Mid-Term Report on the Implementation of Recommendations within the Fourth Cycle of the Universal Periodic Review (UPR) for Montenegro

I. INTRODUCTION

Summary and Consultative Process

National Human Rights Report in Montenegro was presented within the Fourth Cycle of the Universal Periodic Review of the United Nations in May 2023. During the interactive dialogue, Montenegro got the total number of 247 recommendations, and they all were considered by the Government of Montenegro. Out of that number, Montenegro accepted 226 recommendations, the largest number being accepted as recommendations in the implementation process. Positions related to the rejected recommendations are explained in the Addendum to the Report of the UPR Work Group that the Government of Montenegro adopted in July 2023 and that was submitted to the UPR Work Group in Geneva.

Mid-term Report on the Implementation of Recommendations provides an overview of the progress achieved in the implementation of recommendations and includes the following thematic areas: Scope of international obligations; International criminal and humanitarian law (including crimes against humanity, war crimes and genocide); System of victim protection and support; National human rights institutions; Education, trainings and raising awareness about human rights; Equality and non-discrimination; Prohibition of torture, including ill-treatment (cruel, inhuman, degrading treatment); Conditions of detention; Good management and corruption; Judicial system and fair trial; Civic and political rights; Right to participation in public affairs and voting right; Freedom of opinion and expression and access to information; Trafficking in human beings and modern forms of slavery; Human rights and poverty, Right to health, Right to education; Discrimination of women; Participation of women in political and public life; Promotion of women's rights; Violence against women; Persons with disabilities: definition and basic principles; Independence and inclusion of persons with disability; Protection from exploitation, violence and abuse; Children: definition, basic principles, protection; Children: protection from exploitation; Rights related to name, identity, nationality; Economic, social and cultural rights; Roma; Migrants.

So far, the total number of 24 recommendations have been fully implemented, implementation of 3 recommendations has not started yet (132.6,, 131.136 and 131,189), while implementation of 199 recommendations is in progress. In the largest number of cases, the implementation of recommendations is a continuous process of implementing policies and strategies for improving, protecting and exercising human rights. The status that is registered in such cases in the report is "implementation in progress". Montenegro implemented the following recommendations: 131.22-131.29, 13,137 13,138 13,170 13,179 131.83-131.87, 13,195 13,198,131,128 131,130.131.137, 131,195 131,196 and 131,225.

Mid-term Report on the Implementation of Recommendations from the Fourth Cycle of the Universal Periodic Review captures a cross-section of the implemented activities and results made in the period from May 2023 to December 2025.

The report shows that, in the reporting period, progress has been made in majority of the monitored areas.

The Report is a result of joint efforts of the state authorities (Government, judiciary and prosecution), Institution of the Protector of Human Rights and Freedoms of Montenegro (Ombudsman), Parliament of Montenegro, nongovernmental organizations and international organizations. Drafting of the Mid-term Report was coordinated by the Ministry of Human and Minority Rights.

II PROGRESS IN EXERCISING AND PROTECTING HUMAN RIGHTS - IMPLEMENTATION OF RECOMMENDATIONS, ACHIEVED RESULTS, ACTIVITIES AND CHALLENGES

SCOPE OF INTERNATIONAL OBLIGATIONS	
NUMBER OF RECOMMENDATION 1	**IMPLEMENTATION**
132.6 Accept the inquiry procedure under the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (Finland)	Montenegro is a State Party to the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights. The procedure of consideration of all preconditions that should be met on the national level before potential statement on accepting the inquiry procedure is in progress. Montenegro has not yet started the formal analysis of the effects of acceptance of this procedure on the national system.

INTERNATIONAL CRIMINAL AND HUMANITARIAN LAW (INCLUDING CRIMES AGAINST HUMANITY, WAR CRIMES, GENOCIDE)	
NUMBER OF RECOMMENDATION 4	**IMPLEMENTATION**
13,143 Step up measures to investigate and punish perpetrators of war crimes, in particular those in positions of command at the time of the conflict, and ensure reparation for victims (Argentina) 131.44 Continue efforts to make the crime of torture imprescriptible, in line with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and prosecute those responsible for committing war crimes during the conflicts in the Western Balkans (Costa Rica); 131.45 Proactively investigate all war-crime allegations and ensure effective prosecution in line with international standards (Croatia); 131.46	Amending the Criminal Code (December 2023), the Government stipulated that prosecution and enforcement of sentence for criminal offence of torture are imprescriptible. Strategy for investigation of war crimes 2024-2027 has been adopted. It includes improvements of investigations, prosecution, protection of victims, intensifying of regional and international cooperation, and increasing transparency of the process. Special State Prosecution adopted operational plans for all cases of war crimes in the stage of preliminary investigation and cases finished earlier. Cases related to Morinj, Bukovica, Kaluđerski Laz and the case of deportation of refugees from Herceg Novi have been re-established and re-activated. Amendments to the Criminal Procedure Code were adopted in June 2024 to ensure more efficient international cooperation and taking over evidence from the International Residual Mechanism. This led to the indictment against one person, and it is currently in the process of verification in the High Court. One case from the past is being processed in the court and it is in the stage of main trial where the first instance judgment has been adopted (July 2025). In 2024, the order was rendered to conduct investigation against one person, and that investigation is in progress. In September 2025, the indictment brought against one person was confirmed. In 2023, in the field of war crimes, 11 letters rogatory were received, 4 were sent and responses were sent to 2 letters rogatory. In 2024, 10 letters rogatory were sent, 7 were received, and all of them were responded to, except 2 from the Republic of Croatia. In the first half of 2025, one letter rogatory was sent and the response was delivered. Out of the total number of 18 cases that were opened in the reporting period, 12 are in progress, while 6 have been finalized. 13 cases from previous period are in the stage of preliminary investigation, 1 is in the process of investigation, for 2 cases indictments were confirmed (for

Guarantee the right to reparation for the victims of war crimes that occurred during the Balkans war in the 1990s, and urge the Government to take measures to ensure that those guilty of crimes are prosecuted (Spain);	one of them the first instance judgment was rendered in July 2025). All victims of war crime and their families in Montenegro are guaranteed access to justice, compensation and reparation, in line with the Law on Obligations. Agreement on cooperation in the field of providing support to victims and witnesses in their participation in criminal proceedings for war crimes was signed with the Prosecution Service of Bosnia and Herzegovina (November 2024). Memorandum of understanding and cooperation in the field of support to witnesses, injured parties and victims in their participation in the criminal proceedings for war crimes was signed with the Public Prosecution Office for War Crimes of the Republic of Serbia in December 2024. Proposal of the same Memorandum was sent to the State Prosecution Service of the Republic of Croatia in October 2024 and the response is expected.

SYSTEM OF VICTIM SUPPORT AND PROTECTION	
NUMBER OF RECOMMENDATION: 5	**IMPLEMENTATION**
131.58 Improve the system of victim support and protection (Slovenia); 131.55 Strengthen mechanisms to improve access to justice, including for victims of gender-based violence, and ensure prompt independent investigation of all complaints of police ill-treatment, and amend the Criminal Code to align with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (United Kingdom of Great Britain and Northern Ireland); 131.56 Further enhance access to justice by ensuring victims' rights, and improve support services in this vein available to victims, including to victims of human trafficking and torture, also by considering strengthening the legal aid system (Türkiye); 131.57 Adopt the necessary measures aimed at ensuring reparations to all victims of grave human rights violations or to their families as appropriate (Croatia); 131.64	Montenegro started developing the Strategy for protection of the rights of victims with a view to establishing a comprehensive sustainable system of support to victims, particularly those from vulnerable categories. The Strategy is based on aligning the procedural guarantees with international standards and strengthening of the capacities of institutions that act to the benefit of victims. Proposed amendments to the Criminal Procedure Code introduce clear and systematized list of victims' rights (in line with the Directive 2012/29/EU), obligation of the state authorities to inform the victim already in the first contact about his/her rights in an understandable manner, to check if the victim has understood his/her rights, to treat the victim with caution, and to establish special services for support to victims in the justice system. Process of consultations about the Proposed Law on Amendments to the Criminal Procedure Code with the European Commission has been continuously in progress since 2022. Text of the Proposed Law on Protection from Domestic Violence is also in the stage of consultations with the European Commission. Criminal Code of Montenegro is aligned with international standards: definition of torture is aligned with Article 1 of the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, and the criminal prosecution and enforcement of sentences for this criminal offence cannot be barred by time. Amendments to the Law on Legal Aid (December, 2024) significantly extended the categories of persons who are eligible for assistance, including beneficiaries of social care, children without parental care, persons with disabilities, victims of domestic violence and trafficking in human beings, victims of torture and criminal offences against sexual freedom, children who initiate procedures of protection of their rights and persons of poor financial circumstances. For the first time, the Law introduces mandatory specialization of attorneys-at-law for working with victims of violence, victims of sexual criminal offences and children. Trainings will be implemented by the Centre for Training in Judiciary and State Prosecution Service, which will

Step up efforts to strengthen the system of free legal assistance and to develop initiatives with a view to improving access to justice for persons who are in vulnerable situations, such as women and girls (Peru);	contribute to the quality of support and to meeting international recommendations. The Law on damages to victims of criminal offences of violence has been adopted and will start being implemented on the day of accession of Montenegro to the European Union. Amendments to the Law on Seizure and Confiscation of Material Benefit Derived from Criminal Activity (June 2024) created a legal basis to allocate a part of the funds from confiscated illicit proceeds to financing victim support services.

NATIONAL INSTITUTIONS FOR HUMAN RIGHTS	
NUMBER OF RECOMMENDATION: 5	**IMPLEMENTATION**
131.1 Strengthen its Institution of the Protector of Human Rights and Freedoms, or Ombudsman, in compliance with the Paris Principles (India); 131.2 Establish a national human rights institution in alignment with the Paris Principles (Niger); 131.3 Strengthen the independence of its Ombudsman in a view to getting A status accreditation by the Global Alliance of National Human Rights Institutions (GANHRI) (Indonesia); 131.4 Foster greater independence and sufficient resources for the office of the Protector of Human Rights and Freedoms (Costa Rica); 131.5 Continue with initiatives under way to build the capacities of the human rights ombudsman and the national mechanism for protection against torture and take measures to strengthen the independence of these entities (Peru);	In 2024, Montenegro started developing new Law on Protector of Human Rights and Freedoms of Montenegro so that the Institution of Protector (Ombudsman) can be ensured A status, respecting the Paris Principles and United Nations General Assembly Resolution. The Law will strengthen the structure, resources and independence of the Ombudsman. The existing position of Deputies of the Ombudsman will be strengthened, and they will get a new line of competences for certain groups of tasks, and capacities of the National Mechanism for Prevention of Torture, as a part of the Ombudsman institution. The existing mechanisms, like Network of Golden Advisers, Independent mechanism for promotion, protection and monitoring of application of the United Nations Convention on the Rights of Persons with Disabilities, that now function on the basis of internal rules, will be stipulated in legislation. The new Law envisages specialization of work in certain areas to meet international standards in the field of protection of children's rights, protection against discrimination and protection against torture. The Law envisages the adoption of the supreme internal legal enactment - Rulebook on the Work of the Ombudsman that is to be adopted by the Ombudsman institution independently. Text of the Draft Law is being prepared to be sent to the European Commission to get their opinion, and its adoption is planned for 2026.

EDUCATION, TRAINING AND RAISING AWARENESS ON HUMAN RIGHTS	
NUMBER OF RECOMMENDATION: 3	**IMPLEMENTATION**
131.21 Promote tolerance, respect for diversity and	Education Reform Strategy 2025-2035, with its holistic approach to improving the quality and accessibility of education for all, has been adopted with a view to ensuring improvements of the

a better understanding of human rights in society at large by advancing human rights education in both formal and informal settings (Türkiye); 131.115 Continue efforts to increase education and training in the field of human rights for officials (Jordan); 131.116 Ensure that national policies that have been designed to provide education and training to public authorities strengthen capacities for the implementation of legislation that protects against abuses of human rights, including discrimination (Malaysia);	quality of and access to education, promoting equality and strengthening competencies of pupils for active participation in the processes in society (April 2025). The Action Plan has been adopted and its implementation has started. Key elements of the reform include integration of human rights, tolerance and gender equality, development of emotional literacy, mental health and prevention of peer violence, improvement of educational inclusion, particularly for vulnerable groups, modernisation of teaching resources with digital contents, training of teachers through programmes of professional development based on the principles of inclusive education and human rights. Through integration of gender perspective into development of curricula, teacher training and school policies, all pupils can progress and achieve their own potentials without discrimination or stereotypes. By integrating curricula that improve emotional intelligence, resilience and support to mental health, the schools will help pupils to deal with challenges, to build relations full of respect with their peers and with adults, to prevent peer violence and improve their general well-being. The Strategy envisages adaptation of teachers to these reforms, given the fact that most of them still rely on traditional teaching methods focused on contents. Bureau for Textbooks and Teaching Aids works on improvement and diversification of teaching resources, including development of digital formats, to respond in a better way to contemporary educational needs. National curriculum based on the principle of human rights, equality and democratic competences is being drafted. In cooperation with the Council of Europe, a Horizontal Facility Programme is being continuously implemented. Its key goal is development of democratic society through the system of education. There are active efforts on sensitisation and improvement of capacities and knowledge of all those who come in contact with cases of discrimination in their work (police, judges, prosecutors, expert workers). Trainings are done by the Centre for Training in Judiciary and State Prosecution Service, Human Resources Management Administration, and civil sector, in cooperation with the line ministries.

EQUALITY AND NON-DISCRIMINATION	
NUMBER OF RECOMMENDATION: 40	**IMPLEMENTATION**
131.63 Strengthen peaceful dialogue, negotiation and conciliation in order to guarantee the promotion and protection of human rights (El Salvador); 131.80 Protect the civil and secular character of the State, as well as the multicultural and multi-confessional aspects of civil society (Slovakia);	As the national human rights institution, the Ombudsman has been continuously promoting culture of dialogue, tolerance and non-violence, including in public addresses related to the increase of polarisation in the society and hate speech. Through the network of Golden advisers, the Ombudsman has been participating in the programmes for children and youth that strengthen cohesion of the society, participation of children and youth, as well as local cooperation in partnership with UNDP, UNICEF, UNESCO, Government of Montenegro and civil sector. New Law on Protection of Equality and Prohibition of Discrimination (December 2025) is the umbrella anti-discrimination law that provides a systemic and legal basis for exercising efficient, comprehensive and preventive protection from discrimination in all the fields of public and

