases concluded by a penalty or measure imposed or negotiated by the public prosecutor (item 3.2), and cases brought to court (item 3.3) — is reported by person/perpetrator. This reflects the fact that prosecutorial decisions are taken separately for each perpetrator and may differ within the same case when several perpetrators are involved.

Efficiency in Montenegro in 2025 (Indicators 3.1 and 3.2)

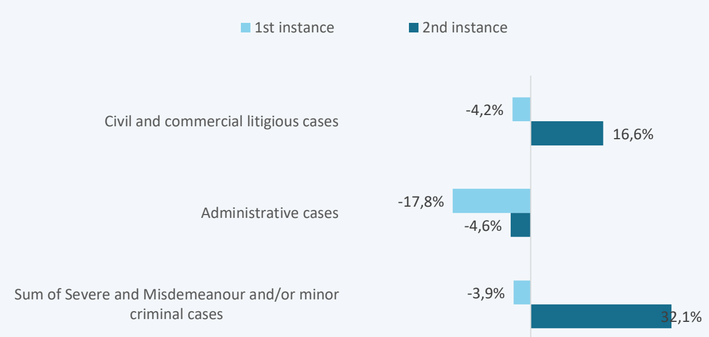
Clearance Rate in 2025



Disposition Time in 2025 (in days)



% Variation of pending cases at the end of year between 2024 and 2025



In 2025, the highest Clearance rate (CR) for Montenegro was calculated for the first instance Administrative cases, with a CR of 157%. However, it seems that Montenegro was not able to deal as efficiently with the second instance Civil and commercial litigious cases (CR of 90%). With a Disposition Time of approximately 96 days, the second instance sum of the Severe and Misdemeanour and/or minor criminal cases were resolved faster than any other type of cases.

Compared to 2024, the pending cases at the end of year increased for the second instance sum of the Severe and Misdemeanour and/or minor criminal cases (32,1%), whereas they decreased for the first instance Administrative cases by -17,8%.

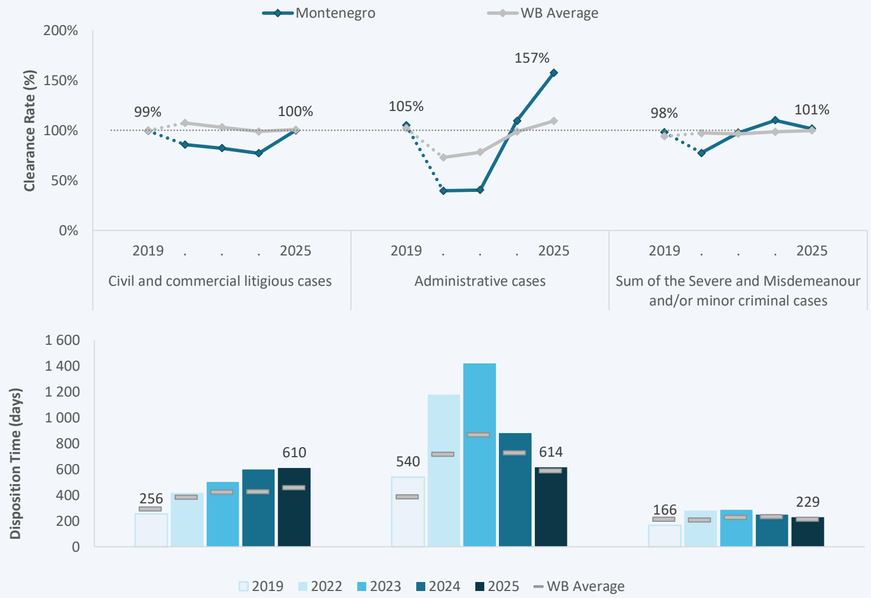
In first-instance courts, civil and commercial litigious cases continued to show signs of pressure in 2025. While the clearance rate recovered to 100%, after several years of decline, the disposition time remained high at 610 days, confirming persistent delays in this category. Administrative cases, by contrast, improved markedly: the clearance rate rose to 157% and disposition time fell to 614 days, down from 879 days in 2024. This improvement reflects both the lower inflow of cases and the high number of resolved cases during the year. According to the authorities, the Administrative Court continued its efforts to reduce backlogs, notably through an EU-supported project aimed at accelerating the resolution of older cases, especially those linked to administrative silence, and through the introduction of a new application using templates and automatic data transfer from the judicial information system. Criminal first-instance cases remained comparatively stable, with a clearance rate of 101% and a disposition time of 229 days, slightly better than in 2024.

At second instance, the picture is more mixed. Civil and commercial litigious cases remained below the equilibrium point, with a clearance rate of 90%, while disposition time stood at 276 days, broadly stable compared to 2024. Administrative cases showed a strong recovery in clearance rate, which increased to 104%, but disposition time remained very high at 367 days, despite a significant improvement compared with the exceptional 907 days recorded in 2024. Criminal appeal cases remained efficient overall, with a clearance rate of 95% and a disposition time of 96 days, remaining well below the regional average despite a slight deterioration compared with the previous year.

Overall, Montenegro's efficiency picture in 2025 is more positive than in 2024, mainly due to the substantial improvement in administrative justice at both instances. Criminal cases continue to perform comparatively well, especially in terms of disposition time. By contrast, civil and commercial litigious cases remain an area of concern, particularly at first instance, where delays remain high despite the recovery in clearance rate.

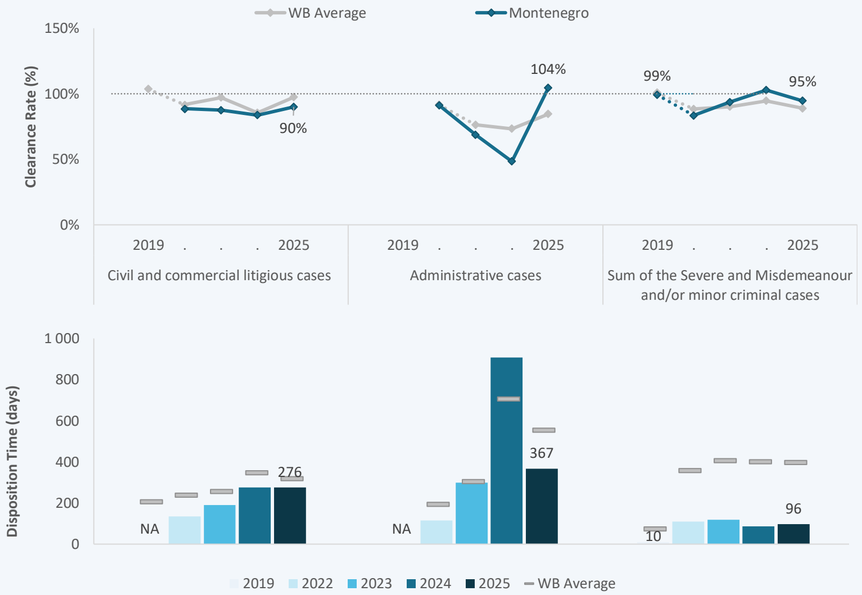
First instance cases

Clearance rate (%) and Disposition Time (days) for first instance cases from 2019 to 2025



Second instance cases

Clearance rate (%) and Disposition Time (days) for second instance cases from 2019 to 2025



NB: For the second instance Civil and commercial litigious cases and Administrative cases: the WB Median of the Disposition Time is visualised in the graph above (instead of the WB average). Also, as per methodological note, the 2019 WB Median for the Administrative cases is not available.

• First instance cases - Other than criminal law cases

1st instance cases in 2025 (absolute values)		Montenegro (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of other than criminal law cases (1+2+3+4)		30 673	35 035	53 673	14 686	-21,9%	2,3%	-9,6%	32,8%
1	Civil and commercial litigious cases	17 537	17 513	29 246	7 481	-27,6%	-6,0%	-4,2%	22,7%
2	Non-litigious cases	3 854	3 495	2 303	465	1,0%	1,0%	15,4%	NA
3	Administrative cases	8 276	13 011	21 901	6 715	-18,2%	17,6%	-17,8%	36,2%
4	Other cases	1 006	1 016	223	25	-9,9%	-5,6%	-8,2%	0,0%

In 2025, the incoming civil and commercial litigious cases were 17 537 (2,81 per 100 inhabitants vs the WB Average of 2,36). They decreased by -27,6% between 2024 and 2025. The resolved cases were 17 513 (2,81 per 100 inhabitants) and they decreased by -6%, compared to the previous year. In 2025, the number of resolved cases was lower than the incoming cases. As a consequence, the civil and commercial litigious pending cases at the end of 2025 were less than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 100% (below the WB Average of 101%). This increased by 22,9 percentage points compared to 2024.

The Disposition Time for civil and commercial litigious cases was approximately 610 days in 2025 (above the WB Average of 457 days). This increased by 2% over the 2024-2025 period.

The incoming administrative cases were 8 276 in 2025 (ie 1,33 per 100 inhabitants vs the WB Average of 0,6). They decreased by -18,2% compared to the previous year.In 2025, the resolved cases were 13 011 (2,09 per 100 inhabitants, above of the WB Average of 0,75). Between 2024 and 2025, the number of resolved administrative increased by 17,6%. The number of incoming cases was thus lower than the resolved cases. As a consequence, the administrative pending cases at the end of 2025 were less than in 2024 and the Clearance rate for this type of cases was 157% (above the WB Average (109%). The CR increased by 47,8 percentage points compared to the previous year.

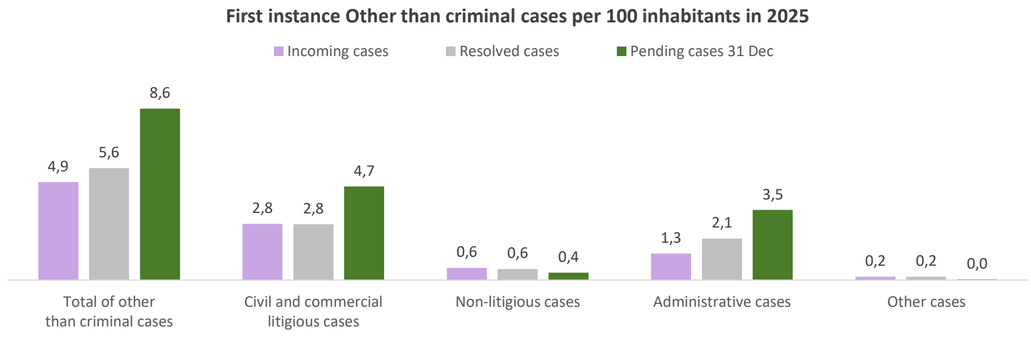
Finally, the Disposition Time for administrative cases was approximately 614 days in 2025. This has decreased by -30,1% compared to 2024 and it was above the WB Average (590 days).

In 2025, the number of incoming administrative cases decreased compared to the previous year, while the number of resolved cases remained high, contributing to a reduction in the backlog at the end of the year. To improve efficiency further, the Administrative Court of Montenegro launched a project under the EUROL 4 programme, supported by the European Union, aimed at accelerating the resolution of older cases, in particular those related to “administrative silence”, and at further digitalising court procedures. In November 2025, the Court also introduced a new application, developed in cooperation with the Secretariat of the Judicial Council, to speed up case processing through the use of decision templates and the automatic transfer of data from the Judicial Information System. According to the authorities, this has streamlined the preparation, electronic processing and transmission of decisions. The reported figures may show minor deviations from the standard CEPEJ case-flow formula due to cases delegated or transferred to other competent courts during the reference year.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average
Total of other than criminal law cases (1+2+3+4)		4,9	<	10,8	5,6	<	11,5	8,6	<	14,2	2,35	<	10,85
1	Civil and commercial litigious cases	2,8	>	2,4	2,8	>	2,4	4,7	>	3,0	1,20	>	1,01
2	Non-litigious cases	0,6	<	7,5	0,6	<	7,9	0,4	<	9,8	0,07	<	9,22
3	Administrative cases	1,3	>	0,6	2,1	>	0,8	3,5	>	1,4	1,08	>	0,62
4	Other cases	0,2	<	0,7	0,2	<	0,7	0,0	>	0,03	0,00		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

For reference only: the 2024 EU Median was as follows:
- Incoming first instance Civil and Commercial litigious cases per 100 inhabitants: 1,8;
- incoming first instance Administrative cases per 100 inhabitants: 0,4.

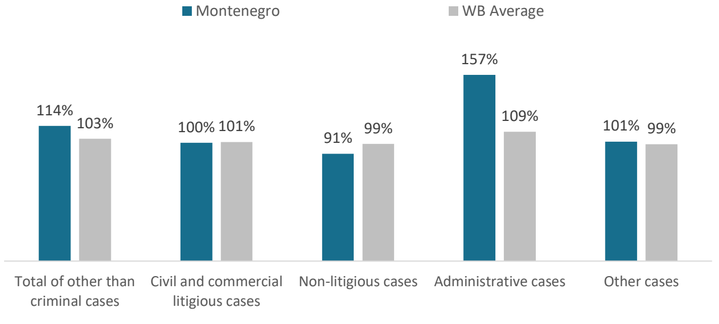


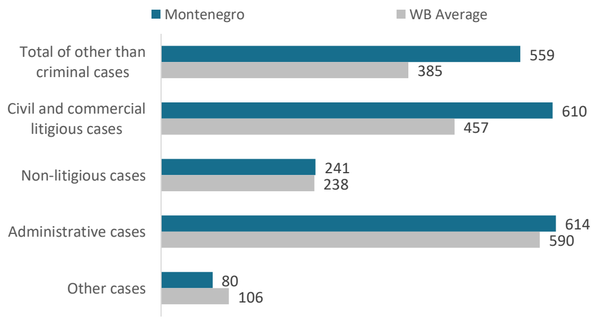
1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Montenegro	WB Average	Montenegro	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		114%	103%	559	385	27,0	-11,7%
1	Civil and commercial litigious cases	100%	101%	610	457	22,9	2,0%
2	Non-litigious cases	91%	99%	241	238	-0,1	14,3%
3	Administrative cases	157%	109%	614	590	47,8	-30,1%
4	Other cases	101%	99%	80	106	4,7	-2,8%

PPT = Percentage points

For reference only: the 2024 EU Median for the first instance Civil and Commercial litigious cases was as follows:
- Clearance rate: 97,8%; - Disposition time: 248 days.

For reference only: the 2024 EU Median for the first instance Administrative cases was as follows:
- Clearance rate: 96,5%; - Disposition time: 327 days.





• First instance cases - Criminal law cases

1st instance cases in 2025 (absolute values)		Montenegro (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of criminal law cases (1+2+3)		51 463	52 017	28 875	NA	-13,6%	-17,0%	-38,9%	NA
Sum of Severe and Misdemeanour and / or minor criminal cases (1+2)		45 055	45 697	28 703	NA	13,2%	4,5%	-3,9%	NA
1	Severe criminal cases	4 311	4 199	3 515	587	5,8%	22,7%	-2,4%	-5,8%
2	Misdemeanour and / or minor criminal cases	40 744	41 498	25 188	NA	14,1%	3,0%	-4,1%	NA
3	Other cases	6 408	6 320	172	12	-67,6%	-66,7%	-99,0%	NA

In 2025, the incoming severe and misdemeanour criminal cases were 45 055 (7,22 per 100 inhabitants vs the WB Average of 4,11).They increased by 13,2% between 2024 and 2025. The resolved cases were 45 697 (7,33 per 100 inhabitants). Between 2024 and 2025, they increased by 4,5%. The number of resolved cases was thus higher than the incoming cases. As a consequence, the severe and misdemeanour criminal pending cases at the end of 2025 were less than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 101% (above the WB Average of 99,6%). This decreased by -8,4 percentage points compared to 2024.

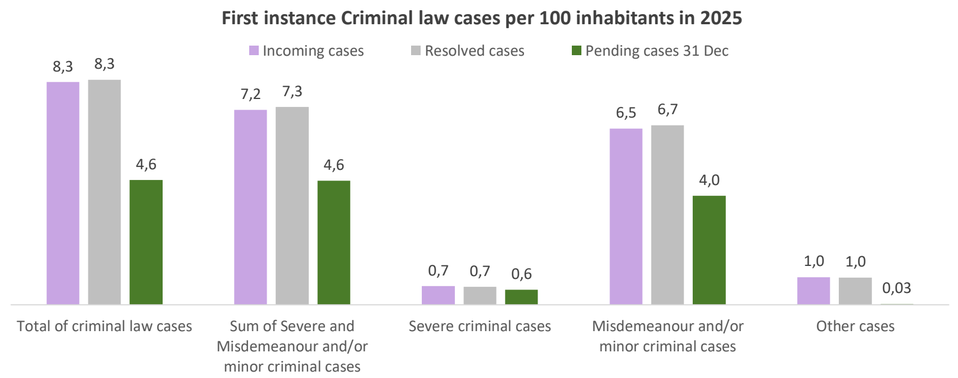
The Disposition Time for severe and misdemeanour criminal cases was approximately 229 days in 2025 (above the WB Average of 213 days). This decreased by -8% compared to 2024.

