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PERCEPTION OF THE STATE PROSECUTION IN MONTENEGRO

2025

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Key Findings of the Research

The research data indicate that the positive trends in the perception of the State Prosecutor's Office, recorded during 2024 and accompanied by an increase in trust of up to 15%, largely continue in the 2025 survey. Although slight fluctuations are present in certain segments, the overall findings remain stable and further confirm the need for a continuous and consistent response to identified challenges, in order to preserve and further strengthen the trust that has been achieved. The research results show that citizens largely recognize the core function of the Prosecutor's Office and continue to believe in its key role in the enforcement of the law. It is also important to note that perceptions of the State Prosecutor's Office are linked to polarizing developments in society, and that the broader socio-political context may be associated with levels of trust in the Prosecutor's Office.

General Attitudes Toward the State Prosecutor's Office

The research shows that the general attitude of citizens toward the State Prosecutor's Office remains predominantly positive, indicating that the trend of gradual improvement in public perception of the Prosecutor's Office among citizens of Montenegro continues and remains at the level recorded in the previous year, when significant progress was observed compared to earlier periods. Specifically, 40.1% of respondents report having a very or somewhat positive attitude toward the State Prosecutor's Office, representing a slight decrease of 1.9 percentage points compared to the previous year. At the same time, just over one quarter of respondents (27.9%) express a very or somewhat negative attitude, which is almost identical to the level recorded last year, when a reduction in negative attitudes of nearly 10 percentage points compared to 2023 had already been noted.

Overall, more than half of citizens express trust in state prosecution offices at all levels, with a slight decline of 2–3 percentage points compared to the previous period.

With regard to trust in individual state prosecution offices, a slight decline of 2–3 percentage points has been recorded across most institutions. The Special State Prosecutor's Office (SSPO) remains the institution that enjoys the highest level of public trust, with 61.8% of respondents expressing full or partial trust. The Supreme State Prosecutor's Office follows a similar trend, with trust declining from 64.1% in 2024 to 60.5% in 2025, confirming the general pattern of a mild decrease in trust in central prosecutorial bodies. Basic state prosecution offices competent for the municipality in which respondents reside, as well as the Higher State Prosecutor's Office in Podgorica, also recorded slight declines in public trust. Trust in basic prosecution offices decreased from 60.0% to 57.0%, while trust in the Higher State Prosecutor's Office in Podgorica fell from 57.4% to 54.0%. An exception is the Higher State Prosecutor's Office in Bijelo Polje, where trust increased from 46.5% to 50.9%.



Perceptions of the Work of the State Prosecutor's Office

In 2025, 42.6% of respondents stated that they observed significant or some improvements in the work of the State Prosecutor's Office. This represents a slight improvement compared to 2024, when this share stood at 41.8%.

The proportion of respondents who consider the State Prosecutor's Office to be effective in its work remains approximately at the same level as in the previous year. Specifically, 50.5% of respondents believe that the State Prosecutor's Office is very or somewhat effective in its activities, while 39.9% state that it is somewhat ineffective or completely ineffective. In 2024, 51.5% of respondents assessed the work of the State Prosecutor's Office as effective, while 35.8% considered it ineffective.

When asked about actors with the greatest influence on the work of the State Prosecutor's Office, respondents most frequently identified citizens (65.1%), civil society (57.8%), and the media (52.8%).

In 2025, as many as 67.2% of respondents believe that the State Prosecutor's Office is under the influence of the ruling coalition or political parties, representing the highest level recorded since 2020. Perceptions of the presence of corruption within the State Prosecutor's Office increased compared to 2024 (from 51.5% to 55.2%). Trust in the reliability of the Prosecutor's Office declined from 56.1% in 2024 to 49.3% in 2025. Assessments of accessibility and openness to the public also decreased (from 51.1% to 46.1%).

In 2025, a total of 45.4% of respondents stated that they support the work of the Supreme State Prosecutor, Milorad Marković, while 53.1% reported supporting the work of the Chief Special Prosecutor, Vladimir Novović.

Citizens' Attitudes Toward the Prosecutorial Council

In 2025, a visible improvement was recorded in the perception and understanding of the role of the Prosecutorial Council among citizens of Montenegro. Specifically, 44.2% of respondents correctly stated that prosecutors are appointed by the Prosecutorial Council, representing an increase compared to 2024 (34.4%) and indicating a better understanding of institutional competencies.

At the same time, awareness of the composition of the Council has also gradually increased. In 2025, 43.1% of respondents correctly answered the question regarding who constitutes the membership of the Prosecutorial Council, compared to 25.6% in 2024 and 29.7% in 2023.

With regard to support, more than half of respondents in 2025 (50.6%) stated that they support the current composition of the Prosecutorial Council, representing almost double the level of support recorded in 2024 (24.8%).

Perceptions of the independence of the Prosecutorial Council also show a positive shift. In 2025, 8.2% of respondents consider the Council to be fully independent, while 36.7% believe it is partially independent, meaning that a total of 42.2% of citizens express a positive view of its autonomy.

One in ten respondents (10.7%) believes that the majority of prosecutors are susceptible to corruption, while 29.0% state that only a certain number of them are prone to such practices. In addition, 26.7% of respondents believe that only a small number of prosecutors are susceptible to corruption, while 21.0% indicate that some prosecutors are affected by it. Only 6.5% of respondents state that prosecutors in Montenegro are not susceptible to corruption.

Citizens' Awareness of the State Prosecutor's Office

Overall, in 2025 citizens assessed the transparency of the State Prosecutor's Office more positively. A total of 44.3% of respondents stated that the work of the State Prosecutor's Office is fully or somewhat transparent, compared to 39.9% in 2024.

In total, 45.9% of respondents assessed themselves as being fully or partially familiar with the competences of the State Prosecutor's Office, while 11.5% stated that they are not familiar with them at all.

Regarding the channels through which citizens obtain information about the work of the Prosecutor's Office, television remains the most common source (46.9%), although it has declined compared to 2024, while online news portals have increased to 37.9%. This reflects a broader societal trend of declining television use and growing reliance on online portals, which is not specific to the Prosecutor's Office.

A total of 44.9% of citizens have heard of the TV programme "Meet the Prosecutor's Office" (while 14.1% have watched it). Among viewers, 70.2% stated that the programme helped them better understand the work and competences of the Prosecutor's Office.

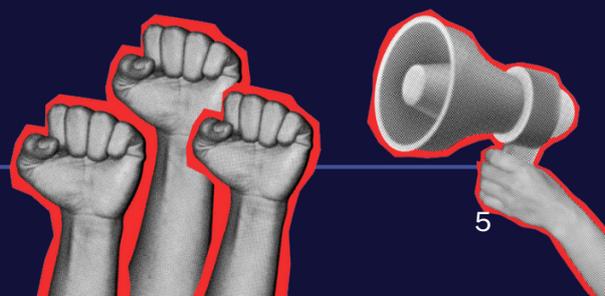
Attitudes Toward the Public Presence of State Prosecutors

In 2025, 37.9% of respondents believe that prosecutors are present in the public sphere "to the extent they should be" (a slight decline from 39.5% in 2024), while 36.7% consider them to be less present than they should be. In addition, 58.3% of respondents believe that state prosecution offices should inform the public about cases within their jurisdiction through press conferences, while 34.7% believe they should not. Among the 41.3% of respondents who in 2025 followed a public appearance by a state prosecutor, 20.2% stated that they understood everything the prosecutor said, while 65.6% indicated that most of the information was understandable to them.

Corruption and Organised Crime

In 2025, respondents continue to perceive both corruption and organised crime as very serious problems. Specifically, 71.9% consider organised crime to be a "very serious problem," while 62.8% express the same view regarding corruption. A further 29.4% of respondents view corruption as a "somewhat serious problem," while 21.8% assess organised crime in the same way.

This year's results indicate a stable, and slightly improved, level of trust in the work of the State Prosecutor's Office in the fight against corruption. A total of 54.3% of respondents believe that the Prosecutor's Office is successfully combating corruption, representing a slight increase compared to the previous year (53%).



Introduction

The State Prosecutor's Office represents one of the foundations of the rule of law system and a key institution for safeguarding legality and ensuring justice in Montenegro. The way in which citizens perceive its work reflects the level of trust in the judicial system and, more broadly, in state institutions.

The research conducted in 2025 continues a multi-year effort aimed at monitoring and understanding public attitudes toward the State Prosecutor's Office, its functions, and its role in society. This sixth wave of research enables not only a detailed analysis of current perceptions, but also the tracking of changes and trends in comparison with the previous five-year period (2020–2024). Such a longitudinal approach provides added value, as it illustrates how trust, perceptions of effectiveness, and understanding of the Prosecutor's Office evolve under the influence of institutional reforms, public communication, and broader social circumstances.

Within the 2025 research, particular attention was devoted to perceptions of transparency, efficiency, and impartiality in the work of the State Prosecutor's Office, as well as to the way citizens assess its contribution to upholding the rule of law and justice. In addition, attitudes toward the work of the Prosecutorial Council—as the body responsible for the appointment, promotion, and accountability of prosecutors—were analyzed, with the aim of gaining a deeper understanding of its impact on the integrity of the prosecutorial system.

The research also encompasses perceptions of the Prosecutor's Office's effectiveness in combating corruption and organized crime, areas that citizens recognize as crucial for strengthening trust in judicial institutions. A specific segment is dedicated to citizens' level of awareness—how they become informed about the work of the Prosecutor's Office, which communication channels they use, and the extent to which they understand its competences. As in previous years, the public presence of prosecutors was also analyzed, examining the extent to which their visibility in the media and public appearances contributes to perceptions of transparency and accountability.

The results of this year's research provide a comprehensive insight into how citizens of Montenegro view the work of the State Prosecutor's Office, which changes they recognize compared to previous years, and where they perceive room for improvement. The aim of the research is to contribute to a better understanding of public perceptions, the identification of challenges, and the strengthening of trust in this key institution of Montenegro's judicial system.

As in previous waves, this year's research also shows that perceptions of the State Prosecutor's Office do not reflect solely its work, but rather the broader context of the rule of law in Montenegro. Trust in the Prosecutor's Office is inextricably linked to trust in the judicial system as a whole, citizens' sense of justice and security, and perceptions of the state's efforts in combating corruption and organized crime. The longitudinal nature of the research allows these changes to be monitored over time and helps identify areas where additional efforts are needed to strengthen trust, openness, and professionalism within the prosecutorial organization.

Research Methodology

The research on public perceptions of the State Prosecutor's Office in Montenegro forms part of a long-term project that has been conducted continuously since 2020, with the aim of monitoring changes in citizens' attitudes toward the work and role of this key judicial institution. This longitudinal approach allows not only for the analysis of current perceptions, but also for an understanding of trends, the dynamics of trust, and the factors influencing the credibility of the Prosecutor's Office over time. Through multi-year monitoring, the study provides valuable insight into the evolution of public attitudes toward institutions responsible for law enforcement and the protection of the rule of law.

This year's research was conducted on a sample of 1,005 adult citizens of Montenegro, ensuring a high level of representativeness for the overall population. The sample was constructed using multistage random sampling, which allows for balanced representation of different social and geographic segments. The standard statistical margin of error is $\pm 3.1\%$, with a 95% confidence interval for a 50% distribution, ensuring the reliability and precision of the results.

The sample stratification process was carried out in two phases. First, the population was divided into three regions reflecting the country's geo-economic characteristics (north, central, and south). Subsequently, within each region, settlements were categorized by size into three groups: large, medium, and small. Households were selected using the random walk method, while the number of respondents in each region was proportionally aligned with the population structure according to the most recent 2023 census.

The questionnaire was developed in cooperation with the State Prosecutor's Office of Montenegro and with the support of the OSCE Mission in Montenegro, which monitored the implementation of the project. Its structure covers the key dimensions of public perception:

- * awareness and understanding of the role of the Prosecutor's Office,
- * trust in the work of the Prosecutor's Office,
- * impartiality and fairness in its work,
- * efficiency and professionalism,
- * transparency and institutional accountability.

Data collection was carried out between 7 and 22 October 2025, using the CAPI method (Computer-Assisted Personal Interviewing). This technique involves direct, face-to-face interviews between interviewers and respondents, with answers recorded electronically via tablet devices or laptops. Following the completion of fieldwork, the data were further calibrated through post-stratification based on key demographic characteristics (gender, age, region), thereby further ensuring the representativeness of the sample.

