

THE ACCESSION NEGOTIATION CHAPTERS BETWEEN MONTENEGRO AND THE EUROPEAN UNION¹

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Abstract. *The aim of the paper is to analyze the progress of the negotiations between these two entities. The objectives of the article are: to present the context of the negotiations, to show the institutions which are involved in the process, to present the debating groups, the lobby and a case from the Ministry of Foreign Affairs and European Integration from Montenegro, to show the current state of these negotiations (to analyze the most relevant chapters from the process from the European reports), to evaluate.*

The literature review is related to the significance of the paper explained in the previous work (about candidate countries' negotiations with the EU, in the waves of enlargement starting 1973). Montenegro does not meet the conditions for membership of the EU. All negotiation chapters are not closed. To resolve this issue, the EU works towards revealing the mandatory requirements related to the accession process, while the candidate country is striving to meet its membership conditions by creating the necessary institutions during the process. About the methodology, the paper starts with the theoretical part (from special sources). There are official documents of studying the international elements. This article is analyzing some of the domains from the European Commission reports on Montenegro from 2015 and 2018. I am transforming the content into position documents. They will have the following structure after the analysis: introduction (presentation of the issue, the circumstances), points of agreement, points of disagreement and conclusions (document analysis). The paper has chosen to analyze the European reports related to the accession negotiation, because the information is objective and it shows both sides (EU and Montenegro throw agreement and disagreement points). By using a case from a ministry from Montenegro and lobby groups leads to highlight the Montenegrin point of view.

Keywords: *Turkey, accession negotiations, enlargement, progress.*

1. The introduction and the general presentation

The article shows the stage of the agreements between Montenegro and the European Union. Before the challenges that the European Union is facing, widening this geopolitical structure to the East was a priority, but this goal is postponed.

Brexit determines more cohesion between the member states and the postponed enlargement can be realized in the future.

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The states from the Western Balkans are trying to be close to the European Union to speed up the economic reconstruction, to improve mutual relations and to strengthen the democratic system in the public administration.

The economy from the Western Balkans could influence the geopolitics of the world. It is important the understanding of the last changes in the economy of the Balkan countries, that they could influence decision-makers from the neighborhood.

Firstly, the paper shows the history of negotiations within the European negotiation process, and other related implications (from general sources, elements from more domains). The proximities and distances between the two entities are highlighted.

Montenegro is located in the south-west of the Balkan Peninsula, having an area of 13,812 kilometers square, capital is Podgorica (ex Titograd), the landscape consists mostly of forested mountains. The subsoil is rich in bauxite, the main industry is food. This is in the capital, in Cetinje, in Kotor, and Mojkovac. There is a steel industry in Nikšić and metalworking at Podgorica and Cetinje, repair shipyards at Kotor, the textile industry in the capital city and related industries at Mojkovac. The rural economy is based on vines and plants in the western Mediterranean, but it is also based on livestock. Cereals are grown in Zeta depression. (Macrea, 1964).

Related to conceptualization, the connotations of terms have proven to be loaded with negative political motivations for legitimacy and justification of the powers that have invaded this space. The evolution of concepts of Balkan, Balkanism, Balkanization supported the West's instigators to form a picture of the disadvantages of the Balkan society, becoming a mark of disgrace associated with a particular circumstance of the history of the Balkan space (Leca, 2014). The concept of the Balkans has an autonomous textual existence that multiplies its sense and significance in the West (Leca, 2014). This influenced the eastern states during a time in its economy.

The Balkans become an arbitrary construct and the term of Balkanism is a Eurocentric discourse of the inferiority of a certain part of Europe. The Western Balkan speeches were different from those of the real Balkans, which can be defined by a profound historical evolution. (Leca, 2014).