In 2025, the increase in resolved first-instance criminal cases was mainly driven by the higher inflow of cases, particularly misdemeanour cases handled by specialised courts. Following the revised CEPEJ methodology, category 3 (“other criminal cases”) now includes only investigation judge cases registered under the “Kri” registers in Basic Courts and the “Kris” registers in the Higher Court. By contrast, IPS cases from misdemeanour courts, which concern the execution of misdemeanour sanctions and measures, were excluded from this category. Category 2 (“misdemeanour and/or minor criminal cases”) includes the “Pp” case registers of misdemeanour courts, corresponding to the main misdemeanour cases handled by these courts. This represents a methodological change compared with the previous cycle, when IPS cases were still included. The reported figures may therefore show minor deviations from the standard CEPEJ case-flow formula due to cases delegated or transferred to other competent courts during the reference year, which may affect the number of pending cases and lead to small discrepancies in horizontal consistency checks.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average
Total of criminal law cases (1+2+3)		8,3	>	4,3	8,3	>	4,3	4,6	>	2,6	NA		0,07
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		7,2	>	4,1	7,3	>	4,1	4,6	>	2,6	NA		0,07
1	Severe criminal cases	0,7	>	0,5	0,7	>	0,5	0,6	>	0,3	0,09	>	0,06
2	Misdemeanour and / or minor criminal cases	6,5	>	3,6	6,7	>	3,6	4,0	>	2,3	NA		0,02
3	Other cases	1,0		-	1,0		-	0,03		-	0,00		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

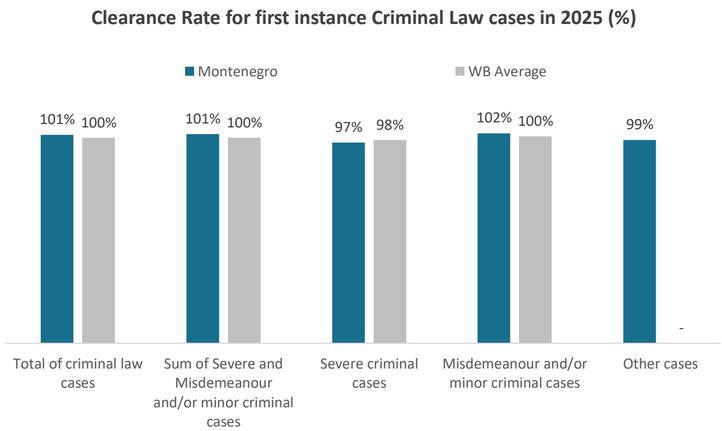
For reference only: for the first instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 1,7.

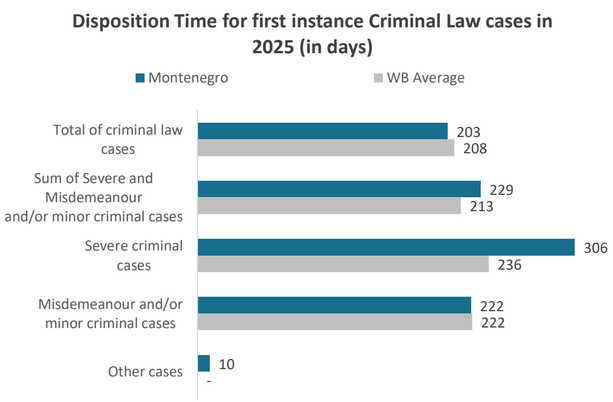


1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Montenegro	WB Average	Montenegro	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		101%	100%	203	208	-4,2	-26,3%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		101%	100%	229	213	-8,4	-8,0%
1	Severe criminal cases	97%	98%	306	236	13,5	-20,5%
2	Misdemeanour and / or minor criminal cases	102%	100%	222	222	-11,0	-6,9%
3	Other cases	99%	-	10	-	2,6	-97,0%

PPT = Percentage points

For reference only: for the first instance Total Criminal law cases, the 2024 EU Median was as follows:
- Clearance rate: 98,8%; *- Disposition time: 128 days.*





• Second instance cases - Other than criminal law cases

2nd instance cases in 2025 (absolute values)		Montenegro (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of other than criminal law cases (1+2+3+4)		9 797	8 956	7 072	4 648	8,4%	24,1%	12,7%	35,3%
1	Civil and commercial litigious cases	8 390	7 548	5 706	4 521	8,3%	16,5%	16,6%	32,3%
2	Non-litigious cases	203	158	150	113	13,4%	-4,8%	37,6%	37,8%
3	Administrative cases	1 139	1 188	1 195	0	9,2%	135,7%	-4,6%	-100,0%
4	Other cases	65	62	21	14	-1,5%	-4,6%	16,7%	133,3%

In 2025, the incoming civil and commercial litigious cases were 8 390 (1,35 per 100 inhabitants vs the WB Average of 0,9).They increased by 8,3% between 2024 and 2025. The resolved cases were 7 548 (1,21 per 100 inhabitants). Between 2024 and 2025, they increased by 16,5%. The number of resolved cases was thus lower than the incoming cases. As a consequence, the civil and commercial litigious pending cases at the end of 2025 were more than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 90% (below the WB Average of 97%). This increased by 6,3 percentage points compared to 2024.

The Disposition Time for civil and commercial litigious cases was approximately 276 days in 2025 (below the WB Average of 1210 days). This increased by 0,1% over the 2024-2025 period.

The incoming administrative cases were 1 139 in 2025 (ie 0,18 per 100 inhabitants vs the WB Average of 0,15). They increased by 9,2% compared to the previous year. The resolved cases were 1 188 (0,19 per 100 inhabitants, above of the WB Average of 0,13). Between 2024 and 2025, the number of resolved administrative increased by 135,7%. The number of incoming cases was thus lower than the resolved cases. As a consequence, the administrative pending cases at the end of 2025 were less than in 2024 and the Clearance rate for this type of cases was 104% (above the WB Average (84%). The CR increased by 56 percentage points compared to the previous year.

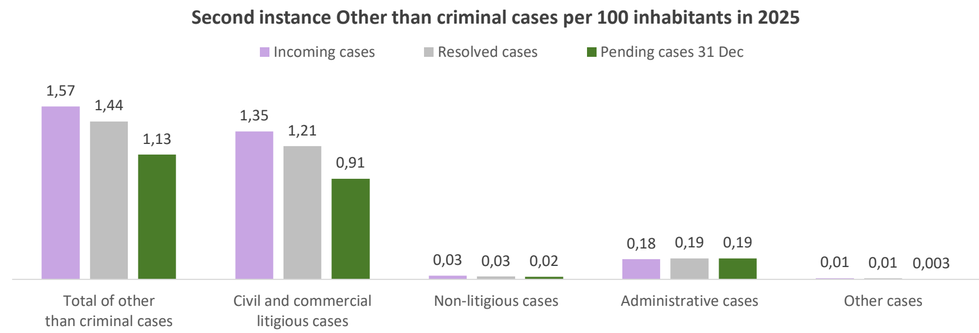
Finally, the Disposition Time for administrative cases was approximately 367 days in 2025. This has decreased by -59,5% compared to 2024 and it was below the WB Average (1027 days).

The increase in resolved second-instance civil cases in 2025 is explained by the higher number of incoming cases during the reporting period. The reported figures may nevertheless show minor deviations from the standard CEPEJ case-flow formula, due to cases delegated or transferred to other competent courts during the year, which may affect the number of pending cases and lead to small discrepancies in horizontal consistency checks.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average
Total of other than criminal law cases (1+2+3+4)		1,57	>	1,07	1,44	>	1,12	1,13	<	1,30	0,75	<	0,77
1	Civil and commercial litigious cases	1,35	>	0,90	1,21	>	0,98	0,91	<	0,96	0,72	>	0,56
2	Non-litigious cases	0,03	<	0,07	0,03	<	0,07	0,02	<	0,08	0,02	<	0,04
3	Administrative cases	0,18	>	0,15	0,19	>	0,13	0,19	<	0,37	0,00	<	0,25
4	Other cases	0,01		-	0,01		-	0,003		-	0,002		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

For reference only: the 2024 EU Median was as follows:
- Incoming Second instance Civil and Commercial litigious cases per 100 inhabitants: 0,2;
- incoming Second instance Administrative cases per 100 inhabitants: 0,1.

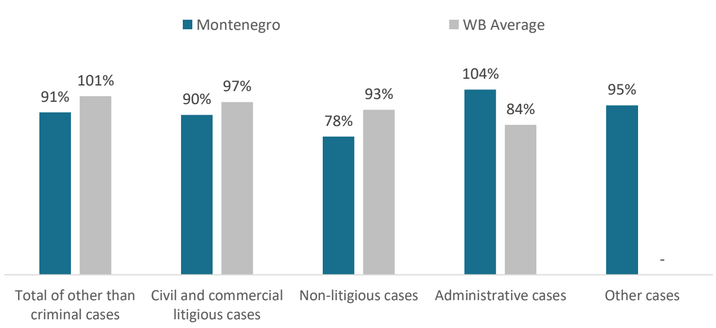


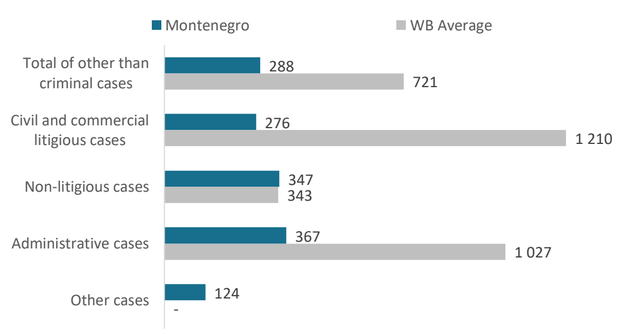
2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Montenegro	WB Average	Montenegro	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		91%	101%	288	721	11,6	-9,2%
1	Civil and commercial litigious cases	90%	97%	276	1 210	6,3	0,1%
2	Non-litigious cases	78%	93%	347	343	-14,9	44,6%
3	Administrative cases	104%	84%	367	1 027	56,0	-59,5%
4	Other cases	95%	-	124	-	-3,1	22,3%

PPT = Percentage points

For reference only: the 2024 EU Median for the Second instance Civil and Commercial litigious cases was as follows:
- Clearance rate: 100,8%; - Disposition time: 207 days.

For reference only: the 2024 EU Median for the Second instance Administrative cases was as follows:
- Clearance rate: 98,4%; - Disposition time: 339 days.





• Second instance cases - Criminal law cases

2nd instance cases in 2025 (absolute values)		Montenegro (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of criminal law cases (1+2+3)		5 016	4 748	1 255	650	27,5%	17,4%	32,1%	57,8%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		5 016	4 748	1 255	650	27,5%	17,4%	32,1%	57,8%
1	Severe criminal cases	2 468	2 056	1 252	650	34,4%	27,5%	48,5%	57,8%
2	Misdemeanour and / or minor criminal cases	2 548	2 692	3	NA	21,5%	10,9%	-97,2%	NA
3	Other cases	NAP	NAP	NAP	NAP	NA	NA	NA	NA

In 2025, the incoming severe and misdemeanour criminal cases were 5 016 (0,8 per 100 inhabitants vs the WB Average of 0,48).They increased by 27,5% between 2024 and 2025. The resolved cases were 4 748 (0,76 per 100 inhabitants). Between 2024 and 2025, they increased by 17,4%. The number of resolved cases was thus lower than the incoming cases. As a consequence, the severe and misdemeanour criminal pending cases at the end of 2025 were more than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 95% (above the WB Average of 88,8%). This decreased by -8,1 percentage points compared to 2024.

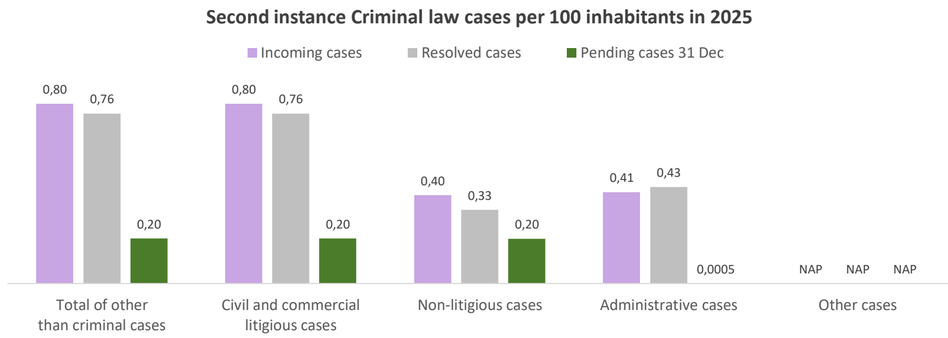
The Disposition Time for severe and misdemeanour criminal cases was approximately 96 days in 2025 (below the WB Average of 395 days). This increased by 12,5% over the 2024-2025 period.

The increase in resolved second-instance criminal cases in 2025 is linked to the higher inflow of cases during the reporting period, which also contributed to a rise in the number of pending cases at year-end. As in other case categories, the reported figures may show minor deviations from the standard CEPEJ horizonta consistency formula due to cases delegated or transferred to other competent courts during the year, which may affect the number of pending cases and lead to small discrepancies in horizontal consistency checks.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average	Montenegro		WB Average
Total of criminal law cases (1+2+3)		0,80	>	0,48	0,76	>	0,45	0,20	<	0,21	0,10	=	0,10
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		0,80	>	0,48	0,76	>	0,45	0,20	<	0,21	0,10	=	0,10
1	Severe criminal cases	0,40	>	0,25	0,33	>	0,21	0,20	>	0,18	0,10	>	0,09
2	Misdemeanour and / or minor criminal cases	0,41	>	0,23	0,43	>	0,24	0,0005	<	0,04	NA		0,01
3	Other cases	NAP		-	NAP		-	NAP		-	NAP		-

For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 0,1.

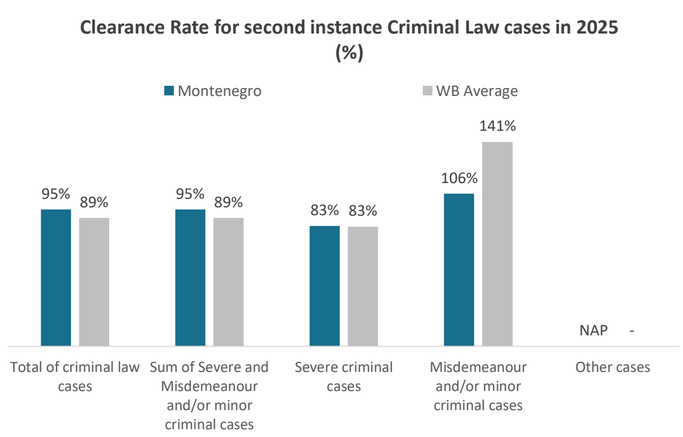
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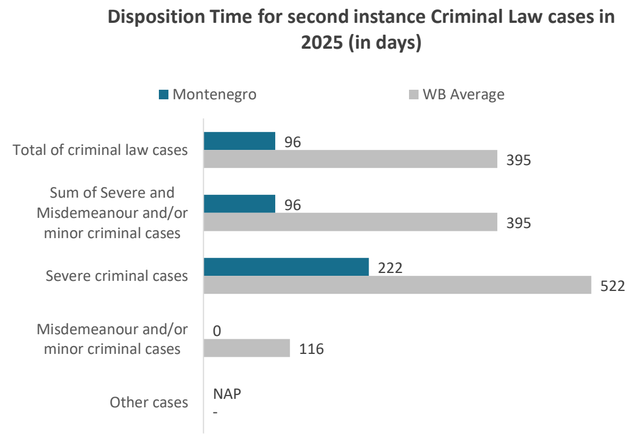


2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Montenegro	WB Average	Montenegro	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		95%	89%	96	395	-8,1	12,5%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		95%	89%	96	395	-8,1	12,5%
1	Severe criminal cases	83%	83%	222	522	-4,5	16,5%
2	Misdemeanour and / or minor criminal cases	106%	141%	0	116	-10,2	-97,5%
3	Other cases	NAP	-	NAP	-	NAP	NAP

PPT = Percentage points

For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Clearance rate: 99,5%; - Disposition time: 121 days.

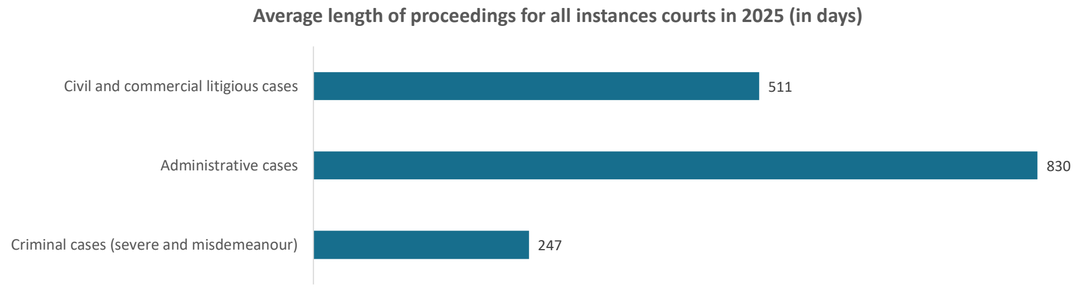




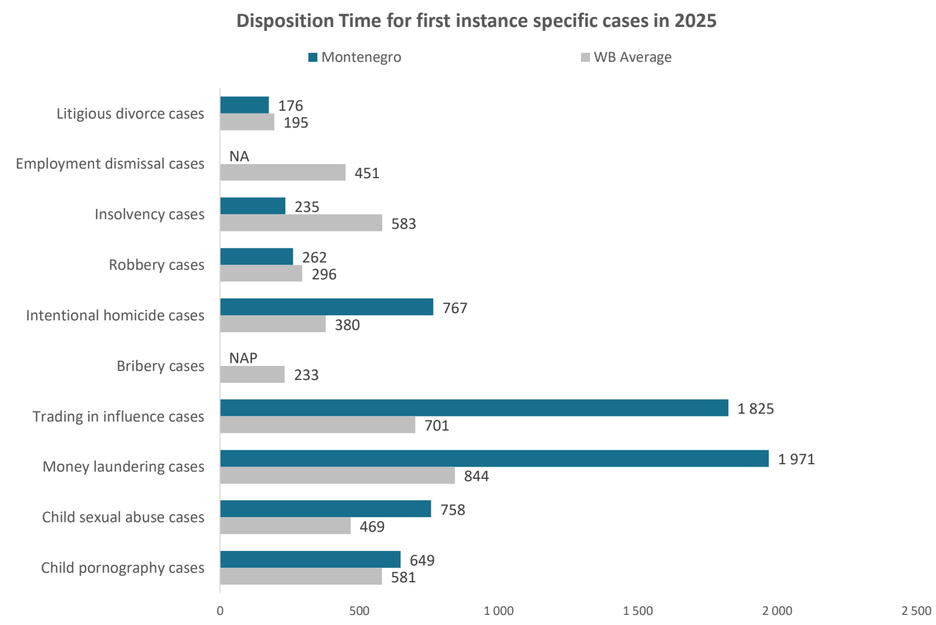
• Specific category cases

	Average length of proceedings (in days)							
	2025				% Variation between 2024 and 2025			
	First instance	Second instance	Third instance	Total	First instance	Second instance	Third instance	Total
Civil and commercial litigious cases	490	74	NA	511	25,3%	1,4%	NA	204,2%
Administrative cases	792	456	NA	830	NA	NA	NA	NA
Criminal cases (severe and misdemeanour)	246	82	31	247	NA	NA	NA	NA

The average length of cases corresponds to the average length of resolved cases at a certain instance within the reference year.