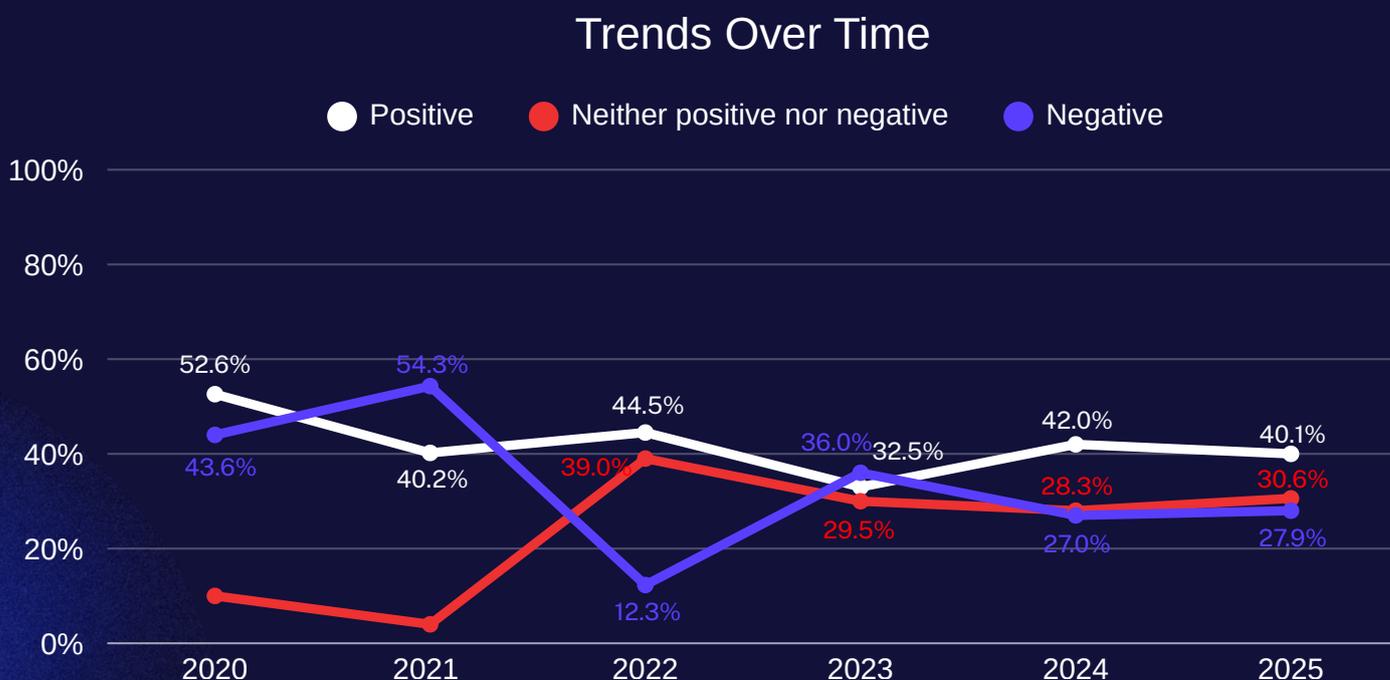
In addition to analyzing the results for 2025, the report includes a comparative analysis with previous waves of the research conducted in 2020, 2021, 2022, 2023, and 2024. This approach enables the identification of long-term trends, the observation of changes in public perceptions, and the assessment of the effects of reform processes on public trust in the State Prosecutor's Office.

General Attitudes Toward the State Prosecutor's Office

Public perceptions of the State Prosecutor's Office in Montenegro are of crucial importance for understanding the functioning and overall condition of the judicial system, as they largely reflect citizens' trust in institutions and the state's capacity to ensure the rule of law. As the authority responsible for criminal prosecution and one of the main pillars of the justice system, the Prosecutor's Office influences not only the fight against crime, but also the overall sense of justice and institutional stability in society. The way in which its work is perceived by the public, as well as by political and social actors, can have direct consequences for its legitimacy, transparency, and effectiveness. This research seeks to examine how the Prosecutor's Office is perceived within Montenegrin society and how these attitudes may affect the implementation of reforms and the improvement of the country's legal system. The results of research conducted between 2020 and 2025 provide a comprehensive overview of how citizens' attitudes toward the State Prosecutor's Office have evolved over this period.

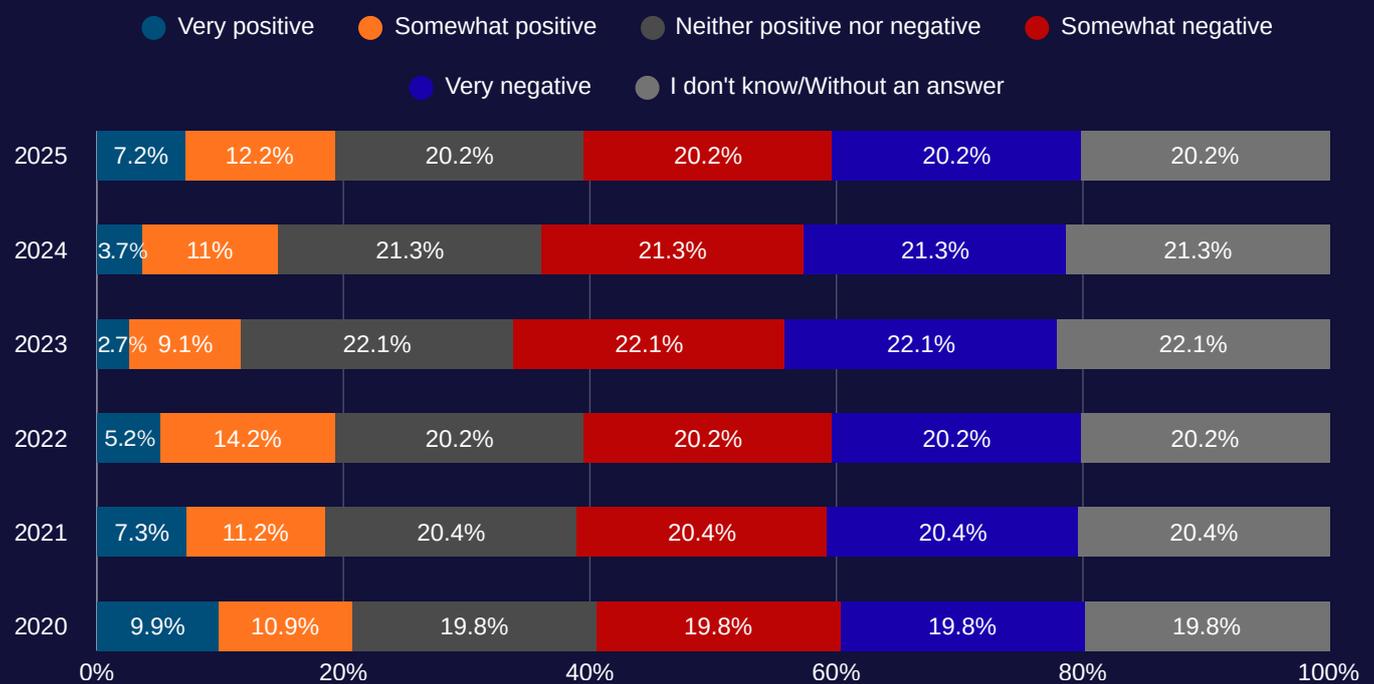
Looking at the data over time, fluctuations in general attitudes toward the Prosecutor's Office are evident. Data from 2020 show that perceptions of the State Prosecutor's Office were predominantly positive: more than half of respondents (52.6%) expressed a favorable attitude, while 43.6% reported a negative one. The last two years of research (2024 and 2025) indicate a more moderate and balanced attitude toward the State Prosecutor's Office. In 2024, 42.0% of respondents expressed a positive attitude, while 27.0% held a negative view. A similar pattern is observed in 2025, with 40.1% positive attitudes compared to 27.9% negative ones. These data point to a gradual restoration of trust, which reached its lowest level in 2023, at 32.5%.

Figure 1. Trends Over Time: What Is Your Overall Attitude Toward the State Prosecutor's Office in Montenegro?



When comparing the results from 2024 and 2025, slight changes can be observed in the distribution between the categories “very” and “somewhat,” both for positive and negative attitudes of citizens toward the State Prosecutor’s Office of Montenegro. With regard to positive assessments, there is a noticeable slight increase in the share of citizens expressing a very positive attitude, rising from 3.6% in 2024 to 4.8% in 2025. Although these changes are modest, they indicate a mild strengthening in the intensity of positive perceptions. Fewer citizens express moderate trust, while a portion of respondents shifts toward a more strongly positive stance. In the case of negative attitudes, the opposite pattern is observed: somewhat negative views show a slight increase (from 15.7% to 17.0%), while very negative views decline (from 11.3% to 10.9%). This suggests that fewer citizens assess the Prosecutor’s Office in an extremely unfavorable manner, while a larger share adopts a milder, yet still critical, position. Overall, the comparison between 2024 and 2025 indicates that extreme attitudes—both positive and negative—are gradually softening, with the public increasingly moving toward a more moderate assessment of the work of the State Prosecutor’s Office.

Figure 2. Trends Over Time: What Is Your Overall Attitude Toward the State Prosecutor’s Office in Montenegro?



The analysis of data by gender shows that the attitudes of men and women toward the State Prosecutor’s Office in Montenegro are largely similar, though with certain differences in the intensity of trust and critical perspectives. Women express positive attitudes toward the State Prosecutor’s Office to a slightly greater extent (40.7%) compared to men (39.6%). In addition, the regional analysis indicates that perceptions of the State Prosecutor’s Office vary by geographic area. Citizens in the northern region of Montenegro tend to hold more favorable views compared to those in the central and southern regions.



Figure 3. 2025: What Is Your Overall Attitude Toward the State Prosecutor’s Office in Montenegro? By Gender

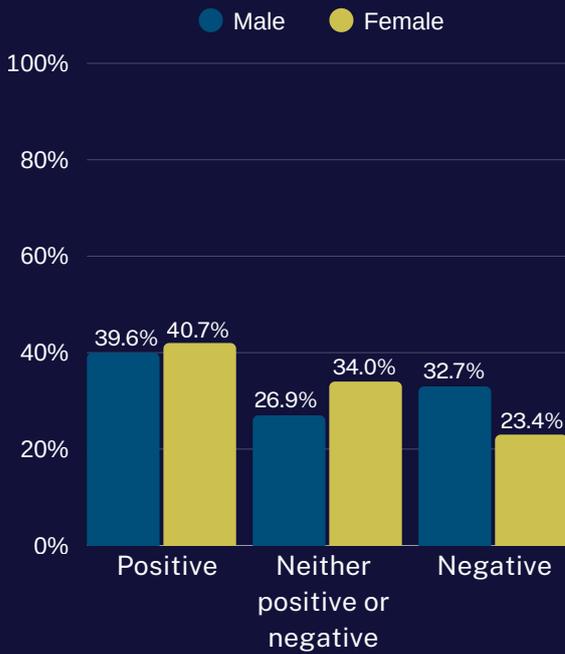
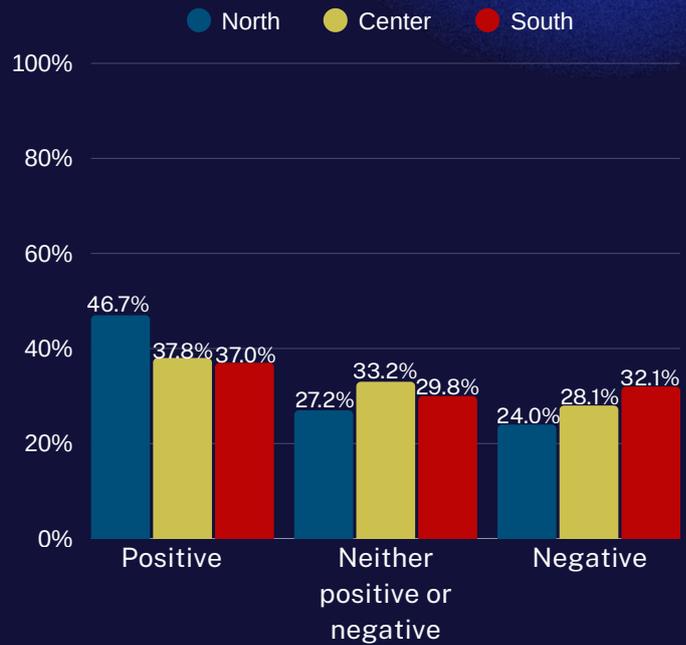