The enlargement for the Central and Eastern Europe and the Balkans was different: in the first half of the 1990's the interactions between these two entities were minimal. After the dissolution of the Yugoslav Federation until the Bosnian crisis from 1995, the EU wanted to keep problems at distance. Europe acted in the area only in the domains of crisis management and humanitarian aid. The EU was involved in the early stages of the Yugoslav crisis, especially for Albania, which was in extreme poverty. The most important assistance programs were Phare and Obnova. The Phare program was limited to conflict management.

The next phase was to give incentives for countries that progressed sufficiently down the path of political and economic reforms by giving them the chance to negotiate European agreements with the EU (Jano, 2008).

These two entities (Montenegro and the European Union) involved in negotiations want different things at different times. Montenegro wants the accession, but it does not have yet all the instruments and it does not respect all the values that the UE requires. In this way, the theoretical framework shows the context of the negotiations and the case study consist of document analysis (the reports from the European Commission).

The EU is based on the values which are listed in article 2 of the Treaty on European Union: respect for human dignity, freedom, democracy, equality, rule of law, respect for human rights, including the rights of persons belonging to minorities. In 1957

the European Union began as the European Economic Community and the European Atomic Energy Community with six members: Belgium, France, Germany, Italy, Luxemburg, and the Netherlands. Six waves of enlargement rounds were from 1973 that has increased the number of member states: Denmark, Ireland, United Kingdom. In 1981 Greece was integrated. In 1986 Spain, Portugal and Austria, Finland and Sweden (1995) became full members (The European Commission, w.y).

N. Piers Ludlow explains that the enlargement was never part of the initial European project when it began in the 1950s, but became one of the EU's most important and successful policies. The first enlargement of 1973 welcomed other Western European democracies (the UK, Ireland, and Denmark), with no long-term strategy for enlargement. Only with the Greek accession in 1981, the strategy of democratization enter into the enlargement process and, as Eirini Karamouzi demonstrates, from that point onward the Community sought to encourage and entrench democratic transitions among its neighbors, with membership being their ultimate reward. However, the democratization was linked to the security considerations in the geopolitical context of the Cold War. Another idea was described by Cristina Blanco Sío-López: the Community developed and institutionalized its enlargement strategy through the Spanish accession in 1986 to shape the eastern enlargement of 2004 and post-communist states in Central and Eastern Europe, meanwhile, sought to assimilate to the Western European model, as Anne Applebaum explains, by adopting Community membership as an overriding policy objective (Durand-Ochoa, 2013).

In 1993 (June) the European Council from Copenhagen approved the EU enlargement in the Eastern countries and formulated the conditions for them.

The European Council in Cannes in June 1995 adopted the White paper. This ensures the preparation of Central and Eastern European countries for the single market. In Madrid (December 1995) it was decided that six months after the intergovernmental conference in 1996, conditions should be created for the integration of the states. In June 1996 Florence adopted a calendar for negotiations with Central and Eastern European countries. At the Dublin meeting (December 1996) the pre-accession strategy was strengthened. The detailed analysis of the Commission's opinion was adopted in Amsterdam in June 1997. Agenda 2000 was published in December 1997 in Luxembourg. It contained the future of EU policies, the enlargement of the Union and the financial options until 2006 (The European Commission, 2007).

In June 2000 (in Feira) it was decided that countries that are part of the stabilization and association process are considered potential candidate countries for the European Union (The European Commission, 2014).

In June 2005 in Belgrade Serbia and Montenegro parliament adopted a resolution for the EU accession of the Serbian state. The resolution was adopted at the initiative of the integration committee of the parliament. There were 59 votes for from Serbia and 23 from Montenegro (Srpska Vlada, 2005). In May 2006 these negotiations frozen because of the lack of cooperation between Serbia and the International Criminal Tribunal for the Former Yugoslavia, beeing resumed after the cooperation with the tribunal (The European Commission, 2014).

The EU granted candidate status to the Republic of North Macedonia in November 2005, to Montenegro in 2010, to Serbia in 2012, to Albania in 2013 and Bosnia and Herzegovina is potential candidate state (The European Parliament, 2014).