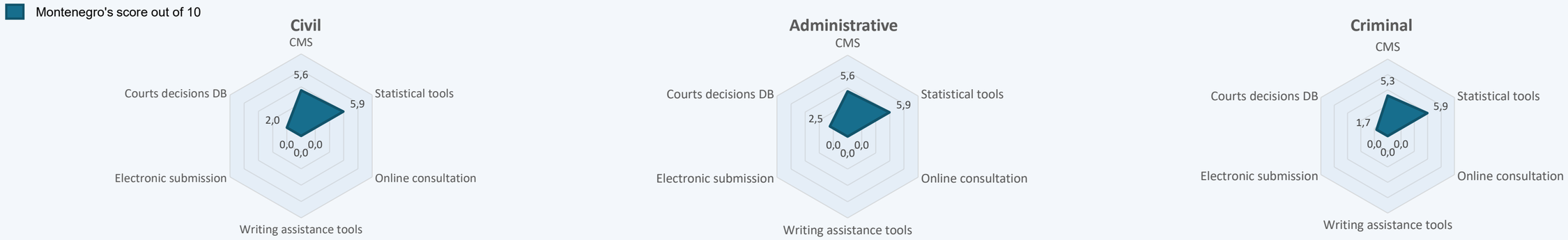


	First instance specific cases in 2025					CR (%)		DT (days)	
	Montenegro								
	Pending cases on 1 Jan. ref. year	Incoming cases	Resolved cases	Pending cases on 31 Dec ref. year	Pending cases older than 2 years from the date the case	Montenegro	WB Average	Montenegro	WB Average
Litigious divorce cases	516	955	966	466	29	101%	103%	176	195
Employment dismissal cases	NA	NA	NA	NA	NA	NA	105%	NA	451
Insolvency cases	455	487	573	369	85	118%	91%	235	583
Robbery cases	40	29	39	28	13	134%	109%	262	296
Intentional homicide cases	41	21	20	42	26	95%	103%	767	380
Bribery cases	20	14	16	NAP	10	114%	98%	NAP	233
Trading in influence cases	4	2	1	5	2	50%	108%	1825	701
Money laundering cases	19	13	5	27	10	38%	67%	1971	844
Child sexual abuse cases	30	10	13	27	10	130%	101%	758	469
Child pornography cases	12	13	9	16	2	69%	79%	649	581



Information and communication technology tools in Montenegro in 2025 (Indicator 3.3)

The six ICT deployment indices (CMS, Courts decisions DB, Statistical tools, Writing assistance tools, electronic submission and online consultation) range from 0 to 10 points. Their calculation is based on the features and on deployment rates reported. The methodology for calculation provides points for each feature in each case matter. They are summarised and multiplied by the deployment rate as a weight. In this way, if the system is not fully deployed, the value is decreased even if all features are existing.



In 2025, ICT deployment in Montenegro was most developed in civil and administrative matters, where the case management system (CMS) and statistical tools recorded the highest scores. In both areas, the CMS scored 5,6 and statistical tools 5,9, while the courts decisions database reached 2,0 in civil matters and 2,5 in administrative matters. Criminal matters remained less digitalised, with a CMS score of 5,3 and statistical tools at 1,7. No online consultation, electronic submission or writing assistance tools were reported in any of the three case categories.

In Montenegro, there exists an overall Information and Communication Technology (ICT) strategy in the judicial system and there are plans for a significant change in the present IT system in the judiciary in 2025.

Montenegro uses a single case management system (CMS), which has been in place for more than 15 years. The system was originally developed over 15 years ago and remains the only CMS currently in use across the judiciary. The most recent major update was carried out in 2024–2025 and included the introduction of a large number of additional reports and parameters, as well as the development of new modules for misdemeanour courts, including reporting and templating functionalities. According to the 2025–2028 Judiciary ICT Strategy, further developments are planned within the existing CMS, mainly focused on security and technical upgrading, including updates of the application server and database versions, data transformation and migration, and possible adjustments to parts of the database relational model. More substantial changes are foreseen for other supporting subsystems aimed at improving and optimising user processes.

• Electronic case management system

The CMS is deployed and actively used across almost all courts in Montenegro for civil, administrative and criminal matters (95–100% deployment and usage rates in all three categories). It relies on a centralised and interoperable database and includes a number of advanced case-management functions across all matters, such as an active case-management dashboard, random allocation of cases, identification of cases between instances, electronic transfer of cases between courts, anonymisation of decisions for publication, interoperability with other systems, remote access for telework, access to closed cases, protected log files and storage of electronic evidence files. No relevant differences are reported between civil, administrative and criminal matters in terms of CMS deployment or functionality.

	Deployment rate	Usage rate	Centralised and/or interoperable CMS databases	Active case management dashboard	Random allocation of cases	Case weighting	Identification of a case between instances (unique or linked id number)	Electronic transfer of a case to another instance/court	Anonymisation of decisions to be published	Interoperability with prosecution system	Interoperability with other systems (civil register, tax register, insolvency register)	Remote access for telework	Access to closed/resolved cases	Advanced search engine	AI-based categorization and allocation of incoming cases	AI-based case analysis tool	Protected log files	Electronic signature	Storage of the electronic evidence file	Other special functionality
Civil	95-100 %	95-100 %	✓	✓	✓		✓	✓	✓		✓		✓				✓		✓	
Administrative	95-100 %	95-100 %	✓	✓	✓		✓	✓	✓		✓		✓				✓		✓	
Criminal	95-100 %	95-100 %	✓	✓	✓		✓	✓	✓		✓		✓				✓		✓	

PRIS, the Judicial Information System, is a centralized case management system used in Montenegro and serves as the main tool supporting the daily work of all courts. The system is established in 100% of courts and provides a unified, standardized and efficient approach to the registration, processing, monitoring and archiving of cases.

• Database of court decisions

The database of court decisions in Montenegro covers civil, administrative and criminal cases at all court instances, although publication rates vary by matter and level of jurisdiction. Decisions are published online on a public website after becoming final and anonymised.

	1st instance													
			Functionalities											
	Percentage of decisions published	Modalities of publication	AI anonymisation	Manual anonymisation	Free public online access	Link to the case law of the European Court of Human Rights (ECHR)	Open data	Advanced search engine	AI-based (LLM) exploration tool	Machine-readable content	Structured content	Metadata	European Case Law Identifier (ECLI)	Other special functionality
Civil	75-95 %	Published online (public website)		✓	✓			✓						
Administrative	95-100 %	Published online (public website)		✓	✓			✓						
Criminal	50-75 %	Published online (public website)		✓	✓			✓						

	2nd instance													
Civil	50-75 %	Published online (public website)		✓	✓			✓						
Administrative	95-100 %	Published online (public website)		✓	✓			✓						
Criminal	50-75 %	Published online (public website)		✓	✓			✓						

	Highest Instance													
Civil	95-100 %	Published online (public website)		✓	✓			✓						
Administrative	95-100 %	Published online (public website)		✓	✓			✓						
Criminal	75-95 %	Published online (public website)		✓	✓			✓						

In Montenegro, final anonymised court decisions are published online through a public website. The database covers civil, administrative and criminal cases across all court instances, but publication rates vary depending on the type of case and the level of jurisdiction. Publication is most extensive for administrative cases, where it reaches 95–100% at all instances, and for civil cases before the Supreme Court. By contrast, publication rates are lower for criminal cases, especially at first and second instance.

Certain categories of decisions are not published regardless of anonymisation, notably decisions involving minors or other privacy-sensitive matters. The available functionalities appear limited: the database provides free public online access, advanced search tools, and uses manual anonymisation, but no additional features such as structured metadata, open data, ECLI or links to ECHR case law are reported.

All court decisions, except those of misdemeanour courts, are stored in the CMS. Once final, anonymised judgments are published on the courts' website and can be searched online. The reported percentages therefore refer to final decisions published online rather than to all court decisions stored in the CMS. Certain categories of decisions are not published regardless of anonymisation, notably decisions involving minors and other privacy-sensitive matters. According to the authorities, the publication rate of Supreme Court decisions is around 85%.

• Statistical tools

The statistical tools in Montenegro are deployed across almost all courts for civil, administrative and criminal matters (95–100% deployment rate in all three categories), with no relevant differences reported between case types. In all matters, the tools generate both predefined and customised statistical reports and provide real-time data. They also support a broad range of statistical indicators, including case flow data, the age of pending cases, length of proceedings, number of hearings, cases per judge, number of parties, indicators of appeal and appeal outcomes. No additional functionalities such as integration with the CMS, business intelligence software, internal or public statistical dashboards, automatic national consolidation of data, or case-weighting tools are reported.

	Deployment rate	Functionalities								Data available for statistical analysis								
		Integration/connection with the CMS	Business intelligence software	Generation of predefined statistical reports	Generation of customised statistical reports	Internal page and/or dashboard	External page with statistics (public website)	Real-time data availability	Automatic consolidation of data at the national level	Other special functionality	Case flow data (number of incoming, resolved, pending)	Age of a pending case	Length of proceedings	Number of hearings	Cases per judge	Case weights	Number of parties in a case	Indicator of appeal	Result of the appeal
Civil	95-100 %			✓	✓			✓			✓	✓	✓	✓	✓		✓	✓	✓
Administrative	95-100 %			✓	✓			✓			✓	✓	✓	✓	✓		✓	✓	✓
Criminal	95-100 %			✓	✓			✓			✓	✓	✓	✓	✓		✓	✓	✓

PRIS, the Judicial Information System in Montenegro, is an integrated platform that includes reporting and statistical functionalities enabling the analysis of court case data. Statistical data is generated based on information recorded in the case management system and is used for monitoring court performance, workload distribution and efficiency indicators. Statistical tools are deployed in all courts, covering 100% of registries and cases, as well as the overall functioning of the courts. This high level of deployment reflects the fact that statistical reporting is an integral part of the court information system and is routinely used in daily operations and institutional reporting. The system enables the generation of predefined statistical reports and, to a certain extent, customised reports according to user needs. Statistical outputs are mainly available through internal reporting functionalities and dashboards linked to the case management system. Data is automatically consolidated at the national level, ensuring consistent reporting across all courts. The data available for statistical analysis includes key performance indicators such as case flow, including incoming, resolved and pending cases, the age of pending cases, the length of proceedings, the number of hearings, the number of cases per judge, case distribution and workload indicators, as well as information on procedural outcomes and appeals. Statistical reporting is based on real-time data, ensuring reliable monitoring of judicial efficiency and case management trends. These tools are used for internal analysis, institutional reporting and strategic planning within the judicial system.

• Wrinting assistance tools

	Deployment rate	Functionalities						
		Templates	Automatically generated text	AI generated proposal for a decision and/or reasoning	AI for summarization of documents	Speech-to-text	Electronic signature	Other special functionality
Civil	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP
Administrative	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP
Criminal	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

Writing assistance tools are not yet in production in Montenegro. Although templates already exist, they are treated separately and are not considered writing assistance tools for the purpose of this indicator. According to the authorities, following the procurement of a server in December 2025, models and tools for writing assistance are currently under development, but deployment and usage rates were not yet applicable in 2025.

• Electronic submission of cases

	Deployment rate	Usage rate	Electronic or paper			Submitted by:				Data integration	
			Paper submission is still possible	Paper submission is not possible anymore (electronic submission is the only way)	Double submission (paper must accompany the electronic submission)	Public prosecutor (only for criminal)	Lawyer	Party not represented by a lawyer	Other	The data are electronically transferred to the Case Management System (CMS)	The data are manually re-entered in the CMS
Civil	NAP	NAP	NAP	NAP	NAP		NAP	NAP	NAP	NAP	NAP
Administrative	NAP	NAP	NAP	NAP	NAP		NAP	NAP	NAP	NAP	NAP
Criminal	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

Electronic submission of cases is currently not available. According to the authorities, the e-submission project is planned to be enabled in 2027: the system development is scheduled to be completed by the end of 2026, and production deployment is expected to start during 2027. Therefore, deployment and usage rates are not applicable at this time.

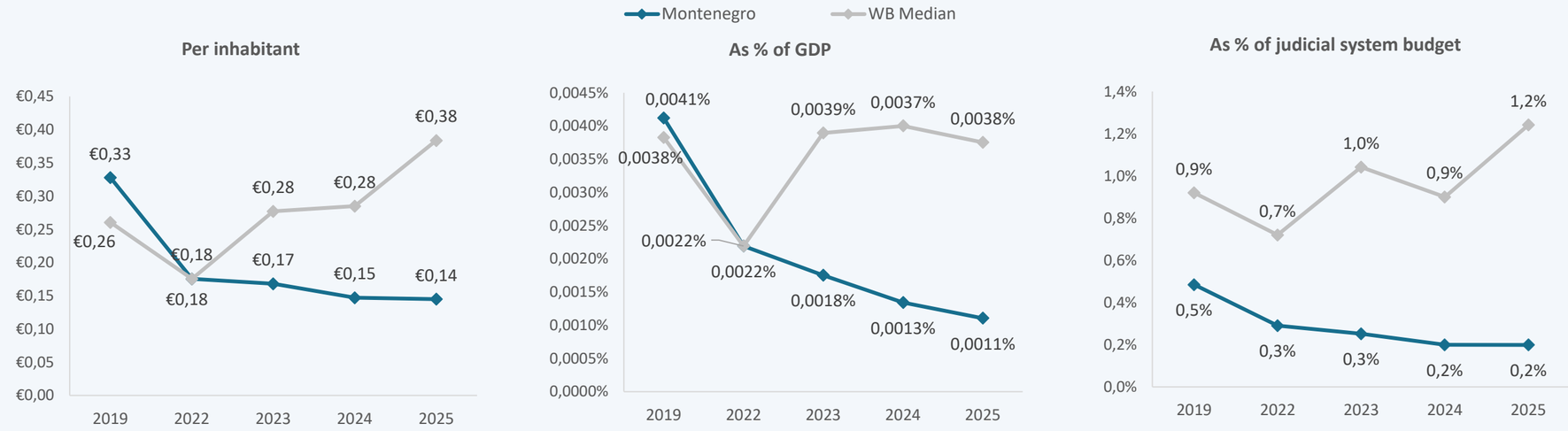
• Online consultation

According to the authorities, online case consultation for external users is in the final testing phase and preparation of public-facing templates/forms. Usage rates are not yet available; after deployment we plan promotion activities and aim for high uptake in the first two years (targeting >50% usage, subject to rollout and adoption).

	Deployment rate	Usage rate	Content						Access				Consultation format		
			Case status	Documents	Notifications	Events/calendar	Court decision	Other	Public prosecutor (only for criminal)	Lawyer	Party not represented by a lawyer	Other	Electronic access at the court premises	Electronic access from any location	Other
Civil	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP		NAP	NAP	NAP	NAP	NAP	NAP
Administrative	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP		NAP	NAP	NAP	NAP	NAP	NAP
Criminal	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

Legal Aid in Montenegro in 2025 (Indicator 4)

Total implemented budget for Legal Aid between 2019 and 2025



Number of cases for which LA has been granted in 2025

0,03

per 100 inhabitants

WB Average: 0,28

WB Average: 0,28

In 2025, the implemented budget for legal aid spent by Montenegro was €90 357. Between 2019 and 2025, it decreased dramatically from €0,33 to €0,14 per inhabitant. Over the same period, the trend indicates a substantial downward movement in the amount allocated per inhabitant. Compared to the WB Median, which stood at €0,38 in 2025, Montenegro's value was substantially lower than the regional reference point.
Moreover, the implemented budget for legal aid as a percentage of GDP had a remarkable decrease, starting at 0,0041% in 2019 and reaching 0,0011% in 2025. This value was substantially lower than the WB Median of 0,0038%, indicating a considerably lower national investment relative to economic output.
Looking at legal aid as a share of the judicial system budget, the percentage had a remarkable decrease from 0,48% in 2019 to 0,2% in 2025. In 2025, the share was substantially lower than the WB Median of 1,2%.

• Organisation of the legal aid system (1/2)

The right to free legal aid in Montenegro is regulated by the Law on Free Legal Aid. It covers, in full or in part, the costs of legal advice, drafting of submissions, representation before courts, the State Prosecutor’s Office and the Constitutional Court, as well as in out-of-court dispute resolution and enforcement proceedings, and may also include exemption from court fees. Eligibility is assessed on the basis of the applicant’s income and property, as well as those of family members, unless otherwise provided by law.

Free legal aid is granted by the President of the Basic Court, or a judge authorised by the President, in the territory where the applicant has domicile or residence. Professional and administrative tasks are carried out by the free legal aid service or office, which also provides information and assistance to applicants. Legal aid is provided by lawyers selected from lists drawn up by the Bar Association of Montenegro according to the territorial jurisdiction of the Basic Courts. Free legal aid is not available in proceedings before commercial courts and in business registration procedures, in defamation and insult compensation cases, in certain proceedings concerning the reduction of child support, or in enforcement proceedings based on an authentic document. The Law on Free Legal Aid sets out in detail the conditions for exercising this right.