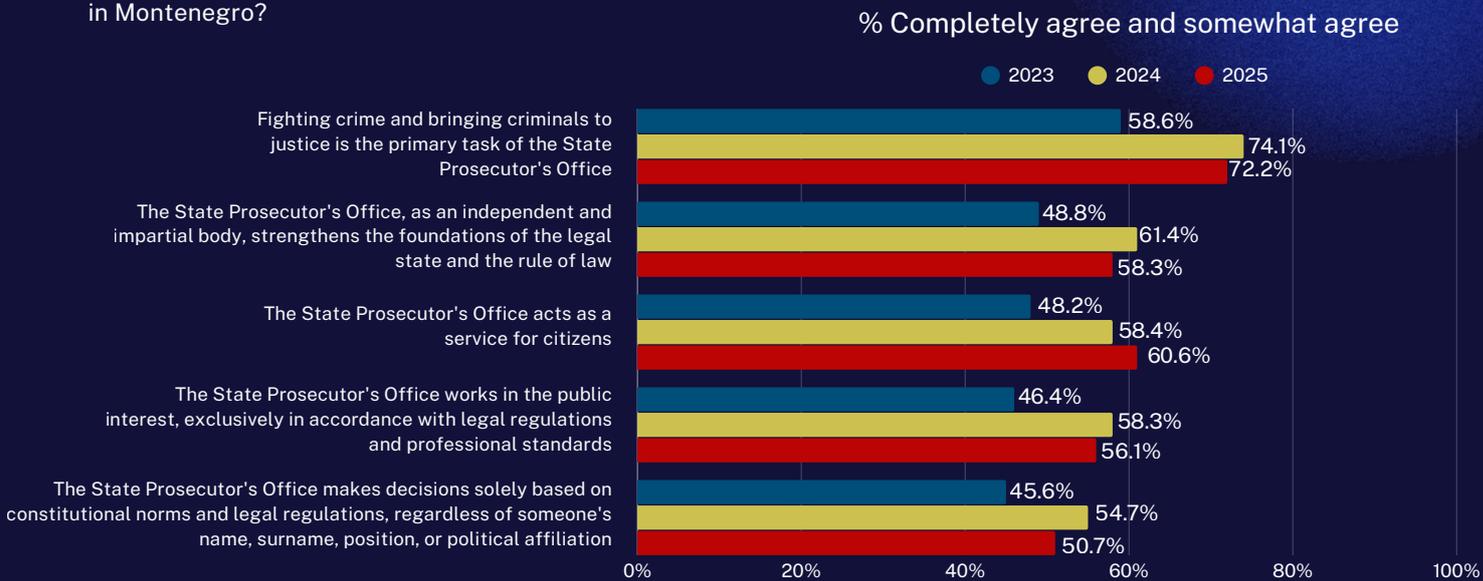
Figure 4. 2025: What Is Your Overall Attitude Toward the State Prosecutor’s Office in Montenegro? By Level of Completed Education



In this part of the research, respondents were specifically asked to what extent they agree that certain statements apply to the work of the State Prosecutor’s Office, that is, to what extent the Prosecutor’s Office, in their opinion, operates in accordance with the law, the public interest, the principles of impartiality, and the fight against crime. An analysis of the results from 2023, 2024, and 2025 shows that citizens’ perceptions of the application of the basic principles guiding the work of the State Prosecutor’s Office of Montenegro have generally improved. The highest and most consistent level of agreement relates to the statement that the fight against crime and bringing perpetrators of criminal offenses to justice is the core task of the State Prosecutor’s Office. Agreement with this statement increased from 58.6% in 2023 to 74.1% in 2024, followed by a slight decline to 72.2% in 2025. These results indicate that citizens largely recognize the fundamental function of the Prosecutor’s Office and continue to believe in its key role in law enforcement.

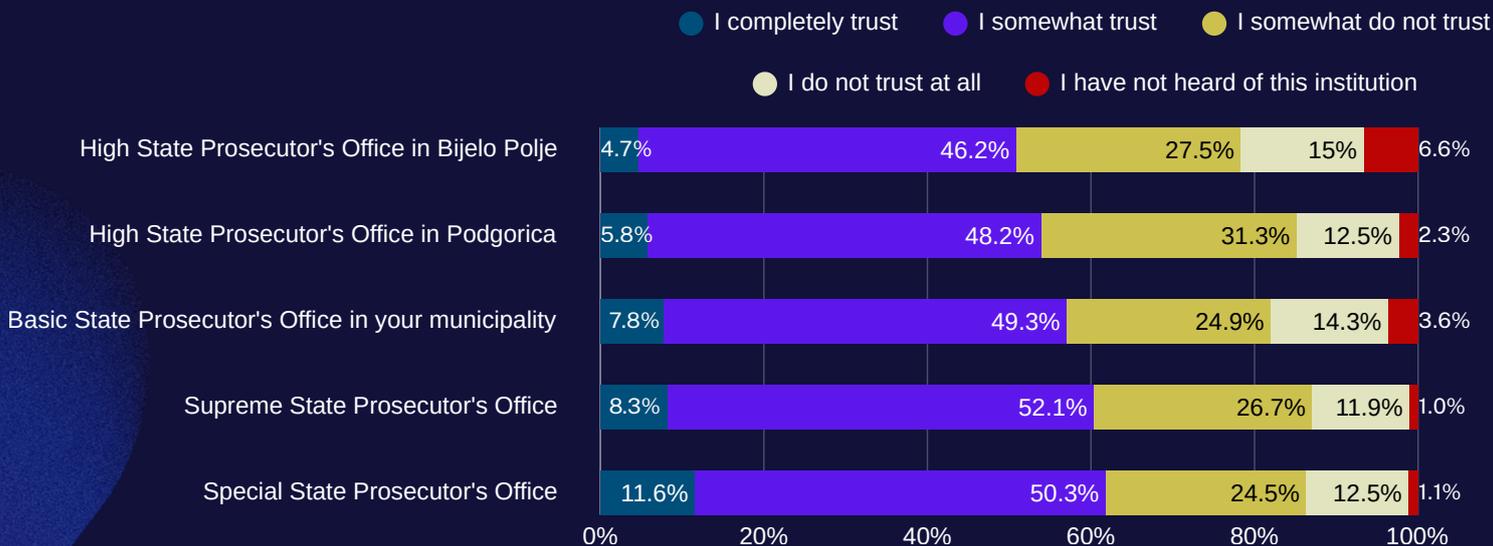
Regarding the statement that the Prosecutor’s Office acts as a service to citizens, perceptions have gradually improved over the three-year period – from 48.2% in 2023, to 58.4% in 2024, and to 60.6% in 2025. The statement that the Prosecutor’s Office operates in the public interest and in accordance with the law and professional standards shows moderate progress between 2023 and 2024 (from 46.4% to 58.3%), followed by a slight decline to 56.1% in 2025. The perception that the Prosecutor’s Office makes decisions solely on the basis of the Constitution and the law, regardless of political or personal affiliation, remains the lowest-rated of all statements. After increasing in 2024 (54.7%) compared to 2023 (45.6%), this perception declined in 2025 to 50.7%, suggesting that citizens continue to have limited trust in the impartiality of decision-making.

Figure 5. Trends Over Time: To What Extent Are the Following Statements Applicable to the State Prosecutor's Office in Montenegro?



The results of the 2025 survey show that citizens of Montenegro express the highest levels of trust in the Special State Prosecutor's Office (61.8%) and the Supreme State Prosecutor's Office (60.5%), while basic and higher prosecution offices are perceived with a somewhat greater degree of reservation. Trust in the Basic State Prosecutor's Office competent for the municipality in which respondents reside stands at 57%, while trust in the Higher State Prosecutor's Office in Podgorica amounts to 54%. The lowest level of trust is recorded for the Higher State Prosecutor's Office in Bijelo Polje, where, nevertheless, half of respondents (50.9%) still report trust in this institution. These findings indicate that the public places the greatest trust in central and more visible prosecutorial institutions, while a significant share of citizens also maintains confidence in basic prosecution offices, albeit with a more cautious attitude.

Figure 6. 2025: To What Extent Do You Trust the Following State Prosecutor's Offices?



The analysis of data from 2024 and 2025 shows that citizens' trust in prosecutorial institutions is generally stable, with slight changes observed for individual prosecution offices. The highest level of public trust continues to be placed in the Special State Prosecutor's Office, which is trusted by a total of 61.8% of citizens in 2025, representing a decrease of 3 percentage points compared to 2024 (64.8%). A similar trend is recorded for the Supreme State Prosecutor's Office, where trust declined by 3.6 percentage points — from 64.1% to 60.5%.

The Higher State Prosecutor’s Office in Podgorica also experienced a decrease in trust of 3.4 percentage points, falling from 57.4% in 2024 to 54.0% in 2025. These results confirm a general trend of a slight decline in support for most institutions within the prosecutorial system.

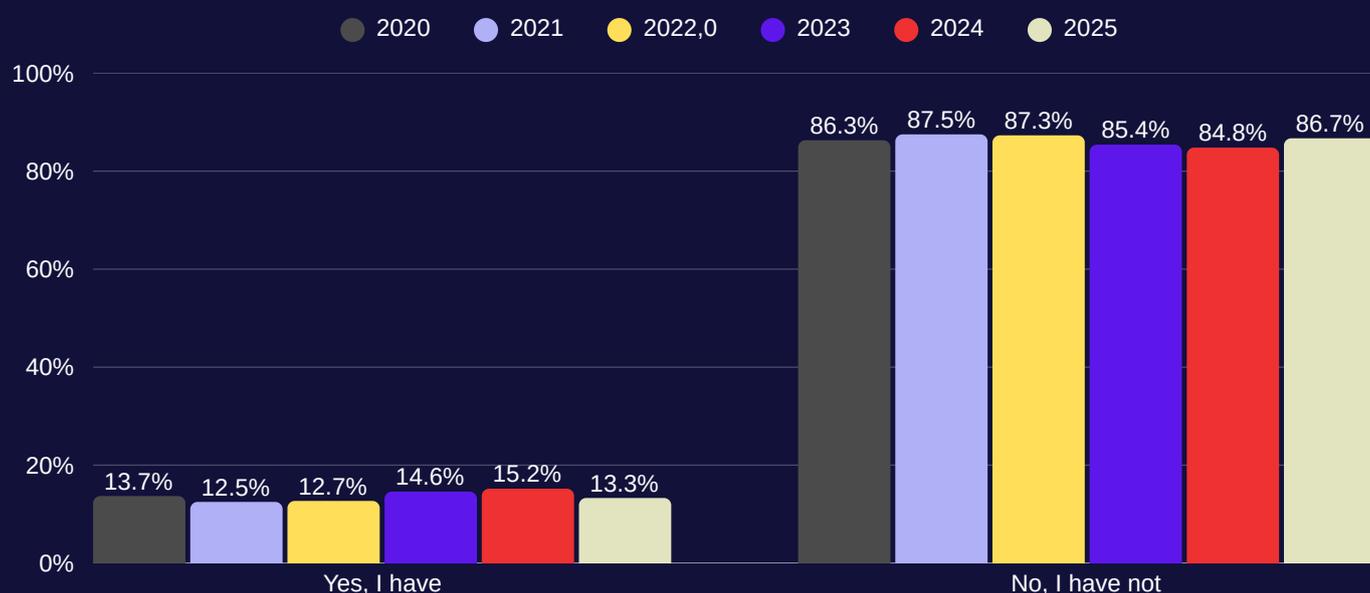
On the other hand, the Higher State Prosecutor’s Office in Bijelo Polje is the only institution where trust increased slightly—from 46.5% in 2024 to 50.9% in 2025, an increase of 4.4 percentage points. This marks the first time that more than half of respondents have expressed some degree of trust in this prosecution office, which may indicate an improved public perception of its work. A stable level of trust is also recorded for basic state prosecution offices competent for the municipality in which respondents reside, with 57% of citizens expressing trust in them (7.8% fully, and an additional 49.2% expressing partial trust).

