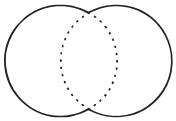
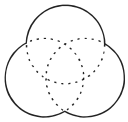
OPEN BUDGET SURVEY 2025

Montenegro

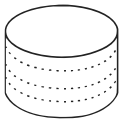
Overview



Transparency:
54 /100



Public Participation:
22 /100



Oversight:
76 /100

About the survey

Government budget decisions – what taxes to levy, what services to provide, and how much debt to take on – have important consequences for all people in society. When governments provide information and meaningful channels for the public to engage in these decisions, we can better ensure public money is spent on public interests.

The Open Budget Survey (OBS) is the world's only independent, comparative and fact-based research instrument that uses internationally accepted criteria to assess public access to central government budget information; formal opportunities for the public to participate in the national budget process; and the role of budget oversight institutions, such as legislatures and national audit offices, in the budget process.

The survey helps local civil society assess and confer with their government on the reporting and use of public funds. This 10th edition of the OBS covers 82 countries.

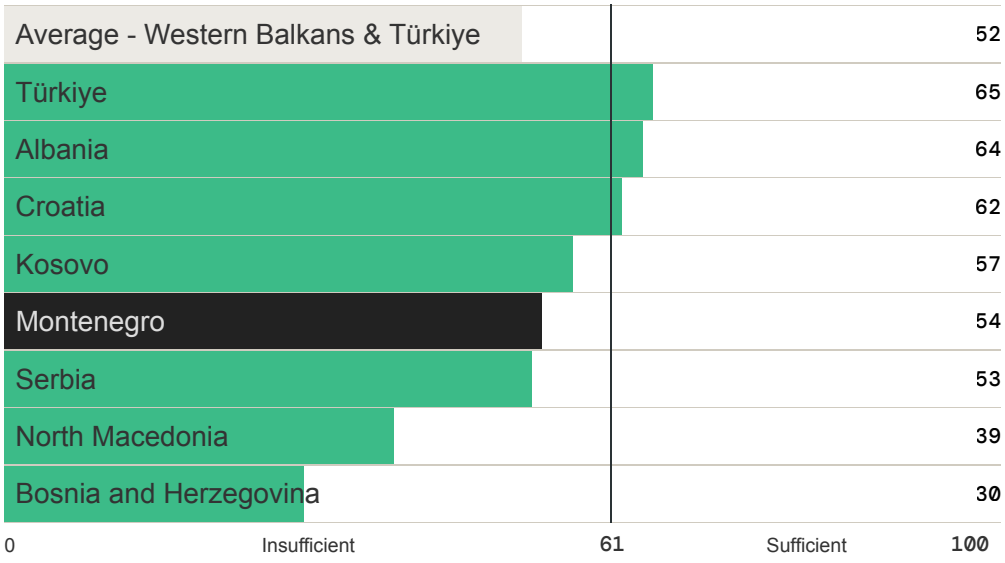
Visit www.internationalbudget.org/open-budget-survey for more information, including the full OBS methodology, findings for all surveyed countries, and the Data Explorer.