• Organisation of the legal aid system (2/2)

Legal aid is applied to:

	Criminal cases	Other than criminal cases
Representation in court	✓	✓
Legal advice, legal assistance and other legal services	✓	✓

Criteria for granting or refusing legal aid

	Criminal cases	Other than criminal cases
Legal aid granted based on the financial situation	✓	✓
Legal aid may be refused for cases lacking merit, such as frivolous actions or those with no reasonable chance of success	✗	✓

In Montenegro, legal aid is granted primarily on the basis of the applicant's financial situation. In criminal matters, it is available to persons who lack sufficient financial means, while in cases of mandatory defence it is granted irrespective of financial status. In non-criminal matters, legal aid is subject both to a means test and to an assessment of the merits of the case, and may be refused where the claim is manifestly unfounded or constitutes an abuse of rights.

The scope of beneficiaries has been expanded to include certain categories entitled to legal aid automatically, notably victims of torture and other forms of abuse, victims of criminal offences against sexual freedom, and children in proceedings for the protection of their rights. The right to free legal aid may be exercised by Montenegrin citizens, stateless persons, foreigners with permanent or temporary residence, asylum seekers and other persons covered by international treaties. Vulnerable categories, such as victims of domestic violence, benefit from special protection, although they still need to submit an application.

Legal aid is automatically granted

	Status of the recipient	Category of the case
Legal aid automatically granted	✓	✓

The right to free legal aid is established by the Law on Free Legal Aid. The scope of beneficiaries of free legal aid has been expanded, so that victims of torture and other forms of abuse, victims of criminal offences against sexual freedom, as well as children in proceedings for the protection of their rights, are granted an automatic entitlement, in line with the recommendations of the UN Committee against Torture (CAT), the Committee on the Rights of the Child, UNICEF and GREVIO Status of the recipient: The right to free legal aid can be exercised by Montenegrin citizens, stateless persons (apatrids), foreigners with permanent or temporary residence, and asylum seekers, as well as other persons in accordance with international treaties, provided they meet certain property criteria (financially vulnerable). An exception is "vulnerable categories" (e.g., victims of domestic violence) who receive special treatment, but still go through the application process.

Timeframes of the procedure for granting legal aid

	Criminal cases (days)	Other than criminal cases (days)
Maximum duration prescribed in law/regulation	15	15
Actual average duration	NA	NA

• Implemented budget for legal aid

	Implemented budget for legal aid in €				Total implemented budget for legal aid per inhabitant		Total implemented budget for legal aid as % of GDP		Total implemented budget for legal aid as % of the judicial system budget	
	Total (a+b)	% Variation 2019 - 2025	Cases brought to court (a)	Cases not brought to court (b)	Montenegro	WB Median	Montenegro	WB Median	Montenegro	WB Median
Total (1+2)	€90 357	-55,5%	NA	NA	€0,14	€0,38	0,0011%	0,0038%	0,2%	1,2%
In criminal cases (1)	NA	NA	NA	NA						
In other than criminal cases (2)	NA	NA	NA	NA						

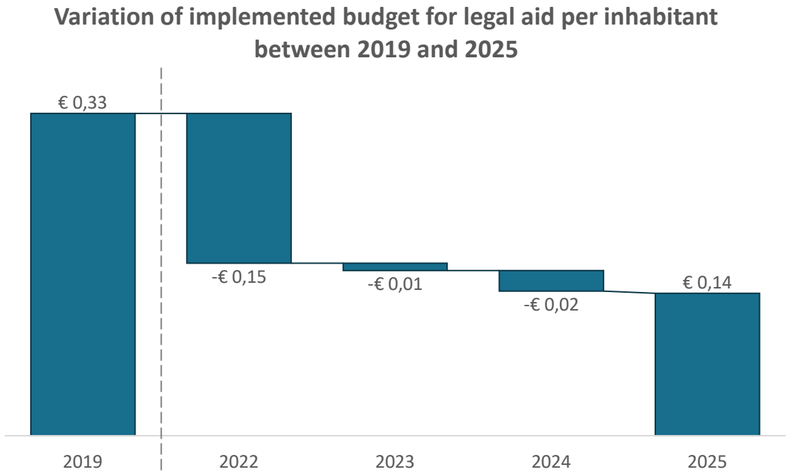
In 2025, the total implemented budget for legal aid, which covers both cases brought to court and those not brought to court, stood at €90 357. There has been a remarkable decrease in the legal aid budget, with a -55,5% decline from 2019 to 2025.

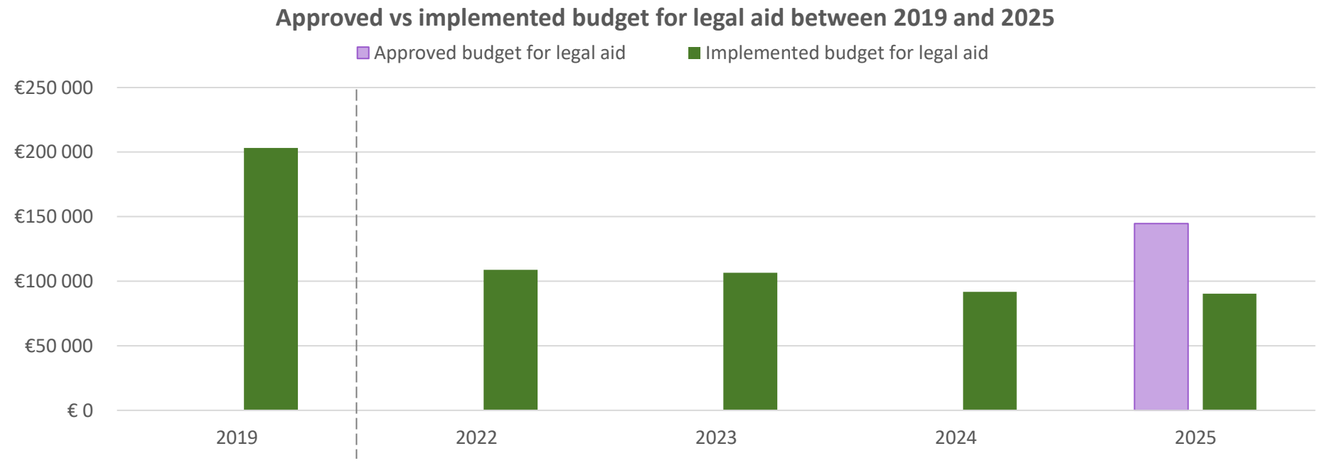
When evaluating the budget on a per capita basis, the amount dedicated to legal aid in 2025 was €0,14 per inhabitant. In Montenegro, the legal aid budget does not include expenditure for mandatory legal representation in court. As a result, the reported legal aid figures are not fully comparable with the WB average, which may include such expenditure where it is reported under legal aid in line with CEPEJ methodology.

Examining the legal aid budget as a proportion of the GDP, the figure stood at 0,0011%. This percentage was substantially lower than the WB Median of 0,0038%.

Additionally, the portion of judicial system budget set aside for legal aid was 0,2%, substantially lower than the WB Median of 1,2%. Over the period between 2019 and 2025, the trend of this percentage stayed relatively stable.

Comparisons with the WB Average should be interpreted with caution, as the Montenegrin legal aid budget does not include the costs of mandatory legal representation before courts, which are included in the legal aid expenditure of several other Western Balkans beneficiaries.
In 2025, the courts had an individually allocated amount for the provision of free legal aid, which is contained within account 4146-lawyer services and amounted to €144,617.02

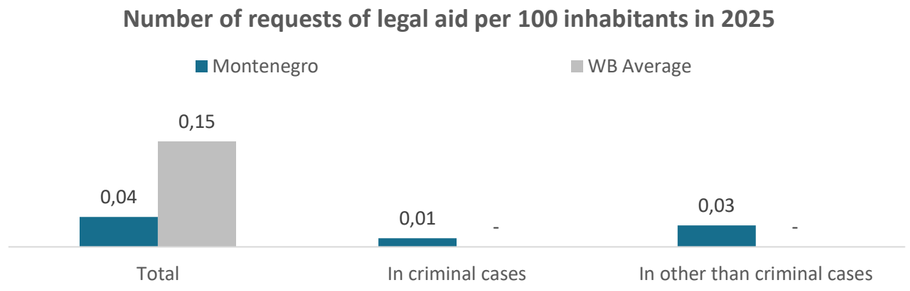




The allocated budget amounted to €144,617.00, of which €90,357.30 was spent in 2025, while the remaining amount was returned to the Budget of Montenegro.

• Number of request for legal aid and number of cases for which legal aid has been granted

	Number of requests of legal aid				
	Total (a+b)			Cases brought to court (a)	Cases not brought to court (b)
	Absolute number	Per 100 inh.	WB Average		
Total (1+2)	272	0,04	0,15	NA	NA
In criminal cases (1)	78	0,01	-	NA	NA
In other than criminal cases (2)	194	0,03	-	NA	NA

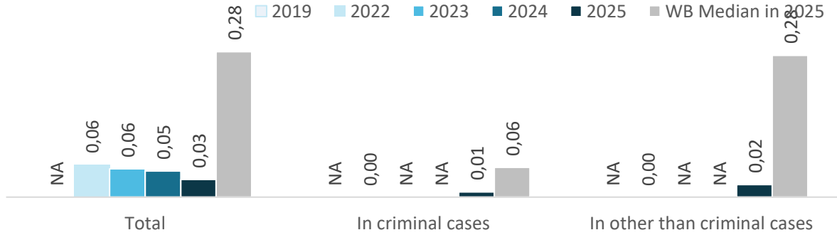


In 2025, the number of requests for legal aid was 272, corresponding to 0,04 requests per 100 inhabitants. The number of requests in criminal cases were 78, and in the other than criminal cases were 194.

78 criminal cases are related to criminal cases on domestic violence and trafficking in human beings

Comparisons with the WB Average should be interpreted with caution, as the Montenegrin legal aid budget does not include the costs of mandatory legal representation before courts, which are included in the legal aid expenditure of several other Western Balkans beneficiaries.

	Number of cases for which legal aid has been granted					Amount of LA granted per case (€)		
	Total (a+b)			Cases brought to court (a)	Cases not brought to court (b)	Total	Cases brought to court	Cases not brought to court
	Absolute number	Per 100 inh.	% Variation 2019 - 2025					
Total (1+2)	213	0,03	NA	NA	NA	424,2 €	NA	NA
In criminal cases (1)	62	0,01	NA	NA	NA	NA	NA	NA
In other than criminal cases (2)	151	0,02	NA	NA	NA	NA	NA	NA



In 2025, the number of cases for which legal aid was granted was 213. The number of criminal cases were 62, and the other than criminal cases were 151. On average, the amount granted per legal aid case was €424,2.

62 criminal cases are related to granted in cases of domestic violence and trafficking in human beings

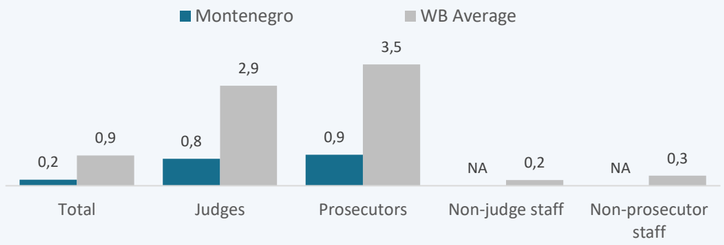
Training of judges and prosecutors in Montenegro in 2025 (Indicator 11)

Total budget for training per inhabitant



Average number of live training participations per professional

Please see the definition of the indicator on page 2.



Average number of participants per delivered training



The total budget for training of judges and prosecutors in Montenegro was €0,25 per inhabitant, significantly lower than the WB Average of €0,88 per inhabitant.

In 2025, a total of 315 participants - including 221 judges and 94 prosecutors - took part in 116 live training sessions held in-person, hybrid or via video conferences. Regarding the internet-based trainings (not-live), 2 trainings were provided on the e-learning platform of the training institution for judges and prosecutors. Also, no training was completed by justice professionals on other e-learning platforms such as HELP, EJTN, and the UN.

On average, each judge in Montenegro attended 0,8 live trainings in 2025, which was below the WB Average (2,9). Each prosecutor participated in an average of 0,9 live trainings, less than the WB Average (3,5).

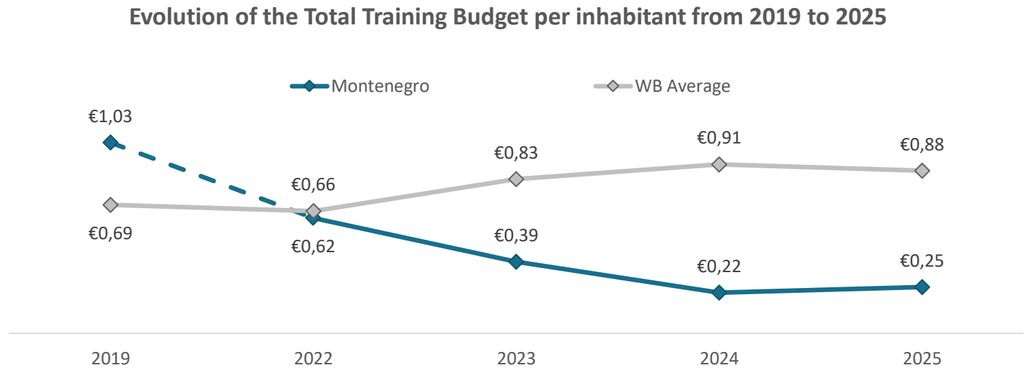
Additionally, both judges and prosecutors in Montenegro are required to attend a minimum of 2 days of in-service compulsory training.

• Budget for training

This part analises the budget of training institution(s) for judges and prosecutors but also the budgets of courts and prosecutions dedicated to training (when applicable)

	Absolute Number	Per inhabitant		% Variation 2019 - 2025	% Variation 2024 - 2025
		Montenegro	WB Average		
Total (1 + 2 + 3)	€156 262	€0,25	€0,88	-75,7%	14,2%
(1) Budget of the training institution(s)	€155 612				
(2) Budget of the courts allocated to training	€650				
(3) Budget of the prosecution allocated to training	NAP				

Evolution of the Total Training Budget per inhabitant from 2019 to 2025



In 2025, Montenegro spent in total €156 262 for training for judges and prosecutors, which represents €0,25 per inhabitant. This value was considerably lower thanthe WB Average of €0,88. Over the period between 2019 and 2025, it plummeted by -75,7%, while it rose by 14,2% since 2024.

The Centre for Training in the Judiciary and State Prosecution is an independent legal entity and the only institution responsible for providing judicial training in Montenegro. It organises initial, in-service and specialised training for judges and state prosecutors and may also provide training for other legal professionals. The total amount reported reflects the Centre's budget allocated to training activities during the reference year. The figure presented in the table refers specifically to expenditure on in-service training for judges and state prosecutors. Part of the Centre's overall training budget is also used for the training of non-judge and non-prosecutor staff, as well as candidates for judicial and prosecutorial positions, but these amounts cannot be identified separately.

The total amount of external funding for judicial training is not available. As of the reporting date, the Centre was aware of external donor contributions amounting to €66 021. However, this figure may underestimate the actual amount, as donors are not required to report all financial contributions to the Centre.

• Number of in-service live trainings and participants

Organisation of the trainings (number, duration and average number of participants on trainings)

	Live (in-person, hybrid, video conference) trainings (2025)						
	Number of delivered trainings	Delivered trainings in days	Number of participants	Average duration of trainings in days		Average number of participants per delivered training	
				Montenegro	WB Average	Montenegro	WB Average
Total	116	122	315	1,1 <	1,2	2,7 <	14,4
Judges	116	NA	221	NA	1,2	1,9 <	11,8
Prosecutors	116	NA	94	NA	1,3	0,8 <	10,1
Non-judge staff	NA	NA	NA	NA	1,5	NA	15,2
Non-prosecutor staff	NA	NA	NA	NA	1,1	NA	2,8

CEPEJ distinguishes these types of trainings:
"A live" training shall be understood as a training conducted in real time. This means that both trainers and participants are physically present in one location or several locations assisted with information technology (digital tools).
"Internet-based" trainings are all trainings that take place over internet, irrespective of the format of the training (such as trainings via specifically designed LMS - Learning Management System platforms, webinars, podcasts and other forms of downloadable lectures and self-learning digital tools). The internet-based training shall be understood as e-training that is implemented according to participant own pace and time of training.

Key: > Higher than the WB Average
= Equal to the WB Average
< Lower than the WB Average

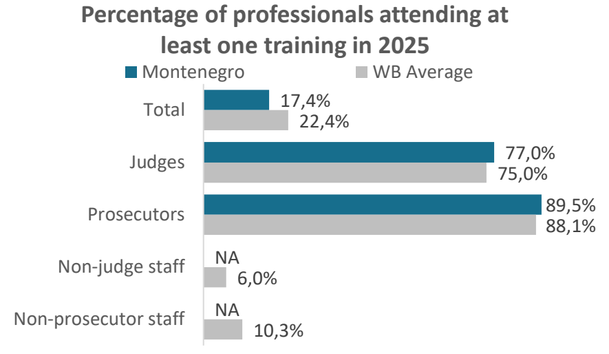
Montenegro does not have data for the calculation of the average duration of trainings in days for judges and prosecutors.

During 2025, the Centre for Training in the Judiciary and State Prosecution implemented 70 activities (122 training days) under the 2025 In-service Training Programme and a further 46 in-service training activities in cooperation with its partners, for a total of 116 activities. As the reported 122 training days refer only to activities implemented under the annual programme, the total number of in-service training days cannot be calculated reliably and is therefore reported as NA. Training activities are organised jointly for judges and prosecutors, making it impossible to disaggregate the number of activities or training days by professional category. Likewise, separate data for non-judge and non-prosecutor staff are not available, as training activities are also attended by court and prosecution advisors. The Centre's e-learning platform is operational and currently hosts two courses intended for all legal professionals and judicial office holders rather than for specific professional categories.