Table 1. Trends Over Time: To What Extent Do You Trust the Following Prosecution Offices? % Fully trust and somewhat trust

% Fully trust or somewhat trust							
To what extent do you trust the following prosecution offices?	2020	2021	2022	2023	2024	2025	% Difference Between the Two Waves
Supreme State Prosecutor’s Office	43,7%	38,3%	42,6%	49,6%	64,1%	60,5%	-3,6%
Special State Prosecutor’s Office	44,8%	34,7%	42,7%	55,1%	64,8%	61,8%	-3%
Higher State Prosecutor’s Office in Podgorica	46,3%	37,4%	38,2%	46,6%	57,4%	54%	-3,4%
Higher State Prosecutor’s Office in Bijelo Polje	38,0%	34,5%	34,3%	41,4%	46,5%	50,9%	4,4%
Basic State Prosecutor’s Office competent for your municipality	46,8%	41,4%	39,6%	45,6%	60%	57%	-3,3%

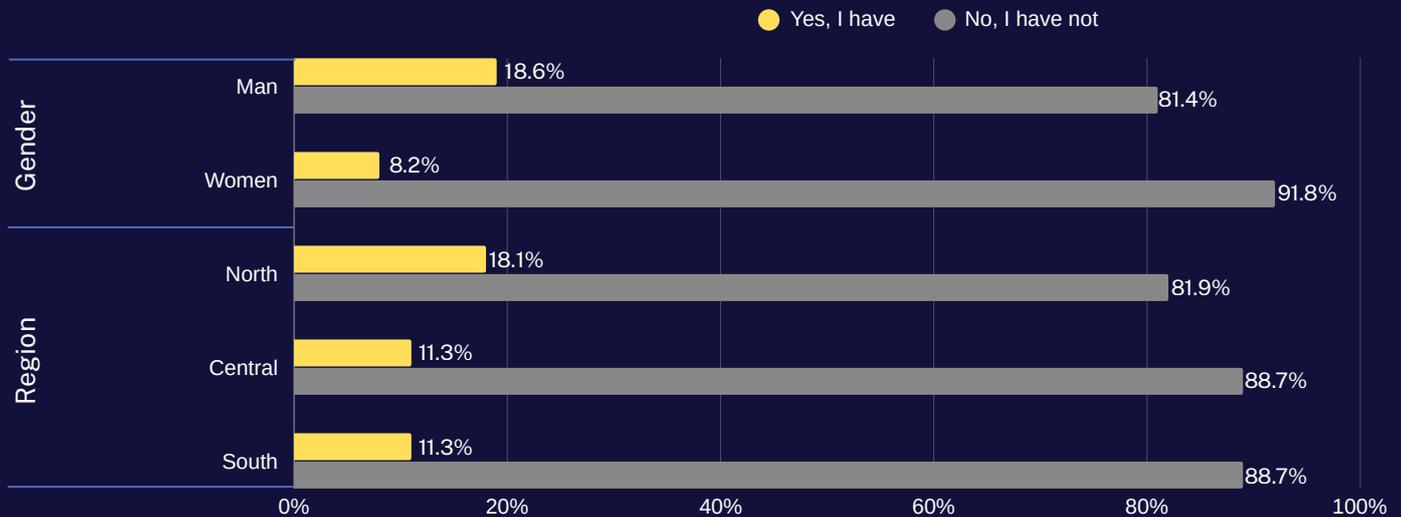
Over the period from 2020 to 2025, the results show that the majority of citizens report that they have not had any personal experience with any of the prosecution offices in Montenegro.

Figure 7. Trends Over Time: Have You Had Any Experience with Any of the Prosecution Offices in Montenegro?



The data indicate that there are both gender and regional differences in experiences with prosecution offices, although the majority of citizens still report having no direct contact with them. Men are significantly more likely to state that they have had contact with a prosecution office – 18.6%, compared to 8.2% among women. Viewed by region, citizens from the northern region report interactions with these institutions somewhat more frequently than residents of the central and southern regions.

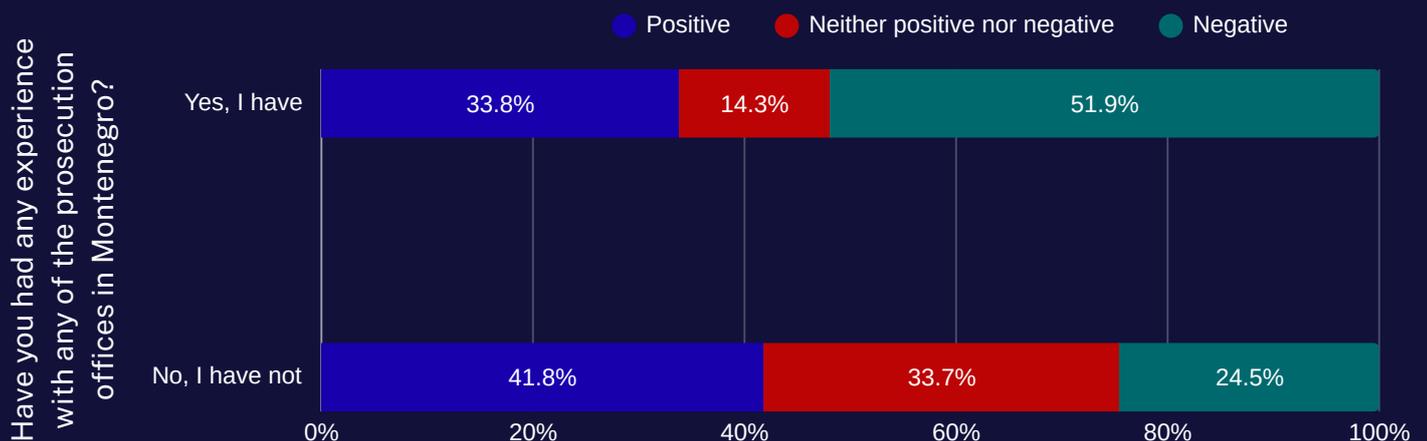
Figure 8. 2025: Have You Had Any Experience with Any of the Prosecution Offices in Montenegro? By Gender and Region



Additional analysis shows that more than half of the citizens who have had experience with one of the prosecution offices express a negative overall attitude toward the State Prosecutor’s Office. These findings indicate that personal experience with the Prosecutor’s Office, in a significant number of cases, leads to a more critical assessment of the work and overall perception of this institution.

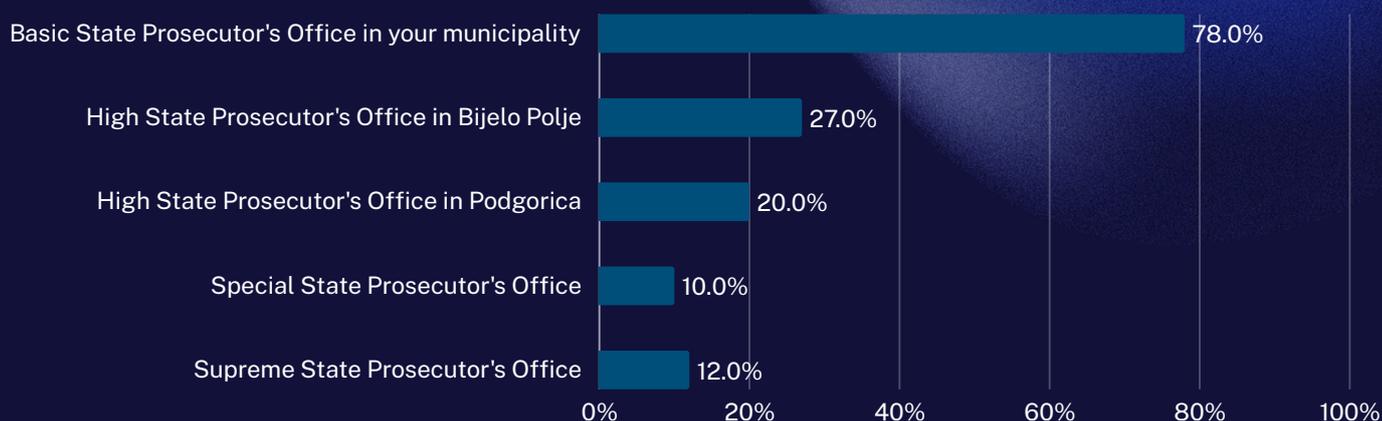
Figure 9. 2025: Have You Had Any Experience with Any of the Prosecution Offices in Montenegro? By Respondents’ Attitudes Toward the State Prosecutor’s Office

What is your overall opinion of the State Prosecutor’s Office in Montenegro?



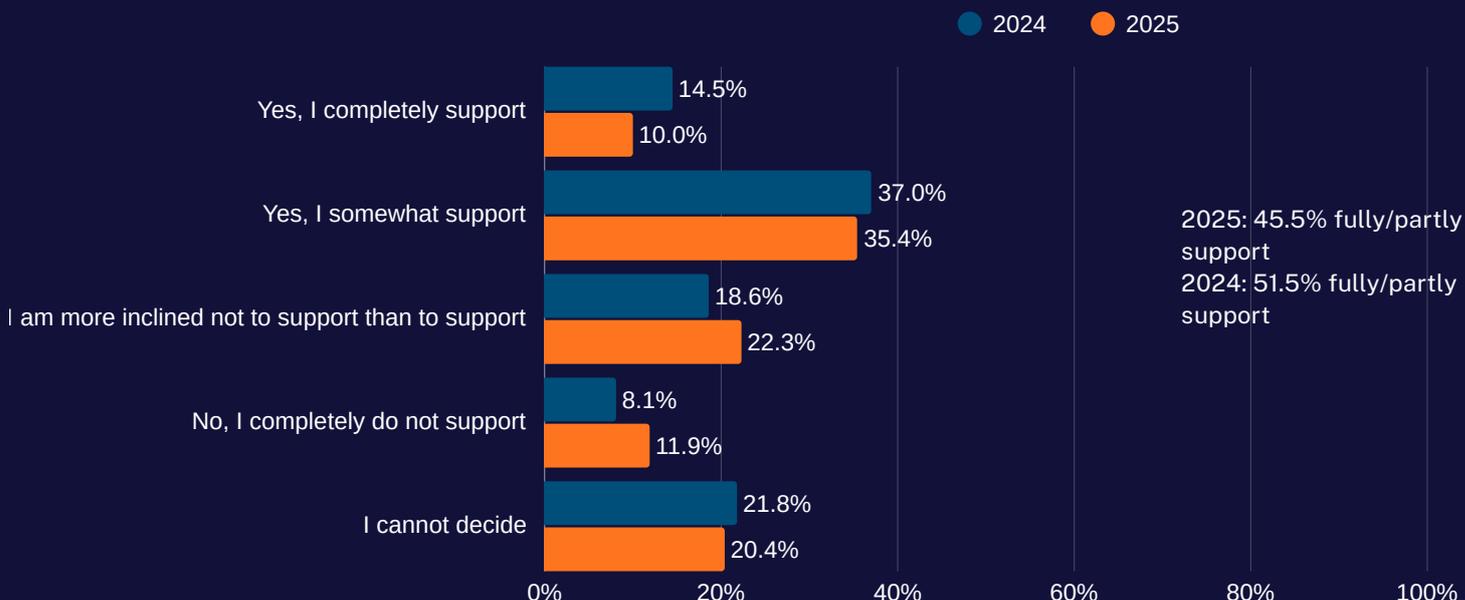
Among respondents who reported having had experience with a prosecution office, the data show that contact was most frequently with basic state prosecution offices, while experiences with higher, special, and the Supreme State Prosecutor’s Offices were significantly less common.