131.6 Ensure the effective implementation of laws prohibiting discrimination in all its forms (Bolivarian Republic of Venezuela); 131.20 Strengthen the means to combat racism, xenophobia and discrimination by raising awareness and adopting relevant laws and regulations (Algeria); 131.9 Develop policies to combat racism and all forms of discrimination, with an emphasis on fighting hate speech (Plurinational State of Bolivia); 131.201 Combat hate speech through specific measures and campaigns to tackle racist violence, especially against Roma, Ashkali and Balkan Egyptian communities, as well as refugees, asylum-seekers and internally displaced persons (Costa Rica); 131.10 Effectively combat racist hate speech, in particular when it is issued by politicians and public figures (Syrian Arab Republic); 131.12 Intensify its efforts to prevent and combat racist hate speech by enforcing legislation effectively, and penalizing all instances of racism and hate based on race expressed on public platforms (Kyrgyzstan); 131.13 Take effective measures to prevent, combat and punish racist hate speech and crimes (Namibia); 131.14 Spend more effort to combat hate speech and violence (China); 131.15 Enact legal deterrents to counter incidents of	private life. The key novelties in the law are the extended list of bases of discrimination, introduction of the concepts of inter-sectional, systemic and multiple discrimination, clearer definition and prohibition of hate speech in line with the recommendation of the European Commission against Racism and Intolerance, recognition of failure to secure reasonable adaptations for persons with disabilities as a form of discrimination, improving mechanisms of legal protection (collective suits, burden of proof, interim measures, prohibition of victimization), strengthening the role of the Ombudsman and cooperation with the civil sector. Drafting of the Rulebook on the contents and manner of keeping records about the cases of reported discrimination is in progress. It will ensure systematic collection of data. Montenegro has undertaken significant legal measures with a view to meeting the obligations from Article 4 of the Convention on Elimination of All Forms of Racial Discrimination and General Recommendation no. 35 of the Committee (2013) on combating racist hate speech in relation with Paragraph 11 (C/MNE/CO/4-6). Criminal Code of Montenegro defines racial and other discrimination and incriminates spreading of ideas of racial superiority, incitement to hatred and intolerance based on race, sex, disability, language, citizenship, sexual orientation, gender identity, or any other personal feature, envisaging prison sentences of six months to five years for these offences. Additionally, in 2023, the acting Supreme Sate Prosecutor ordered that cases of incitement to national, racial and religious hatred must be given priority in work. In May 2025, the Supreme State Prosecutor issued binding instruction for proceeding in cases of hate crimes and hate speech, in order to unify the practice and strengthen protection from racism, xenophobia and other forms of intolerance. The Government initiated programmes of capacity building, including trainings for civil servants about recognizing and combating gender-based hate speech, with a view to creating a more inclusive and more sensitive institutional framework. The Proposed Amendments to the Criminal Code of Montenegro (in the stage of harmonization with the European Commission), are to introduce a separate criminal offence “grave hate speech” and to stipulate additionally that, if a crime is committed out of hatred, it is an aggravating circumstance. Hate speech and its prohibition have been included into the new umbrella anti-discrimination Proposal of the Law on Protection of Equality and Prohibition of Discrimination (December 2025).

hate, incitement to violence and Islamophobia (Islamic Republic of Iran); 131.59 Ensure the proper functioning of State authorities to respond swiftly to hate crimes and to investigate them so that perpetrators can be brought to justice and adequate penalties imposed on them (Azerbaijan); 131.8 Intensify its efforts to investigate and punish cases of discrimination and incitement to hatred, in particular against minorities and vulnerable groups (Argentina); 131.11 Take effective measures to combat all forms of discrimination, and more particularly racism and racial discrimination by more severely addressing racist hate speech in the public space as well as hate crimes, in particular against minorities (Djibouti); 131.199 Step up efforts to combat the use of hate speech against ethnic or ethno-religious groups, and to ensure efficient investigations and that effective sanctions are given in cases of incitement to hatred (Peru); 131.200 Advance in the implementation of measures to punish hate speech against ethnic or ethnic-religious groups, particularly that which occurs in the political sphere (Honduras); 131.202 Combat and eradicate incitement to hatred and racial hate speech inall its forms, as well as violence against ethnic minorities (Paraguay); 131.194 Take comprehensive measures to investigate discrimination and violence	In the field of media, the new laws adopted in mid 2024 prohibit advertisement that spreads, incites to or justifies violence, hate speech and discrimination, particularly based on sex, gender identity, sexual orientation, religion or political beliefs. The first Media Strategy 2023-2027 includes measures against disinformation. Analysis from November 2024 identified the required changes of the sanctioning mechanisms. Establishment of the network for combating hate speech, online harassment and disinformation is in progress. The founding documents for the work of the network with the action plan have been adopted. Although the legislative framework for protection of the rights of minorities has been developed, the application is still not on the satisfactory level - particularly when it comes to authentic representation of minorities in the Parliament, local parliaments and public services. The process of amendments to the Law on Minority Rights and Freedoms was initiated in September 2025. In 2024, the Government adopted the strategy aimed at strengthening multi-ethnic and multi-cultural character of Montenegrin society, improving political participation of minorities, inter-ethnic tolerance, trust and cooperation, and addressing the ethnic distance, discrimination and social inequality problems. Through a comprehensive approach in the fields of education, employment, culture, political participation and media representation, Strategy for Minority Policy 2024-2028 strives to strengthen integration of minority communities and promotion of inter-ethnic tolerance. Strategy for inter-culturalism and social cohesion 2025-2028 intends to improve relations between people and between cultures, to promote understanding, trust and solidarity among various ethnic and cultural groups and various segments of the society. Through social and cultural dimensions of fundamental rights, the strategy addresses key problems in the society like ethnic distance, various forms of discrimination, lack of trust and inter-cultural dialogue and understanding, trying to improve the situation in the field of relations between people and to reduce social and economic inequality among various groups and segments of the society. With a view to promoting national policies in the field of protection and improvement of human and minority rights, in July 2024, Ministry of Human and Minority Rights and the state public broadcaster (RTCG) signed a Memorandum on Cooperation. Cooperation envisages broadcasting of the programmes about protection of human rights and freedoms and protection from discrimination.

against members of ethnic minorities and bring perpetrators to justice, including by strengthening the capacity of the criminal justice system in the context of combating hate crimes (Belarus); 131.19 Strengthen measures to eliminate discrimination against all ethnic minorities and marginalized groups (Nepal); 131.197 Continue to promote policies and normative frameworks to protect the rights of minorities, encouraging the development of their culture and the specific characteristics of ethnic minorities and other national minority communities (Cuba); 131.205 Develop strategies and programmes to combat discrimination against and the exclusion of minority groups in education and employment access (Indonesia); 131.210 Strengthen policies and efforts that counter societal and institutional discrimination against members of marginalized ethnic groups, including Roma, and LGBTQI+ persons (United States of America); 131.203 Combat prejudice against persons belonging to national minorities, particularly through the education system and the media (Russian Federation); 131.206 Continue to expand access to quality education and health services for all children, particularly those from minority groups, children with disabilities, and refugee and asylum-seeking children (Philippines); 131.208	Representatives of the Ministry participated in several media programmes broadcast by various broadcasters. These programmes were related to: protection of fundamental rights and protection from discrimination; monitoring exercise and protection of rights of national minorities and other minority national communities in terms of national, ethnic, cultural, linguistic and religious identity; achieving gender equality; improving position and quality of life of vulnerable groups in the society and their integration into all segments of social life, particularly women and girls with disability, with a view to raising awareness about multiple discrimination of women with disability; rights and freedoms of LGBTIQ persons; promotion of inter-cultural dialogue and strengthening of cohabitation; and improving inter-ethnic tolerance in Montenegro. Law on Amendments to the Law on Social Care and Children (April 2025) improves services intended for elderly persons in the field of social care, as well as the procedures for licencing providers of services and professional staff working with elderly persons, accreditation of programmes and trainings for professionals. Comprehensive amendments to this Law are in progress. Ministry of Justice is in the stage of consultations with the European Commission about the proposed text of amendments to the Law on Protection from Domestic Violence. Council for the Rights of Persons with Disabilities has been established (April 2024) with a view to promoting and protecting rights of persons with disabilities. Its role is to consider relevant issues and adopt concrete proposals for further proceedings of the relevant national institutions in this field. Five representatives of NGOs have been included into the composition of this Council and the President of the Council is one of them. The Council meets once a month, and more frequently if needed. Among other things, the Council initiated development of the Law on Representativeness of NGOs of persons with disabilities, amendments to the Law on Health Care and the accompanied rulebooks. Workshops for women and girls with disabilities have been organized on the local level, with a view to strengthening awareness about importance of more inclusive and gender sensitive local policies. These workshops focus on the strengthening of capacities of women and girls with disability, encouraging their empowerment and inclusion in all spheres of social life. All three Montenegrin regions hosted educational workshops for women and girls with disability about mechanisms for protection of their rights, and enhancing their knowledge so that they can recognize and report discrimination. Montenegro guarantees the right to work without any discrimination. However, representatives of marginalized groups, particularly Roma and Egyptian communities, still face structural obstacles, low level of education, work in the informal sector, limited access to professional

Continue to develop comprehensive strategies to eliminate all forms of discrimination against members of ethnic minorities, in particular women and children, inter alia through measures aimed at facilitating their economic, social and educational inclusion (Austria); 131.209 Combat Islamophobia and stereotypes against minorities, including in the media (Bahrain);	development and discrimination in employment. In cooperation with civil society and international partners, the Government is implementing targeted programmes of employment, mediation in employment, professional training and public works, adapted to vulnerable groups. Employment Agency of Montenegro has the central role, providing support and mediation, as well as engagement of assistants in social inclusion for the field of employment. Still, it is necessary to undertake additional measures to ensure efficient implementation of the right to work for all individuals equally and without any discrimination. Montenegro initiated the National programme to ensure transition of Roma people from informal to formal economy, with special programmes of public works and trainings. The goal of this Programme is to reduce grey economy and create opportunities for regular employment.
131.16 Revise legislation to enhance protection against domestic violence, discrimination, and hate crimes and speech (Italy); 131.181 Conduct an awareness-raising campaign to correct the public perception of older persons as passive consumers of services and support them to participate in decision-making processes that concern them (Algeria); 131.7 Continue its efforts to improve the promotion and protection of the rights of vulnerable groups, particularly women, children and persons with disabilities (Viet Nam); 131.17 Step up efforts to confront manifestations of discrimination against minorities and achieve equality, especially in the field of work (Jordan); 131.18 Implement anti-discrimination provisions in labour legislation and ensure equal access to jobs for all people, protecting them against any type of discrimination (Spain); 131.193 Intensify its efforts to cooperate more with	New Law on Protection of Equality and Prohibition of Discrimination (December 2025) contains a provision that refers to discrimination in the field of labour and employment. It is planned that a Protocol for protection from gender-based discrimination and sexual harassment at workplace will be developed by the end of 2027. Analysis of implementation of criminal and anti-discrimination legislation indicated to the challenges in protection of LGBTIQ persons, particularly in the cases of hate crimes and discrimination. In that context, a Team of Trust has been established comprising representatives of the Police Directorate and LGBTIQ community. A network of trained police officers for contact with LGBTIQ persons has been established in all security centres. In the context of the right to self-determination, Montenegro started the process of development of the law that will be based on the principle of self-identification and personal dignity and provide transgender persons with the possibility to change their gender mark and unique identity number in personal documents without obligation to undergo medical intervention. Text of the Proposed Law went through broad consultations with different departments, civil society organizations and international partners and got positive opinion of the European Commission. The proposal was discussed in the Government bodies but has not yet been adopted. The Strategy for improvement of the quality of life of LGBTIQ persons in Montenegro 2024-2028 has been adopted. It *inter alia* improves access to services of social care and support services, and includes appointment of contact person for the issues of licencing services for LGBTIQ beneficiaries. Two programmes of training about LGBTIQ rights for teachers and professional staff have been accredited (one for elementary and one for secondary schools).

the national minorities to increase their participation in judicial bodies, as well as in the health structures (Albania); 131.131 Continue efforts to reduce discrimination rates in the workplace, as well as discrimination based on sexual orientation, against women and against Roma and Egyptian population of the Balkans (Dominican Republic); 131.212 Continue strengthening specific measures to protect LGBTIQ+ persons from discrimination and violence (Chile); 131.215 Continue strengthening legal and institutional frameworks for the protection and promotion of the rights of LGBTIQ+ persons (Israel); 131.211 Adopt affirmative measures for recognition of gender identity of all individuals, in accordance with their personal autonomy and human dignity (Argentina) 131.213 Continue efforts to implement adopted legal measures against discrimination and effectively address all reported cases of violence against persons based on their sexual orientation and gender identity (Czechia); 131.216 Address multiple and intersecting forms of discrimination against transgender persons (Iceland); 131.217 Introduce a transparent administrative self-identification process for legal gender recognition (Iceland); 131,214 Continue the harmonization of secondary	The process of alignment of legislation with the Law on Life Partnership of Persons of the Same-Sex continues. In the field of social policy, the Law on Pension and Disability Insurance and the Law on Social and Child Care have been aligned. In the field of judiciary, the Law on Civil Procedure, the Law on Non-Contentious Procedure and the Law on Obligations have been aligned. In the field of fiscal and health care, the Law on Mandatory Health Insurance and the Law on Property Tax have been aligned. The most serious challenges remain in the field of internal affairs, since none of the necessary laws are aligned, and serious work has to be undertaken so that all citizens, regardless of their status in terms of partnerships, can enjoy equal legal protection.

legislation related to the rights granted in the law on life partnership of same-sex partners (Germany);	

PROHIBITION OF TORTURE INCLUDING ILL-TREATMENT (CRUEL, INHUMAN, DEGRADING BEHAVIOUR)	
NUMBER OF RECOMMENDATION: 20	**IMPLEMENTATION**
131.22 Accelerate the reform of Criminal Code in order to incorporate all the elements contained in the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment into the legal definition of torture (Bolivarian Republic of Venezuela); 131.23 Align its legal definition of torture with the article 1 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and adopt concrete measures to investigate and punish those responsible for cases of torture and ill-treatment of people under police custody (Brazil); 131.24 Bring the definition of torture in line with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Plurinational State of Bolivia); 131.25 Continue efforts to eradicate torture and to bring the definition of torture in the Criminal Code in line with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Chile); 131.26 Continue efforts in the fight against torture, by adopting a legal definition taking into account all the elements enshrined in the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or	Amendments to the Criminal Code of Montenegro (December 2023) fully aligned the definition of torture with Article 1 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. Criminal Code also stipulates that criminal prosecution and enforcement of sentences for this criminal offence cannot be barred by time. Proposed Amendments to the Criminal Code (in the process of consultation with the European Commission) aim at aligning it additionally with international standards, including more precise provisions legislating hate crime and other offences related to Article 3 of the European Convention on Human Rights. To strengthen efficiency of investigations in cases of torture and ill-treatment, the Supreme State Prosecutor adopted the Instructions for proceeding in the cases related to violation of Article 3 of the European Convention on Human Rights (May 2024). The goal of these Instructions is to ensure effective and timely investigations, unification of case law of the state prosecution offices and ensuring actions in line with recommendations of the Committee for Prevention of Torture and the Ombudsman who indicated to deficiencies in earlier investigations. In the reporting period, cases were opened against 179 persons - police officers and officers of Administration for Enforcement of Criminal Sanctions, due to allegations of torture, ill-treatment, extortion of confession and excessive use of force. Some of the charges were rejected; in a number of cases the preliminary investigation is in progress, while in some cases bills of indictment or indictments have been brought and investigations started. In 2023, Supreme State Prosecution Office opened 38 cases against 38 persons. 26 charges were rejected; 1 person has been indicted and procedure upon appeal against an acquitting judgment is in progress. Against 11 persons, preliminary investigation is in progress. In 2024, the total number of 40 cases have been opened against 105 persons. In 16 cases, preliminary investigation is in progress against 26 persons. One case is in the stage of investigation against one person. Decisions to reject criminal charges were rendered in 11 cases, against 34 persons. Bills of indictment were brought in 8 cases against 12 persons; indictments were brought in 1 case against 2 persons before courts with jurisdiction. In the same