Indicators on training participation: Number of training participations per professional and unique participants

	Average number of live training participations per professional		Professionals attending at least one training (unique participants)		
			Number	% of total professionals by category	
	Montenegro	WB Average		Montenegro	WB Average
Total	0,2 <	0,9	315	17,4% <	22,4%
Judges	0,8 <	2,9	221	77,0% >	75,0%
Prosecutors	0,9 <	3,5	94	89,5% >	88,1%
Non-judge staff	NA <	0,2	NA	NA	6,0%
Non-prosecutor staff	NA	0,3	NA	NA	10,3%





Average number of live training participations per professional

This indicator is calculated as follows: the number of participants in live trainings is divided by the number of professionals for that category. For example, the WB Average for judges is 3,4. This means that, on average, each judge in the region participated to 3,4 live trainings. This indicator should also be analysed together with the indicator on percentage of professionals attending training,shown in the table as well. Indeed, this analysis allows to better understand how long a professional was trained on average and if all were trained.

Looking at the average participations on live trainings, the highest average was for prosecutor (0,9 live training participations per prosecutor). Hence, compared to the other professionals, Montenegro gave priority to the trainings for prosecutor, like the rest of the region (the WB Average number of participations per prosecutor on live trainings was 3,5).

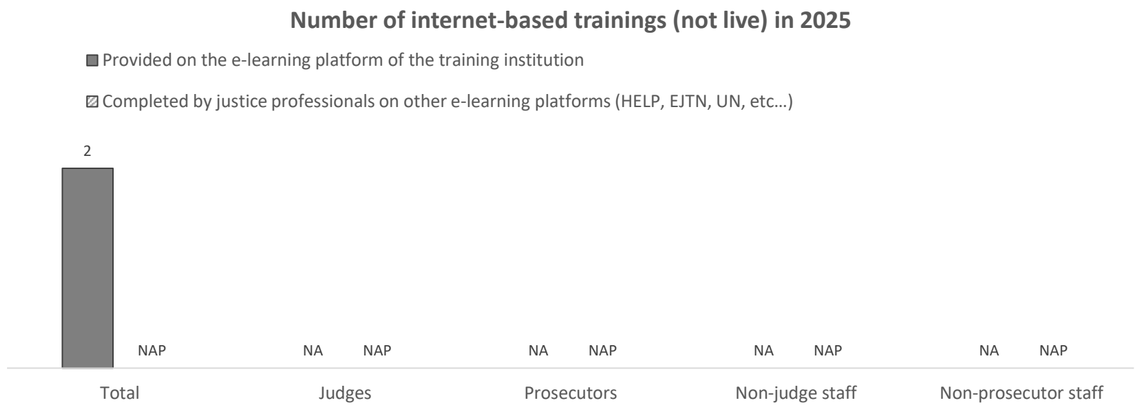
In 2025 the highest priority for live training was given to the training of Prosecutors (0,9 participations on trainings per prosecutor). At the same time, the percentage of prosecutor attending at least one training was 89,5%.

The participation data refers to judges and state prosecutors only, as in-service training is primarily intended for these professional categories. Data on participation in the Centre's e-learning courses are not yet available, as the platform has only recently become fully operational. Separate participation figures for non-judge and non-prosecutor staff are also unavailable. Although court and prosecution advisors may attend certain in-service training activities, their participation is now primarily monitored through a dedicated department responsible for the training of advisors, trainees, lawyers, notaries and public enforcement agents. During 2025, the Centre provided theoretical training to 72 judicial trainees, including 52 assigned to courts and 20 to state prosecution offices. Differences in the reported participation of judges and prosecutors reflect the structure of the training programme: most criminal law activities are attended jointly by both groups, while some civil law modules target mainly judges. Only one training activity during the reporting period, on financial investigations, was attended exclusively by state prosecutors.

Participation shall be understood as one attendance of a person to a training.

• Number of in-service internet-based trainings and participants

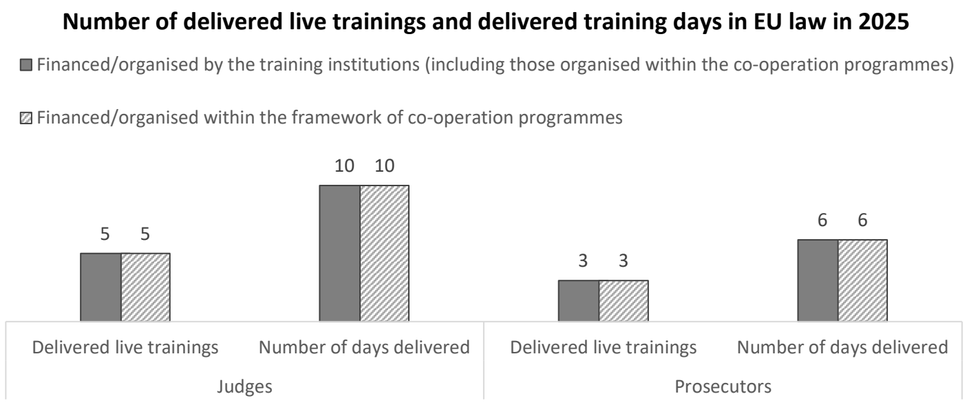
	Number of internet-based trainings (not live) in 2025			
	Provided on the e-learning platform of the training institution		Completed by justice professionals on other e-learning platforms (HELP, EJTN, UN, etc…)	
	Number of trainings	Number of participants	Number of trainings	Number of participants
Total	2	NAP	NAP	NAP
Judges	NA	NAP	NAP	NAP
Prosecutors	NA	NAP	NAP	NAP
Non-judge staff	NA	NAP	NAP	NAP
Non-prosecutor staff	NA	NAP	NAP	NAP



The Centre's e-learning platform is operational and currently hosts two self-paced online courses intended for all legal professionals and judicial office holders. As the platform has only recently become fully operational, no participation statistics are yet available.

• Number of EU law training courses and participants

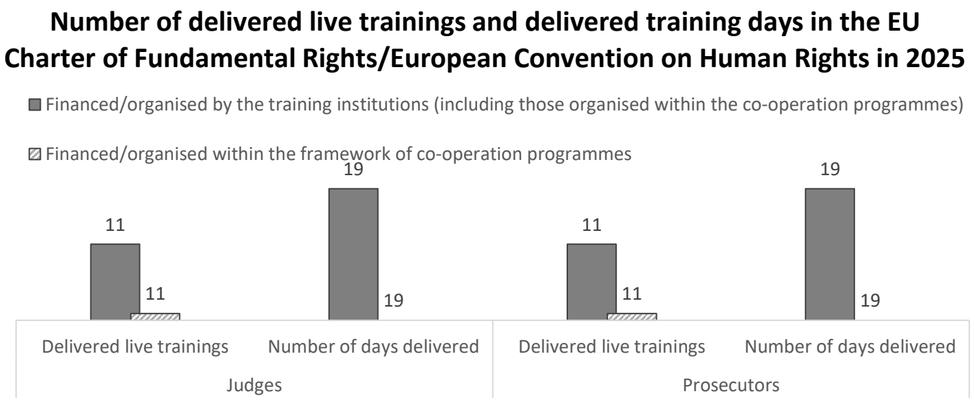
	Training in EU law			
	By the training institutions for judges and prosecutors		Within the framework of co-operation programmes	
Live trainings (2025)	**Judges**	**Prosecutors**	**Judges**	**Prosecutors**
Number of delivered live trainings	5	3	5	3
Number of days delivered	10	6	10	6
Number of participants	22	5		
Internet-based trainings (2025)				
Number of available trainings	NAP	NAP	NAP	NAP
Number of participants	NAP	NAP		



In 2025, judges in Montenegro received a total of 5 live trainings in EU law, all delivered within the framework of co-operation programmes. Prosecutors received 3 live trainings in total, all delivered within the framework of co-operation programmes. Judges participated in 10 training days with 22 participants, while prosecutors took part in 6 training days with 5 participants.Moreover, NAP internet-based trainings were available for judges and NAP were available for prosecutors.

Training on EU law in 2025 was delivered mainly through project-based activities rather than through regular online courses. Under the Western Balkans II Project, trainings covered intellectual property protection in the EU, EU administrative law, the EU Charter of Fundamental Rights, judicial skills, and organised crime prevention, involving judges and prosecutors from different court levels and prosecution offices. Additional EU-related training was also provided under the Jean Monnet CLEUIM project, including a session on the EU internal market and environmental protection, and through a joint anti-corruption and judicial cooperation training implemented in cooperation with CEDEM. At present, the Centre's e-learning platform does not yet include dedicated EU law courses, although such a course is planned in the near future.

	Training in the EU Charter of Fundamental Rights/European Convention on Human Rights			
	By the training institutions for judges and prosecutors		Within the framework of co-operation programmes	
Live trainings (2025)	**Judges**	**Prosecutors**	**Judges**	**Prosecutors**
Number of delivered live trainings	11	11	1	1
Number of days delivered	19	19	NA	NA
Number of participants	83	31		
Internet-based trainings (2025)				
Number of available trainings	NAP	NAP	NAP	NAP
Number of participants	NA	NA		



In 2025, judges in Montenegro received a total of 11 live trainings in the EU Charter of Fundamental Rights/European Convention on Human Rights, including 1 delivered within the framework of co-operation programmes. Prosecutors received 11 live trainings in total, including 1 delivered within the framework of co-operation programmes. Judges participated in 19 training days with 83 participants, while prosecutors took part in 19 training days with 31 participants.Moreover, NAP internet-based trainings were available for judges and NAP were available for prosecutors.

:At present, none of the courses implemented on the Centre's e-learning platform cover the European Convention on Human Rights (ECHR); however, the implementation of an ECHR-focused course is planned in the near future. The Centre is currently in the process of integrating HELP courses into its e-learning platform.

• Type of trainings

		Types of training	
		Judges	Prosecutors
	Initial training	Compulsory for all	Compulsory for all
In-service training	General	Compulsory for all	Compulsory for all
	Specialised judicial functions	Optional	Optional
	Management functions of the court	Optional	Optional
	Use of computer facilities in courts	Optional	Optional
	On ethics	Compulsory for some	Optional
	On child-friendly justice	Compulsory for all	Compulsory for all
	On gender equality	Optional	Optional
	On prevention of corruption	Optional	Optional
	On conflicts of interest	Optional	Optional
	Other	Optional	Optional

In Montenegro, judges and prosecutors have a right and a duty to attend at least two working days of in-service training per year, for which they apply according to their own professional interests, pursuant to Article 45(2) of the Law on the Centre for Training in Judiciary and State Prosecution. Beyond this general annual obligation, specialised training is not mandatory for judges of specialised courts or for prosecutors, although the Centre regularly organises annual training for judges of the Commercial and Administrative Courts. The only compulsory specialised training concerns juvenile justice: judges and prosecutors dealing with juvenile criminal proceedings must complete the relevant specialised training under the Law on the Treatment of Juveniles in Criminal Proceedings. Training for management functions in courts and prosecution offices is organised according to identified needs and is not compulsory.

In Montenegro, judges and state prosecutors have the right and duty to attend at least two working days of in-service training per year, pursuant to Article 45(2) of the Law on the Centre for Training in Judiciary and State Prosecution. No formal sanction is foreseen if they fail to attend compulsory training. However, participation in training is relevant for professional evaluation and may therefore affect career progression.

For judges, participation in training forms part of the assessment of general abilities and professional activities under the Law on the Judicial Council and Judges, alongside criteria such as communication skills and the ability to adapt to changing circumstances. It is therefore important for judges to fulfil the annual training requirement, as this may influence their overall evaluation and future advancement in service.

For state prosecutors, the Law on the Centre for Training in Judiciary and State Prosecution likewise establishes the annual obligation to attend training, while participation in professional activities, including training, is taken into account in the evaluation of their work. Although the law does not provide for a direct sanction in case of non-attendance, failure to participate in training may have a negative impact on the overall evaluation of prosecutors and, consequently, on their career development.

As regards specialisation, the authorised prosecutors in proceedings involving minors are state prosecutors for minors, who receive specialised training to handle such cases.

• Minimum number of compulsory trainings

	Initial compulsory training		In-service compulsory trainings	
	Minimum number of trainings	Minimum number of days	Minimum number of trainings	Minimum number of days
Judges	1	63	1	2
Prosecutors	1	63	1	2

The duration of initial training in Montenegro is defined by Article 42 of the Law on the Centre for Training in Judiciary and State Prosecution, as amended in June 2024. Initial training for candidates for judges of Basic Courts and for state prosecutors in Basic State Prosecutor's Offices lasts 12 months, including 3 months of theoretical training and 9 months of practical training; the theoretical component corresponds to 63 training days of 6 hours each. Initial training for candidates for misdemeanour judges lasts 6 months, including 2 months of theoretical training and 4 months of practical training, corresponding to 42 training days of 6 hours each. The same duration of theoretical training applies to candidates for judges of the Commercial Court, whose initial training also lasts 6 months, and to candidates for judges of the Administrative Court, whose initial training lasts 4 months. In addition, judges and state prosecutors have the right and duty to attend at least two working days of in-service training per year.

• Quality of judicial training

Montenegro identifies (collects information about) future in-service training needs via:

Target audience itself	✓	Relevant judicial institutions	✓
Previous participants in trainings	✓	Ministry of Justice	✓
Trainers	✓	Other (Based on a comprehensive Training N	✓
Courts/prosecutor's offices	✓		

Future in-service training needs in Montenegro are assessed annually. Before adopting the annual training programme, the Centre for Training in Judiciary and State Prosecution carries out a training needs assessment based on a methodology developed with the support of the Council of Europe under the project *Accountability and Professionalism of the Judicial System in Montenegro* within the Horizontal Facility for the Western Balkans and Turkey II. This methodology combines qualitative and quantitative tools, including electronic questionnaires addressed to judges and prosecutors, focus groups, interviews with training beneficiaries, and the review of legislation, strategic documents, reports, letters from institutions, contributions from professional associations and NGOs, statistical data, expert assessments, and relevant EU recommendations, including the European Commission's Progress Report for Montenegro. The Centre also uses Google Analytics questionnaires to collect opinions and suggestions from judges, while focus groups are organised annually for criminal, civil and misdemeanour law. Given the small number of judges in the Commercial and Administrative Courts, their training needs are usually identified through interviews. In parallel, the Supreme State Prosecutor's Office prepares a separate training needs analysis for prosecutors and submits it to the Centre.

In-service training activities are evaluated immediately after delivery. The Centre assesses participants' satisfaction through evaluation questionnaires completed at the end of each training, covering issues such as fulfilment of expectations, quality of materials, overall evaluation of the activity, self-assessment of knowledge before and after the training, proposals for future topics, and the appropriateness of the teaching methods used. Particular attention is paid to the assessment of lecturers, including the quality and clarity of lectures, adherence to the schedule, interaction with participants, practical relevance of the content and materials, and demonstrated motivation. The Centre uses these results to adapt future training activities and, where necessary, to review the choice of lecturers. Lecturers are also required to submit reports after each training session. In addition, the Centre monitors implementation of its annual programmes through quantitative indicators such as the number of training activities delivered and the number and structure of participants. Broader evaluation of training impact in judicial practice is carried out only exceptionally, usually in cooperation with international partners and in relation to specific thematic projects.

The result of the training evaluation process is used:

To prepare a training evaluation report with recommendations	✗	To suppress a training course	✓
To improve the training course which, according to the report, needed improvements	✓	To introduce a new course	✓
To replace the trainers that failed to meet expected learning outcomes/were negatively evaluated	✗	Other	✗

Alternative Dispute Resolution in Montenegro in 2025 (Indicator 9)

Legal aid for court-related mediation or related mediation provided free of charge ✓

Mandatory informative sessions with a mediator ✓

Mandatory mediation with a mediator ✓

↓

Before/instead of going to court

Mediators

31,1

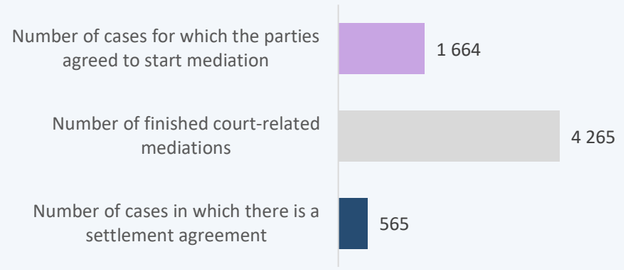
per 100 000 inhabitants

WB Median: 6,0



72,2% female mediators

Total number of court-related mediations



In Montenegro, legal aid for court-related mediation or related mediation provided free of charge could be granted. The judicial system provides for mandatory mediation with a mediator before or instead of going to court and ordered by the court, the judge, the public prosecutor or a public authority in the course of a judicial proceeding.There are also mandatory informative sessions with a mediator. In 2025, the number of mediators was 31,1 per 100 000 inhabitants, which was above the WB Median (6 per 100 000 inhabitats). The majority of the mediators were women (72,2%). There were in total 1664 cases for which the parties agreed to start mediation and 565 mediation procedures which ended with a settlement agreement.

• Court-related mediation procedures

Court related mediation is the mediation which includes the intervention of a judge, a public prosecutor or other court staff who facilitates, directs, advises on or conducts the mediation process. For example, in civil disputes or divorce cases, judges may refer parties to a mediator if they believe that more satisfactory results can be achieved for both parties. In criminal law cases, a public prosecutor (or a judge) can refer a case to a mediator or propose that he/she mediates a case between an offender and a victim (for example to establish a compensation agreement). Such mediation may be mandatory either as a pre-requisite to proceedings or as a requirement of the court in the course of the proceedings.

In Montenegro, mediation is mandatory in a limited number of disputes. Under the Law on Alternative Dispute Resolution, a party intending to initiate court proceedings must first apply to the Centre for ADR with the intention of attempting mediation in small claims, disputes for damages arising from insurance contracts where one party is an insurance company, and other disputes where such an obligation is prescribed by special law. In addition, the court must refer the parties to a meeting with a mediator before scheduling the preparatory hearing or the first main hearing in cases where this is required by special law, where the court considers mediation to be in the best interests of the child, and in certain property-law disputes, including disputes against the State of Montenegro, small claims, commercial disputes, disputes involving more than five parties on one side, and disputes concerning the division of marital property.