Figure 10. 2025: Which Prosecution Office Did You Have Experience With? (N = 133)



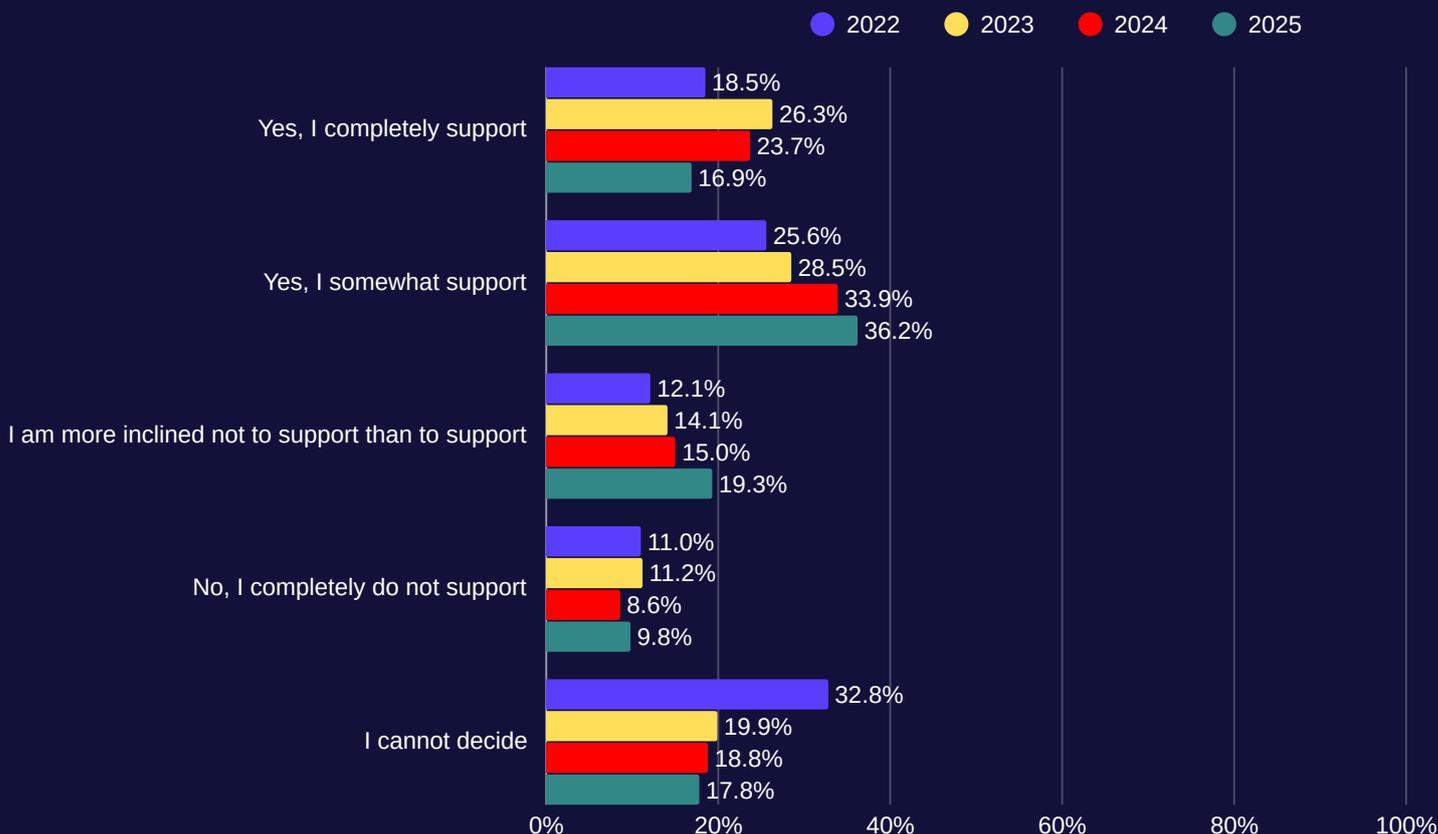
Citizens' trust in institutions largely depends on their trust in institutional leadership. For this reason, the research also included this segment, focusing on assessing the level of public support for the work of the Supreme State Prosecutor, Milorad Marković, who was appointed to the position on 27 January 2024. Data from 2024 and 2025 show that the majority of citizens continue to express a certain level of support for his work, although this support has slightly declined compared to the previous year. In 2024, just over half of respondents (51.5%) supported the work of the Supreme State Prosecutor, either fully or partially. However, in 2025 this share decreased to 45.4%.

Figure 11. Trends Over Time: Do You Support the Work of the Supreme State Prosecutor Milorad Marković?



The research results show that citizens consistently express support for the work of the Chief Special Prosecutor, Vladimir Novović. In 2025, 16.9% of citizens fully support the work of the Chief Special Prosecutor, while 36.2% express partial support. As a result, the majority of respondents (53.1%) continue to hold a positive view of his work, although this support is somewhat more cautious than in the previous year (2024: 57.6% fully or partially supported his work). The share of undecided respondents has been decreasing from year to year, indicating that citizens are increasingly forming clearer opinions about the work of the Special State Prosecutor's Office.

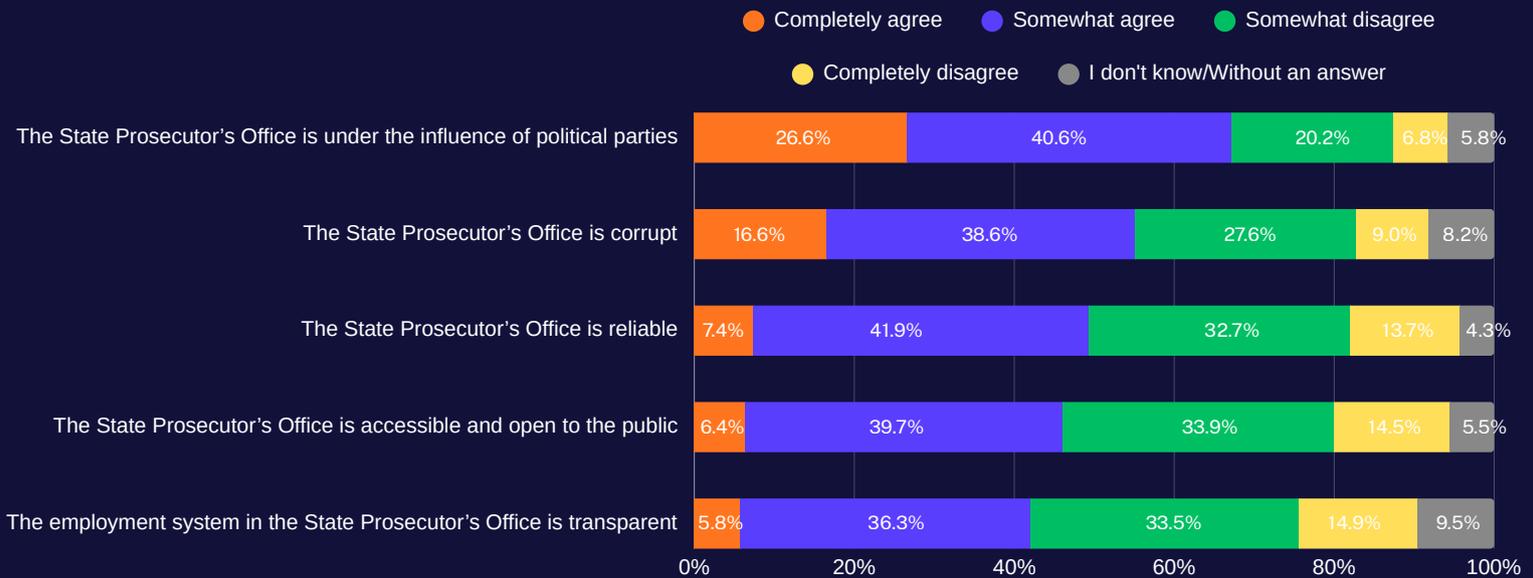
Figure 12. Trends Over Time: Do You Support the Work of the Chief Special Prosecutor Vladimir Novović?



As part of the research, respondents were asked to assess the extent to which they agree with various statements about the work of the State Prosecutor’s Office. The purpose of these statements was to examine how citizens perceive key dimensions of the functioning of this institution—whether they believe the State Prosecutor’s Office is influenced by the ruling coalition, the extent to which they perceive it as corrupt, and how much trust they place in its reliability and transparency. In this way, data were collected that allow for a deeper understanding of public opinion regarding the integrity, independence, and openness of the Prosecutor’s Office.

The findings from the 2025 survey indicate that citizens of Montenegro hold a moderately critical attitude toward the work of the State Prosecutor’s Office. With regard to certain aspects, such as political influence and corruption, respondents express a notable degree of skepticism: more than two thirds believe that the Prosecutor’s Office is under the influence of political parties (67.2%), while more than half (55.2%) believe that there is a certain level of corruption in its work. In other areas, such as transparency and reliability, attitudes are more balanced and less critical. Nearly half of citizens (49.3%) express confidence that the Prosecutor’s Office is reliable. Perceptions of transparency and openness indicate that fewer than half of respondents consider the Prosecutor’s Office to be accessible and open to the public (46.1%). The lowest level of trust is recorded with regard to the employment system, where around one fifth of citizens (42.1%) believe that recruitment procedures are transparent, while nearly half take the opposite view.

Figure 13. 2025: To What Extent Do You Agree With the Following Statements? (N = 1005)



The analysis of data from the 2020–2025 period shows that citizens’ attitudes toward the State Prosecutor’s Office have remained relatively stable across most dimensions. With regard to the statement that the State Prosecutor’s Office is under the influence of political parties, the results indicate a consistently high level of agreement—ranging from 66.6% in 2020 to 67.2% in 2025—representing a slight increase of 3.6 percentage points compared to the previous year. These findings suggest that perceptions of political influence have remained persistently high over time, with no major fluctuations.

The statement that the State Prosecutor’s Office is corrupt also shows stability, with the share of respondents who agree ranging between 51% and 60%, and a slight increase recorded in 2025 (55.2%, +3.7 percentage points compared to 2024). Regarding the perception that the State Prosecutor’s Office is reliable, a modest decline in trust is observed—from 56.1% in 2024 to 49.3% in 2025, representing a decrease of 6.8 percentage points. A similar trend is evident in perceptions of accessibility and openness to the public: after reaching 51.1% in 2024, this indicator declined to 46.1% in 2025, a drop of 5 percentage points.

Overall, the data indicate that between 2024 and 2025 only minor changes occurred, with the most pronounced shift related to perceptions of reliability, while other indicators remained at approximately the same level. This points to a relative stability in public perceptions, accompanied by a slight decline in trust in certain aspects of the Prosecutor’s Office’s work.

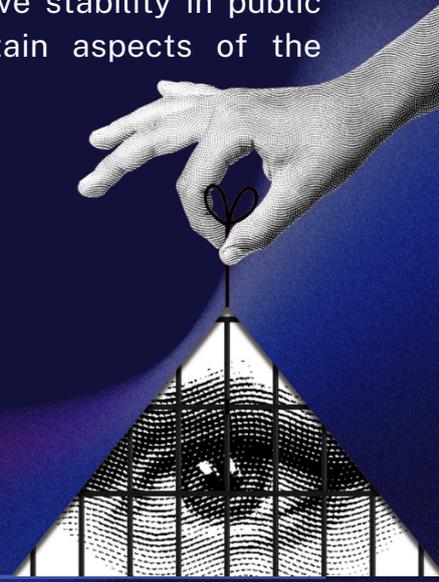
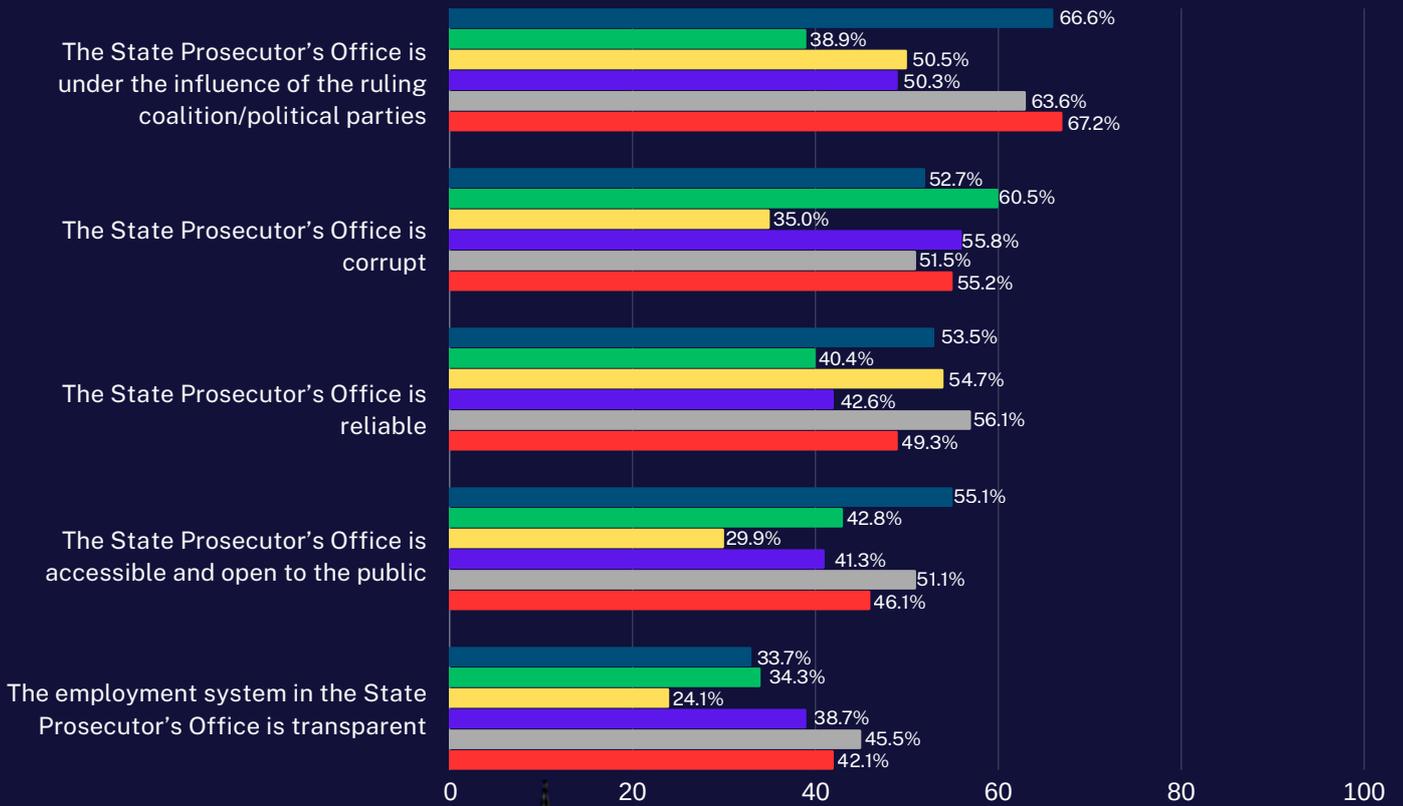