Punishment (France); 131.27 Adopt a legal definition of torture that includes all elements contained in the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Cyprus); 131.28 Intensify efforts to fully align the definition of torture in the Criminal Code with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (North Macedonia); 131.29 Bring the definition of torture in the Criminal Code in line with article 1 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and investigate and punish all perpetrators of ill-treatment and excessive use of force by the police (Paraguay); 131.37 Remove the statute of limitations on torture from the Criminal Code, effectively prevent torture and other cruel, inhuman or degrading treatment of persons deprived of their liberty, and investigate related allegations (Czechia); 131.36 Ensure sufficient funding of the national mechanism for prevention of torture and strengthen efforts to ensure that recommendations are implemented (Czechia); 131.38 Ensure that the provisions of the draft law amending the Criminal Code are in full compliance with its international law obligations, including – but not limited to – those under the Convention against Torture	period, the total number of 49 so-called “miscellaneous” cases were opened due to the information of the prosecution office that there was a potential violation of Article 3 of the European Convention on Human Rights. Out of the given number, 26 cases have been solved, while 23 cases are currently in progress. In the first quarter of 2025, 15 cases were opened against 36 officers. 21 cases have been opened regarding the events in which prosecution service examines if there are any elements of crime. In 2025, the Ministry of Interior conducted internal controls regarding the actions of police officers in 31 cases where there was a suspicion that police authorities were exceeded and that police officers unlawfully used the means of force in performing their official duties. In two of those cases, the complaints were lodged by citizens and in 29 cases the controls were done *ex officio*. In all these cases, the Reports with the files composed in the internal control proceedings were submitted to the relevant prosecution offices. In 29 cases this was done upon requests submitted to the Department for internal control by the prosecution offices, because the persons, who were apprehended and brought to the prosecution offices for interrogation, claimed that they were subjected to unlawful actions of the police officers when they were apprehended. In 3 cases, on the basis of the facts and evidence established in the procedure of internal control, the reports with the case files composed in that procedure were submitted to the Director of the Police Directorate so that he can undertake legal measures and initiate the procedure to establish disciplinary liability of two police officers, due to the reasonable doubt that the actions and behaviour of those police officers constituted features of grave violation of official duty according to the Law on Civil Servants and State Employees. Capacity of the institution of Ombudsman, which does the tasks of the National Mechanism for Prevention of Torture, will be strengthened by adoption of a new Law on the Protector of Human Rights and Freedoms of Montenegro. Ombudsman monitors in particular the actions of the Police Directorate and Administration for Enforcement of Criminal Sanctions, given the fact that the authorities of these bodies directly affect exercising of human rights of persons deprived of liberty. According to the report of the Ombudsman, in 2024, they received 58 complaints against the work of the Police Directorate (5.71% of the total number of 1,015). 21 complaints were transferred from previous year. Out of the total number of received complaints (79), 67 have been finalized, 47 from 2024 and 20 from 2023, 8 cases referred to the rights of persons deprived of liberty. National Prevention Mechanism conducted several visits to the organizational units of the Police Directorate and Administration for Enforcement of Criminal Sanctions, which included analysis

and Other Cruel, Inhuman or Degrading Treatment or Punishment (Indonesia); 131.31 Address ongoing reports of physical and psychological police torture of persons deprived of liberty, extortion of testimony and the lack of effective investigations into such reports to date (Canada); 131.39 Consider enhancing complaints procedures whereby claims of torture and ill-treatment are made, to be promptly investigated by an independent body and, if perpetrators are found guilty, to ensure accountability and justice for victims (Malta); 131.33 Take the necessary legal, disciplinary and other measures to prevent torture in police detention and ensure investigations in cases of suspected torture, as well as criminal accountability (Germany); 131.30 Investigate all allegations of ill-treatment and excessive use of force by police officers, especially in prisons, and punish those responsible (Bolivarian Republic of Venezuela); 131.32 Ensure that allegations of torture, ill-treatment or excessive use of force by the police are investigated by an independent body and that all perpetrators are brought to justice (Italy); 131.34 Ensure that all complaints of torture and ill-treatment, and all excessive use of force by the police and in prisons, are promptly investigated by an independent body and that the alleged perpetrators are prosecuted (Switzerland);	of medical documentation in cases of deaths of persons serving prison sentences. The aim was to analyse the actions and quality of provided health care and protocols in cases of suicide. The Law on Enforcement of Prison Sentences, Fines and Security Measures envisages the system for control of the use of the means of force in the Administration for Enforcement of Criminal Sanctions. Head of the institution assesses justification and regularity of application, and composes a report that is submitted to the Ministry of Justice and competent bodies. In cases of doubt that the means of force were used unlawfully, disciplinary proceedings are initiated against officers; Police Directorate and State Prosecution Service are informed; and all relevant evidence are collected to ensure conducting an effective investigation. In the period from 2023 to October 2025, in relation to 4 cases in which it was assessed that there were elements of grave violation of official duty in form of exceeding authorities and violent behaviour to the detriment of persons deprived of liberty, that contained in their descriptions some elements of torture committed by prison security officers, disciplinary proceedings have been initiated against 5 officers and they are in progress. These prison security officers were temporarily suspended, by the end of the disciplinary proceedings. Both Police Directorate and Prosecution Service have been informed thereof, with a view to ensuring that they can undertake measures and actions from within their respective jurisdictions. Instruction on conduct of police officers in application of police authority of apprehension was adopted in June 2024. It regulates in more detail the procedures for conduct of police officers towards persons that are apprehended in order to be brought to the premises used by Police Directorate, prosecution or court with jurisdiction (official premises). Decree on amending the Decree on the uniforms, insignia, armament, vehicles and particular equipment of security officers in the Administration for Enforcement of Criminal Sanctions has been adopted. It regulates in a more precise manner the appearance of insignia on uniform (including the name and last name of the prison security officers), which contributes to transparency and accountability of the officers. Police Directorate actively works on the implementation of recommendations of the European Committee for Prevention of Torture and Inhuman or Degrading Treatment and Punishment (CPT). In December 2023, the Ministry of Interior - Police Directorate adopted the Instructions on implementation of recommendations from the Report of the European Committee for Prevention of Torture and Inhuman or Degrading Treatment and Punishment (CPT) about their visit to Montenegro (in the period 7-13 June 2022). These Instructions contain a set of measures and activities aimed at implementing the CPT recommendations. Police Directorate prepares quarterly reports on the implementation of these Instructions.

131.35 Ensure prompt and impartial investigation of practices of torture and other forms of ill-treatment of persons held in police custody and in places of detention (Russian Federation); 131.40 Provide human rights training to police officers, judges and prosecutors on the prevention and identification of torture and other inhuman and degrading treatment and punishment (Portugal); 131.41 Carry out appropriate training courses for law enforcement agencies in order to prevent torture and ill-treatment of detainees and prisoners (Russian Federation);	All persons deprived of liberty/persons in police custody are informed about the reasons for their apprehension. They are provided with the right to inform a person of their own choice about the fact that they are in custody, they are given the right to have an attorney-at-law and access to a medical doctor, from the very moment of reaching the official premises of the police. In cases of custody of foreign citizens who do not understand Montenegrin language, the police officers ensure that they can use services of an interpreter/translator and they are given an information leaflet in the language that they understand. In their daily work, the police officers use a new form of "Invitation for Citizen" and it contains clear information about the reasons why a citizen is invited to come to the police, and what are his/her rights. Police officers in the main entrances keep records on persons who come to official premises of the Police Directorate because they are invited, and about the persons who come due to other reasons (special records). Persons deprived of liberty and persons in custody regularly get food and basic hygiene products. The procedure of procurement of 13 specialized vehicles for safe transport of persons deprived of liberty/persons in custody is in progress. In the organization of the Ministry of Interior and Police Academy, police officers attend and actively participate in a number of organized mental-tactical trainings that directly or indirectly refer to the respect for human rights with an emphasis on prohibition of torture. Training and development of police officers is continuously done in the field of application of police authorities and use of the means of force, as well as in the field of prevention of violation of the absolute right defined in Article 3 of the ECHR (prohibition of torture). The goal of these trainings is to prevent potential violations of the absolute prohibition of torture defined in Article 3 of the Convention for the Protection of Human Rights and Fundamental Freedoms with practical actions of police officers. In the reporting period there were no cases of fixation of persons deprived of liberty.

CONDITIONS OF DETENTION	
NUMBER OF RECOMMENDATION: 1	**IMPLEMENTATION**
131.42 Continue efforts to address overcrowding in detention facilities and improve health services for prisoners (Iraq);	At the end of 2024, there were 580 detained persons in Montenegro, 406 of them in the Remand Prison in Podgorica, which exceeds the existing capacities. National Prevention Mechanism indicated to the problem of conditions and the need to secure minimum standards for humane stay of detained persons.

	With a view to improving the conditions, the Government adopted a new Rulebook on the conditions of premises for detention of persons deprived of liberty and persons in custody, aligned with CPT standards (March 2024). Rehabilitations, reconstructions and adaptations of several premises for accommodation of persons deprived of liberty, with a focus on detention units have been implemented. In the Remand Prison in Podgorica, dislocation of the dispensary into the new building of the Health Care Sector led to the increase of accommodation capacity from 292 to 352 places. Construction of the new building of the Health Care Sector of the surface of 350 m^2 improved conditions in the premises for health care of persons deprived of liberty. In the prisons in Spuž and Bijelo Polje, services are provided by more than 50 health care workers (GPs, specialists, medical technicians and other staff) and new medical equipment has been procured. With the support of European Union and Capital Budget, the Special Health Institution for enforcement of security measures (mandatory psychiatric treatment and treatment of addiction) is being built, as well as a multi-functional building for religious, cultural, sports and recreation activities, Closed type facility and new security gatehouse. At the end of 2024, the Government adopted a Conclusion, giving the tasks to the Ministry of Health to ensure staff of appropriate education profile and level of educational qualification, after the Special Health Institution referred to above is founded. Drafting of the Protocol on prevention of suicide in the Administration for Enforcement of Criminal Sanctions is in the final stage. It will contain standardized risk assessment steps, measures of intensified supervision, and actions in the situations of suicidal behaviour.

GOOD GOVERNANCE AND CORRUPTION	
NUMBER OF RECOMMENDATION: 8	**IMPLEMENTATION**
131.47 Continue efforts to reform the judiciary and combat corruption (Tunisia); 131.48 Ensure effective implementation of laws in the fight against corruption (United Kingdom of Great Britain and Northern Ireland); 131.49 Continue to address recommendations of the Venice Commission and the Council of Europe Group of States against Corruption (GRECO) to prevent and fight corruption	Priorities of the Government in the fight against corruption are based on the reports of the European Commission for the chapters 23 and 24, as well as on the recommendations of the Venice Commission and the Council of Europe Group of States against Corruption (GRECO), that emphasize the need to develop strategic and proactive approach in the fight against corruption. In response, the Government established the National Council for Combating Corruption (February 2024). Montenegro adopted the Strategy for combating corruption 2024-2028 that defines the direction and goals of combating corruption in public and private sector and particularly targets the fields of high risk for judiciary, police and customs, health, education the environment, urbanism, public procurement, local self-government and public companies. The Strategy for Justice System Reform 2024-2027 has been adopted with a view to strengthening independence, efficiency and accountability in the justice system. Law on Prevention of Corruption has been aligned with the recommendations of GRECO and Venice Commission (June 2024). The Law defines conflict of interest, limitations in performing

(Czechia); 131.50 Ensure the implementation of the recommendations from the Council of Europe Group of States against Corruption and the Venice Commission that have not yet been implemented (Germany); 131.51 Continue to tackle corruption in all institutions through coordinated investigations and prosecutions (Australia); 131.52 Ensure the independence, integrity, accountability and impartiality of the judiciary through implementation of anti-corruption policies such as merit-based appointments (United States of America) 131.53 Implement policies to end corruption and political influence on the judiciary and ensure the independence of this institution (Australia); 131.54 Fully implement the reforms in the judicial sector in order to guarantee the independence and impartiality of the judiciary and eradicate corruption (Italy);	public functions, declarations of income and property, protection of persons that report irregularities. New amendments to the relevant law are being drafted in order to ensure alignment with EU standards. Special Law on Protection of Whistle-Blowers is being prepared in order to ensure higher level of protection for persons who report irregularities in line with the EU Directive 2019/1937. Currently, the protection of whistle-blowers is ensured through the Law on Prevention of Corruption. Law on Seizure and Confiscation of Material Benefit Derived from Criminal Activity (July 2024) stipulates conditions for confiscation, management and use of material benefits derived from criminal activity. In cooperation with the Council of Europe, a work team has been established to discuss introduction of an additional model for confiscation of property (on the basis of comparative practice of UK, Italy and Slovenia). Law on Lobbying (June 2024) stipulates the manner of performing lobbying, rules of conduct and transparency in this process. After the Amendments to the Law on Judicial Council were adopted in May 2024, secondary legislation was also amended. They strengthen the principle of merits, as well as criteria for election, evaluation and disciplinary liability of persons in judicial offices. Special State Prosecution Office and other state prosecution offices intensified their activities in the cases of corruption. In 2023 and 2024, a significant number of investigations was initiated and indictments brought for the offences of corruption, including against persons in high public offices (former President of the Supreme Court, former President of the Commercial Court, judges, former Chief Special Prosecutor, two special prosecutors, one former state prosecutor in the Basic State Prosecution Office, president of municipality, former director of the Police Directorate and adviser to the President of Montenegro for defence and security, three former ministers of agriculture and rural development, former State Secretary in the Ministry of agriculture, former director of the National Security Agency, former director of the Agency for Prevention of Corruption, acting deputy of the Director of the Sector for Combating Crime of the Police Directorate. A larger number of financial investigations are recorded, as well as the requests for seizure of assets, including property, vehicles and other valuable items. Prison sentences were imposed in cases related to high corruption, which sends a significant signal about impunity. Eight orders on conducting investigation were rendered against 19 persons for criminal offences of corruption. In addition to 16 cases that were pending from the past period against 143 persons, the total number of 24 investigations were in progress against 162 persons. 12 investigations were solved against 26 persons. After the conducted investigations, 7 indictments were brought against 15 persons. The proceedings were suspended in 2 cases against 6 persons, while in 3 cases against 5 persons the investigation was transferred to other prosecution office for further action and decision, so that in the end of the reporting period there were 12 investigations against 136 persons. 10 indictments were brought against 30 persons for criminal offences of corruption.

	In 2023, financial investigations were launched in 12 cases against 75 physical persons (including 6 cases for criminal offences of corruption). 3 requests for confiscation of material benefits derived from crime were submitted (one for criminal offence of corruption), and that year, the court did not render any decision on confiscation of property. In 2024, special prosecutors issued orders on conducting investigation in 5 cases for criminal offences of corruption against the total number of 17 persons. In addition to investigations for these criminal offences pending from the past (137), the total number of persons under investigation was 154. Investigations against 26 persons were finalized. Five indictments were brought against 12 persons, and 3 bills of indictments were brought against 4 persons. Orders were issued to launch financial investigations in 13 cases, out of which 6 cases were for criminal offences of corruption. By 1 May 2025, 2 investigations were started against 15 persons, including 2 persons for the criminal offence of corruption. After the investigation, 1 person was indicted and the investigation is still in progress against other persons. One investigation from the past against 3 persons for criminal offence of abuse of office was finalized in 2025 and all three persons have been indicted. On the level of High and Basic State Prosecution Offices, a large number of cases was opened for various forms of corruption (abuse of office, negligent work, passive and active bribery, illicit influence, money laundering, tax evasion). Concluding with March 2025, the total number of 652 cases were opened against 107 legal and physical entities. Charges were rejected against 265 persons, 103 persons were indicted, investigation is in progress against 14 persons, while the largest number of cases, against more than 500 persons, is in the stage of preliminary investigation. In March 2025, the Supreme State Prosecutor issued the Instruction for action of state prosecution services in the implementation of financial preliminary investigation and financial investigation. This resulted in the launching of a large number of financial investigations and preliminary investigations, strengthening of the focus on illicit proceeds as the key in combating corruption and first cases of seizure of property, vehicles and luxury items with elements of corruption and organized crime. In the first quarter of 2025, on the level of the state prosecution service, there were 17 investigations against 40 physical persons and 7 legal entities, while 11 financial preliminary investigations were launched against 20 physical and 5 legal entities.