Transparency

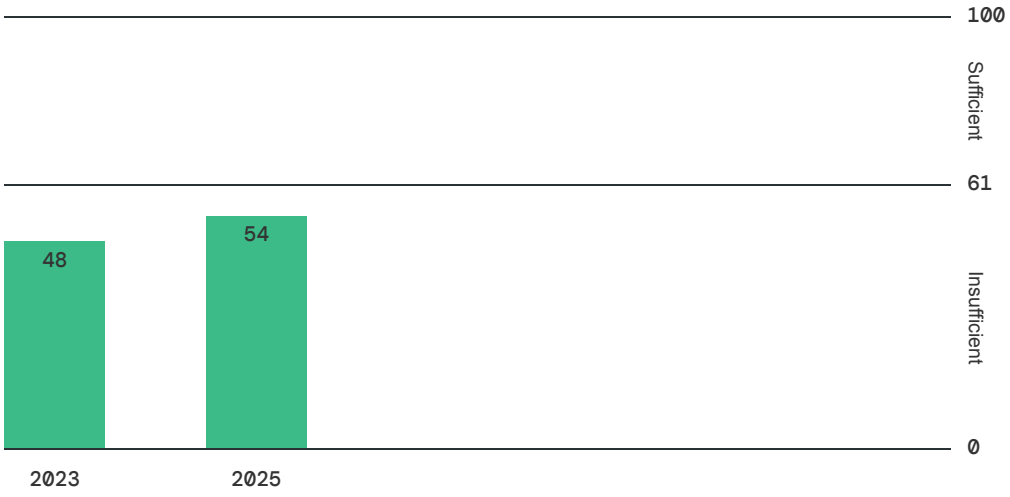
This part of the OBS measures public access to information on how the central government raises and spends public resources. It assesses the **online availability, timeliness, and comprehensiveness** of eight key budget documents using 109 equally weighted indicators and scores each country on a scale of 0 to 100. A transparency score of 61 or above indicates that a country is publishing a sufficient volume of budget information, and that this information provides meaningful coverage of core fiscal data, enabling the public to understand government budget decisions and supporting informed public debate on fiscal policy.

Montenegro has a transparency score of **54** (out of 100).

Transparency in Montenegro compared to others



How has the transparency score for Montenegro changed over time?



Public availability of budget documents in Montenegro

KEY

- Available to the Public
- Published Late, or Not Published Online, or Produced for Internal Use Only
- None

Document	2023	2025
Pre-Budget Statement	●	●
Executive's Budget Proposal	●	●
Enacted Budget	●	●
Citizens Budget	●	●
In-Year Reports	●	●
Mid-Year Review	⊘	⊘
Year-End Report	●	●
Audit Report	●	●

How comprehensive is the content of the key budget documents that Montenegro makes available to the public?

KEY

- 61-100 / 100
- 41-60 / 100
- 1-40 / 100

Key budget document	Document purpose and contents	Fiscal year assessed	Document content score
Pre-Budget Statement	Discloses the broad parameters of fiscal policies in advance of the Executive's Budget Proposal; outlines the government's economic forecast, anticipated revenue, expenditures, and debt.	2025	78
Executive's Budget Proposal	Submitted by the executive to the legislature for approval; details the sources of revenue, the allocations to ministries, proposed policy changes, and other information important for understanding the country's fiscal situation.	2025	48
Enacted Budget	The budget that has been approved by the legislature.	2024	95
Citizens Budget	A simpler and less technical version of the government's Executive's Budget Proposal or the Enacted Budget, designed to convey key information to the public.	2024	42
In-Year Reports	Include information on actual revenues collected, actual expenditures made, and debt incurred at different intervals; issued quarterly or monthly.	2024	93
Mid-Year Review	A comprehensive update on the implementation of the budget as of the middle of the fiscal year; includes a review of economic assumptions and an updated forecast of budget outcomes.	2024	Not Produced
Year-End Report	Describes the situation of the government's accounts at the end of the fiscal year and, ideally, an evaluation of the progress made toward achieving the budget's policy goals.	2023	60
Audit Report	Issued by the supreme audit institution, this document examines the soundness and completeness of the government's year-end accounts.	2023	71

Montenegro's transparency score of **54** in the OBS 2025 is moderately higher than its score in 2023.

What changed in OBS 2025?

Montenegro has increased the availability of budget information by:

- Publishing the Citizens Budget on time by the Parliamentary Budget Office, within three months of the budget's approval.
- Increasing the information provided in the In-Year Reports by expanding data on expenditures and data on debt.

However, Montenegro has decreased the availability of budget information by:

- Providing less consistent multi-year and historical information in the Executive's Budget Proposal, including insufficient disaggregation of individual revenue sources in multi-year tables.