Figure 14. Trends Over Time: To What Extent Do You Agree With the Following Statements? % Fully agree and somewhat agree

% Completely agree and somewhat agree

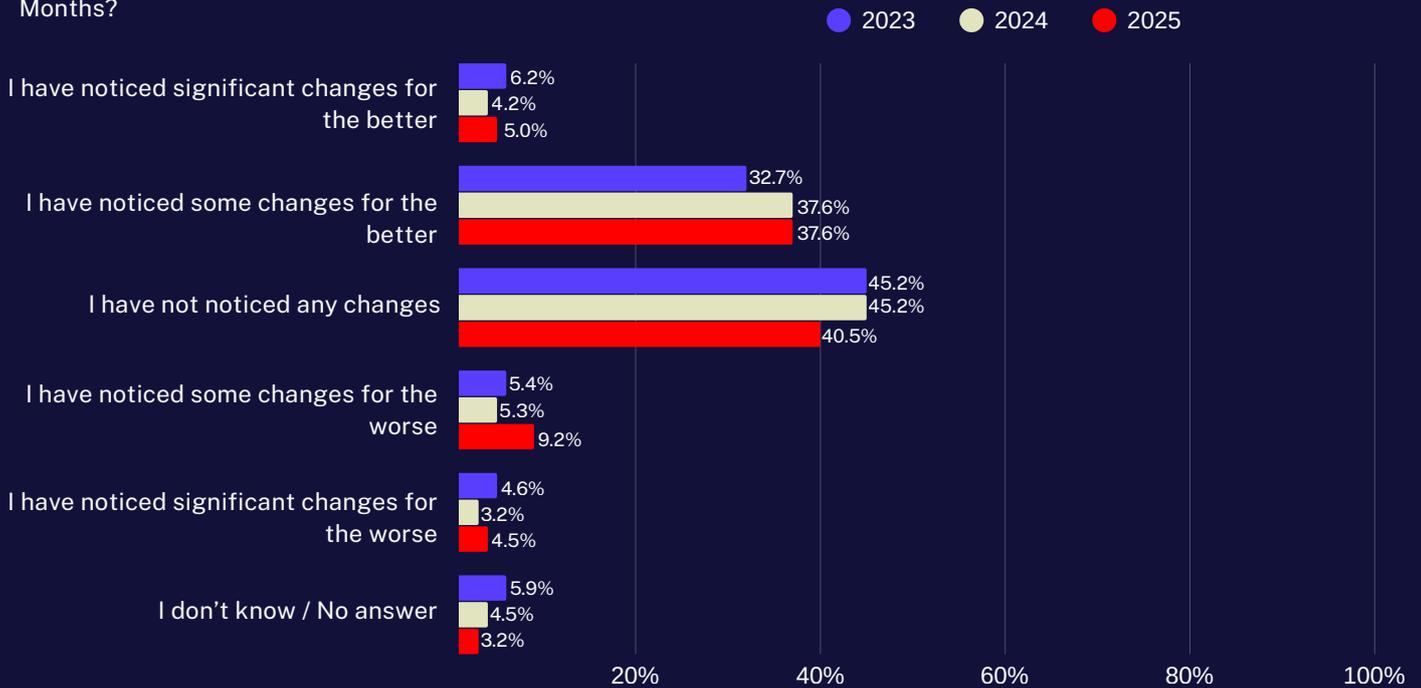
2020 2021 2022 2023 2024 2025



Perceptions of the Work of the State Prosecutor's Office

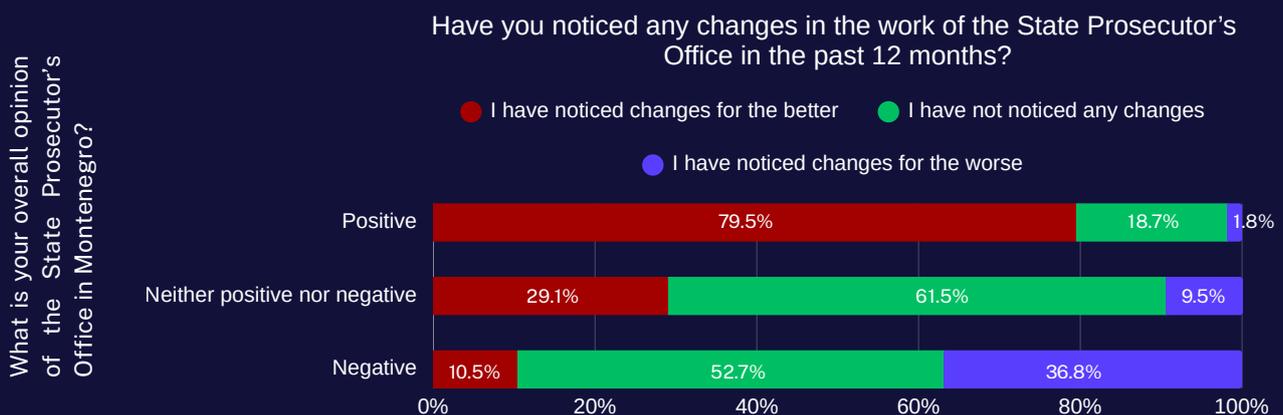
Monitoring citizens' views on whether they have noticed changes in the work of the State Prosecutor's Office over the previous twelve months provides important insight into public trust and the overall assessment of the institution's effectiveness. Over the past three years, citizens' perceptions of the work of the State Prosecutor's Office have shown slight but noticeable shifts. Although one fifth of respondents still believe that there have been no significant changes in the institution's work, an increasing share of citizens report observing certain improvements. In 2025, as many as 42.6% of respondents stated that they had noticed changes for the better, which is somewhat higher than in 2023, when 38.9% of citizens shared this view.

Figure 15. Trends Over Time: Have You Noticed Changes in the Work of the State Prosecutor's Office Over the Past 12 Months?



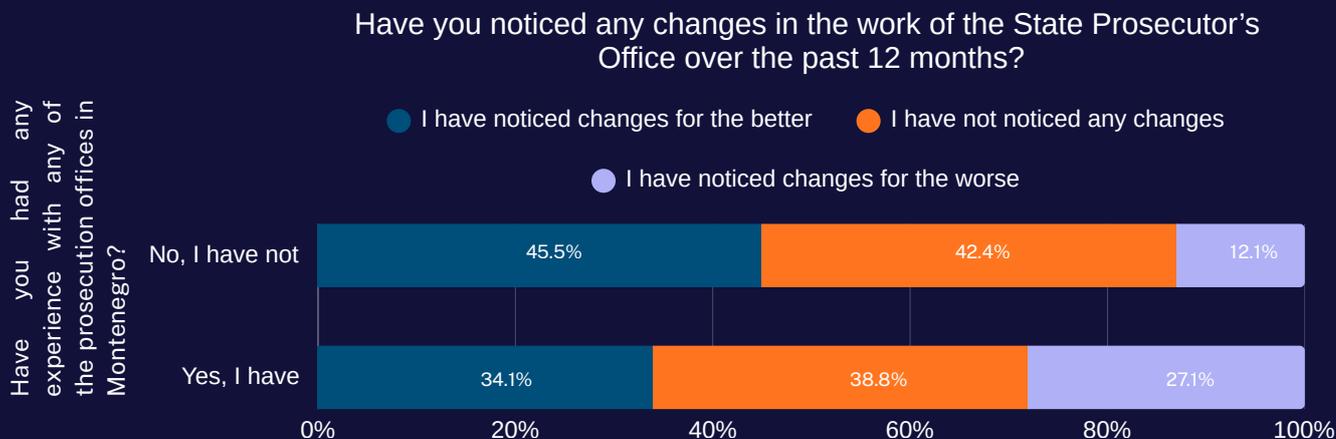
The analysis of the relationship between citizens' overall attitudes toward the State Prosecutor's Office and their perceptions of changes in the institution's work reveals a clear link between trust and perceived change. Citizens who hold a positive view of the State Prosecutor's Office are the most likely to recognize progress: as many as 79.5% of them report having noticed changes for the better, while only 1.8% believe that the changes have been negative. These findings indicate that a positive assessment of the institution's work goes hand in hand with perceptions of improvement in its performance.

Figure 16. 2025: Attitudes Toward the State Prosecutor's Office by Whether Citizens Have Noticed Changes in Its Work



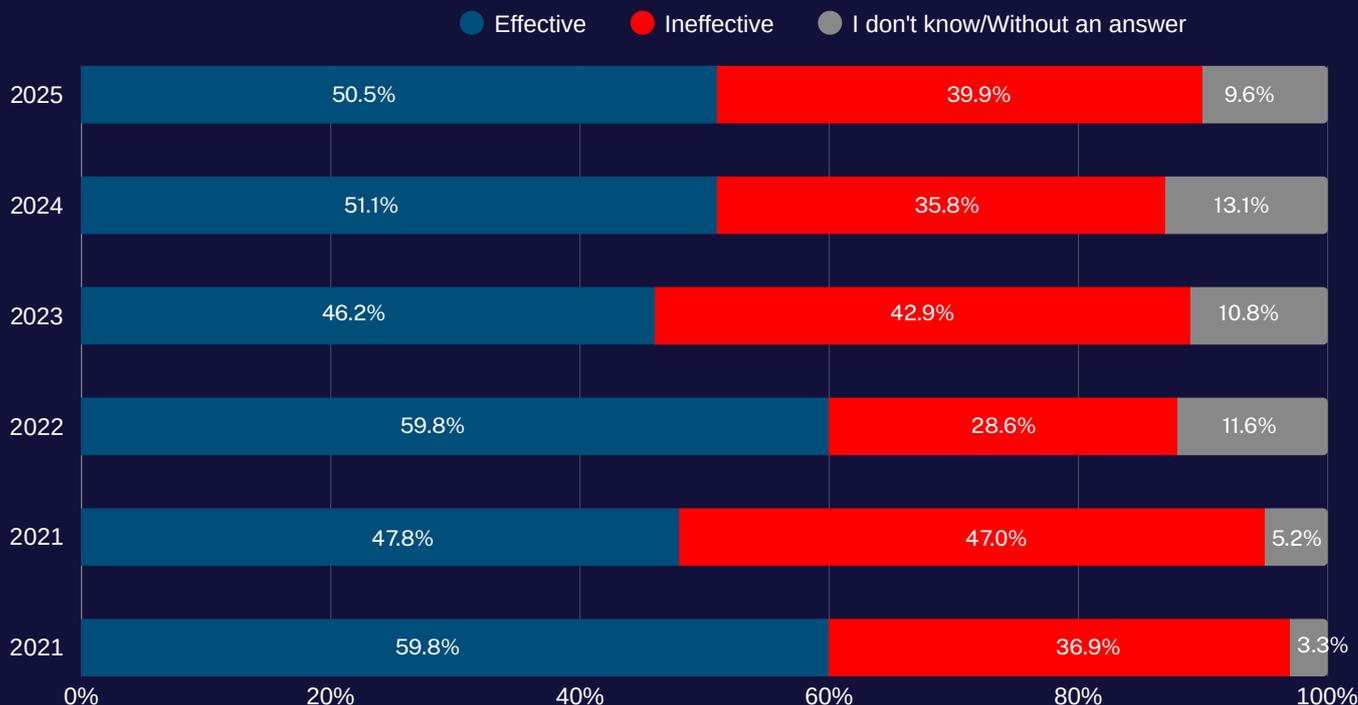
The results show that citizens' personal experience with the Prosecutor's Office significantly influences their perceptions. Those who have had direct experience are more likely to notice both positive and negative changes—34.1% report improvements, while 27.1% report deterioration. In contrast, citizens who have not had direct contact tend to hold a more positive view: 45.5% believe that changes have been for the better, while only 12.1% perceive a deterioration.