JUSTICE SYSTEM AND FAIR TRIAL	
NUMBER OF RECOMMENDATION: 3	**IMPLEMENTATION**
131.60 Explore new channels of negotiation that allow a political consensus to be reached for the election of the members of the Judicial Council, the judges of the Constitutional Court, the Supreme Public Prosecutor and	Law on Amendments to the Law on Judicial Council and Judges was adopted in 2024, with a view to strengthening independence and accountability of judiciary. The Law specified the manner of election and termination of the term of office of members and president of the Judicial Council, procedure for election of judges and judges-jurors, disciplinary liability and dismissal, as well as other elements of work of the Judicial Council. In the first half of 2025, Judicial Council and Prosecutorial Council adopted secondary legislation for election, appraisal and disciplinary

the president of the Supreme Court (Dominican Republic); 131.61 Accelerate judicial reform, in particular those reforms needed to ensure greater judicial independence (Ireland); 131.62 Continue the judicial reform process, including by filling all vacancies and by eliminating political influence on the judiciary (Austria);	liability of persons in judicial office. After a delay of several years, the Supreme State Prosecutor was elected in January 2024, with the total support of 61 MP (out of 81). Thus, after five years, the key office in the justice system was filled in. Supreme Court of Montenegro got a President in November 2024, after almost four years and several failed attempts. This significantly stabilized the executive structure in the judiciary. Procedure for election of judges of the Constitutional Court remains a challenge. In spite of the conducted procedures and several candidates that met the requirements, the process of election of judges is still in progress. Formally, the Constitutional Court of Montenegro has seven judges, and on 31 December they had six in reality. With a view to having a full composition of the Constitutional Court, political dialogue needs to continue and consensus has to be reached. Strategy for the Justice System Reform 2024-2027 has been adopted. Report on implementation for 2024 has shown that significant activities that guarantee independence and impartiality of judiciary have been implemented. Special focus was on strengthening legislative framework, digitalisation and enhancement of financial independence of the justice system. With a view to improving financial independence of persons in the offices in judiciary and in Constitutional Court, the Law on Amendments to the Law on Judicial Council and Judges and Law on Amendments to the Law on State Prosecution Service were adopted (June 2024). These laws envisage that judges, presidents of courts, state prosecutors, heads of state prosecution offices, judges and President of the Constitutional Court are entitled to an addition on their salaries for holding the offices in the amount of 30% of the basic salary. Law on Amendments to the Law on Constitutional Court of Montenegro was adopted in August 2025. All initiated procedures for appraisal of state prosecutors and heads of state prosecution offices have been finalized. Software for monitoring execution of budget in judiciary has been established, as well as the system for random allocation of cases in misdemeanour courts. To increase efficiency and access to justice, Montenegro adopted the Law on Amendments to the Law on Administrative Dispute (May 2025), Law on Amendments to the Law on Alternative Dispute Resolution (May 2025), Law on Ratification of International Agreement on Exchange of Data for the Purpose of Verification od Declaration of Assets (April 2024) and Law on Ratification of the Convention on Recognition and Enforcement of Foreign Judgments in Civil and Commercial Matters (October 2024). The Strategy of Digitalisation of the Justice System 2025-2028 has been adopted; the ERP system has been established in the Judicial Council; ISP system has been established in misdemeanour courts, Integrated programme for dealing with old cases (backlog) 2025-2027 has been developed; and the information on the need to sign III and IV additional protocols to the European Convention on Extradition has been adopted. With a view to improving access to justice, transparency and trust into the justice system, Montenegro adopted the Law on Amendments to the Law on Legal Aid (December 2024). In the period January/June 2025, Judicial Council advertised 23 vacant positions for judges and presidents of courts, 8 of them being internal advertisements for voluntary permanent transfer,

	while 15 advertisements were open for public. The total of 83.87% positions of judges have been filled in and 96% positions of court presidents, while 22 state prosecutors were elected to the office for the first time. Out of the total number of 141 prosecutorial positions, 112 have been filled in. That is 79.43% of the filled in prosecutorial positions, while the positions of heads of state prosecution offices are 100% filled in.

CIVIL AND POLITICAL RIGHTS	
NUMBER OF RECOMMENDATION: 1	**IMPLEMENTATION**
131.82 Strengthen the promotion of civil and political rights (Cameroon);	In May 2023, Montenegro submitted to the Human Rights Committee, its Second Periodic Report on the implementation of International Covenant on Civic and Political Rights, while in March 2025, dialogue with the Committee took place. During the dialogue, Montenegro presented the measures that were conducted to strengthen protection and exercise of civil and political rights, and the status of implementation of recommendations. This process is important both as a part of international commitment within the UN system and as a segment of meeting the criteria for accession to the European Union, given the compatibility of the thematic areas between the International Covenant on Civic and Political Rights and EU acquis.

RIGHT TO PARTICIPATION IN PUBLIC AFFAIRS AND RIGHT TO VOTE	
NUMBER OF RECOMMENDATION: 1	**IMPLEMENTATION**
131.81 Enhance transparency and professionalism in the State Election Commission with the aim of strengthening the electoral system in the country (Islamic Republic of Iran);	To ensure transparency and professionalism, the State Election Commission amended the Rules of Procedure in 2023 to introduce the possibility of direct broadcasting of their meetings. Meetings of the Commission are broadcast live since 17 June 2025 in the YouTube channel, and enactments and information are regularly published in the web site of the Commission and in the Official Gazette of Montenegro. On 29 July 2025, the Parliament of Montenegro adopted Amendments to the Law on Election of Councillors and MPs. These amendments aim at improving transparency, professionalism of work of the election administration and trust into the election process. Amendments to the Law came into force on the same day.

FREEDOM OF OPINION AND EXPRESSION AND ACCESS TO INFORMATION	
NUMBER OF RECOMMENDATION: 16	**IMPLEMENTATION**
131.65 Improve application of the legal framework on the protection of journalists (United Kingdom of Great Britain and Northern Ireland); 131.66 Improve the protection of journalists against violence and hate speech, inter alia by	Research conducted in late 2024 (Analysis of social and economic challenges for media employees in Montenegro) shows that one in three journalists has experienced political interference in his/her work, and that one in four has been subject to threats against life or physical security. At the same time, public opinion poll undertaken by the ministry shows that 16% of citizens show a particularly high level of trust in the media, more than 40% of citizens have moderately high level of trust in the media, and more than 55% of citizens in total show trust in the media.

condemning such attacks when they occur and taking further steps to end impunity for past attacks (Austria); 131.67 Address the lack of progress in investigating cases of attacks on journalists, to ensure their safety (Canada); 131.68 Take the necessary measures to strengthen media freedom and the protection of journalists (Cyprus); 131.69 Strengthen measures to promote a safer and more enabling environment for journalists to perform their work independently and without undue interference (Lithuania); 131.71 Continue to strengthen measures to ensure a safe and open environment for independent journalism and combat impunity for crimes committed against journalists (France); 131.73 Ensure effective implementation of the legislation on the protection of journalists and civil society, and thoroughly investigate cases of violence and attacks against media representatives (Republic of Moldova); 131.74 Ensure the protection of journalists and freedom of speech and reinforce all institutional mechanisms involved in processing all cases of attacks on journalists (Slovakia); 131.75 Ensure that all reported attacks and harassment against journalists investigating police officers and other government officials allegedly engaged in corrupt practices or abuse of office are thoroughly and impartially investigated, especially given the critical	In October 2025, Supreme State Prosecution Office, Ministry of Justice, Ministry of Culture and Media and Trade Union of Montenegrin Media signed a Protocol on protection of journalists, with a view to strengthening institutional protection. This establishes a formal mechanism for security of journalists that implies coordinated action and provision of legal and psychological support to journalists, faster response of the institutions and better oversight of investigations. Police Directorate developed standard operational procedure for proceeding in cases of threats and violence against journalists. Commission for monitoring actions of authorities in cases of threats and violence against journalists, murders of journalists and attacks against media property follows the cases, issues recommendations and adopts reports on work. Electronic data base on attacks against journalists has been established. Digitalized cases dating since 2013 have been taken over, while a special web site of the Commission has been developed. Criminal Code of Montenegro has been amended to include qualified form of criminal offences (threats to security, grave murder, grave bodily injury, coercion) when they are committed against persons who do the jobs of informing public. In this way, journalists are getting stronger criminal-law protection. Civil society and Trade Union of Montenegrin Media welcomed these amendments, expecting that the number of attacks against journalists and other media workers will be reduced. Supreme Prosecution Office has accepted recommendations of the Commission and issued binding instructions to the state prosecution offices to intensify investigations against journalists, including the obligation of prompt reporting about the activities undertaken and better cooperation with the Commission. In 2024, fourteen cases have been opened before basic state prosecution offices due to the threats and violence against journalists. In the first quarter of 2025, 11 cases were opened. In two of them requests for initiating misdemeanour procedures were submitted and trials are in progress. With a view to strengthening freedom of expression, media pluralism, transparent ownership, financial sustainability of the media and media literacy, the Government adopted the first comprehensive Media Strategy 2023-2027 (October 2023). Media Strategy aims at securing more favourable environment for freedom of information, flow of ideas and opinions in exercising public interest, general improvement of the conditions for work and sustainability of the media, strengthening transparency of media ownership, development of media pluralism and media literacy, strengthening self-regulation, as well as independence and professionalism of public broadcasters. Supreme State Prosecution Office organized a two-day workshop at the end of 2024 about hate speech for representatives of the state-prosecution service and media. The goal was to improve knowledge and learn about case law of the European Court of Human Rights in the cases of

importance of such investigations to ensure the safety of media workers (United States of America); 131.76 Take measures to protect journalists and other media workers from acts of intimidation and aggression, to promptly investigate any reports of such violence and to prosecute the perpetrators (Chile); 131.77 Continue to effectively investigate reports of intimidation, harassment and attacks against journalists and media workers and bring perpetrators to justice (Estonia); 131.78 Take the necessary measures to ensure that journalists are protected against threats, and take steps to prevent intimidation and physical attacks against journalists by ensuring that the perpetrators of such acts are brought to justice (Luxembourg); 131.79 Ensure that the various draft laws and the first national strategy for the media are in line with the right to freedom of expression, that they strengthen institutional mechanisms for the promotion of freedom of expression and that they enable rapid independent and impartial inquiries into threats and attacks against journalists and media workers, so that perpetrators can be brought to justice (Switzerland); 131.70 Streamline the revision of media legislation with the media strategy for 2022–2027, through inclusive dialogue with media as well as civil society, and in line with European standards (Kingdom of the Netherlands); 131.72 Strengthen the independence and	hate speech. In 2024, needs assessment for training in the State Prosecution Service was done. It incorporated trainings for state prosecutors about the topics related to standards for proceeding in cases of attacks against journalists and media property envisaged in the Instructions. This training became a part of the Action Plan for implementation of the Communication Strategy of the State Prosecution Service and Prosecutorial Council 2023-2025. With a view to ensuring further strengthening of the capacities of the Police Directorate for protection of journalists from violence and threats, police officers undergo trainings about standards and actions in the cases of attacks against journalists and media property. Set of media laws was adopted in mid 2024, with recommendations in the field of human rights. Media Law for the first time introduces a definition of a journalist, improves criteria for election of members of the Council of public broadcaster (RTCG), strengthens supervision over implementation of the Law and transparency of financing the media from public funds through annual reports in the format of open data. It also increases financing of the Fund for encouraging pluralism and diversity of the media from 0.9% to 0.20%, with clear criteria for allocation of funds and particular attention for the contents of public broadcaster, including gender equality. Law on Public Broadcasting Services stipulates stricter criteria and procedures for election of the Council of the Public Broadcaster, which contributes to de-politization. Law on Audio-Visual Media Services stipulates the ratio of local self-government funds in financing local public broadcasters. With a view to connecting years of working experience in calculation of the requirements for retirement and pension for journalists, initiative was sent to solve the situation that employees in the media found themselves in because their founders went bankrupt and their companies were liquidated. They could not get the envisaged increase of coefficient for employees in the media or introduction of smaller number of years of work needed for retirement for those journalists and other media employees who work in the positions with higher risk levels. In the Action Plan for 2025-2026, the Ministry of Culture and Media envisages an analysis on the possibility of introducing a smaller number of years of work needed for retirement for journalists, cameramen and other media employees. Ministry of Culture and Media implements campaigns and public events dedicated to attacks against journalists and to identification of challenges in their work, SLAPP suits, hate speech, hatred, disinformation, and raising awareness about important aspects of the newly harmonised legislation. Analyses and campaigns aim at improving security of journalists, conditions of work and social protection of media workers.

impartiality of State-owned media as a means to guarantee press freedom and pluralism (Portugal); 131.83 Follow up on the approval of laws on the media, social protection and children (Dominican Republic);	Trainings are being implemented for officers in charge of alignment with the EU (anti-SLAPP, Decree on Digital Service, Decree on Digital Markets).

TRAFFICKING IN HUMAN BEINGS AND MODERN FORMS OF SLAVERY	
NUMBER OF RECOMMENDATION: 20	**IMPLEMENTATION**
131.84 Continue efforts to address all forms of trafficking in persons within the framework of the national plan to combat human trafficking for the period 2019–2024 and the operational team updated for this purpose (Tunisia); 131.85 Continue efforts to combat human trafficking, including by effectively implementing the strategy for combating human trafficking (Nepal); 131.86 Continue efforts against human trafficking through effective implementation of the third national anti-human trafficking strategy (2019–2024) (Georgia); 131.87 Continue endeavours to combat human trafficking by giving effect to its third national strategy (2019–2024) (Bahrain); 131.88 Enable the provision of information to trafficking victims regarding their rights and available services (Azerbaijan); 131.89 Take urgent measures to improve the effectiveness of the fight against human trafficking and to provide the necessary	Implementation of the third national Strategy for combating trafficking in human beings 2019-2024 strengthened the overall system - from the capacity of institutions and raising awareness, to services of support to victims and criminal prosecution of perpetrators. Final report shows that, out of 338 activities, 70% have been fully implemented, 15% have been partly implemented and 15% of the activities have not been implemented. External evaluation confirms relevance of strategic priorities and their alignment with international standards. Draft of the new Strategy for combating trafficking in human beings 2025-2028 has been prepared and sent to the European Commission to get their opinion. Revised Agreement on cooperation in the field of trafficking in human beings between 13 state institutions and non-governmental organizations was signed in May 2024. This additionally specified mechanisms of coordination, protection and reintegration of victims - including the obligation to provide support regardless of the participation of the victim in criminal proceedings and to inform them about legal aid and other rights. To strengthen operational response, the Supreme State Prosecutor and the Minister of Interior have established a new Operational team for combating trafficking in human beings and illegal crossing of borders and smuggling of people (April 2024). This team comprises state prosecutors, representatives of the Ministry of Interior and Police Directorate. Reports on the work of the Operational team are publicly available. Montenegro considers introduction of the institute of national rapporteur for trafficking in human beings, relying on comparative practices (model of the Kingdom of the Netherlands), with the support of the International Organization for Migration and through study visits and exchange of experience. During 2024, state prosecution offices opened 28 cases that refer to the criminal offence of trafficking in human beings and connected offences of exploitation (forced labour, begging, sexual