The time is not only ripe, but pressing for the EU and the states from the

Western Balkans to recalibrate and reinforce the current pre-accession strategy. Trade policy should be moved beyond existing free-trade commitments for all the Western Balkans. Eurozone doctrine should be adapted to realities and rather than regarding the use of the euro by Montenegro and Kosovo as an unfortunate turn of events, the costs and benefits of unilateral adoption of the euro by not-yet member states of the region should be more openly appraised, and the option to “euroize” could be recognized as a possibility. It is good that the EU has moved at the declaratory level towards visa liberalization, which means scrapping visas rather than just an option for facilitation measures (Emerson, 2008).

Montenegro is a member state of the United Nations, it is implied in the World Trade Organization, in the Organisation for Security and Cooperation in Europe, in the Council of Europe, in the Central European Free Trade Agreement and founder of the Mediterranean Union. It is a member of the North Atlantic Treaty Organization since 2017 (on the second of December 2015 Montenegro received a formal invitation to join NATO).

Unfortunately, Montenegro is part of crises. For example, in 2015 the president, who was in that period the prime minister, Milo Đukanović, was in danger to be killed by the Russian nationalists. Milo Đukanović did efforts for the UE and the NATO (Komnencic, 2016).

The European Union has approved the candidate status for North Macedonia in November 2005, Montenegro in 2010, Serbia in 2012, Albania in 2013, Bosnia and Herzegovina is a potential candidate country (The European Parliament, 2017). During the enlargement policy, preferred over liberalization is modified not only within a state but also within a sector. Liberalization with multidimensional characterization is a reason to adopt other simplified methods by a national governor who is more competitive (Radu Dan Ganga, 2016).

Firstly, the paper shown the history of negotiations within the European negotiation process, and other related implications (from general sources, elements from more domains). The proximities and distances between the two entities are highlighted.

For better understanding, the practical part is based on the analysis of the concrete actions that the Montenegrin institutions implemented or not different policies.

To solve the issue of not being integrated yet, the European Union works towards revealing the mandatory requirements related to the accession process, while the candidate country is striving to meet their membership conditions by creating the necessary institutions during the process.

In this regard, looking at the report published by the European Commission on the negotiation chapters, the study can show whether or not the preparations made by this state are generally advanced. By detailing the most relevant chapters of the agreements, the areas are highlighted in which there is no need to continue the process and the areas under development.

This is a contemporary subject, the accession negotiations unfold for some states from the Western Balkans, including Montenegro. European Commission's official documents for this process are in the English language. There are also official documents from the Montenegrin government which indicates the progress and the institutions which are implied in the process. It is important to mention that the events in the neighborhood of the European Union left their mark. The theme is relevant, even though accession negotiations with Montenegro are no longer as effervescent as in the past. The European

Union wants its neighboring countries to be partners and to maintain good relations with them for good functioning.

2. Materials and methods - institutions, negotiation groups, lobby, a case from the Ministry of Foreign Affairs and European Integration and negotiation chapters

The fall of the communist regime in Eastern Europe was accompanied by severe ethno-national tensions in the region (Verdery, 1992). However, despite the crises, communities in the Balkans have maintained their values.

Trade policy should be moved beyond existing free-trade commitments for all the Western Balkans and Turkey for entering the Customs union of the EU and the eurozone doctrine should be adapted to realities and rather than regarding the use of the euro by Montenegro and Kosovo as an unfortunate turn of events, the costs and benefits of unilateral adoption of the euro by not-yet member states of the region should be more openly appraised, and the option to “euroise” recognized as a possibility (Emerson, 2008).

By using a case from a ministry and lobby groups leads to highlight the Montenegrin point of view.

The Montenegrin state has applied for membership in December 2008, more than two years after its declaration of independence. The country received the candidate status in December 2010 and the accession negotiations were opened in June 2012 (The European Parliament, 2017).