Figure 17. 2025: Experience With the State Prosecutor's Office by Whether Citizens Have Noticed Changes in Its Work



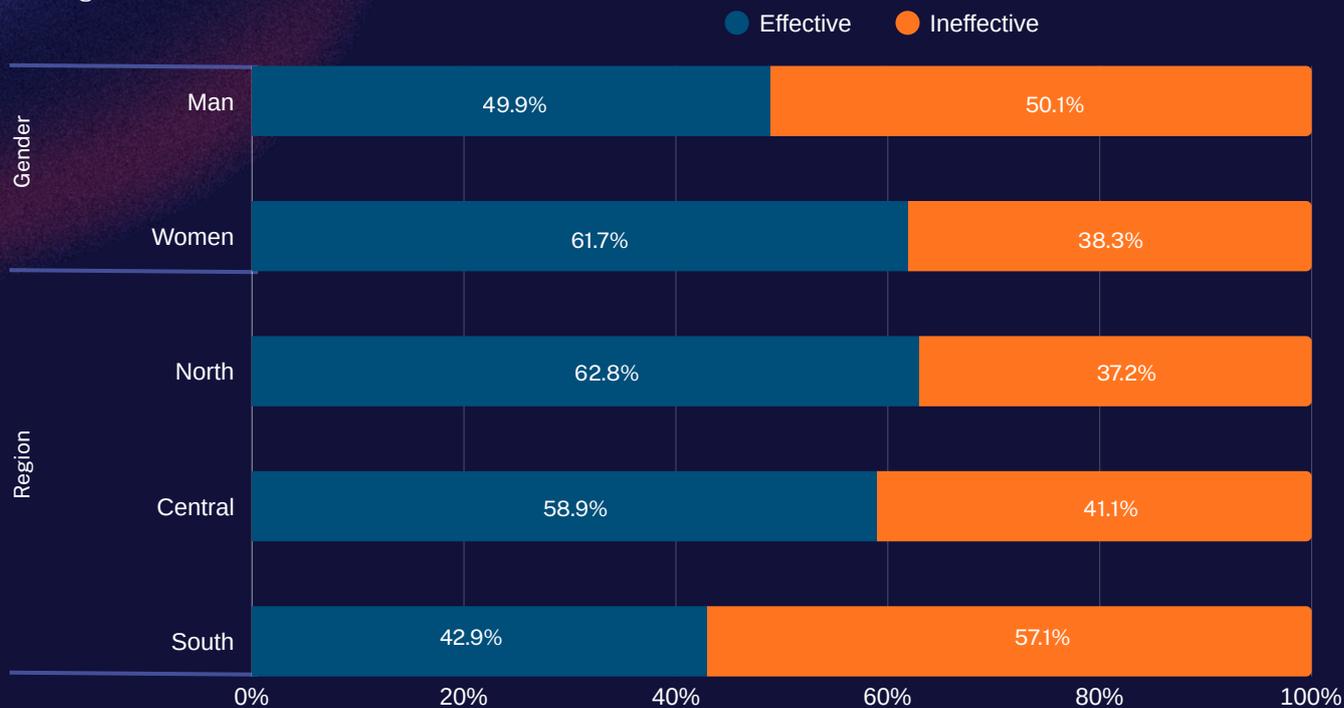
When it comes to specific aspects of the work of the State Prosecutor's Office, half of citizens consider this institution to be effective. The level of perceived efficiency remains stable: in 2025, 50.5% of respondents assessed the Prosecutor's Office as effective, compared to 51.1% in 2024.

Figure 18. Trends Over Time: To What Extent Do You Consider the State Prosecutor's Office to Be Effective in Its Work?



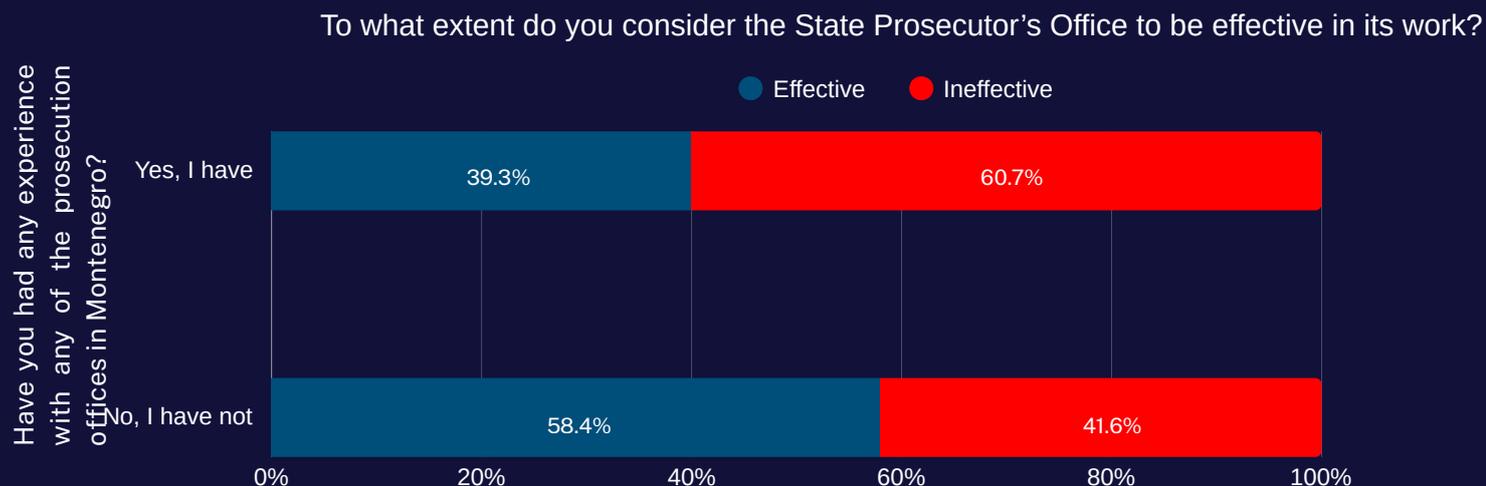
Perceptions of the effectiveness of the State Prosecutor's Office vary across different social groups. Women are more likely than men to consider the Prosecutor's Office effective (61.7% compared to 49.9%). Regarding regional differences, citizens from the northern region hold the most favorable views of the Prosecutor's Office's performance (62.8% consider it effective), while residents of the southern region are significantly more skeptical—more than half (57.1%) believe that the institution is not effective.

Figure 19. 2025: To What Extent Do You Consider the State Prosecutor’s Office to Be Effective in Its Work? By Gender and Region



Citizens’ personal experience with a prosecution office strongly shapes their perceptions of institutional effectiveness. Among those who have had direct experience, a more critical view prevails—60.7% consider the Prosecutor’s Office to be ineffective, while 39.3% recognize a certain level of effectiveness. By contrast, citizens who have not had personal contact with prosecution offices express a significantly more favorable assessment: 58.4% rate the institution’s work as effective, while 41.6% consider it ineffective.

Figure 20. 2025: Experience With the State Prosecutor’s Office by Perceptions of the Institution’s Effectiveness



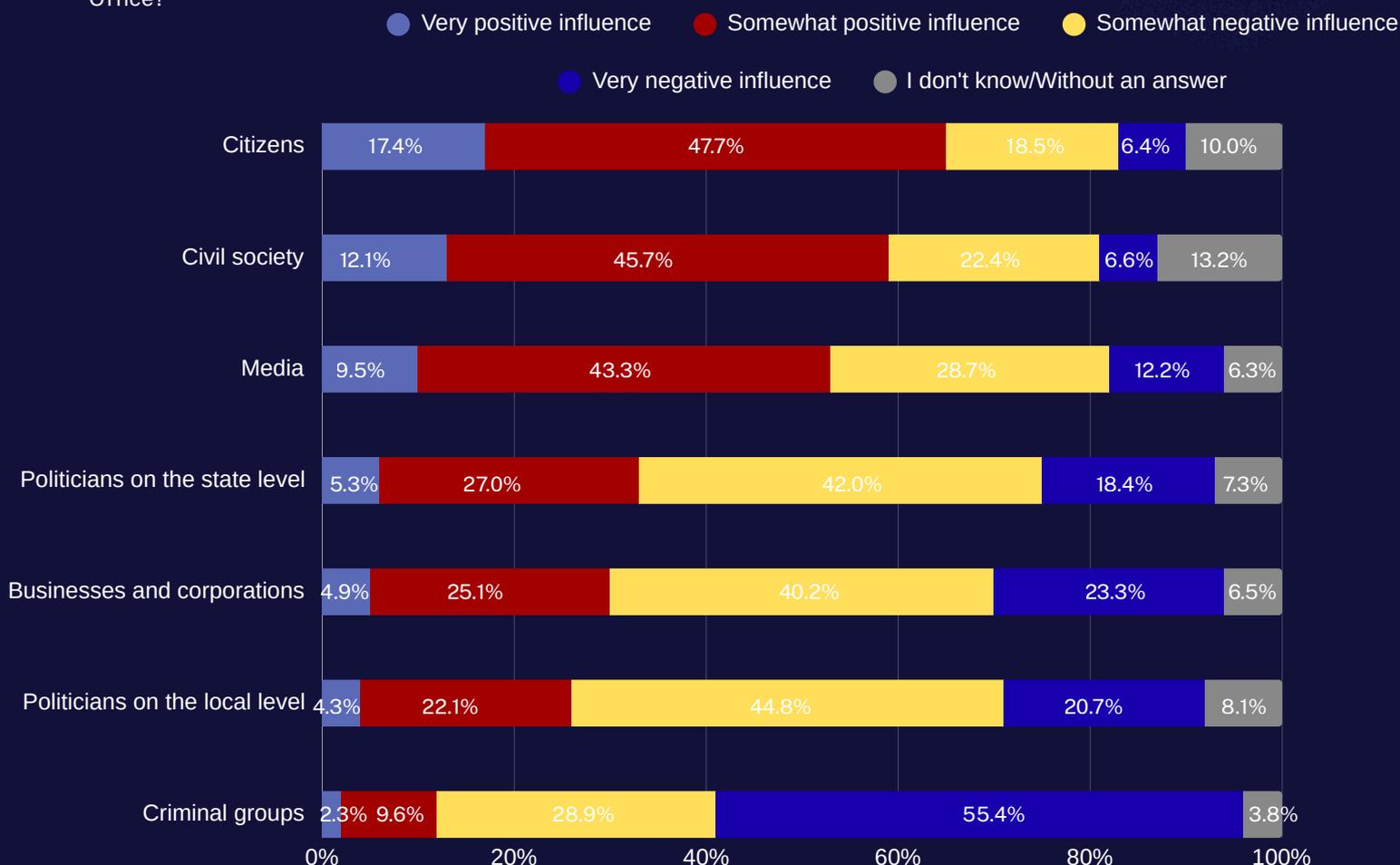
Citizens' perceptions of who exerts the greatest influence on the work of the State Prosecutor's Office indicate that the public predominantly recognizes negative influences coming from political, economic, and criminal structures, while civil society, the media, and citizens themselves are generally perceived as factors contributing to positive change.

The most pronounced negative perceptions relate to criminal groups, which as many as 84.3% of citizens identify as actors exerting a negative influence on the work of the Prosecutor's Office (55.4% very negative, 28.9% somewhat negative). Similarly, the business sector and large corporations are largely perceived as sources of pressure, with 65.5% of respondents believing that their influence is not positive.