protection to victims of human trafficking (Belarus); 131.90 Take further steps against human trafficking, including by lending protection to the victims of human trafficking (Pakistan); 131.91 Intensify measures to protect children from human trafficking and sexual exploitation through the adoption of a law on social protection and on children (Costa Rica); 131.92 Continue the national efforts aimed at combating human trafficking and child exploitation (Egypt); 131.93 Redouble efforts to combat child labour and trafficking (Libya); 131.94 Pursue efforts to establish effective mechanisms to identify and protect child victims of trafficking and sexual exploitation, strengthen the capacity of relevant actors and strengthen awareness-raising programmes (Ukraine); 131.95 Consider developing and implementing programmes to protect, rehabilitate and socially integrate child victims of trafficking and sexual exploitation (Lithuania); 131.96 Continue to take concrete measures to combat human trafficking (Malawi); 131.97 Take effective action to ensure that perpetrators of human trafficking are brought to justice (Islamic Republic of Iran); 131.98 Strengthen further accountability mechanisms	exploitation, forced marriage). In 18 cases, the proceedings were conducted against 24 persons and in 11 cases the orders on conducting investigation were rendered. 14 indictments were brought against 25 persons, while in 2024, three judgments were rendered in the cases that refer to trafficking in human beings and related forms of exploitation. In the same period, there were no cases of exploitation in form of “domestic slavery”. Prosecution offices are particularly focused on ensuring further analysis of all evidence, identify possible additional victims and ensuring legal, firm evidence that lead to convicting judgments, applying the principle of non-punishment of victims for the crimes committed under duress. System for identification of victims of trafficking in human beings has been upgraded by establishment of the Team for formal identification of victims of trafficking, that works in line with the National Plan for formal identification of victims of trafficking. The proposed model ensures that somebody’s status of a victim is recognized even where the criminal offence has not been formally confirmed but human rights are clearly violated. In 2025 the composition of the Team for identification of victims has changed (Ministry of Interior, Police Directorate, Ministry of Social Welfare, Family Care and Demography, Centres for Social Work, civil sector), so that the team can work smoothly. In parallel with the work of the Team for identification of victims, the Operational team for combating trafficking in human beings, illegal crossing of the state border and smuggling of people gave a significant contribution to identification of victims of trafficking in human beings. Great contribution also came through cooperation and exchange of information about migrants with neighbouring states. System of victim support includes safe shelters for women and children victims of trafficking, right to a person of trust and attorney-at-law from among specialized attorneys of the same gender as the victim, audio-visual hearing of minor victims, with prior expert preparation to avoid secondary victimization and to ensure that the statement can be used throughout the proceedings, and the possibility that the panel of judges comprises persons of the same gender as the victim and tht the hearing is done in a separate room, without any contact with the accused. In some cases of trafficking in human beings, forms of exploitation of children through forced labour, begging and forced marriages were identified. In order to strengthen the system of protection of minor victims, Montenegro adopted the accredited Training Programme for acquiring knowledge and skills for expert workers in the Centre of Social Work to support victims of trafficking. It is being implemented (April 2025). With a view to ensuring better recognition of the cases of trafficking, particularly of children, a number of trainings and activities have been implemented. With the support of International

for human trafficking cases, especially those involving women and children subjected to forced labour and sexual exploitation, by ensuring compliance with the non-punishment principle and providing adequate psychosocial assistance to victims, among others (Philippines); 131.99 Establish an independent national rapporteur to oversee anti-trafficking activities, step up the anti-trafficking strategy and allocate sufficient resources to provide specialized assistance and support services to victims (Spain); 131.100 Take steps to implement national action plans to fight trafficking and protect victims of human trafficking, including children (Kazakhstan); 131.101 Combat human trafficking and the sale of children by building the capacities of government agents to effectively identify and support victims and initiate criminal proceedings where appropriate (Liechtenstein); 131.102 Improve the prosecution of cases of trafficking for child, early and forced marriage (Azerbaijan); 131.103 Strengthen capacities for identifying, protecting and providing reparations to victims of trafficking, including children (Paraguay);	Organization for Migrations, German Agency for International Cooperation (GIZ) and Council of Europe, Ministry of Interior organized regional workshops (North, Central region, South) about strengthening of capacities of local communities for identification and legal support to victims of trafficking in human beings, for representatives of local self-governments, courts, prosecution offices, police, labour inspectorate and centres for social work. Ministry of Education, Science and Innovation, in cooperation with the Bureau for Schooling and Ministry of Interior, conducts two-day trainings for teaching staff about the role of the education system in prevention of trafficking in children, concluding illegal marriages and economic exploitation. Human Resources Management Administration organizes regular trainings for health workers, diplomatic-consular staff, and multi-sectoral trainings on early identification and referral of potential victims. Centre for Training in Judiciary and State Prosecution Service included into its Programme for continuous training for judges and state prosecutors the trainings about combating trafficking in human beings for judges, prosecutors and advisers, with the support of INL Programme of the Embassy of USA in Montenegro. These measures strengthen the capacities for identification, protection of and compensation to victims, including children and improve coordinated and proactive response of institutions to trafficking in human beings.

HUMAN RIGHTS AND POVERTY	
NO OF RECOMMENDATIONS: 4	**IMPLEMENTATION**
131.104 Strengthen measures to combat poverty and support vulnerable	Montenegro continued to strengthen measures to combat poverty, with a particular focus on the Roma and Egyptian communities, children, women and other vulnerable social categories. With the support, primarily from the Council of Europe, a Feasibility Study for Social Housing for

groups of the population, including women, children and national minorities (Uzbekistan); 131.105 Strengthen measures for reducing poverty and develop an evaluation mechanism to assess the impact of measures taken (Viet Nam); 131.109 Enhance measures to fight poverty, and reduce social exclusion of vulnerable groups of the population, including women, children and national minorities (Malaysia); 131.108 Protect the rights of persons in vulnerable situations on housing, education, health care and employment (China);	Roma and Egyptians was developed in eight municipalities in Montenegro (Nikšić, Herceg Novi, Kotor, Budva, Bar, Ulcinj, Berane and Bijelo Polje), which maps in more detail the difficult housing conditions in which the Roma and Egyptian communities live and provides a basis for targeted interventions. Reconstruction of housing facilities in the Trlica settlement, Pljevlja Municipality, was carried out, together with adaptation, water supply system and access road, thus improving the conditions for a decent life for families with children (hygiene, decent housing, regular school and preschool life of children). In order to strengthen measures aimed at combating poverty and supporting vulnerable population groups, a project is being implemented to reconstruct existing facilities in Vrela Ribnička, Podgorica, with the aim of housing children from Ukraine unaccompanied by parents and legal guardians, a Shelter for Children Found Begging, and a Shelter for the Homeless. These activities directly contribute to the protection of the right to housing, social inclusion, education, and access to health and other services for persons in vulnerable situations. Associates for social inclusion of Roma and Egyptians have been engaged in the field of health care and social protection, facilitating the exercise of fundamental rights of these communities. Montenegro has adopted a Program for the Transformation of Informal Employment of Roma into Formal Employment with the aim of combating the grey economy and creating opportunities for regular employment (February 2025). Special programs of the Employment Agency of Montenegro for Roma and Egyptians have been opened - including public works and vocational training programs.

RIGHT TO HEALTH	
NO. OF RECOMMENDATIONS: 3	**IMPLEMENTATION**
131.111 Ensure access to free, quality health care for all children, and remove barriers to sexual and reproductive health services for women and girls (Luxembourg) 131.133 Continue its effective efforts to improve women's access to sufficient medical services (Islamic Republic of Iran) 131.110 Remove barriers to girls' and women's access to sexual and	Montenegro has continued to improve the legislative and institutional framework to ensure universal and non-discriminatory access to health care, especially for vulnerable groups. National health policies emphasize equal access to preventive and primary health care for all children, while ensuring that all children have free basic health insurance. The new Health Care Law (July 2025) represents a key step towards modernization of the system. The law confirms that all children have free basic health insurance, for the first time early intervention and child development are systemically recognized through support centers within the outpatient health centers and the Center for Early Childhood Development at the Clinical Center of Montenegro introduces preventive pediatrics and school dentistry with the aim of providing systemic care for children's health through screenings and the introduction of school dentists, places the citizen at the center of the system, strengthens the role of health workers and introduces clear rules and responsibilities, as well as measures to combat corruption (it defines conflicts of interest, bans gifts/monetary benefits, the role of ethics committees). The law represents an important step towards introducing European standards and ensuring equal access to health services for all citizens, especially in rural and less developed areas.

reproductive health services and ensure access to health care for all women, including trans women (Iceland)	Regarding access to sexual and reproductive health, Montenegro is implementing activities aimed at improving the availability of gynecological, prenatal and family planning services, including primary health care. Youth Counseling Centers and Reproductive Health Counseling Centers in outpatient health centers enable young people, women and girls to receive professional counseling, education and health services in a confidential and supportive environment that contribute to informed decision-making about their own health and lifestyle. Particular emphasis is placed on compliance with anti-discrimination legislation, ensuring that all women - including transgender women - have equal rights and access to health services without discrimination. Montenegro has 13 field outpatient centers, which are distributed based on the number of registered patients in the field and are staffed by nurses that work in coordination with teams from central outpatient centers. Mobile teams have been formed (a chosen doctor and nurse, with the involvement of a laboratory technician, social worker, doctor of internal medicine, gynecologist, as needed). This improves the availability of services to the population in rural and hard-to-reach areas. These initiatives, as well as those related to the integration of sexual and reproductive health rights, are part of national strategies on gender equality, social inclusion and public health. In order to improve the work of health care providers at all levels of child protection against violence and neglect, the Ministry of Health has recommended the implementation of the Guidelines for Action to Protect Children and Adolescents from Violence, Abuse and Neglect. A training of trainers for the aforementioned guidelines has been organized, with the aim of forming a national team of educators in 2024. From 2026, it is planned to conduct training for all health care workers at the primary, secondary and tertiary levels, in order to strengthen competencies in identifying and reporting violence and adequate action in cases of suspected violence, abuse or neglect of children and adolescents.

RIGHT TO EDUCATION	
NO. OF RECOMMENDATIONS: 7	**IMPLEMENTATION**
131.112 Take extra steps to enhance access to education (Armenia) 131.114 Continue its efforts to promote inclusive education, and take steps to combat all forms of violence in schools at all levels of education (Kyrgyzstan) 131.117 Dedicate sufficient resources to the	Access to education in Montenegro has been gradually strengthened through reforms aimed at improving inclusiveness, quality and equal opportunities, and harmonizing the education system with international standards, with the aim of ensuring that no child is left behind. The state has taken a number of measures to strengthen inclusive education and child protection in schools. 100 directors of educational institutions have been trained in the application of procedures for working with students with special educational needs and in developing an inclusive culture in institutions. The Police Directorate continuously holds lectures in schools on peer violence, domestic violence, online violence and substance abuse. "Assistive Technology Days" have been implemented at the local community level, in cooperation with resource centers, to promote values of inclusion and participation of children with disabilities. The "Developmental-Inclusive and Integrated Support" program strengthens the inclusive environment, focuses on children with disabilities, children from the Roma and Egyptian

education sector to ensure long-term quality education available to all children, including those from vulnerable backgrounds and minorities (Germany) 131.118 Consider developing an education sector strategy, investing in increasing the enrolment of children from the most vulnerable groups, and ensuring the inclusive use of digital technologies to improve education (Greece) 131.119 Enhance the standard of education by delivering professional development opportunities for educators, aligning curricula with upcoming demands and dedicating ample resources to expanding early childhood education (Kyrgyzstan) 131.120 Put in place definite measures to ensure inclusive access to education for all children, in particular those from the most vulnerable groups (Mauritius) 131.113 Ensure greater access to education and health care, while eradicating widespread corrupt practices in this area (Belarus)	communities, as well as teachers, caregivers, parents and local communities, while the indirect target group is the general public as well as the media and the academia. Through this program, 221 tablets were distributed to preschool institutions, trainings were held for caregivers and directors, online and face-to-face trainings for teachers for inclusive education were conducted, and the implementation of individual educational programs (IEP) was analyzed. Every year in March, a campaign is carried out to promote enrollment in preschool, primary and secondary education in municipalities with larger Roma and Egyptian communities, (Podgorica, Niksic, Berane, Herceg Novi, Kotor, Ulcinj, Tivat, Bar) in cooperation with UNICEF and the Delegation of the European Union to Montenegro, line ministries and the civil sector. The aim of the initiative is to increase inclusion in the education system, as well as to reduce the early drop-out rate among members of the Roma and Egyptian communities. This form of promotion has proven to be an extremely important mechanism for raising awareness of the importance of education within the Roma and Egyptian communities. Better cooperation has been established between schools, local authorities and parents, which represents a positive step in creating a more inclusive education system. Interest in enrolling in preschool institutions has increased, which is considered a key step for the successful inclusion of children in the further education process. In 2024, a census of children from the Roma and Egyptian communities was conducted in 11 municipalities, which determined that 312 children were eligible for enrollment in preschool institutions and primary schools. Social inclusion associates were hired to inform parents, assist with enrollment, and ensure continuity and reduction of dropouts from education, as well as to improve educational and social achievements. Based on the Rulebook on Norms and Standards for Acquiring Funds from Public Revenues for Institutions Implementing Publicly Valid Educational Programs, one associate now covers 35 children (previously 70). The number of associates in education increased from 25 to 31 in the academic year 2024/2025 (an increase of 24%). Free transportation was provided for over 600 primary school students from these communities in Podgorica, Berane, Niksic, Cetinje, and Kotor. For the academic year 2024/2025, 131 scholarships for high school students and 15 scholarships for university students from the Roma and Egyptian communities were awarded, with an increase in the amount of student scholarships from 225 to 300 euros per month. The above measures aim to increase coverage, reduce early drop-out and improve educational outcomes for children from the most vulnerable communities. In order to improve the quality of education and early learning, several trainings on early neurodevelopment were conducted for professionals from the health system, pediatricians, nurses, social workers, and caregivers (6 trainings for over 200 participants). A pilot project "Intensive literacy“ in three schools in Podgorica (Primary School "Savo Pejanović", "Vuk Karadžić" and "21. maj") was implemented for 60 students in grades 3 and 4 with an individual approach. The project was expanded in 2025 to other schools with the support of UNICEF. Digital platforms and applications (Cboard, vladamsituacijom.edu.me, Digionica, digital

	textbooks) were introduced, with training for 200 teachers on Cboard, and access to Digionica provided to all teachers and students. Training was provided for piloting the program in preschool institutions, so that all children, especially from vulnerable groups, were equally included in the process through the program. The program is being used. The "Caring Families" program was adapted to work with parents from the Roma and Egyptian communities. In order to increase the availability of services for children and families, with a focus on the local community, a Questionnaire for professionals employed in day care centers in the local community was developed. The norms and standards for financing educational institutions from public revenues have been improved, with amendments to the Rulebook on norms and standards for acquiring funds from public revenues for institutions implementing publicly valid educational programs. Allocations for pedagogues and psychologists in secondary schools have been increased, which contributes to improving the quality of educational work in schools and ensures greater access to the child's right to professional assistance within schools. In the new Health Care Law (July 2025), one of the key innovations is the fight against corruption by introducing a clear definition of conflict of interest and a ban on receiving gifts and money, along with the competence of ethics committees.