The process of Montenegro’s negotiations with the European Union has been specific and transparent in comparison to the previous ones, the following three important phenomena can be recognized as having contributed to transparency:

- decisions on chapters related to the fight against corruption and organized crime with the role of the rule of law (from the European Commission report),
- chapters 23 and 24 – for example, judiciary and fundamental rights (from the European Commission report),
- peer review missions.

The experience from 2015 shows that the coordination of the process has been fully taken over by the Rule of Law Council and working groups do not receive official information about the conclusions of this body. The secretariat of the group for negotiations on accession claimed that the Council’s sittings are closed to the public, although this is not specified in the decision on the establishment of this content. Furthermore, press releases from this body’s meetings contain only approximate and descriptive assessments of the type of negotiations, without any conclusions or specific responsibilities for ministries or administrative organs.

Although formally, the working group can propose a topic for discussion at a meeting of the Council, this has not yet happened in the sessions of the working group, which have been reserved only for technical barriers to reporting. Also, there are no non-governmental organizations’ representatives from the working groups and specific information relevant to the work of the Council cannot even be obtained by formal request, something which was attempted repeatedly by the Alternative Institute. This gives rise to claims that access to information is not provided in a general manner and that the position of non-governmental organizations’ representatives in the working groups is unequal.

Inadequate exchanging of information between the Rule of Law Council, the two of groups and the exclusive focus of discussions on formal aspects of the process have led

to the role of the groups being marginalized and reduced to the technical monitoring of measures and reporting. Coordination of the process has been moved to the higher level of ministers and heads of administrative bodies, whose meetings are closed to the public, while their conclusions are not even available to the working group, which implements the measures.

The connection of institutions can be shown as: the Collegium for negotiations – the state – the delegation – the Rule of Law Council - a group for negotiations – the working groups (Marović, 2005).

According to lobby, in the Western Balkans are young associations with an average age of only 11 years in Montenegro, 15 years in the Republic of North Macedonia and 19 years in Serbia. The interest representation is an important activity of the associations. It is an activity to which they devote an average around 40% of their time. Business groups are involved in lobbying on a larger scale in comparison with other types of associations. Interest groups are most active in the domains of human rights, education, and research, but also in social welfare or social security, local and regional development and employment policy. Trade unions and business associations are active in a larger number of policy areas than other types of the lobby (Cekik, 2015).

Taking into account a case from the Ministry of Foreign Affairs and European Integration, the article shows the important progress taken by Aleksandar Andrija Pejović, the state secretary and the chief negotiator for Montenegro's accession to the EU. In 2016 Montenegro marked the tenth celebration of the country's independence and the fourth year of the start of the accession negotiations. This state achieved results and progress made in the EU accession process. In 2015 (June) in three intergovernmental conferences there were opened negotiations on six *acquis* chapters (negotiation between Aleksandar Andrija Pejović and his team from the candidate country and EU): chapter nine – financial services, chapter 12 – food safety, veterinary and phytosanitary policy, chapter 13 – fisheries, chapter 14 – transport policy, chapter 15 – energy and chapter 21 – trans-European networks. In 2016 the country entered the fifth year of the negotiation process with 24 opened chapters, two of which have been provisionally closed (Ministarstvo Vanjskih Poslova, 2016).

The Ministry of Foreign Affairs and European Integration made signs of progress in the control and expertise in terms of responsible institutions and personnel. Otherwise, the signs of progress with negotiation chapters would not had been at this level.

According to **negotiation chapters**, in this section the paper analyzes some of the negotiation chapters from the European Commission reports on Montenegro from 2015 and 2018. The methodology consists of the document analysis. The information shows the perspective for the accession negotiation, which indicates objectively the level of development in the selected domains (most relevant fields). The European perspective is similar to the Montenegrin perspective from the Montenegrin government in the same areas (through the Ministry of Foreign Affairs and European Integration). In this article the content from the reports of the European Commission are transformed into position documents. The information in this paper is interpreted from the descriptions used in reports. They are having the following structure after the analyzation: introduction (presentation of the issue, the circumstances), points of agreement, points of disagreement and conclusions.