Recommendations

Montenegro should prioritize the following actions to improve budget transparency:

- Produce and publish the Mid-Year Review online in a timely manner.
- Improve the comprehensiveness of the Executive's Budget Proposal by consistently presenting historical and multi-year budget information alongside BY data, including disaggregating revenue estimates to the required level of individual sources across all years.
- Strengthen policy information in the Executive's Budget Proposal by including estimates of policies impacting the most impoverished populations.
- Improve the presentation of nonfinancial performance information by establishing clearer distinctions between program inputs, outputs, and targets.
- Include in the Year-End Report more comprehensive macroeconomic forecast data and policy and performance information, by strengthening the disclosure of comparisons between original macroeconomic forecast and actual outcome and original level of funds for policies impacting the most impoverished and actual amounts.
- The Ministry of Finance should institutionalize the preparation and publication of a Citizens Budget, building on and complementing the Parliamentary Budget Office's existing efforts.
- Improve the comprehensiveness of the Audit Report by expanding coverage and disclosure of extra-budgetary funds.

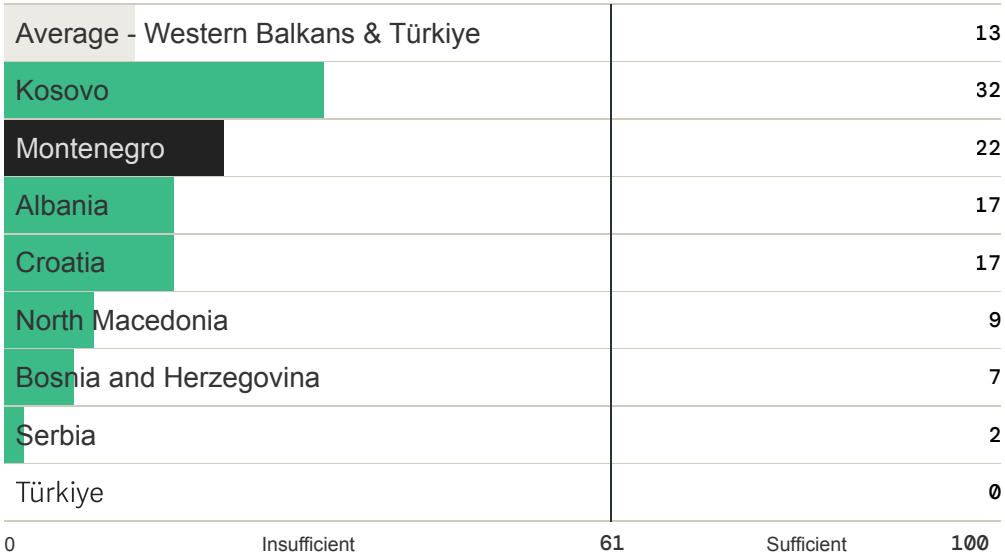
- Strengthen public reporting on the actions taken by the executive to address audit findings and recommendations that require remedial action.

Public Participation

The OBS assesses the extent to which governments provide formal and meaningful opportunities for public participation across the different stages of the budget process. It examines participation practices used by the central government's executive (including line ministries), the legislature, and the supreme audit institution (SAI), recognizing that engagement can occur across different institutions. Using 18 equally weighted indicators, the OBS evaluates whether these participation mechanisms are timely, inclusive, transparent, and responsive, in line with the Global Initiative for Fiscal Transparency (GIFT) Principles of Public Participation in Fiscal Policies . Each country is scored on a scale from 0 to 100, reflecting the strength of its formal public participation practices across institutions and throughout the budget process.