DISCRIMINATION OF WOMEN	
NO. OF RECOMMENDATIONS: 8	**IMPLEMENTATION**
131.129 Continue strengthening the relevant resources, at both the central and the municipal levels, allocated to gender equality action plans (Croatia) 131.130 Ensure that the law on the prohibition of discrimination is fully in line with the Convention on the Elimination of All Forms of Discrimination against Women (Cyprus) 131.132 Continue significant efforts in the promotion of gender equality and towards ensuring appropriate resources for policies, measures and legislation aimed at combating violence against women (Greece) 131.134 Continue its efforts to combat all forms of	Montenegro continued to develop a normative and strategic framework for gender equality and protection against discrimination against women, with a focus on alignment with CEDAW standards, women's economic empowerment, and better institutional coordination. The National Gender Equality Strategy 2025-2029 was adopted, which defines seven key goals: improving the legal and institutional framework, women's economic empowerment, eliminating gender stereotypes in education and science, increasing women's political participation, developing gender-sensitive social and health services, preventing and combating gender-based violence, and promoting equality in culture and media. The strategy envisages the adoption of a new Law on Gender Equality by the end of 2026, the alignment of at least 40% of new legal solutions for gender equality with CEDAW recommendations by the end of 2027, and increasing this share to at least 80% by 2029. A public consultation process is underway regarding the text of the Draft, which includes a number of key reforms – introduction of binding sanctions for failure to implement legal solutions, strengthening the institutional reform of gender equality mechanisms, introduction of gender experts in institutions and the obligation to integrate the principles of gender equality into laws and public policies, as well as the systemic development of gender budgeting and continuous training of civil servants. The new Law on Gender Equality will be harmonized with the Law on the Prohibition of Discrimination. When it comes to institutional strengthening and gender mainstreaming of policies, the Strategy envisages the establishment of a National Gender Equality Agency with a clear mandate, autonomy, and capacities for coordination and supervision of the implementation of the strategy.

discrimination against women and domestic violence (Libya) 131.137 Continue developing comprehensive strategies to eliminate all forms of discrimination, including against women, ethnic minorities, the Roma, Ashkali and Egyptian communities and other marginalized groups (Serbia) 131.128 Advance in the implementation of the National Gender Equality Strategy 2021–2025 and the road map for the preparation of effective policies for women entrepreneurs (Colombia) 131.135 Intensify efforts to reduce selective, gender-based abortion (Iraq) 131.136 Consider national education campaigns to combat gender-selective abortion practices that have resulted in a gender imbalance in the population (Malta)	The National Gender Equality Council will be further strengthened as an interdepartmental advisory body, for better coordination between institutions and sectors. The Methodology for the Development and Monitoring of Strategic Documents has been amended and the Regulation on the Method and Procedure for the Development, Harmonization and Monitoring of the Implementation of Strategic Documents has been adopted, which introduces the obligation to gender mainstream public policies. The system of collecting and using gender-disaggregated data, necessary for the adoption of effective and evidence based policies, is being improved. In order to strengthen inclusive policies towards marginalized groups, the evaluation of the Strategy for the Social Inclusion of Roma and Egyptians of Montenegro 2021-2025 has been completed, and a new strategic document is being prepared. In 2024, the Strategy for Improving the Quality of Life of LGBTIQ Persons in Montenegro and the Strategy for Minority Policy were adopted. The Strategy for the Development of Women's Entrepreneurship 2025–2028 constitutes an improvement of the business environment and entrepreneurial ecosystem for women, encourages the transition of women's entrepreneurship towards sustainable, green and digital business, and strengthens the association and internationalization of women's businesses. Its implementation should contribute to strengthening women's knowledge and skills, greater access to financial and professional support, and the competitiveness of women's businesses. In 2023, the Gender Equality Index for Montenegro was calculated for the second time, amounting to 59.3, (an increase of 4.3 index points compared to the 2019 Index) and 9.3 index points lower than the EU-27 Gender Equality Index (68.6). The largest inequality gap is in the domain of money (-20.7 points) and the smallest in the domain of health (-0.8 points) compared to the EU-27 average. Although no new national campaign dedicated to the problem of sex-selective abortion was implemented in the period from 2023 to 2025, this issue remains a concern. The National Strategy for Gender Equality 2021–2025 included measures to improve the implementation of gender equality policies and protection against discrimination based on sex, but they remained unrealized. According to data from the United Nations Population Fund (UNFPA), Montenegro is among the nine countries in the world with the highest gender imbalance at birth, indicating the continued practice of sex-selective abortion.

PARTICIPATION OF WOMEN IN POLITICAL AND PUBLIC LIFE	
NO. OF RECOMMENDATIONS: 7	**IMPLEMENTATION**
131.121 Take further measures to increase the representation of women in the political life of the country and in the private business sector (Bulgaria) 131.123	During 2025, Montenegro took important steps to increase the representation of women in politics and decision-making positions, as well as in the private sector, while strengthening the legal framework for combating gender stereotypes and hate speech. The Law on the Election of Councilors and Members of Parliament (July 2025) stipulates mandatory participation of at least 40% of women on electoral lists, which is an important step

Combat stereotypes against women through legislation that facilitates access to public life for women (Bahrain) 131.127 Address smear campaigns, hate speech and online gender-based violence, particularly against women in politics and public life (Canada) 131.122 Continue to undertake further steps to promote women's empowerment and amend legislation to increase women's representation in Parliament (Albania) 131.124 Take concrete steps to ensure the equal participation of women in public affairs (Israel) 131.125 Enhance efforts to increase the level of representation of women in decision-making positions in the public and private sectors (Lithuania) 131.126 Ensure equal participation of men and women in political, economic and social life (Russian Federation)	towards gender-balanced representation in parliaments and local assemblies. The Law on Financing of Political Entities and Election Campaigns (July 2025) regulates the transparent financing of political entities, control of campaign costs and prevention of abuse of state resources, which indirectly contributes to the creation of a fair environment for women's participation in politics. The Draft Law on Government was positively assessed in the Opinion of the Venice Commission (June 2025), especially in the part relating to integrity checks of officials in line with GRECO recommendations, thus strengthening trust in institutions and the conditions for equal participation of women and men in the executive branch of power. The Law on Business Organizations (July 2025) introduces the obligation of at least 40% participation of women in the boards of directors of business entities, which directly contributes to increasing the representation of women in decision-making positions in the private sector. The Budget Law of Montenegro for 2025 (February 2025) introduces gender budgeting, which enables monitoring of public spending from a gender perspective and better targeting of resources towards women's empowerment policies. The text of the Draft Law on Gender Equality, which will additionally normatively strengthen measures for the equal participation of women in political, economic and social life, is in the public consultations phase. The Media Law stipulates prohibition of dissemination of misogynistic and harmful content directed at women, which is an important mechanism for combating gender stereotypes and harmful content directed at women. There is also an initiative to incriminate hate speech in the amendments to the Criminal Code of Montenegro, which is currently being harmonized with the views of the European Commission.

VIOLENCE AGAINST WOMEN	
NO. OF RECOMMENDATIONS: 32	**IMPLEMENTATION**
131.138 Provide evaluation of the institutional response in cases of femicide and trafficking in women and girls as well as of judicial practice (Slovenia) 131.140 Strengthen efforts to prevent and combat all	In the reporting period (2023-2025), Montenegro significantly improved the legislative framework, institutional mechanisms and practice in the field of combating violence against women and domestic violence, with a clear orientation towards the standards of the Istanbul Convention. International mechanisms emphasize the need to further strengthen investigations, prosecutions and support for women victims of violence and domestic violence.

forms of discrimination and violence against women and children, including, inter alia, through enforceable entry bans and safe houses (Austria) 131.141 Continue efforts to combat discrimination and gender-based violence (Morocco) 131.142 Develop new national strategies to combat violence and gender discrimination (Paraguay) 131.143 Support the policy of zero tolerance of violence against women by strengthening preventive mechanisms and the investigation of cases of violence, hate speech and discrimination against women, and take measures to strengthen the participation of women in political life (Switzerland) 131.144 Continue to take steps against all forms of violence against women (Malawi) 131.145 Consider adopting new strategies to combat gender-based and domestic violence (Serbia) 131.146 Ensure equal access to legal aid and specialist support services for survivors of gender-based violence and domestic violence (Iceland) 131.147 Increase legal support for women who are victims of violence and facilitate their access to justice (Islamic Republic of Iran) 131.148 Provide free legal assistance to victims of gender-based violence by specialized lawyers and include non-governmental organizations in the system of free legal aid	Amendments to the Criminal Code of Montenegro (December 2023) increased penalties for domestic violence - the maximum penalty for minor offenses from 2 to 5 years, and for serious bodily harm from 5 to 8 years. The current Criminal Code of Montenegro treats femicide through qualified forms of aggravated murder, including the murder of a family member or family union previously abused by the perpetrator. In the new draft text (in the process of being agreed with the European Commission), femicide is explicitly defined as a form of aggravated murder (whoever kills a woman or another person for reasons based on gender). The National Plan for Implementation of the Istanbul Convention 2023-2027 has been adopted, as a key framework for a systemic response to violence against women and domestic violence. In the south, in the municipality of Bar, two shelters with a total capacity of 30 accommodation units have been established, with the Crisis Center recognized as an integrated service in the new Law on Social and Child Protection. Working teams have been formed to upgrade the Social Welfare Information System and an integrated database, for better case monitoring and coordination of institutions. Montenegro has begun establishing the Barnahaus model - a child-friendly center for multidisciplinary support for children who have survived violence, with the aim of reducing secondary victimization and making institutions more efficient. The Law on Amendments to the Law on Free Legal Aid (December 2024) expanded the circle of beneficiaries of free legal aid (a person seeking to have his or her status as a stateless person determined and a person without citizenship, a foreigner seeking international protection, an asylum seeker and a foreigner under subsidiary protection, a victim of torture or inhuman or degrading treatment or punishment, a victim of a crime against sexual freedom, a child who has initiated proceedings for the protection of the rights of the child). These persons will also be able to exercise their right to free legal aid in related proceedings, after a final decision confirms their status as a victim. A requirement has been introduced that lawyers providing free legal aid to victims of domestic violence, sexual violence and children must have specific professional knowledge, in addition to mandatory training organized by the Center for Training of Judges and State Prosecutors. In 2023 and 2024, the Center organized six trainings for judges, prosecutors and lawyers (103 participants) dedicated to the rights of victims of human trafficking and domestic violence, child-friendly procedures, free legal aid and compensation of damages.

funded by the State (Kingdom of the Netherlands) 131.149 Increase efforts to prevent and eliminate all forms of gender-based violence and discrimination, including awareness-raising campaigns on domestic and sexual violence against women and girls (Uruguay) 131.150 Conduct awareness-raising campaigns about the nature of domestic violence and the power dynamics associated with gender (Estonia) 131.151 Implement effective strategies to address domestic and gender-based violence in order to ensure that such violence is prevented and victims have access to justice and assistance, as well as adequate punishment of perpetrators (Argentina) 131.152 Ensure that all cases of gender-based violence are investigated and alleged perpetrators are prosecuted (Armenia) 131.153 Prevent and combat all forms of discrimination and violence against women and girls, and ensure that victims of violence receive appropriate help and assistance and perpetrators are brought to justice (Italy) 131.154 Ensure that all alleged cases of domestic violence are thoroughly investigated, perpetrators prosecuted and victims adequately protected and compensated (Estonia) 131.155 Continue efforts to eliminate gender-based	Awareness-raising initiatives have also been implemented, including multilingual brochures for victims of human trafficking with information on rights and available legal aid. The Supreme State Prosecutor issued Instructions for the conduct of state prosecutors' offices in cases of domestic or family violence, to ensure lawful, uniform and effective treatment. In 2024, UNDP, in partnership with the Supreme State Prosecutor's Office, improved the capacities of prosecutors to work on cases of gender-based violence, with a focus on a gender-sensitive approach and better protection of victims. An Operational Team for Combating Domestic Violence and Violence against Women was established (February 2024) to monitor specific cases, to conduct comparative analysis of institutional actions, and to propose measures to improve inter-sectoral cooperation. The team meets at least once a month (in urgent cases without delay) and submits semi-annual activity reports to the Government. Police officers attended several training courses annually organized by the Police Academy, the Ministry of Internal Affairs, non-governmental organizations, and international partners on the topics of preventing and combating violence against women and domestic violence, protecting LGBTIQ persons from discrimination, hate speech, and domestic violence. Awareness-raising campaigns and activities such as "See for yourself, you are not a child" were organized in cooperation with the handball, basketball, and water polo federations, as well as participation in the global campaign "16 Days of Activism against Gender-Based Violence", with the aim of raising awareness and strengthening activities in the fight against gender-based violence. The need for publishing regular statistical data on domestic violence, disaggregated by gender, age, ethnicity, sexual orientation, gender identity and socio-economic status, as well as for additional investments in the capacities of centers for social work, has been identified. Working teams have been formed to upgrade the Social Welfare Information System and upgrade the integrated database. In November 2024, GREVIO recognized Montenegro’s progress in aligning its legal framework with the Istanbul Convention, but highlighted the urgent need to improve investigations and prosecutions, protect victims, and combat gender stereotypes. In March 2025, the UN Human Rights Committee commended measures to prevent violence against women, highlighting the problems of corruption and insufficient implementation of law

violence and ensure that victims have access to justice (Kazakhstan) 131.156 Ensure that cases of gender-based violence are duly investigated and alleged perpetrators prosecuted and punished commensurately, and that victims receive the support that they need (Liechtenstein) 131.157 Take steps to ensure adequate access to justice and free legal aid for victims of domestic and gender-based violence, and provide appropriate training for justice and law enforcement officers dealing with such cases (Lithuania) 131.158 Take all the necessary measures to ensure that all cases of gender- based violence are investigated, perpetrators are prosecuted and appropriately punished, and victims receive redress and access to legal counsel (Luxembourg) 131.159 Intensify efforts to combat domestic violence by fully investigating all reported cases of gender-based violence and providing accessible legal aid, shelter and specialized support to victims (Philippines) 131.160 Ensure that all cases of domestic violence, especially against women and girls, are duly investigated and prosecuted and victims are granted adequate legal and social assistance (Brazil) 131.161 Ensure that all complaints of violence against women and girls are investigated, and provide programmes for the social integration of victims (Burkina Faso) 131.162	enforcement mechanisms. Montenegro has taken significant measures to combat domestic and gender-based violence, in line with international standards and recommendations in the period 2023-2025. In September 2025, the Supreme Court began developing guidelines for standardizing sentencing in cases of sexual and gender-based violence in order to ensure consistent application of the law and strengthen the rights of victims. In 2024, Montenegrin courts issued 622 final judgments in domestic violence cases, with the majority resulting in convictions, demonstrating a stronger judicial response and indicating an increase in the number of convictions. Montenegro has begun establishing the Barnahus model – a child-friendly center that provides multidisciplinary services for child survivors of violence. This initiative aims to improve the system's response to the needs of child victims. Amendments to the Law on Protection Against Domestic Violence (December 2023) clarified the distinction between misdemeanors and criminal offenses, increasing penalties for verbal threats that were previously considered minor misdemeanor offenses. The Law on Protection Against Domestic Violence is in a new phase of amendments in 2025. The Protector registered 2 cases of gender-based violence in 2023 and 2 in 2024. The Protector indicates that the legislation is still not fully aligned with the Istanbul Convention and emphasizes the need to accelerate amendments to the Law on Protection Against Domestic Violence and the Law on Misdemeanors. Although Montenegro has made significant progress in combating gender-based violence, it is necessary to continue with activities to ensure efficient investigations, prosecutions and support for victims. In order to combat harmful gender stereotypes and ensure efficient action in cases of violence, an urgent need for training of professionals has been recognized - including employees of the police, judiciary and centers for social work, as well as the need for adequate resources in the centers for social work to adequately support victims of violence. In 2025, two trainings on the implementation of the Protocol on Action, Prevention and Protection against Violence against Women and Domestic Violence have already been held. In Montenegro, significant activities and initiatives in the field of free legal aid were implemented in the period from 2023 to 2025, aimed at increasing access to justice, especially for vulnerable

Ensure the effective implementation of national gender programmes and strengthening of the legislative measures against domestic violence (Uzbekistan) 131.163 Combat sexual violence and protect women's rights more effectively by improving legislation and related policies (China) 131.164 Continue to take effective measures to address violence against women, strengthen legislation and ensure that all complaints of violence against women and girls are investigated (Ukraine) 131.165 Strengthen the mechanisms for preventing and combating violence against women in order to protect the victims and provide them with justice and rehabilitation, as well as all other forms of assistance (Djibouti) 131.166 Ensure that the establishment of the operational teams to combat domestic violence, violence against women and human trafficking are complementary to ongoing national efforts to combat these crimes (Malaysia) 131.167 Strengthen institutional measures to protect women from domestic violence, including through training of law enforcement and judicial officers (Pakistan) 131.168 Promote and strengthen the fight against intrafamily violence and violence against women and children (Cameroon) 131.169 Publish statistics, updated annually, on domestic violence cases, disaggregated by sex, ethnicity, sexual orientation, gender	groups. In 2023 and 2024, the Center for Training of Judges and State Prosecutors organized six trainings for judges, prosecutors and lawyers, with a total of 103 participants. The topics of the trainings included rights of victims of human trafficking and domestic violence, child-friendly procedures, provision of free legal aid, as well as the interpretation of domestic and international case law regarding compensation of damages and procedural guarantees. As part of efforts to improve access to justice for victims of human trafficking, an awareness-raising initiative was implemented that included multilingual information brochures designed to inform victims of their legal rights.

identity, age and socioeconomic status (Malta) 131.139 Continue efforts to combat domestic violence and ensure protection measures for victims, especially women, girls and children (Tunisia)	