In the chapter: company law: 2015: the EU has common rules on the formation, registration and disclosure requirements of a company, with complementary rules for accounting and financial reporting and statutory audit.

Points of agreement are important to be mentioned. National legislation on company law is in line with the *acquis*. The work on legislative alignment continues, especially on transparency and takeover bids. Montenegro is developing an online electronic company registration to facilitate its business environment. There was progress on corporate accounting and auditing through the signature in May 2015 of the contract under the World Bank project for the setting up and operation of a public audit oversight body and a related system of quality assurance. The Montenegrin state is advancing with the law project that has to be closed to the most recent EU legislation in the field of accounting and auditing.

As **disagreements**, in the area of cross-border mergers, it could have been an alignment assured. The online electronic company registration was not fully operational. The results of the contract with the World Bank were not seen. The work with audit and accounting remains to be completed (The European Commission, 2015).

2018: as agreement, "good progress was made through adopting the law on audit and establishing a statutory audit oversight system."

As **disagreements**, there was a lack of alignment of the law on business organizations with the *acquis*. Also, the alignment with EU corporate accounting and statutory audit *acquis* was not complete. For this objective the necessary legislation was not adopted (The European Commission, 2018).

In the chapter: competition policy: 2015: as general principles, Montenegro has adopted the strategy *acquis* in October 2014 for five years (The European Commission, 2015). The EU rules are protecting free competition (anti-trust rules against restrictive agreements between companies and abuse of dominant position). Also, EU rules are trying to prevent governments from granting state aid which distorts competition.

As **points of agreement**, in the domain of antitrust and mergers, three bylaws regulating block exemptions were adopted by the government in December 2015. The Agency for the Protection of Competition has improved, particularly on antitrust policy.

As **points of disparity**, all secondary legislation about the law on the protection of competition has not been adopted. The first three years of implementation of European law have shown some shortcomings in procedures and penalties. The law on state aid control needed to be taken in the line with the *acquis* and with Montenegro's state aid commitment according to the Stabilisation and Association Agreement on procedural rules (The European Commission, 2015).

2018: for agreements the progress was registered, especially concerning the independence of the state aid authority (in February 2018 Montenegro adopted a law which serves as the legal basis to transfer the state aid authority into the Agency for Protection of Competition). Montenegro has a good level of preparation for the rules - antitrust and mergers.

It has to continue efforts for the functioning of the Agency for the Protection of Competition, for the functioning at all levels of the state aid authority and the effectiveness of its control at all levels and the transparency on all decisions (The European Commission, 2008).

In the chapter: financial services: 2015: the EU rules for ensuring fair competition and stability of financial institutions are in the fields of banking, insurance, supplementary pensions, investment services, and securities markets. "They include rules on authorization, operation, and supervision of these institutions."

From **things that were done**, it can be seen that on banks and financial conglomerates, in October 2014 the Central Bank passed a set of implementing decisions

relating to the law on consumer credit. On financial market infrastructure, the system of settlement cycles on the second business day was introduced in January 2015. Rules on registration of issuers of securities with the Securities and Exchange Commission were adopted. On securities markets and investment services, the Securities and Exchange Commission adopted secondary legislation implementing the law on investment funds and improving the way of doing business in the capital market.

From **things that were not done**, it can be seen that in November 2015 amendments to the decision on minimal standards for the management of credit risk in banks were adopted. The Central Bank amended its decision on the method of calculation and disclosure of effective interest rates on loans and deposits to bring it into line with the EU acquis. On insurance and occupational pensions, the law on bankruptcy and liquidation of insurance undertakings have not been adopted (The European Commission, 2015).

2018: good **progress** was made on legal alignment and in addressing the high level of non-performing loans, as it was recommended.