• Other ADR methods

Mediation other than court-related mediation	Arbitration	Conciliation (if different from mediation)	Other ADR
✓	✓	✓	✗

In addition to mediation, Montenegro also provides for other ADR mechanisms. Early Neutral Assessment is available as a procedure in which, on the basis of the parties' agreement, a dispute evaluator provides an assessment of the factual and legal aspects of the dispute. Arbitration is regulated by the Law on Arbitration. Peaceful dispute resolution mechanisms also exist in specific areas, including labour disputes.

• Mediators and court-related mediations

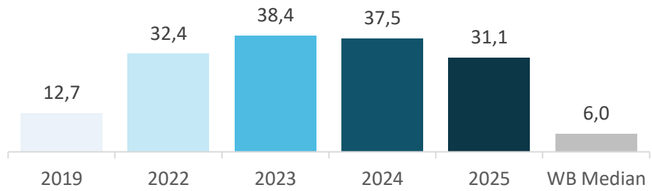
Requirements and procedure to become an accredited or registered mediator:

In Montenegro, the status of mediator is regulated by the Law on Alternative Dispute Resolution. A licence may be granted to a person who holds Montenegrin nationality or the nationality of an EU Member State, has a level VII-1 educational qualification, general health capacity, at least five years of professional experience in posts requiring that level of qualification, and has completed the basic training programme for mediators. In addition, the person must not have been convicted of an offence making them unworthy of conducting mediation, must not be subject to a security measure prohibiting them from exercising a profession or activity, and must not be subject to criminal proceedings for an offence prosecuted ex officio. Training is organised by the Centre for Alternative Dispute Resolution, which issues a certificate upon completion, and the licence is granted by the Ministry of Justice for a period of five years, renewable for the same duration.

Accredited/registered mediators for court-related mediation			% Variation between 2019 and 2025
Absolute number	Per 100 000 inhabitants	WB Median per 100 000 inhabitants	
194	31,1	6,0	145,6%

For reference only: the 2024 EU median is 19,2 mediators per 100 000 inhabitants.

Accredited/registered mediators for court-related mediation per 100 000 inhabitants between 2019 and 2025

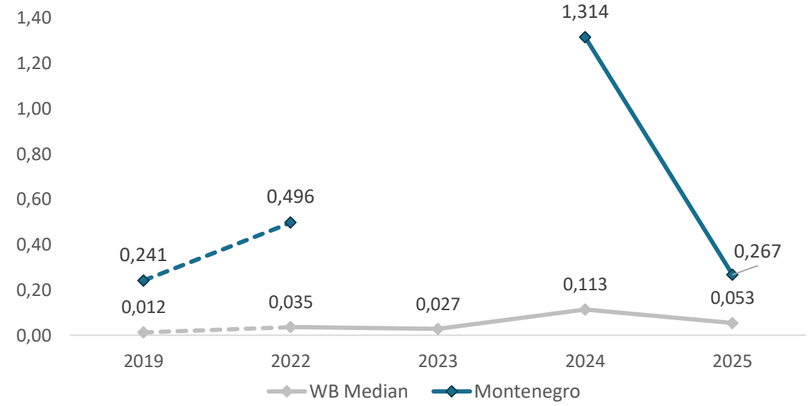


In 2025, the total number of mediators in Montenegro was 194, which is 145,6% more than in 2019.The number of mediators per 100 000 inhabitants was 31,1, which is more than the WB Median of 6.

The training of mediators is organised and delivered by the Centre for Alternative Dispute Resolution, which issues a certificate upon completion. The request for the certificate of completed training is submitted to the Ministry of Justice through the Centre.

Number of court-related mediations				Providers of court-related mediation services			
	Number of cases for which the parties agreed to start mediation	Number of finished court-related mediations	Number of cases in which there is a settlement agreement	Private mediator	Public authority (other than the court)	Judge	Public prosecutor
Total (1 + 2 + 3 + 4 + 5+ 6)	1 664	4 265	565				
1. Civil and commercial cases	1 047	2 420	372	NAP	✓	✗	✗
2. Family cases	227	251	86	NAP	✓	✗	✗
3. Administrative cases	NAP	NAP	NAP	NAP	NAP	NAP	NAP
4. Labour cases incl. employment dismissals	285	1 219	72	NAP	✓	✗	✗
5. Criminal cases	NAP	NAP	NAP	NAP	✓	✗	✗
6. Consumer cases	NAP	NAP	NAP	NAP	✓	✗	✗
7. Other cases	105	375	35				

Evolution of the number of court-related mediation for which parties agreed to start mediation per 100 inhabitants between 2019 and 2025



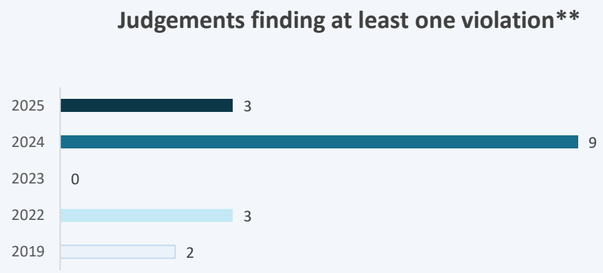
Court related mediations are provided by public authorities (other than the court). In 2025, mediation was most used for Civil and commercial cases and Labour cases (including employment dismissals) (parties agreed to start mediation in 1 047 and 285 cases, respectively).

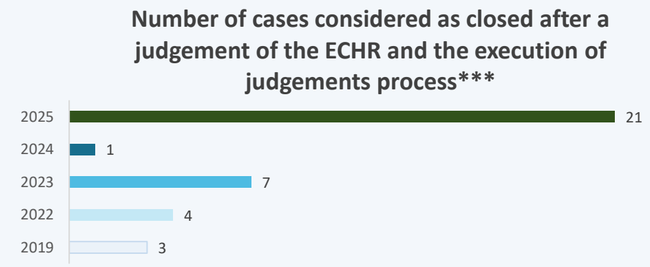
In Montenegro, it is possible to receive legal aid for court-related mediation or receive these services free of charge.

The decrease in mediation activity in 2025 is mainly linked to amendments to the Law on Alternative Dispute Resolution, which changed the procedural framework for initiating mediation, particularly in labour disputes, and therefore affected the inflow of new cases. At the same time, the Centre focused on clearing backlog cases from previous years, which explains why the number of completed mediations exceeded the number of newly initiated ones. The Centre for Alternative Dispute Resolution handles mediation in civil, commercial, family and labour disputes, while labour disputes within its competence exclude disputes concerning taxes and social contributions as well as collective labour disputes. Data comparability with the previous reporting cycle is also affected by methodological changes in the recording and classification of mediation cases.

European Convention on Human Rights in Montenegro in 2025 (Indicator 10)

European Convention on Human Rights – Article 6 – Right to a fair trial (extract):
In the determination of his civil rights and obligations or of any criminal charge against him, everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law. Judgment shall be pronounced publicly but the press and public may be excluded from all or part of the trial in the interests of morals, public order or national security in a democratic society, where the interests of juveniles or the protection of the private life of the parties so require, or to the extent strictly necessary in the opinion of the court in special circumstances where publicity would prejudice the interests of justice.





• ECHR

Follow-up at national level to the established violations by the European Court of Human Rights (ECHR)

Raising awareness	
ECHR case law is part of judge's and public prosecutors' training	✓
Publication of the ECHR case law on official judicial internet pages	✓
Annual report before the Parliament on ECHR case law	✗
Integration of the ECHR case law in the annual courts' report	✗
Other	✗

Information / dissemination of the ECHR decisions within the judicial system	
Within the Ministry of Justice	✗
Within other public institutions	✗
Within courts	✓
Within higher instance courts only	✗
Within public prosecution services	✗
Other	✓

The right to claim damages before national courts (besides the just satisfaction due by the State)	
The right to claim damages before national courts (besides the just satisfaction due by the State)	✗
The right to have the case reopened before national courts	✓
Request for annulment of the national court's judgment	✗
Other	✗

There is an Annual report by the Office of State Representative (advocate) before ECHR submitted to the Government on annual basis.

Number of applications to the ECHR, number of judgments, and number of cases considered as closed after a judgement of the ECHR

		2019	2022	2023	2024	2025
Applications allocated to a judicial formation of the Court**		427	295	173	133	172
Judgements finding at least one violation**		2	3	0	9	3
Judgements finding at least one violation of the Article 6 of the ECHR	Right to a fair trial (1)	0	1	0	1	1
	Length of proceedings	0	2	0	0	2
	Non-enforcement	0	0	0	8	0

	2019	2022	2023	2024	2025
Number of cases considered as closed after a judgement of the ECHR and the execution of judgements process***	3	4	7	1	21

** Source: ECHR
(1) Figures in this line may include conditional violations.
*** Source: Department for the Execution of Judgments of the ECHR

In 2025, the applications allocated to a judicial formation** for Montenegro were 172 (39 more than the previous year). The judgements by the ECHR finding at least one violation for Montenegro were 3; whereas they were 9 in 2024.The number of cases considered as closed after a judgement of the ECHR and the execution of judgements process was 21 in 2025; whereas they were 1 in 2024.

Appointment, recruitment and promotion of judges and prosecutors in Montenegro in 2025 (Indicators 12 and 13)

Judges

Description of the specific procedure of recruitment

The appointment and termination of judges in Montenegro is regulated by the Judicial Council, as established by law and the Council's Rules (notably Article 46). Candidates must submit their application within 15 days of a public announcement, providing documentation such as proof of Montenegrin citizenship, legal education credentials, bar exam certificate, medical certificate, work experience evidence, and statements regarding disciplinary actions, political affiliation, and criminal proceedings. Criteria for first-time judge selection include: acquired legal knowledge, ability to perform the judicial function, and worthiness, all assessed by established sub-criteria.

Candidates must anonymously take a written examination, with successful candidates proceeding to interviews. Council members use standardized forms to evaluate applicants based on documentation, opinions, written and oral performance; the Commission compiles an average score and creates a ranked candidate list for decision. The Council selects judges by secret ballot with a reasoned written decision, which is final but may be challenged through administrative dispute. Candidates have the right to inspect their own and other relevant candidates' application files and scores within 30 days of the decision. Internal notices for judge transfers are also posted, with eligible judges ranked and deployed to other courts based on recent work performance and court needs; there is no legal minimum or maximum age, with retirement governed by general labour rules tied to years of experience. Candidates with criminal convictions, ongoing proceedings, or providing false information are excluded from selection.

Authority competent during the entry selection (via judicial Academy)

Judicial Council

According to the Constitution, Judicial Council elects the judges and court presidents. The Law on Judicial Council and Judges and the Rules of Procedure of Judicial Council regulate the procedure for the selection of judges and court presidents. The Judicial Council conducts the procedure for the selection of judges and makes decisions on election of judges after the procedure is completed.

In Montenegro, there exists the possibility for non pre-selected judge candidates to appeal to this decision via Judicial Academy. The body is competent to decide on appeal is the Court.

Administrative Court of Montenegro - Law on Administrative dispute proscribes entire procedure.

A candidate can challenge the Judicial Council's decision on judge appointments by filing a case with the Administrative Court of Montenegro

Eligibility

JA	Pre-conditions:	JA **
✓	Basic law studies	✓
	Advanced law studies (masters or PhD)	
✓	Judicial exam/bar exam	✓
	Average grades in education	
✓	Years of work experience	✓
✓	Relevance of previous work experience	✓
✓	Citizenship	✓
	Age	
✓	Clean criminal record	✓
	Foreign language knowledge	
✓	Entry test / exam	✓
✓	Other	✓

** JA = Via Judicial Academy

Prosecutors

Description of the specific procedure of recruitment

The recruitment and reassignment of state prosecutors in Montenegro is governed by the Law on the State Prosecutor's Office (Official Gazette of Montenegro, Nos. 11/2015, 42/2015, 80/2017, 10/2018, 76/2020, 59/2021, 54/2024, and 92/2025), specifically Articles 39, 49–55, 57, and 59. Vacant positions in basic state prosecutor's offices are first offered internally to current prosecutors through an internal advertisement for voluntary reassignment. If the vacancy is not filled internally, it is then publicly advertised by the Prosecutorial Council in the Official Gazette and national print media.

Applicants must provide proof of Montenegrin citizenship, a clean criminal record, no ongoing criminal proceedings (certified documentation required), and a medical certificate of fitness. The selection process is based on criteria set out in the law and involves the evaluation of professional qualifications, integrity, and work experience. There is no prescribed minimum or maximum age, with requirements instead focused on relevant legal experience and general health and legal ability for office.

Authority competent during the entry selection (via judicial Academy)

Judicial/Prosecutorial Council

The jurisdiction for selection of prosecutors and heads of prosecution offices is under the Prosecutorial Council. The Prosecutorial Council establishes the plan of vacated positions, announces the public call, receiving applications conducts the written testing procedure, performs the interview with the candidates, making decision on selection etc.

In Montenegro, there exists the possibility for non pre-selected prosecutor candidates to appeal to this decision via Judicial Academy. The body is competent to decide on appeal is the Court.

Applicants for state prosecutor positions in Montenegro have the right, within 15 days of the assignment decision, to review all relevant documents and results related to the recruitment process. Any candidate may initiate an administrative dispute (appeal) before the Administrative Court of Montenegro against the Prosecutorial Council's decision. All decisions of the Prosecutorial Council are final but subject to this form of judicial review.

Judges

The Program Committee for Initial Training of the Center for Training in Courts and State Prosecution Office, after completing the theoretical part of the Initial training that lasts 6 months and of the practical part of training that lasts 12 months, establishes the Final proposal of the grade for theoretical and practical part of training, and on the basis of Article 44 paragraph 5 of the Law on Center for Training in Courts and State Prosecution Office submits this Final proposal of grades of the selected candidates for judges to the Judicial Council. The Judicial Council, on the basis of the Report of the legal entity authorized for training judges and mentors in the conducted training, on the basis of the Law on Judicial Council and Judges and the Final proposal of the grades, brings a decision determining the grade of the proposed candidate.

The criteria for appointment of judges appointed for the first time shall be: 1) Grade on the written test referred to in Article 48 of the present Law, or the grade on the bar exam, in accordance with the law governing the bar exam; 2) Evaluation of the interview with the candidate.

Selection

JA	Criteria	JA
✓	Results/score from Judicial Academy training Additional testing for non-Academy graduates	✓
	Relevance of previous work experience	✓
	Duration of previous work experience	✓
✓	Interview evaluation	✓
	Performance appraisal (from previous employer)	
✓	Other	
	Automatic selection of each successful candidate from the Judicial Academy / Every pre-selected experienced candidate outside the Judicial Academy	

Authority competent during the entry selection (via judicial Academy)

Judicial Council

Prosecutors

Criteria is that the candidate for the state prosecutor receives grade “satisfactory” at initial training (the practical part of the training is conducted at the Basic State Prosecutor's Office in Podgorica and the theoretical part is at the Center for Training in Judiciary and State Prosecution).

Authority competent during the entry selection (via judicial Academy)

Judicial/Prosecutorial Council

Appointment

Judges

Authority competent for the final appointment

Judicial Council

Only confirms all the selected (proposed) candidates

In Montenegro, there exists the possibility for non-selected judge candidates to appeal to this decision.

The Court is competent to decide on the appeal

Candidates who are not elected have the possibility to file lawsuit to the Administrative court of Montenegro. Such procedure is defined by the Law on Administrative Dispute.

Article 52 of the Law on Judicial Council and Judges : ”A person who applied for the public announcement for the appointment of judges in the Basic Court shall have the right to inspect the documents, written test and the grades of persons who have applied for this public announcement, within 15 days from the date of the decision on the assignment of candidates for judges. The persons referred to in paragraph 1 of this Article may initiate an administrative dispute against the decision of the Judicial Council referred to in Article 51, paragraph 1 of the present Law.”

Prosecutors

Authority competent for the final appointment

Judicial/Prosecutorial Council

Only confirms all the selected (proposed) candidates

State prosecutor candidates shall complete initial training that consists of theoretical and practical part and takes at least 18 months.
The Prosecutorial Council shall elect the state prosecutor candidate who was given the grade satisfactory in the initial training to the office of the state prosecutor in the basic state prosecution office he/she was assigned to. The right to a selection of the basic state prosecution office in which he/she will be assigned, candidate for state prosecutor exercises in order from the Ranking list from art. 62 of this Law.
The Prosecutorial Council shall make a decision on deployment to the basic prosecution office of elected state prosecutors based on the right to of candidate the election referred to in para. 2 above. (Law on State Prosecution Service)

In Montenegro, there exists the possibility for non-selected prosecutor candidates to appeal to this decision.

The Court is competent to decide on the appeal

The candidate has the right to file an action with the Administrative Court.

Law on the State Prosecutor’s Office (“Official Gazette of Montenegro,” Nos. 11/2015, 42/2015, 80/2017, 10/2018, 76/2020, 59/2021, 54/2024 and 92/2025), Article 40, paragraph 3.

Integrity checks through:

✓ Criminal records	✓
✓ Disciplinary proceedings and sanctions	✓
Intelligence investigation	
Integrity assessment test	
Psychological assessment	
Other	

Also, Ethic and and complaints about the work of the prosecutor.

In Montenegro, judges are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is no probation period for them.

A judge’s office in Montenegro terminates by law upon reaching retirement age or at the judge’s personal request, and may also end by decision of the Judicial Council in cases of dismissal for serious disciplinary offenses. Dismissal grounds include conviction for an offense rendering the judge unfit for judicial office, unprofessional or negligent performance of duties, or permanent incapacity to serve.

In Montenegro, prosecutors are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is also a probation period for them, for 4 and it is not possible to appeal against this decision.