PERSONS WITH DISABILITY: DEFINITION AND BASIC PRINCIPLES	
NO. OF RECOMMENDATIONS: 4	**IMPLEMENTATION**
131.184 Continue the process of harmonization of national legislation in the field of the protection of persons with disabilities, in line with the Convention on the Rights of Persons with Disabilities (Bulgaria) **131.185** Strengthen measures to protect people in vulnerable situations and complete the harmonization of legislation with the Convention on the Rights of Persons with Disabilities (France)	Montenegro continued to strengthen the framework for the protection and promotion of rights of persons with disabilities, with a focus on harmonization with the UN Convention on the Rights of Persons with Disabilities. The Law on Social and Child Protection is currently being amended with the aim of providing more comprehensive legal protection of social and children's rights and improving support for families, young people, persons with disabilities and elderly persons in the state of social need. Horizontal harmonization of regulations with the Convention is planned for 2026 through the regulatory analysis, since the previous analysis was conducted in 2016. In accordance with the obligations assumed by Montenegro with the ratification of the Convention on the Rights of Persons with Disabilities, an Action Plan for the Implementation of the Recommendations of the United Nations Committee 2026-2030 was adopted (October 2025). The Human Resources Administration will introduce training on the implementation of the UN Convention on the Rights of Persons with Disabilities into general training programs in the coming period. With the support of the UN System in Montenegro, the Ombudsman Office has established an Independent Monitoring Mechanism for the promotion, protection and monitoring of the implementation of the UN Convention on the Rights of Persons with Disabilities. The mechanism is composed of representatives of organizations of persons with disabilities and associations of parents of children and youth with disabilities, as well as a representative of the Ombudsman Office. During 2023 and 2024, visits were made to 30 institutions in the filed of education and upbringing, social and health care and residential accommodation in several municipalities (Ulcinj, Berane, Bijelo Polje, Nikšić, Pljevlja, Kotor). Based on these visits, a Report on the position of persons with disabilities was prepared, which includes a review of the legislative and institutional framework, key observations on the situation found on the spot, and individual and general recommendations to the competent authorities to improve the position of persons with disabilities. Institutions dealing with protection against discrimination and promotion of equality of persons with disabilities continuously communicate with the professional and general public on the topics of rights, equality and the prohibition of discrimination. Through media appearances, public

131.190 Continue with measures promoting the rights of persons with disabilities (Georgia) **131.191** Ensure the implementation of laws prohibiting discrimination against persons with disabilities, and refugee and asylum-seeking children (Gambia)	events and campaigns, attention is additionally drawn to the obstacles that persons with disabilities face, especially in terms of accessibility and equal participation in society. A seminar on the UN Convention on the Rights of Persons with Disabilities (May 2024) was organized for representatives of local media, private, civil and public sectors with the aim of more sensitive and accurate reporting, understanding the challenges faced by persons with disabilities, and strengthening cooperation with organizations that advocate for their rights. On the occasion of the International Day of Persons with Disabilities, the First and Second Session of the Parliament for Persons with Disabilities (December 2024 and December 2025) were held in the Parliament of Montenegro, which brought together representatives of state institutions, organizations of persons with disabilities, international organizations and the diplomatic missions. The exchange of opinions and open dialogue confirmed the importance of this format as a platform for improving policies, strengthening institutional cooperation and creating an inclusive society in which persons with disabilities participate equally in all areas of social life. Five round tables were held on the accessibility of public facilities with a focus on informing local governments and seeking solutions for removing physical barriers. Two professional trainings were conducted for about 100 participants (representatives of public preschool institutions, caregivers, nurses, pediatricians) on neurodevelopmental disorders and early intervention in 2025, and six trainings for about 240 participants (primary and secondary schools, preschool institutions) on the Individual Educatin Plan (IEP). Workshops on the model of educational and social inclusion of students from vulnerable groups - an inter-sectoral approach - were implemented with the Council of Europe, with the participation of university faculties, schools and centers for social work, while trainings on the application of the ABA method in schools were organized in several cities. These activities contribute to a better understanding of the needs of children with disabilities, strengthening inclusive practices in education and developing early intervention. In order to build a sensitive and professional approach to protection procedures, police officers attended several specialized trainings, including: training on improving access to protection for women with disabilities, a series of online and face-to-face trainings by the European Asylum Agency (EUAA) and UNHCR on migration, the role of interpreters, interviewing techniques and determining the age of unaccompanied minors.

INDEPENDENCE AND INCLUSION OF PERSONS WITH DISABILITY	
NO. OF RECOMMENDATIONS: 3	**IMPLEMENTATION**
131.187 Put an end to the involuntary deprivation of freedom of persons with psychosocial disabilities and ensure their right to live independently and be included in the community (Costa Rica) **131.188** Continue efforts to ensure employment in the labour force for persons with disabilities (Russian Federation) 131.189 Provide adequate resources to adopt a comprehensive accessibility strategy for	Montenegro has made efforts to reform the legal capacity system, improve the employment of persons with disabilities, strengthen access to health services and introduce an integrated disability assessment system, which is aimed at their greater independence, inclusion and accessibility. An analysis was conducted with recommendations and guidelines regarding the legal capacity regime of persons with disabilities. The analysis clearly indicated the need to develop a Roadmap for the transition from the regime of deprivation of legal capacity to the regime of supported decision-making, in accordance with the Convention - the obligation to abandon the practice of complete deprivation of legal capacity and the development of a support system in decision-making. These steps represent the basis for further normative changes aimed at respecting the rights of persons with psychosocial disabilities to live independently and be included in the community. According to a report by the European Union in 2024, the employment of persons with disabilities was 56.4% compared to 55.6% in 2022, which indicates a mild but positive trend and a shift towards inclusive employment practices. The Law on Professional Rehabilitation and Employment of Persons with Disabilities and amendments to the Labor Law (October 2025) are aligned with the new system of integrated disability assessment, thus introducing an integrated and fair approach to assessing disability and the level of support needed in the field of labor and employment. In March 2024, Montenegro became the first country in the European region to implement the WHO Disability Guide for Action, which systematically integrates the inclusion of persons with disabilities into the health system, with the aim of equal access to health services. In parallel, a reform of the disability assessment system was launched. The Law on Unified Disability Assessment (October 2025) defined that a unified assessment is a procedure that assesses the existence of long-term physical, mental, intellectual and/or sensory impairment, in combination with barriers, determines the status of persons with disabilities and the level of support needed for equal inclusion in society. The introduction of unified assessment abolishes more than 40 commissions in five sectors, establishes the Institute for Disability Assessment as a specialized institution that takes over the responsibility for determining the status and level of support, abandons the current fragmented practice and introduces a unified assessment standard. The reform is aligned with the EU accession process and should facilitate access to rights for more than 60,000 persons with disabilities. The legal framework relating to the rights of persons with disabilities has been adjusted in various areas. Regulations on social and child protection, veterans' and disability protection, pension and disability insurance, professional rehabilitation and employment, education and upbringing of children with special educational needs are aligned with the Law on Unified Disability Assessment, in order to ensure legal certainty and consistent application of norms in all sectors.

persons with disabilities in order to promote further their full integration into society (Sri Lanka)	These measures create the basis for further development of a comprehensive accessibility policy, through an integrated approach in various public policies and better targeting of resources to remove physical obstacles. The Parliament of Montenegro, in cooperation with the OSCE/ODIHR, is implementing the Project for Assessing the Accessibility of the Parliament of Montenegro for Persons with Disabilities, which began in 2025 and is expected to be completed in 2026, within which an analysis of the current state of accessibility of the Parliament of Montenegro for persons with disabilities will be conducted and specific recommendations for improvement will be provided.

PROTECTION AGAINST EXPLOITATION, VIOLENCE AND ABUSE OF FUNDAMENTAL RIGHTS	
NO. OF RECOMMENDATIONS: 5	**IMPLEMENTATION**
131.179 Provide assistance to older persons through social means while also taking action to prevent aggression towards them (Kyrgyzstan) 131.180 Take the necessary measures to address violence, negative stereotypes and discrimination against older persons, in a manner that ensures the provision of effective frameworks for protection and support (Syrian Arab Republic) 131.183 Improve the system of social support for young people, persons with disabilities, older persons and families in disadvantaged situations (Belarus) 131.186 Intensify the protection of persons with disabilities, minorities, refugees and internally displaced persons (Cameroon)	Montenegro continued to improve the system of social protection, protection against violence and support for vulnerable groups, including the elderly, persons with disabilities, minorities, refugees and internally displaced persons. Amendments to the Law on Social and Child Protection contributed to the improvement of services for the elderly, the improvement of licensing procedures for service providers, professional staff and accreditation of training programs. In 2025, Montenegro initiated new amendments to the law in order to align it with the Law on Unified Disability Assessment, which will significantly improve the approach and methodology for determining disability for the most vulnerable categories in the society, including the elderly. In order to strengthen the system of protection and support for vulnerable groups, the Deinstitutionalization Strategy 2025-2028 was adopted (December 2024) with the aim of preventing institutionalization, deinstitutionalization of beneficiaries and transformation of institutions and development of support services for living in the community (family-based and shared accommodation, counseling, therapeutic and socio-educational services). The strategy should ensure that beneficiaries of social and child protection who need support meet their needs in the community, in a natural environment, while gradually abandoning the model of long-term institutional placement. The same year, the Strategy for the Development of the Social and Child Protection System 2025-2028 was adopted. It defines a framework for providing measures and programs to support individuals and families at risk, an adequate level of social protection for the elderly and vulnerable population, improving norms, work standards, licensing of professional staff, and accreditation of training, strengthening centers for social work, supervision and monitoring. In 2024, Montenegro joined the European Union's Youth Guarantee initiative to further empower young people and strengthen its support measures aimed at reducing youth unemployment and improving their employment opportunities. Strengthening the social and child protection system in the coming period will contribute to reducing poverty and vulnerability of beneficiaries, through the preventive function of the system and supporting individuals and families to overcome adverse circumstances.

131.192 Continue the efforts undertaken to protect persons in vulnerable situation, notably women, children and persons with disabilities (Greece)	In order to address the problems of violence, negative stereotypes and discrimination against older persons and to provide efficient frameworks for protection and support, the Institute for Social and Child Protection conducts training for employees in the social protection system, with the aim of recognizing and identifying violence, and training them to work with victims of violence. In institutions for the accommodation of adults and the elderly, a procedure on measures and activities in the event of violence and abuse of beneficiaries is applied, which defines the obligation of employees to react promptly, the course of action in case of suspicion or learing of violence, and the method of providing adequate protection and support to the beneficiary. In 2025, a survey was conducted to obtain data disaggregated by age, geographic area, type of disability, family situation, place of residence (institution or community), and level of discrimination in different areas, which is the basis for creation of targeted policies. In order to strengthen the protection of persons with disability, minorities, refugees, internally displaced persons, women and children in vulnerable situations, there is a developed network of specialized services in Montenegro: -11 licensed providers of counseling services for adults who are victims of abuse, neglect, gender-based violence and exploitation, as well as persons who are at risk of becoming victims; -National SOS line for victims of violence; -7 licensed shelters for victims of violence in all three regions, with a total of 83 accommodation units, which is 21 unit above the minimum stipulated by the Istanbul Convention.

CHILDREN: DEFINITION, BASIC PRINCIPLES, PROTECTION	
NO. OF RECOMMENDATIONS: 6	**IMPLEMENTATION MEASURES**
131.174 Clearly define corporal punishment in legislation, and ensure that the prohibition of this punishment is enforced, in particular with regard to children (Liechtenstein) 131.175 Continue efforts to ensure access to affordable quality health care for children by providing appropriate funding (Maldives) 131.176 Develop a strategy to provide inclusive access to health to all children, in line with the recommendation by the Committee on	Montenegro is strengthening the legal framework, developing strategic policies, an integrated approach to early childhood development, reducing child poverty and strengthening institutional mechanisms for the protection of children's rights and well-being. The Criminal Code of Montenegro stipulates that the criminal offense of prosecution and the execution of sentences for the criminal offense of torture is not subject to the statute of limitations, which provides an additional guarantee for children with regard to the severe forms of violence and abuse in accordance with international standards. New amendments to the Law on Social and Child Protection should ensure better quality of services, with a special focus on reducing child poverty and intensifying support for parents at risk. In accordance with the recommendations of the Committee on the Rights of the Child, Montenegro has adopted the Early Childhood Development Strategy 2024-2027. which promotes an integrated approach to early childhood development, with effective coordination of different sectors (health, social protection, education) and levels of government. It encourages cooperation between national, local and international actors, with the aim of creating a supportive environment for early development, emphasizes the need to review the dominant

the Rights of the Child (Mauritius) 131.177 Strengthen measures to reduce child poverty and intensify efforts to provide assistance to parents (Serbia) 131.178 Improve children's rights and well-being, including by strengthening the Council for the Rights of the Child (Italy)	medical model of assessment and intervention, especially in the area of early detection of risks, disabilities and difficulties in development and early intervention, foresees the introduction of screening for newborns and early detection of developmental disabilities, with adequate treatment and monitoring. The strategy has taken into account UNICEF recommendations, including the introduction of the standard of "mother- and baby-friendly maternity wards", in order to increase the percentage of newborns who are breastfed from birth, early identification of risks, delays and difficulties in development with close cooperation of experts from the health, social protection and education systems, as well as families, strengthening and expanding the "Caring Families" system, which already helps parents in several municipalities to develop skills in raising children without violence. A National Coordination Body for the Improvement of Early Childhood Development has been established, which considers and resolves key issues related to the implementation of the Strategy, monitors the implementation of action plans, prepares reports and recommendations for the improvement of policies in the field of early childhood development. The establishment of a European Child Guarantee is underway, aimed at children at risk of poverty or social exclusion. The aim is to guarantee these children access to effective and free early childhood education and care, quality and free education (including school activities and at least one healthy meal every day), free and effective healthcare, healthy nutrition and adequate housing. The Strategy for the Development of the Social and Child Protection System 2025-2028 (December 2024) further strengthens the system by improving the normative framework, improving the adequacy of material benefits and the availability of services, strengthening the licensing of professional associates, accreditation of training, standards and organization of work of centers for social work, and developing supervisory support and oversight in social and child protection.

CHILDREN: PROTECTION AGAINST EXPLOITATION	
NO. OF RECOMMENDATIONS: 4	**IMPLEMENTATION MEASURES**
131.170 Strengthen legislation referring to the prevention of and protection of children from sale and sexual exploitation, as well as effective investigation and prosecution of such cases (Republic of Moldova) 131.171 Strengthen efforts aimed at detecting, investigating and punishing the crimes of	During the reporting period, Montenegro took important steps to strengthen the legislative framework and policies for the prevention and protection of children against sexual exploitation, sale, abuse and child labor in accordance with the international standards. The Labor Law defines special protection for employees under the age of 18. The Law on Amendments to the Labor Law (October 2025) provided the legal basis for adoption of a list of the worst forms of child labor. The Criminal Code of Montenegro precisely regulates the acts related to the exploitation of children for pornography, inducing a child to witness the commission of criminal offenses against sexual freedom, luring a child under the age of 14 with the aim of committing criminal offenses against sexual freedom. These norms represent the basis for more efficient criminal prosecution of cases of sale and sexual exploitation of children.

sale and sexual exploitation of children, including by adopting the necessary legislative amendments (Syrian Arab Republic) 131.172 Investigate cases of sexual exploitation of children in the tourism sector (Syrian Arab Republic) 131.173 Enforce effectively legislation on the prohibition of employment of children and implement effective strategies to stop and prevent child labour (Sri Lanka)	Strategy for the Prevention and Protection of Children Against Violence 2025-2029. promotes zero-tolerance policies with regard to all forms of violence against children and is aligned with the mandate of the UN Secretary-General's Special Representative on Violence against Children and the UN Special Rapporteur on the sale of children, child prostitution and child pornography. Activities have been initiated to establish the Barnahus, as a multidisciplinary and child-friendly model of support for children who are victims of violence and sexual abuse, in order to ensure an integrated, coordinated and child-friendly response system in cases of sexual violence and exploitation. A Technical Group has been formed at the level of Assistant Ministers of Health, Internal Affairs and Justice, with the participation of representatives of the Supreme Court and the Supreme State Prosecutor's Office. This group should finalize the Standards and Roadmap for the establishment of the Barnahus with expert support from UNICEF and prepare the ground for the development of standard operating procedures, protocols and training programs after the adoption of these documents. In 2024, the Institution of the Ombudsman worked on two cases related to the protection of children against sexual exploitation, which indicated the need for additional education of professionals on the protection of children against sexual harassment, better familiarization with the protocols and procedures related to reports of sexual violence against children. The Protector has created a brochure "No one should touch you" adapted for children, which was distributed to children, institutions and organizations in order to promote the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention) and raise awareness about protection against sexual violence.