As **disagreements**, it has not adopted the acquis-compliant legislation on deposit protection and the reorganization and winding-up of credit institutions (The European Commission, 2018)

In the chapter: economic and monetary policy: 2015: "EU rules requires the independence of the central banks. Member states coordinate their economic policies and are subject to fiscal, economic and financial surveillance."

The progress has been made on monetary policy so that Montenegro is using euro. This fact was decided by the Montenegrin authorities under exceptional circumstances and it is fully distinct from membership in the euro area. In December the Central Bank adopted amendments to the decision on bank reserve requirements, decreasing the upper limit for bank reserves to be held in treasury bills issued by the government. On economic policy, in January the government adopted its first economic reform programe, covering the period 2015 - 2017. In 2014 numerical fiscal rules were introduced, which represent partial alignment with the directive on requirements for budgetary frameworks. The first-time application of these numerical fiscal rules for the 2015 budget was going to stress test the quality of public finances and budgetary planning. The implementation strategy of the 2010 methodology of the European system of accounts standards in public finance statistics, also a requirement of the directive, was adopted in April. In 2014 Montenegro submitted fiscal notifications for the first time.

The progress has not been done, because Montenegro does not have standard monetary policy tools at its disposal. This leaves fiscal policy as the main macroeconomic policy instrument. The further improvement of the authorities' capacity for the economic policy formulation and coordination was not finished. The adopted budget for 2015 has an excessive deficit above the 3% limit, partially due to the costs of the Bar-Boljare highway project. The fiscal notifications needed to be gradually aligned with the EU requirements (The European Commission, 2015).

2018: "good **progress** was achieved through the adoption and ongoing implementation of an action plan for the acquis alignment on economic and monetary policy, and a medium-term fiscal consolidation strategy, in line with the 2016 report's recommendations."

Montenegro has to continue the implementation of the action plan to be aligned with the acquis (The European Commission, 2018).

In the chapter: education and culture: 2015: The EU supports cooperation in education and culture by funding programs and through the open method of coordination.

Member states should also prevent discrimination and facilitate the education of children of EU migrant workers.

As **points of agreement** on education, training, and youth, it has done a new law on higher education, which was adopted in October 2014: it provides non-discriminatory access to education for EU and Montenegrin nationals and introduces stricter criteria on quality assurance, study programs and financing. An external evaluation report on higher education programs and labor market relevance carried out by the European University Association and it was adopted by the government in December 2015.

As **points of disagreement**, about students with disabilities, the law also includes the principle of affirmative action about enrolment and tuition fees. The application of the new law was not implemented. Montenegro has not revised and implement outcome-based curricula at all levels of education (The European Commission, 2015).

2018: "the good progress made on implementing the revised curricula based on learning outcomes, revised enrolment policies, and the introduction of practical learning must be maintained and ensured across all levels of education."

Also, **it must continue** efforts to increase pre-school participation rates, especially from disadvantaged backgrounds, to continue with curricular reform in primary and secondary education for basic and transversal skills and focus on learning outcomes (The European Commission, 2018).

In the chapter: consumer and health protection: 2015: the EU protects consumers about product safety and it also ensures high common standards for tobacco control, blood, tissues, cells and organs, patients' rights and communicable diseases.

Good **progress** was done in February 2015. Montenegro adopted the annual action plan to implement the 2012 - 2015 national consumer protection program. The consumer representation, which was launched by the Consumer Protection Centre in the first collective lawsuit increased to 300. Implementing legislation was adopted in the consumer protection law. The number of inspections (safety and non-safety) made by the Administration for Inspection Affairs has increased.

From **what was not done**, more public awareness of the banking ombudsman and for civil society organizations in the field of consumer protection needed to be improved. On non-safety issues, it needed more work on consumer education and information (The European Commission, 2015).

2018: some progress can be seen in the field of consumer protection about regulatory alignment, mostly addressing the recommendation made in the 2016 report.