The office of a state prosecutor in Montenegro is permanent, except for first-time appointees who serve a four-year term and may later apply for a permanent position if they meet the required criteria. The Supreme State Prosecutor and heads of prosecutor’s offices are elected for five-year terms. The office of a state prosecutor or head may cease upon expiration of term, resignation, reaching retirement age, loss of citizenship, or, for heads, structural changes in offices. Dismissal occurs if the prosecutor is sentenced to unconditional imprisonment by final judgment, or for the most serious disciplinary offenses, such as conviction for an offense that makes them unfit for duty or unprofessional, negligent performance. Decisions of the Prosecutorial Council are final but may be challenged by administrative dispute.

Judges

Authority competent for the promotion

Judicial Council

Judges in Montenegro may be promoted to a higher court if their work has been rated as "good" or "excellent" and they meet specific legal requirements for the higher position (Articles 72 - 75, Law on Judicial Council and Judges). Promotion to the Supreme Court requires an "excellent" rating and additional criteria. Vacant judicial positions are publicly announced, and the selection process is based on a points system - 60 points for a "good" rating, 80 for "excellent," plus up to 20 points from the interview. The Judicial Council ranks candidates accordingly and appoints judges based on this ranking, giving preference in the case of ties to higher appraisal, minority status, and then by drawing lots if needed.

Promotion

Procedure

Competitive test / Exam	
Previous individual evaluations	✓
Other procedure(s) (interview or other)	✓
No special procedure	

Criteria

Years of experience	✓
Professional skills (and/or qualitative performance)	✓
Performance (quantitative)	✓
Subjective criteria (e.g. integrity, reputation)	✓
Other	✓
No criteria	

In Montenegro, the decision on the promotion of judges could be appealed.

The Court is competent to decide on the appeal

Administrative Court

Prosecutors

Authority competent for the promotion

Judicial/Prosecutorial Council

State prosecutors in Montenegro may be promoted to higher prosecution offices, including the High or Supreme State Prosecutor's Office, if their performance evaluation is rated as "good" or "excellent" and they meet specific legal requirements (Law on the State Prosecutor's Office, Articles 75 - 77). Promotion to the Supreme State Prosecutor's Office requires an "excellent" rating and fulfillment of additional criteria.
Vacant positions are publicly advertised, and the promotion process is based on a combination of the candidate's performance evaluation and interview score. Assessment criteria include professional knowledge (such as the quality and quantity of work, case management, procedural skills) and general competence (communication, adaptability, organizational skills, and participation in professional activities), along with the required years of experience depending on the position.

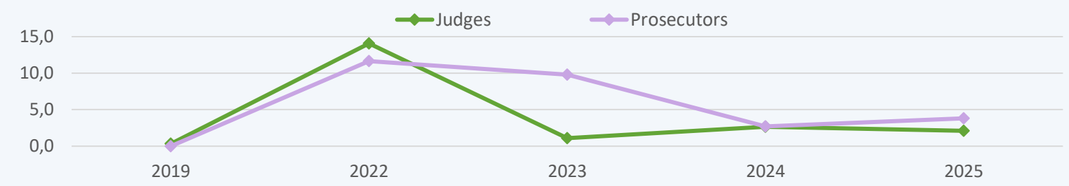
In Montenegro, the decision on the promotion of prosecutors could be appealed.

The Court/prosecution office is competent to decide on the appeal

On the decision of the Prosecutorial Council, lawsuit may be filed to the Administrative court, art. 40 par 1. of the Law on State Prosecution Service.

Accountability in Montenegro in 2025 (Indicator 14)

Number of initiated disciplinary proceedings against judges/prosecutors between 2019 and 2025 (per 100 judges/100 prosecutors)



Number of disciplinary sanctions against judges/prosecutors between 2019 and 2025 (per 100 judges/100 prosecutors)



• Promotion of integrity and prevention of corruption

Legal provisions guaranteeing the independence of judges and prosecutors

In Montenegro, the independence of judges and prosecutors is guaranteed by the Constitution and a special laws.

Law on Judges and Judicial Council Article 2 – Independence and Autonomy "Judges shall adjudicate and decide independently and autonomously. The judicial office shall not be exercised under anyone's influence. No one shall influence judges in the exercise of judicial office. Independence, autonomy, accountability and professionalism of courts and judges shall be provided by the Judicial Council."

Law on the State Prosecutor's Office ("Official Gazette of Montenegro," Nos. 11/2015, 42/2015, 80/2017, 10/2018, 76/2020, 59/2021, 54/2024, and 92/2025), Articles 3 and 130

Number of criminal cases and sanctions against judges and prosecutors in 2025

	Number of initiated cases	Number of completed cases	Number of sanctions pronounced
Judges	0	1	1
Prosecutors	4	NA	1

Two State Prosecutors and one Special Prosecutor have been suspended from performing prosecutorial duties pending the completion of criminal proceedings, while one Prosecutor has been dismissed.

Measures to prevent corruption

	Gift rules	Specific training	Internal controls	Safe complaints mechanisms	Other	No mechanism in place
Judges	✓	✓	✓	✓	✗	✗
Prosecutors	✓	✓	✓	✓	✗	✗

There is disciplinary violation if prosecutor accept gift or not submit report on incomes and assets to the Agency for fight against corruption (Law on Prosecutorial administration article 108 paragraph 1 point 9)

For the latest GRECO Evaluation Report on Prevention of corruption in respect of judges and prosecutors, please click here:

https://www.coe.int/en/web/greco/evaluations/round-4

Integrity of court staff

In Montenegro, legislation provides for various breaches of integrity in respect of court staff, including conflicts of interest, unauthorized disclosure of confidential or sensitive information on court cases and procedures, non-timely or incomplete asset declarations and breaches of Codes of Conduct.

Training on ethics and prevention of corruption

	Training on ethics	Training on prevention of corruption
Judges	Compulsory for some	Optional
Prosecutors	Optional	Optional

Judges and state prosecutors in Montenegro are required to attend at least two days of in-service training annually under Article 45(2) of the Law on the Centre for Training in Judiciary and State Prosecution. For specialized court judges and prosecutors, only this basic amount is mandatory, while other regular trainings are optional and provided according to institutional need. The only compulsory specialist training is for those dealing with juveniles in criminal proceedings, while management function training is not mandatory.

Code of Ethics

In Montenegro, there exists a Code of Ethics applicable for both judges and prosecutors.

For judges, there exists an institution/body giving guidelines and/or opinions on ethical questions of their conduct. Its members are judges and other legal professionals. Its guidelines and/or opinions are publicly available and, in 2025 there are not available data on published guidelines/opinions.

For prosecutors, there exists an institution/body giving guidelines and/or opinions on ethical questions of their conduct. Its members are prosecutors and other legal professionals . Its guidelines and/or opinions are publicly available and, in 2025, it provided 2 guidelines/opinions.

The **ethical oversight of judges** in Montenegro is primarily managed by the Commission for the Ethics Codex of Judges, a body within the Judicial Council, which issues opinions and guidance on professional conduct, use of social networks, extracurricular activities, and political participation. Monitoring the application of the Code of Ethics for Judges is entrusted to this commission. Additionally, under the Law on Prevention of Corruption, the Agency for Prevention of Corruption—a body independent from the judiciary—issues binding, non-public opinions at the request of judges concerning conflicts of interest, incompatibilities, restrictions, gifts, and asset declarations (Article 7, Article 4). The Agency also handles verification of assets and whistleblower protection.

For state prosecutors, ethical standards are supervised by the Commission for the Prosecutorial Code of Ethics, formed by members from the Prosecutorial Council, the Supreme State Prosecutor's Office, and the Association of State Prosecutors. The Law on the State Prosecutor's Office (Articles 107, 107a, 107b) sets out detailed procedures for ethical oversight. This commission issues binding opinions on prosecutors' conduct, in line with the Code of Ethics. As with judges, the Agency for Prevention of Corruption is responsible for providing binding, non-public opinions on conflicts of interest, work restrictions, gifts, and asset disclosures, ensuring compliance with the Law on Prevention of Corruption.

In 2025, there were no violations of the Ethical Code.

Recusal of judges

In Montenegro, there exists a procedure to effectively challenge a judge (recusal), if a party considers that the judge is not impartial.

The procedure is granted in line with the law (Law on civil proceedings and Criminal Procedure Code).

Total number of initiated procedures	2 780
Total number of recusals pronounced	1 833

Transparency in distribution of court cases

Organisation of the distribution of court cases	
Automatic allocation	
Random allocation	✓
Other type of allocation	
Specific allocation for priority cases	
Possibility to exclude a judge from the allocation	
All interventions on the system irreversibly logged / registered	✓

In Montenegro, court cases are, in principle, randomly allocated by a computer algorithm. There are no exceptions to the general method allocating of priority cases.The system does not anticipate situations in which a judge could be excluded from the allocation of cases. Finally, the system provides for all alterations to the allocation process to be logged/registered. This ensures adherence to the rules and maintains transparency in the distribution of cases.

In Montenegro, the assignment of cases to judges is performed using an algorithm for immediate random allocation within the judicial information system upon case registration. Exceptions include cases returned after withdrawal or revocation, which are reassigned to the original judge, and merged cases, which go to the judge with the earliest-filed case. If a judge is absent or overloaded for over 30 days, case assignment can be suspended by the court president, with cases then reassigned to other judges at random. Only urgent cases are assigned during judges' annual leave. All procedures and exceptions are documented and managed as part of the court's work plan.

	Reasons for reassigning a case	Number of reassignments
Conflict of interest declared by the judge or by the parties	✓	25473
Recusal of the judge or requested by the parties	✓	NA
Physical unavailability (illness, longer absence)	✓	2636
Other		1325

Method to reassign a case	
Automatic allocation	
Random allocation	✓
By discretion of a president of a court	
Other	

In Montenegro, the reassigment of cases is required to be reasoned in all circumstances.

Articles 60 and 61 of the Court Rule of Procedure, and Articles 32–36 of the Law on Courts ("Official Gazette of MNE", no. 11/2015 and 76/2020) regulate these procedures.

If a judge in Montenegro is unable to resolve assigned cases due to justified overload or anticipated absence longer than 30 days, the president of the court may suspend case assignments for that judge and decide, alone or upon proposal, on the reasons and duration of the suspension, documenting this in the court's work plan (Articles 60–61). During such a suspension, cases are reallocated to other judges within the department by random allocation through the judicial information system. The annual work distribution may be amended by the court president if the number of judges or of cases significantly changes, but must minimize disruption (Article 32). All case assignments are made promptly and randomly once registered in the judicial system, including when a judge leaves the court or has cases taken away in accordance with Article 36 (Articles 33–35). If a judge is recused, unduly delays actions, or cannot perform duties for over three months, cases can be taken away by the court president in a reasoned decision, with the right to objection and swift resolution provided (Article 36). In urgent cases, judges may be removed from cases to ensure timely proceedings. All allocation, suspension, and reallocation decisions are properly documented and subject to internal court review.

• Disciplinary procedures against judges/prosecutors

Judges

In Montenegro, the Judicial Council is the authority with disciplinary powers over judges.

Who is authorised to initiate of a disciplinary proceedings

Relevant Court / Head of the organisational unit or hierarchical superior	✓
High Court (Supreme Court) / Prosecutor General (State public prosecutor)	✓
Judicial Council / Public Prosecutorial Council	✓
Disciplinary court	✗
Disciplinary body	
Parliament	
Executive power	
Other	✓
This is not possible	✓

Prosecutors

In Montenegro, the Public prosecutorial Council (Judicial Council) is the authority with disciplinary powers over prosecutors.

Disciplinary liability for state prosecutors in Montenegro is regulated primarily by Articles 108–129 of the Law on the State Prosecutor's Office, with key procedures set out in Articles 110, 111, 112, and 114. When there is reasonable doubt that a prosecutor has committed a disciplinary offense, a motion can be filed by the head of the relevant prosecution office, the head of a higher office, the Supreme State Prosecutor, the Minister of Justice, or the Commission for Monitoring the Application of the Code of Prosecutorial Ethics (Article 110). The procedure for both minor and severe disciplinary offenses is conducted before a Disciplinary Panel, which consists of three members of the Prosecutorial Council (two state prosecutors and one eminent lawyer as president), as described in Article 114. Members and their deputies are appointed by the Prosecutorial Council. For the most severe offenses, the procedure is conducted before the full Prosecutorial Council. The Supreme State Prosecutor cannot be part of the Disciplinary Panel.

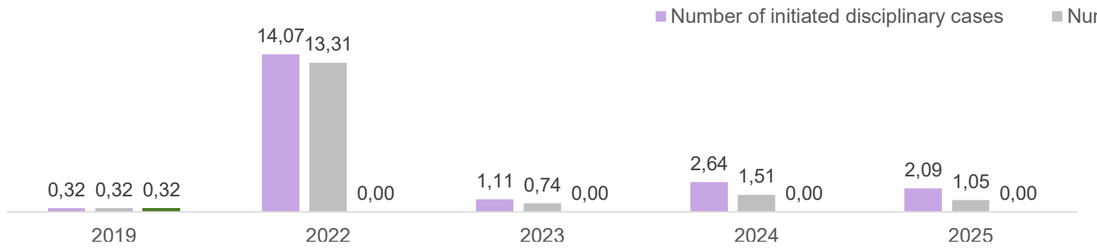
A judge may present an argumentation in hearing and written submission. He/she has also the possibility to appeal against the disciplinary decision.

The Higher Court / Supreme Court is the authority competent to decide on the appeal

A prosecutor may present an argumentation in hearing and written submission. He/she has also the possibility to appeal against the disciplinary decision.

The Supreme Court is the authority competent to decide on the appeal

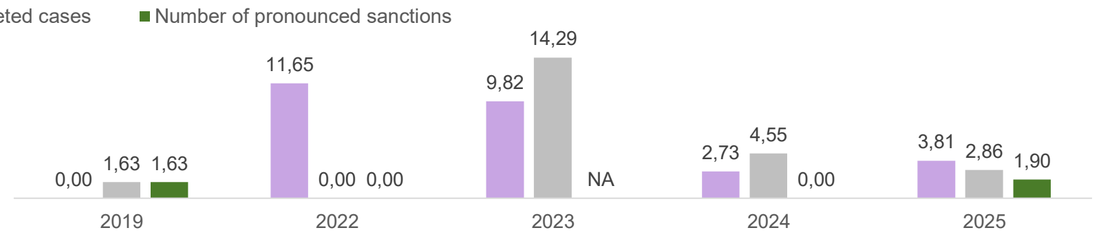
Total number of initiated and completed disciplinary cases and number of sanctions pronounced against judges between 2019 and 2025 (per 100 judges)



During 2025, six (6) disciplinary proceedings were conducted based on proposals for establishing disciplinary liability of judges. In three (3) proceedings, the proposals for establishing disciplinary liability were rejected as unfounded. Three (3) cases are unresolved and proceedings are ongoing.

During 2025, there were no disciplinary proceedings for failure to declare or incorrect declaration of assets to the Agency for the Prevention of Corruption.

Total number of initiated and completed disciplinary cases and number of sanctions pronounced against prosecutors between 2019 and 2025 (per 100 prosecutors)



One disciplinary case was initiated in 2024 and concluded in 2025, while two cases were concluded in 2025.

• Declaration of assets

Declaration of assets for judges and prosecutors

In Montenegro, a Law on the Prevention of Corruption requires a declaration of assets by judges and prosecutors.

The Law on Prevention of Corruption requires all public officials in Montenegro—including judges and state prosecutors—to submit a Report on Property and Income within 30 days of assuming office, and to update this report annually by the end of March for the previous year, following any significant change in assets (such as an increase over €5,000 or €10,000, depending on the source), at the Agency's request, when moving to another office, and for two years after leaving office. The Report must also include the assets and income of the official's spouse (or common-law/same-sex partner) and children, including adult children, if they live in the same household. In the case of termination of function, the official must submit a final report within 30 days and continue reporting annually for the next two years.

The content of the Report, as set by Articles 23–25 of the law, includes: personal data, details of public office, and detailed information on property, income, gifts, debts and receivables, ownership rights, bank deposits, securities, membership in management bodies, and other relevant data for the official and their household. The Agency for Prevention of Corruption establishes the form for the Report—which is submitted electronically and in writing—and publishes it on its website. The law also applies to civil servants required to report under other specific legislation. There is no difference in these obligations for judges or state prosecutors; both categories of public officials are subject to the same property and income disclosure rules, procedures, and oversight.

The authority that receives and verifies the declaration is the Agency for the Prevention of Corruption, as an autonomous and independent body, established by the Parliament of Montenegro.

There exists a register of the declaration of assets for judges and prosecutors. Moreover, the declarations are published on internet.

www.antikorupcija.me

The sanctions for judges and prosecutors foreseen in case of non-declaration of assets (including non-submission of declaration) are: a warning, a fine and other disciplinary sanction.

The Agency for Prevention of Corruption (APC) brings the decision about which it informs the public authority in which public official is working, for the purposes of initiating procedure of dismissal, suspension or imposition of a disciplinary measure. The public authority acting upon the decision of the APC may initiate administrative proceedings and impose sanctions such as disciplinary sanctions. The public authority informs the Agency for prevention of corruption about the results of this proceeding, in the deadline of 60 days.
Moreover, based on its findings, the Agency for prevention of corruption has the authority to initiate misdemeanor proceedings before misdemeanor courts.

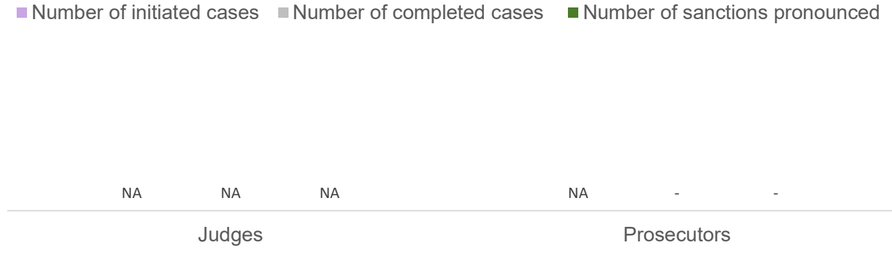
During 2025, there were no disciplinary proceedings for failure to declare or incorrect declaration of assets to the Agency for the Prevention of Corruption.