RIGHTS RELATED TO NAME, IDENTITY, NATIONALITY	
NO. OF RECOMMENDATIONS: 4	**IMPLEMENTATION**
131.222 Ensure that children’s nationality status is determined as soon as possible after birth in order to ensure that otherwise stateless children born in Montenegro acquire a nationality (Belgium) 131.223 Ensure that all children, without discrimination, are registered regardless of the documentary or residency status of their parents, and ensure that nationality is determined as soon as possible after birth (Mexico)	Montenegro continued to strengthen the system of universal birth registration and prevention of statelessness by improving the normative and operational framework, in particular in cooperation with UNHCR and competent institutions at the local level. In order to ensure that stateless children born in Montenegro acquire citizenship, the Ministry of Internal Affairs, in cooperation with UNHCR, prepared at the end of 2024 the Standard Operating Procedure (SOP) for the implementation of Article 7 of the Law on Montenegrin Citizenship. The SOP was submitted to all regional units for civil status and personal documents as a practical tool for officers acting in cases of children born in Montenegro who may become stateless. In 2023, in cooperation with UNHCR, the Operational Instructions for initiating the procedure for registration in the birth register were adopted. The aim of the instructions is to enable officials of competent state institutions to independently initiate and conduct registration procedures for children born in Montenegro who are not registered in the birth register, in accordance with national legislation and the state's international obligations. The operational instructions were distributed through line ministries to all health centers, municipal centers for social work, primary

131.224 Continue to strengthen the capacity of national institutions regarding birth registration and the handling of cases of statelessness, particularly at the local level (Uruguay) 131.225 Step up efforts to ensure a uniform, simplified and accessible procedure for the birth registration of stateless persons in its territory (Philippines)	schools, and regional units and branches of the Ministry of Internal Affairs in 25 municipalities. One of the priorities of the Directorate for Civil Status and Personal Documents is the right to universal birth registration for all children, without exception. According to the Law on Civil Registers, the birth of a child in a maternity ward or other health institution must be registered by the health institution. If the child is not registered in the register within 30 days, subsequent registration is carried out after the procedure for establishing the facts of the birth has been carried out. If it is determined that there are no grounds for registration, a decision is issued to reject the application. Also, the birth of a child whose parents are unknown is registered in the birth register in the municipality in which the child was found. The greatest challenge in practice was the registration in the birth register of children born outside a health institution. Significant progress was achieved with the adoption of amendments to the Law on Non-Contentious Procedure (2015), which provided for the judicial determination of the time and place of birth of persons who are not registered in the birth register and cannot prove these facts in regular administrative proceedings. Non-contentious proceedings are initiated by a person who is not registered, a person with a direct legal interest or a guardianship authority. The competent court is obliged to deliver a final decision on the time and place of birth to the competent organizational unit of the Ministry of Internal Affairs within 8 days, for the purpose of registration in the birth register. Abandoned children are protected by the provisions of the Family Law. The authority responsible for maintaining the birth register is obliged, upon learning of it, to notify the guardianship authority of the birth of a child whose parents are unknown in order to take protective measures. The state administration authority responsible for social welfare takes action to prevent abandonment, register children in registers and provide adequate care. In cases where the mother does not have an identification document, the La w on Administrative Procedure is applied in the registration procedure. All available means of proof are used (documents, witnesses, statements of the parties, expert opinions, on-site investigation), while generally known facts and legal assumptions do not have to be proven.

ECONOMIC, SOCIAL AND CULTURAL RIGHTS	
NO. OF RECOMMENDATIONS: 2	**IMPLEMENTATION**
131.107 Strengthen the promotion of economic, social and cultural rights (Cameroon) 131.106 Continue to take measures to improve conditions in the field of employment (United Republic of Tanzania)	Montenegro continued to advance economic, social and cultural rights through comprehensive reforms of cultural policies and laws, measures to improve the labor market, job applications and employment of vulnerable groups. The Ministry of Culture and Media has launched a complex process of analyzing the legislative framework in the field of culture, with the aim of redefining cultural policies and improving the Law on Culture. As part of this phased process, the analysis of the framework of Montenegro's cultural policy was completed with a focus on the Law on Culture, research on its practical implementation was conducted, and the third, final phase is underway, which should provide a quality basis for the development of the Draft Law.

	Work on amendments to the Law on Culture began in 2025, while the adoption of the Rulebook on the criteria and manner of determining the status of a representative professional association is planned after the adoption of the law. It was also assessed that it is necessary to amend the Law on Theater Activities, in order to adapt it to the modern needs of theater production. The drafting of the National Cinematography Development Program 2025-2029 in accordance with the Law on Cinematography has been initiated. The program will define priorities, measures, activities, implementers and financial resources for the development of cinematography. The Regulation on the criteria and method of awarding the status of "prominent cultural creator" was amended in March 2025 to improve the system of recognition of international and national awards. The working group also initiated a review of the Regulation on the criteria for determining events and festivals of special cultural importance with the aim of improving the criteria and system for evaluating the programs of these events. The new information system of the Employment Agency of Montenegro represents an important step in the modernization of services for the unemployed and employers. The system enables online registration in the unemployment register, simpler employment mediation, electronic exercise of rights and application for programs and grants, online registration of job vacancies and subsidies by employers. Despite progress, challenges remain in the employment of women, persons with disabilities and members of other vulnerable groups. The work plan of the Agency for 2025, aligned with the Employment Strategy 2021-2025, has foreseen 28.6 million euros, of which 3.7 million euros for active labor market policies and around 25 million euros for the Fund for Professional Rehabilitation and Employment of Persons with Disabilities. Measures include adult education, training with employers, encouraging self-employment, public works programs and direct job creation, with a special focus on youth, women, persons with disabilities and other vulnerable groups. The amendments to the Labor Law from 2024 included shortening the maximum duration of a fixed-term contract from 36 to 24 months, increasing the minimum net wage to at least 600 euros for employees with qualifications up to level V, or 800 euros for level VI and above, and reducing the contribution rate for pension and disability insurance from 20.5% to 10%. Additional amendments to the Labor Law (October 2025) relate, inter alia, to better protection of employees with disabilities, protection of parents of children with disabilities, severance pay in the event of disability that occurred during work, improving parental and new paternity leave, and the possibility of flexible working hours.

ROMA	
NO. OF RECOMMENDATIONS: 7	**IMPLEMENTATION**
131.195 Advance the implementation of the strategy for the social inclusion of Roma and Balkan Egyptians 2021–2025 (Colombia) 131.196 Intensify efforts to implement the strategy for the social inclusion of Roma and Balkan Egyptians 2021–2025, in order to obtain positive results in improving their social, economic and legal conditions, building an inclusive and open society (Cuba) 131.182 Intensify public education campaigns to address negative attitudes towards Roma, Ashkali and Balkan Egyptian children, children with disabilities and refugee and asylum-seeking children, and ensure that they have access to legal assistance (Bolivarian Republic of Venezuela) 131.198 Continue working on the elimination of all forms of poverty, discrimination and anti-Roma sentiments (Cuba) 131.207 Adopt measures to ensure greater inclusion of the Roma population in regard to access to services, especially the right to education, and consider a monitoring system to abolish child marriage (Spain)	Montenegro has continued to improve the position of these communities by implementing the Strategy for the Social Inclusion of Roma and Egyptians 2021–2025, with a focus on education, employment, social inclusion and the fight against discrimination and anti-gypsyism. As education is one of the key pillars of the Strategy, the goal is to increase coverage, regular attendance and completion of schooling, at all levels, with a special focus on early childhood education and the transition from primary to secondary education. The Bureau for Educational Services is implementing the program "Intensive Literacy of Roma and Egyptian Students" in 3 schools attended by these students. Intensive literacy activities are organized three times a week, using methodological models for reading and writing, and working materials from the school portal for inclusive education. Every year in March, a campaign is carried out to promote enrollment in preschool institutions, primary and secondary schools. The campaign is conducted in cities with a large population of Roma and Egyptian communities, for about 300 people, with a special focus on students in the final grades of primary school, in order to encourage the continuation of education and raise awareness of parents about the importance of their support for children on the education path. Additionally, trainings were organized for caregivers, associates and professional associates in preschool institutions, as well as visits to Roma settlements to increase the coverage of children in preschool education. 8 trainings were conducted for 225 teachers for working with Roma and Egyptian children, with monitoring of the quality of educational and upbringing work in schools and kindergartens. An education program for acquiring professional qualifications as an associate in the social inclusion of the Roma and Egyptian population in the field of education for 13 participants was implemented in 2024, as well as literacy and primary education programs for adult members of these communities, which raises the level of education of parents and creates conditions for a supportive family environment. The Government adopted a Decision on the establishment of a Coordination Body for Monitoring the Implementation of the Poznań Declaration, which additionally monitors the implementation of strategic goals in accordance with international obligations. An evaluation of the Strategy for the period 2021–2025 was conducted, which will serve as the basis for the final report on its implementation, as well as the development of a new strategy. The new document will also include measures that have not been fully implemented, in order to ensure the continuity of the inclusion policy. The Strategy for the Development of the Social and Child Protection System 2025-2028 (December 2024) recognized the specific needs of the Roma and Egyptian communities with an emphasis on the most vulnerable groups: child beggars, homeless children, victims of arranged marriages and unaccompanied children. Municipal Red Cross organizations conduct regular distributions of food and hygiene packages for the most vulnerable families.

131.204 Take further steps to further promote equal opportunities for the Roma community in education and employment (India)	The National Program for the Transformation of Informal Employment of Roma and Egyptians 2024-2026 has been adopted. A working group has been formed to monitor the Action Plan for the Implementation of the Program, through which mechanisms for the transition to formal employment are created, additional associates in social inclusion are hired for the field of employment by the Employment Agency of Montenegro, and special programs of the Agency are being developed (public works, vocational training, etc.). In the past three years, over 500 members of the Roma and Egyptian communities have been included in active labor market programs. In cooperation with the Council of Europe and the international organization REDI, within the framework of the Roma Integration III program (supported by the EU), in September 2025, the National Platform for the Employment of Roma and Egyptians "Building Inclusive Labor Markets for Roma and Egyptians in Montenegro" was presented. REDI will support business ideas of members of these communities through small grants of 4,000 euros, with capacity building and increase in the visibility of the problem of informal employment. In cooperation with the non-governmental sector, educational workshops dedicated to the protection and promotion of human rights are regularly organized, with a special focus on the prevention of domestic violence, underage marriages, child begging and human trafficking. The Third Session of the Roma Parliament was held in the Parliament of Montenegro (April 2025) with the intention to use joint efforts of various actors in society and at the level of the government to draw attention to the rights of the Roma community and the problems that this community faces on a daily basis. The Bureau for Educational Services, with the support of UNICEF, organized 4 trainings on the use of assistive technology for the purpose of developing communication, language and speech, intended for children from vulnerable groups of the Roma and Egyptian communities, and on identifying anti-Gypsyism, discrimination and ways to report cases of discrimination. The licensing of the Anti-Gypsyism Program is underway.

MIGRANTS	
NO. OF RECOMMENDATIONS: 4	**IMPLEMENTATION**
131.218 Take measures to eradicate violence against migrants, and provide them with unhindered access to the asylum procedure (Belarus) 131.219 Consolidate efforts to prevent discrimination against the most vulnerable groups, including migrants and refugees (Türkiye)	Through the development of a normative, strategic and institutional framework, Montenegro has established a basis for integrated migration management, with respect for human rights, access to asylum, protection of vulnerable groups and support for returnees upon readmission. The focus of the Strategy on Migration and Reintegration of Returnees upon Readmission in Montenegro 2021-2025 was to improve and align the legal framework with international standards, strengthen institutional and administrative capacities for managing mixed migration and improve the system of readmission and return of Montenegrin citizens, with effective support for reintegration. The Ministry of Internal Affairs has taken measures to establish an adequate strategic and normative framework and institutional structure, including the adoption of the Law on International and Temporary Protection of Foreigners and the Law on Foreigners. These

131.220 Strengthen institutional capacities aimed at providing access to health, education and safe housing for migrant children, asylum-seekers and unaccompanied refugees (Honduras) 131.221 Reinforce measures for the protection of the social, economic and cultural rights of refugees and migrants (Pakistan)	regulations contribute to a better exercise of the rights of foreigners, the management of legal migration and the suppression of illegal migration through clearly prescribed procedures. Illegal migration in Montenegro continues to be mainly transit in nature, but, in addition to economic migrants, persons who meet the criteria for refugees are also appearing to a greater extent. Montenegro has 12 readmission agreements with non-EU countries, including all Western Balkan partners and Turkey, and negotiations with Russia have been completed. At the suggestion of the European Commission, initiatives have been launched to conclude agreements with countries from which the largest number of irregular migrants come (Pakistan, Iran, Iraq, Morocco, Bangladesh, Algeria). The Strategy for the period 2026-2030 will not be adopted as a separate document, the unrealized measures from the previous strategy will be included in sectoral plans. One of the main strategic goals is to increase the accommodation capacity for the reception of foreigners seeking international protection. The planned reconstruction of the Reception Center in Spuz and the adaptation of the former Bozaj guardhouse were not implemented within the planned deadline by the end of 2024. With the support of international organizations, the existing capacities were improved. UNHCR financed the replacement of 4 mobile homes in the yard of the Reception Center with new mobile homes with accompanying facilities and partial adaptation of the building (accommodation units, kitchenettes, sanitary facilities). A container-waiting room was installed in the Bozaj Unit for the reception of vulnerable categories and persons arriving in the evening hours, until a formal expression of intention to seek protection is expressed. In order to strengthen the capacity of officers to recognize and prevent violence, discrimination and social exclusion of migrants, trainings dedicated to human rights, integration challenges and access to economic and social rights were organized. Multilingual flyers with information on gender-based violence, victims' rights and reporting mechanisms are available in the Reception Directorate. During 2024, one case of gender-based violence was recorded and processed with the support of the officers of this Directorate. Safe accommodation in the Reception Center in the period from May 2023 to September 2025 was provided for 306 accompanied and unaccompanied minors, as follows: 18 persons in 2023, 208 persons in 2024, and 80 persons in 2025. Access to health care was provided for 82 minors at the primary care level and for 18 persons at the health care level. In the field of education, 1 minor exercised the right to primary education in 2024, and 2 minors in 2025. During 2025, 8 foreigners seeking international protection attended the Montenegrin language learning workshop. The Directorate for Reception regularly informs protection seekers about the cultural and historical heritage of Montenegro, and the produced audio-visual materials are available in the premises of the Center. Three workshops on the topic of safe accommodation of unaccompanied children were organized (EUAA), aimed at ensuring access to adequate accommodation for unaccompanied migrant children, asylum seekers and refugees. In order to support returnees upon readmission, 43 persons were returned to Montenegro in

	2023, with monitoring of 71 returnees who returned in 2022 (reintegration is monitored for one year). In 2024, 91 persons were returned and accepted, and in 2025, 43 persons (of which 2 are cases of medical reception). In order to raise awareness about the frequency, structure and characteristics of violence among migrants, with special attention to vulnerable categories and to further educate employees of the Directorate for the Reception of Foreigners to recognize and prevent discrimination on any grounds, training sessions are conducted on the challenges of integration of foreigners.