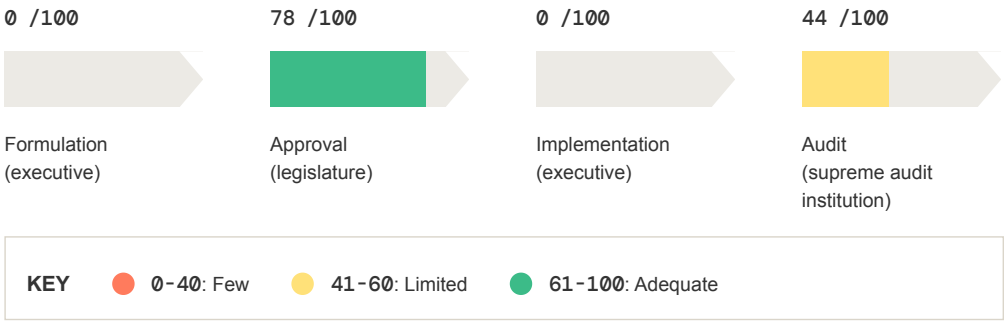
Montenegro has a public participation score of **22** (out of 100).

Public participation in Montenegro compared to others



For more information, see here for innovative public participation practices around the world.

Extent of opportunities for public participation in the budget process



Recommendations

To further strengthen public participation in the budget process, Montenegro's Ministry of Finance should prioritize the following actions:

- Pilot mechanisms to engage the public during budget formulation and to monitor budget implementation.
- Actively engage with underrepresented communities, directly or through civil society organizations representing them.

Montenegro's Parliament has established committee hearings and consultations related to the approval of the annual budget, but should also prioritize the following actions:

- Establish a practice of proactively inviting members of the public and civil society organizations to testify during parliamentary hearings on the Audit Report.

Montenegro's State Audit Institution has established mechanisms for the public to assist in developing its audit program. It should prioritize the following actions to improve public participation in the budget process:

- Establish formal mechanisms for the public to contribute to relevant audit investigations.

Oversight

The OBS examines the role that legislatures and supreme audit institutions (SAIs) play in overseeing the budget process, including how effectively they scrutinize budget proposals, monitor budget implementation and review government accounts. Using 18 equally weighted indicators, the OBS assesses the strength and independence of these oversight institutions and scores each country on a scale from 0 to 100. In addition, the survey collects supplementary information on the existence and role of independent fiscal institutions (IFIs), which can contribute to informed debate and enhanced oversight of fiscal policy (see box below).

The legislature and supreme audit institution in Montenegro, together, provide adequate oversight during the budget process, with a composite oversight score of **76** (out of 100). Taken individually, the extent of each institution's oversight is shown below:

Legislative oversight

adequate

Audit oversight

adequate

KEY 0-40: Few 41-60: Limited 61-100: Adequate

Recommendations

Montenegro's Parliament provides adequate oversight during the planning stage of the budget cycle and adequate oversight during the implementation stage. To further improve oversight, the following actions should be prioritized:

- The legislature should debate budget policy before the Executive's Budget Proposal is tabled and approve recommendations for the upcoming budget.

- The Executive's Budget Proposal should be submitted to legislators at least two months before the start of the budget year.
- Establish a regular practice for a parliamentary committee to examine in-year budget implementation and publish reports on its findings online.
- In practice, ensure the legislature is consulted and approves reductions in spending below enacted levels, including when revenues fall short of projections.

To strengthen independence and improve audit oversight by the Montenegro State Audit Institution, the following actions are recommended:

- Ensure audit processes are reviewed by an independent agency.

The benefit of establishing independent fiscal institutions

Independent fiscal institutions (IFIs) are widely recognized as valuable independent and nonpartisan providers of analysis and information to support the executive and parliament during the budget process. Montenegro has established the legal framework for an IFI, the Fiscal Council, but Parliament has been unable to appoint its members since 2023.

**These indicators are *not* scored in the Open Budget Survey.*

Methodology

- Only documents published and events, activities, or developments that took place through 31 December 2024 were assessed in the OBS 2025.

- The survey is based on a questionnaire completed in each country by an independent budget expert:
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- To further strengthen the research, in Montenegro the draft questionnaire is reviewed by a representative of the Ministry of Finance.