The Agency for Prevention of Corruption (APC) in Montenegro can issue decisions prompting the relevant public authority to start procedures for dismissal, suspension, or disciplinary measures against a public official, and must be informed of the outcome within 60 days. The APC may also initiate misdemeanor proceedings before courts. For serious disciplinary offenses—such as accepting gifts or failing to report assets and income as required—sanctions can include fines (20–40% of monthly income for 3–6 months) or prohibition of promotion. For state prosecutors, disciplinary liability for such offenses is possible only after a court confirms the APC's final decision. In 2025, there were no such cases under review.

The Agency for Prevention of Corruption (APC) can require a public authority to initiate dismissal, suspension, or disciplinary action against a public official, and must be informed about the outcome within 60 days. The APC can also start misdemeanor proceedings before courts. For serious disciplinary offenses, such as accepting gifts or failing to report assets and income (if confirmed by a final court decision), sanctions include fines of 20–40% of monthly income for 3–6 months or a ban on promotion. For state prosecutors, disciplinary proceedings require a final court confirmation of the APC's decision. There were no such cases in 2025.

	Judges	Prosecutors
Items to be declared		
Assets	●	●
Financial interests	●	●
Sources of income	●	●
Liabilities	●	●
Gifts	●	●
Other	●	●
Moment for the declaration		
At the beginning of the term of office	●	●
At the end of the term of office	●	●
When there is a significant change in the items	●	●
Other	●	●
Declaration concerning the members of the family		
Spouse	●	●
Partner	●	●
Children (under legal age)	●	●
Adult children	●	●
Other family members	●	●
Same declaration as for the judge/prosecutor	●	●
Declaration of assets verified as regards:		
Timeliness	●	●
Completeness	●	●
Accuracy of the content	●	●
Unexplained financial discrepancies	●	●

Number of proceedings due to violations/discrepancies in the declaration of assets 2025



• Conflict of interest and Accessory functions/activities

Procedures/mechanisms for managing (potential) conflicts of interest in 2025		
Regulations / procedures:	Judges	Prosecutors
On reporting a (potential) conflict of interest	✓	✓
For recusal/withdrawal from a case	✓	✓
On receiving gifts	✓	✓
On combining the profession of a judge/ prosecutor with other functions/professional activities	✓	✓
Other		✓

In Montenegro, judges need to an authorisation given by the Judicial Council to perform these accessory activities. Prosecutors need to an authorisation given by the public prosecution office in question and Judicial/Prosecutorial Council to perform some of them.

Accessory functions / activities	With remuneration		Without remuneration	
	Judges	Prosecutors	Judges	Prosecutors
Teaching	✓	✓	✓	✓
Research and publication	✓	✓	✓	✓
Arbitrator				
Consultant				
Cultural function				
Political function				
Mediator	✓		✓	
Other				

Law on the Prevention of Corruption (“Official Gazette of Montenegro,” No. 54/2024), Article 1, Article 9 – Conflict of Interest, with further explanation in Articles 10–27;

Ethical Code – Prevention of Conflicts of Interest;

Law on the State Prosecutor’s Office (“Official Gazette of Montenegro,” Nos. 11/2015, 42/2015, 80/2017, 10/2018, 76/2020, 59/2021, 54/2024, and 92/2025), Article 37, paragraph 1, item 9.

State Prosecutors may engage in teaching, research, and publication activities.

Law on the State Prosecutor’s Office (“Official Gazette of Montenegro,” Nos. 11/2015, 42/2015, 80/2017, 10/2018, 76/2020, 59/2021, 54/2024, and 92/2025), Article 101. Prosecutorial Council can give an opinion on activities upon request by head of public prosecutor office.

	Regulations on the proceedings for:			
	Breaches of rules on conflicts of interest		Sanctions for breaches of the rules	
	Judges	Prosecutors	Judges	Prosecutors
Law on prevention of conflict of interest	✓	✓	✓	✓
Criminal procedure code				
Criminal code				
Civil procedure code				
Civil code				
Code of ethics	✓	✓	✓	✓
Law on judges / public prosecutors (public prosecution)	✓	✓	✓	✓
Law on the Judicial / Prosecutorial Council	✓	✓		
Other		✓	✓	✓

See provisions of the Law on Prevention of Corruption in related sections.

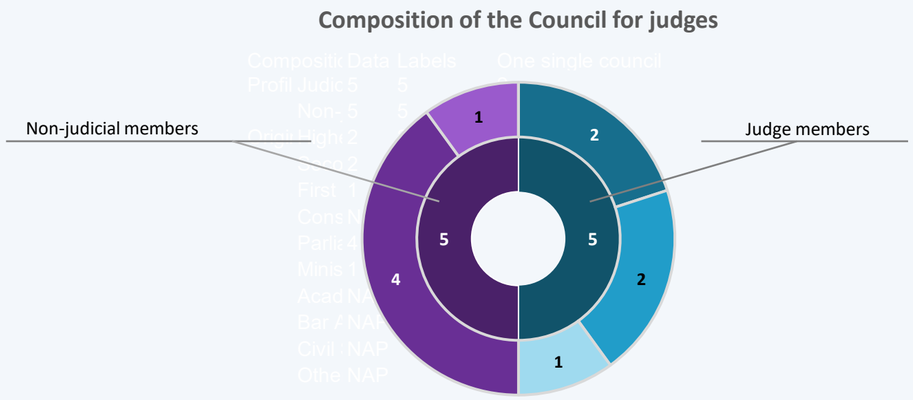
Law on Judicial Council and Judges defines disciplinary offence such as use of function for a private interests, interests of family members or closed related persons and for accepting the gifts or not providing an information on property and incomes. Disciplinary proceedings is regular procedure conducted by the Disciplinary prosecutor and before the Disciplinary Council, in accordance with the law.

Law on Misdemeanors regulates misdemeanor proceedings in general, which also applies when the proceedings initiated for the breach of Law on Prevention of Corruption

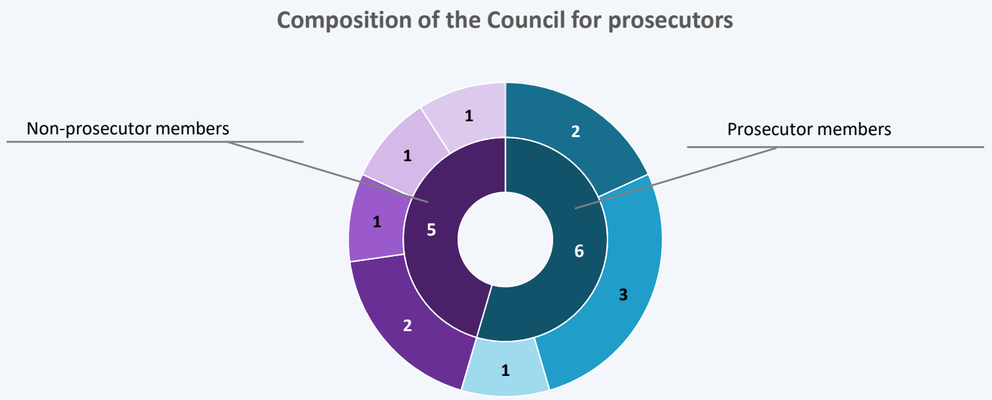
Procedures for breaches of rules on conflict of interest	Judges					Public prosecutors				
	2019	2022	2023	2024	2025	2019	2022	2023	2024	2025
Number of initiated cases	2	37	2	0	NA	0	12	NA	NA	NA
Number of completed cases	0	35	2	0	NA	0	0	NA	NA	NA
Number of sanctions pronounced	0	0	0	0	NA	0	0	NA	NA	NA

There were no cases, nor any sanctions imposed for conflicts of interest against prosecutors in the reporting year.

Council for Judiciary / Prosecutorial Council(s) in Montenegro in 2025 (Indicator 15)







In Montenegro, the Council for judges is composed by 10 members, 5 of which are proposed by judge members (1 proposed by the first instance courts, 2 by the second instance courts and 2 by the highest instance courts) and 5 by non-judicial members (4 proposed by the Parliament and 1 by the Ministry of justice). This suggests that the council is equally composed by judge and non-judicial members, with the second instance, the highest instance courts and the Parliament playing the main role in proposing the judge and non-judicial members respectively. The Council for prosecutors consists of 6 prosecutor members (1 proposed by the first instance courts, 3 by the second instance courts and 2 by the highest instance courts) and 5 non-prosecutor members. These are proposed as follows: 2 proposed by the Parliament, 1 by the Ministry of justice, 1 proposed by the Bar Association and 1 by the Civil Society Organisations. This council is thus almost equally composed of judicial and non-prosecutor members, with the second instance courts having the main influence among nominations for prosecutor members and the Parliament being the primary source for non-prosecutor nominations.

The Constitution of Montenegro provides that the **Judicial Council** consists of a president and 9 members: the president of the Supreme Court, 4 judges elected by the Conference of Judges (ensuring equal court and judge representation), 4 reputable lawyers elected by Parliament based on a public call, and the Minister of Justice. According to the Law on Judicial Council and Judges, the 4 judge members must include 3 from higher courts (Supreme, Appellate, Administrative, High Misdemeanour, Commercial, and High Courts) with at least 10 years of judicial experience, and 1 from Basic and Misdemeanour Courts with at least 5 years of experience. Judges graded "not satisfactory" or who have received a disciplinary sanction cannot be appointed to the Council.

The **Prosecutorial Council**, as defined by the Law on State Prosecution, consists of the Supreme State Prosecutor (as president) and 10 members: 5 state prosecutors with permanent status and at least 5 years of prosecutorial experience (3 from higher-level and 1 from basic prosecution offices, all elected by the Conference of State Prosecutors), 2 reputable lawyers (not attorneys) elected by Parliament, 1 Ministry of Justice representative, 1 reputable lawyer representing relevant NGOs elected by Parliament, and 1 reputable lawyer with at least 5 years as an attorney proposed by the Bar Association and elected by Parliament. State prosecutor members cannot be close relatives of MPs, government members, or the President, and those rated as "unsatisfactory" or sanctioned cannot serve on the Council. The President of Parliament announces the Prosecutorial Council's composition, and its administrative work is handled by its Secretariat.

Moreover, the non-judge/non-prosecutor members in the council(s) are subject to some selection criteria.

To be appointed as an eminent lawyer to the Judicial Council in Montenegro, a candidate must have at least 15 years of legal experience, enjoy a strong personal and professional reputation, and must not have been convicted of criminal offences that render judges unworthy. The appointment process is initiated by the Parliament's competent working body through a public call published in the Official Gazette, a print media outlet, and on the Parliament’s website. Candidates have 15 days to apply, and the list of applicants is published online for at least 10 days before one is proposed for appointment in Parliament.

For the Prosecutorial Council, a member from among eminent lawyers must have at least 10 years of legal experience, a good personal and professional reputation, and not have been convicted of relevant offences. State prosecutor members cannot be a spouse, common-law spouse, same-sex partner, or relative—in direct line regardless of degree, collateral line up to the second degree, or by in-laws up to the first degree—of a member of Parliament, the Government, or the President, nor can they be anyone elected, appointed, or nominated by these bodies. Additionally, prosecutors who have been assessed as unsatisfactory or have been subject to disciplinary sanctions are also excluded from membership.

• Councils characteristics

Council for Judges

President of the supreme court is member of the council by Constitution

A member of the Judicial Council from among the judges or eminent lawyers may be re-appointed as a member of the Judicial Council after the expiry of four years from the termination of the previous mandate in the Judicial Council.

Term of office: 4 years

Body appointing the members

Judges/ prosecutors members are appointed by:	Council for Judges	Council for Prosecutors
	Judges/Prosecutors Assemblies	✓
✓	Other	✓
Non-judge/non-prosecutors members are appointed by:		
	Constitutional Court	
✓	Parliament	✓
✓	Ministry of Justice	✓
	Academic institution(s)	
	Bar Association	✓
	Other	

Conditions for the term of office

Council for Judges		Council for Prosecutors
✓	Term of office of members renewable	✓
	Full-time position	
	Members subject to evaluation procedures	

Accountability measures

Council for Judges		Council for Prosecutors
✓	Published activity reports	✓
✓	Published decisions	✓
✓	Reasoned decisions	✓
	Other	

Council for Prosecutors

Supreme state prosecutor is a president of the council by law

Term of office: 5 years

Prosecutorial council on the base of the Law on prosecution administration (article 41) prepares an annual work report containing data on the work of the Prosecutorial Council, a description and analysis of the situation in the State Prosecutor's Office, detailed data for each State Prosecutor's Office relating to the number of cases received and resolved during the year for which the report is being prepared, problems and shortcomings in their work, as well as measures to be taken to eliminate the identified shortcomings.
All decisions of the Prosecutoril council are published on the site:

https://tuzilastvo.me/tuzilacki-savjet/

Council for Judges

1) Decide on disciplinary liability of judges and court presidents;
2) Provide for the use, functionality and uniformity of the judicial information system, in the part referring to the courts; 3) Take care of the training of judges and court presidents;
4) Keep records of data on judges and court presidents;
5) Consider complaints against the work of judges and court presidents;
6) Inspect complaints of judges and take positions regarding threats to their independence and autonomy;
7) Propose framework criteria on the necessary number of judges and other civil servants and state employees in courts;
8) Issue opinions on the incompatibility of performing certain duties with the exercise of judicial office;
9) Form the Commission for Appraisal of Judges;
10) Appoint the disciplinary prosecutor;
11) Adopt the Rules of Procedure of the Judicial Council;
12) Determine the methodology for preparation of reports on work of courts and the annual work distribution in court;
13) Issue official identity cards of judges and court presidents and keep records of official identity cards;
14) Issue opinions on draft regulations in the field of judiciary;
15) Perform other tasks prescribed by law.

Competences of the Council(s)

Council for Prosecutors

The Prosecutorial Council, in addition to the powers established by the Constitution:
1) determines the number of state prosecutors;
2) determines a proposal for the dismissal of the Supreme State Prosecutor;
3) decides on the disciplinary liability of state prosecutors and heads of state prosecutors' offices;
4) establishes international cooperation in matters within its jurisdiction;
5) monitors the use, functionality and uniformity of the Judicial Information System in the part relating to the State Prosecutor's Office;
6) keeps records of data on state prosecutors and heads of state prosecutors' offices;
7) adopts the Rules of Procedure of the Prosecutorial Council;
8) gives an opinion on the incompatibility of performing certain tasks with performing the prosecutorial function;
9) considers complaints of state prosecutors and heads of state prosecutors' offices and takes positions regarding threats to their independence;
10) considers complaints about the work of state prosecutors and heads of state prosecutors' offices in terms of the legality of their work;
11) establishes a Commission for the Evaluation of State Prosecutors;
11a) appoints the Disciplinary Council;
12) elects the Disciplinary Prosecutor and Deputy Disciplinary Prosecutor;
13) determines the methodology for preparing reports on the work of the Prosecutorial Council and the State Prosecutor's Office and the annual work schedule;
14) issues official identification cards to state prosecutors and heads of state prosecutors' offices and keeps records of official identification cards;
14a) gives opinions on draft regulations relating to the State Prosecutor's Office, as well as on draft regulations relating to the salaries and exercise of other rights and obligations of state prosecutors;
14b) adopts special rules referred to in Article 100 of the Law on prosecution administration;
15) performs other tasks specified by law.

Competence of the Council(s) in cases of evident breach of independence or impartiality of judges or in cases of pressure on prosecutors

In Montenegro, the Council for judges is competent in cases of evident breaches of indipendence or impartiality of judges. Moreover, the Council for prosecutors is competent in cases of pressure on prosecutors.
Judges shall adjudicate and decide independently and autonomously. The judicial office shall not be exercised under anyone’s influence.
No one shall influence judges in the exercise of judicial office. Independence, autonomy, accountability and professionalism of courts and judges shall be provided by the Judicial Council.
State Prosecutor's Office: Article 136 of the Constitution of Montenegro CONSTITUTION OF MONTENEGRO (Official Gazette of Montenegro”, No. 1/2007, 38/2013)
Council of Prosecutors Article 136
The Prosecution Council shall ensure the autonomy of the state prosecution. The Supreme State Prosecutor shall chair the Prosecution Council except in a disciplinary proceeding. The composition, election, mandate, organization and manner of work of the Prosecution Council shall be regulated by law. The Prosecution Council shall: 1) establish the proposal for the election of the Supreme State Prosecutor;
2) elect and release from the duty the heads of the state prosecution offices and state prosecutors; 3) establish the termination of the function of the heads of state prosecution offices and state prosecutors; 4) propose to the Government the amount of funds for the work of the state prosecution; 5) submit the Report on Performance of the State Prosecution to the Parliament; 6) perform other activities as defined by the law. The Prosecution Council shall make decisions by majority vote of all its members.

On the base of article 37 point 9 Prosecutorial council considers complaints from state prosecutors and heads of state prosecutors' offices and takes positions regarding threats to their independence

Reforms in Montenegro in 2025

Special law on the salaries of judges has been adopted increasing salaries for judiciary. Drafting of the Law on Court Administration, is in progress.
The amendments to the Constitution are planned in the context of EU accession to align with relevant recommendations that minister of justice will not be member of the judicial council.

Also, there is undergoing work on amendments to the Criminal Code, Criminal Procedure Code, Law on treatment of minors in criminal proceedings, Law on Constitutional Court, Law on prosecution, Law on courts implementing rationalisation of the network of courts etc.

Law on Prevention of Corruption will be amended improving the provisions related to asset declaration etc. Plans for formation of the Special Court for organised crime, corruption and other serious crimes are under consideration.

A new Law on Judicial Cooperation in criminal matters with EU member states is to be adopted during this year, which will be harmonised with EU acquis and which will entry into force on the first day of EU membership.

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