This state **has to** complete the alignment of national legislation with the EU consumer protection acquis, to ensure further alignment with EU health protection acquis, mostly concerning tobacco control and patients' rights in cross-border healthcare, to adopt and start implementing the foreseen action on communicable diseases and on substances of human origin (The European Commission, 2018).

Results

In the chapter: company law: 2015: Montenegro is in the medium stage in the field of company law. This state progresses in legislative alignment (The European Commission, 2015).

2018: in comparison with 2015, Montenegro has reached a good level of preparation (The European Commission, 2018). It can be seen progress.

In the chapter: competition policy: 2015: Montenegro is in the medium stage in the field of company law. Nonetheless, state aid remains an issue of concern, especially

the notification and compatibility of new legislation and aid to large investment projects. The administrative capacity needs to be improved, both on antitrust and state aid. Montenegro did not complete the alignment of the state aid control law with the acquis on state aid procedural rules and did not ensure the operational independence of its state aid authority. The competition policy is a part of the economy, so the implementation in this field can also influence the economy. By analyzing this chapter, we can see the level of preparation for the rules of the free market, which is an important domain. The preparation for this level started before 2015 (The European Commission, 2015).

2018: it is moderately prepared (The European Commission, 2018). In comparison with 2015, little changes have been improved.

In the chapter: financial services: 2015: Montenegro is in the medium stage in the area of financial services. This state progresses in this field (The European Commission, 2015).

2018: Montenegro is moderately prepared in the area of financial services (The European Commission, 2018). In 2015 it was also in the medium stage.

In the chapter: economic and monetary policy: 2015: Montenegro was in a moderate phase in the area of economic and monetary policy: some effort was made on alignment with the acquis. Also, the public sector's special access to institutions with financial capacity has not been adjusted, only partially. Also, Montenegro should have adopted and it should have started implementing an action plan for alignment with the acquis (The European Commission, 2015).

2018: Montenegro remains moderately prepared in this area (The European Commission, 2018). There are no big changes since 2015.

In the chapter: education and culture: 2015: there was a good level of preparation in the chapter of education. Signs of progress were made in education; the national qualifications framework was referenced with the European Qualifications Framework. Montenegro has not finished the implementation with curricular reform in primary and secondary education to teach basic and transversal skills and focus on learning outcomes; also, it was important to improve teacher education and to revise enrolment policies for vocational and higher education (The European Commission, 2015).

2018: it is a good level of preparation in this chapter (The European Commission, 2018). Different issues were taken into consideration.

In the chapter: consumer and health protection: 2015: Montenegro was moderately prepared. Some progress was made in this area, but the substantial further alignment of legislation was needed to meet EU standards and quality on both consumer protection and public health. Montenegro should have done more for improving health promotion and prevention and achieve sustainable improvement in patient safety and the quality of healthcare (The European Commission, 2015).

2018: "progress on health protection with regard to the previous recommendations in this area and on consumer awareness has been limited." It is moderately prepared (The European Commission, 2018).

Discutions

The European Union wishes their neighboring countries to be partners and to maintain good relations with them for effective functioning. If the official discussions on potential integration would be suspended, then official relations with the Turkish state could be jeopardized, in particular because of the unstable situation in the Turkish, but also internationally.

The strategy must be followed by concrete steps for the implementation of commitments and the presentation of clear and tangible results. Montenegro should also step up cooperation with the European institutions and with its relevant bodies to take into consideration key recommendations and implement all human rights decisions in accordance with the recommendations.

Conclusions

As general conclusions about the future integration of Montenegro, it is seen that the most important negotiating chapters are in a medium stage, which means new efforts. Montenegro changed a part of its legislation to include the European acquis. This was the metamorphosis of the Montenegrin state in legislative terms with immediate effects. Besides the fact that Montenegro is not advanced from this point of view, it faces new obstacles in the path toward integration (the EU attention is at the current crises), but it could receive the help of the European Union, which wants to keep cohesion between the member state and not to abandon the objective of enlargement.

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