When it comes to politicians, both at the national and local levels, perceptions are also predominantly negative. Two thirds of citizens (63.5%) believe that politicians at the national level have a negative influence, while a similar view is shared by 60.4% of respondents regarding local-level politicians.

In contrast, civil society and citizens are perceived as groups with a predominantly positive influence. More than half of respondents (57.8%) positively assess the impact of civil society, while 65.1% of citizens believe that citizens themselves contribute to improving the work of the Prosecutor's Office. The media are also largely viewed in a positive light, with 52.8% of respondents considering their influence to be constructive.

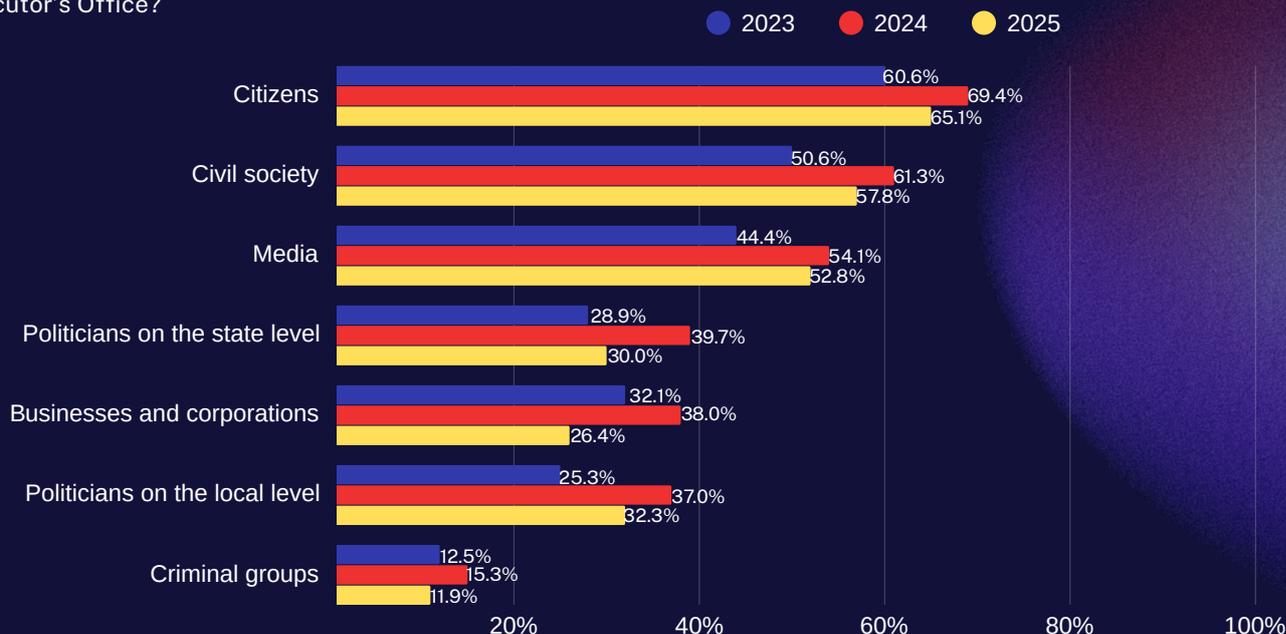
Figure 21. 2025: How Do You Assess the Influence of the Following Groups on the Work of the State Prosecutor's Office?



Comparing the results from 2024 and 2025, it can be observed that in most cases there has been a slight decline in the perceived positive influence of various social groups on the work of the State Prosecutor’s Office. The largest decrease in positive perception is recorded for the business sector and large corporations, where the share of respondents who view their influence as positive fell from 38.0% in 2024 to just 26.4% in 2025.

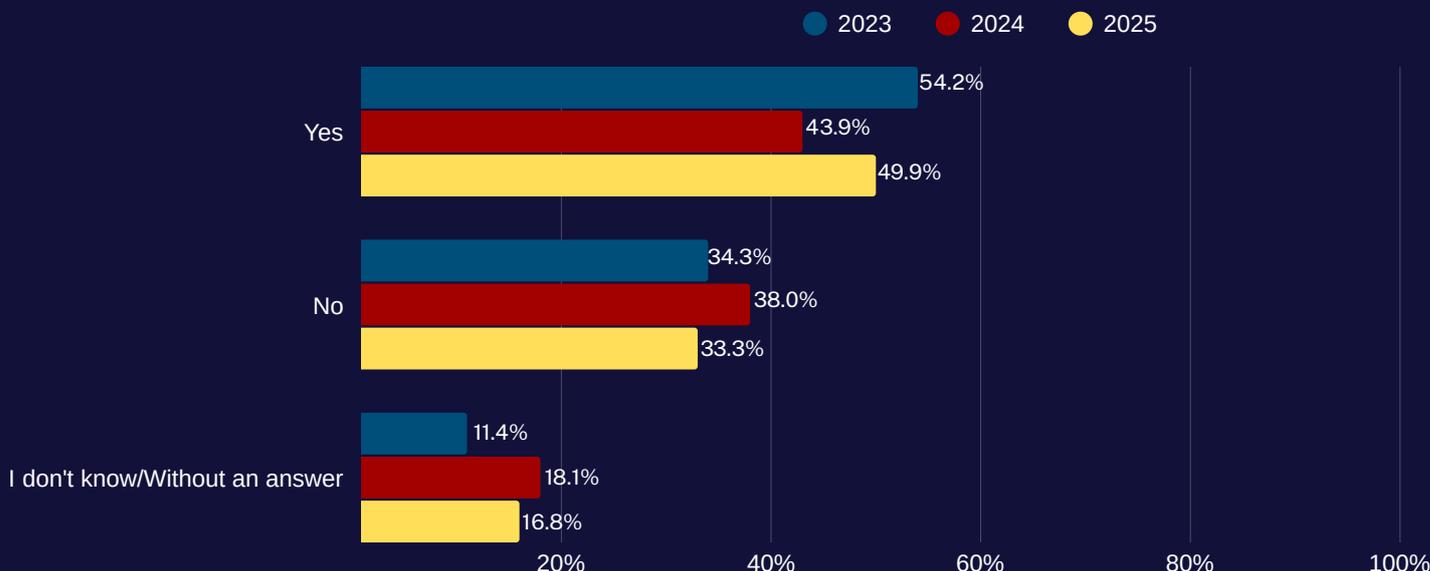
Among citizens, who remain the most positively evaluated group overall, a decline is also evident—from 69.4% to 65.1%. Although this decrease is relatively modest, it nonetheless points to a slight weakening of confidence in their positive influence. A similar trend is observed for civil society, where positive perceptions declined from 61.3% to 57.8%, as well as for the media, whose positive rating decreased from 54.1% to 52.8%. Despite these declines, these three groups remain the most positively assessed, confirming their stable reputation in the public eye.

Figure 22. Trends Over Time: How Do You Assess the Influence of the Following Groups on the Work of the State Prosecutor’s Office?



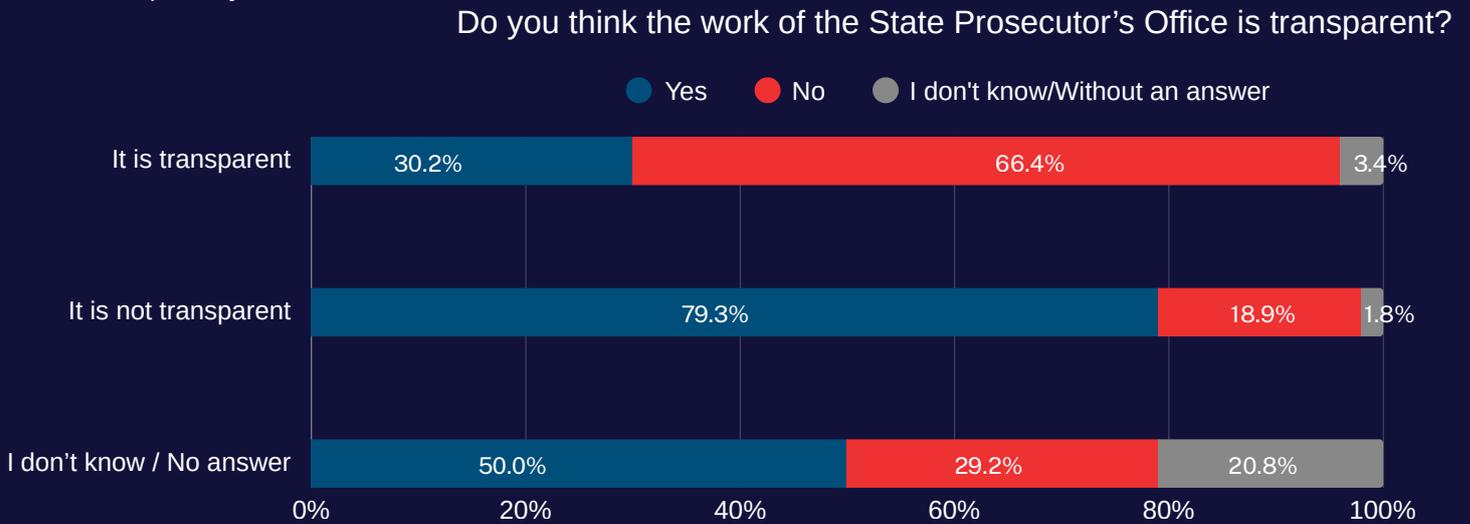
In 2025, almost half of citizens (49.9%) believe that changes are needed within the State Prosecutor’s Office. At the same time, one third of respondents (33.3%) believe that changes are not necessary, while 16.8% do not have a clear position on this issue. Compared to 2024, when a smaller share of respondents expressed the need for reforms, there is a visible increase in demands for change.

Figure 23. Trends Over Time: Do You Think That Something Should Be Changed in the State Prosecutor’s Office?



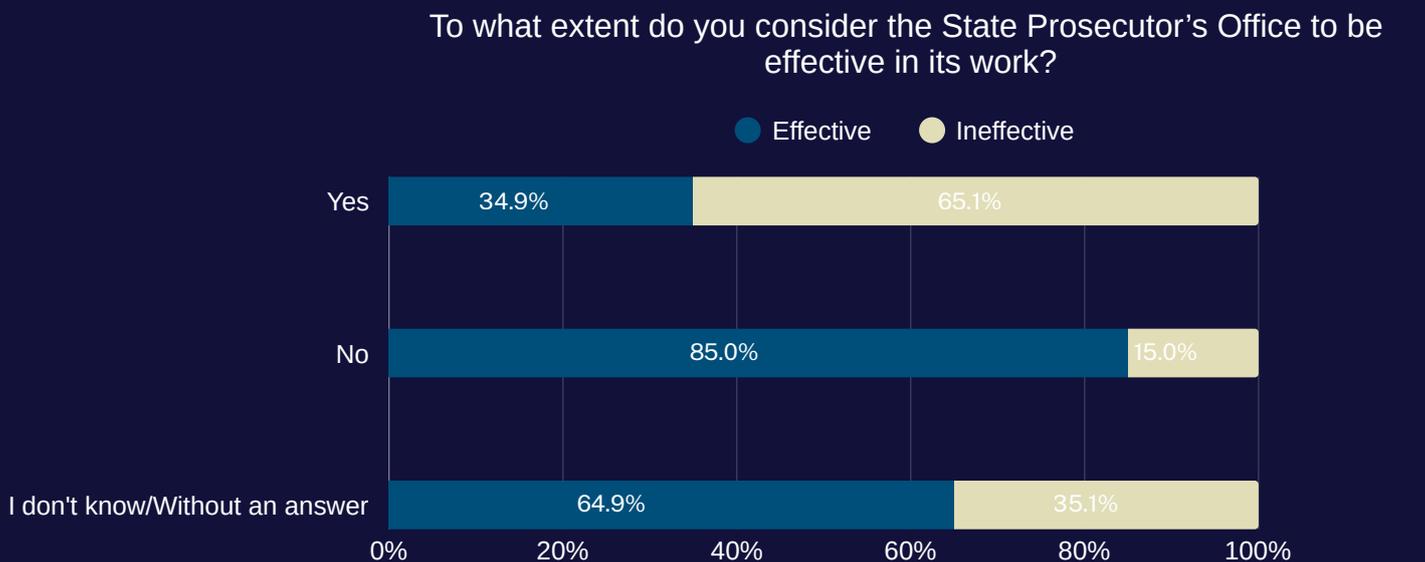
Among citizens who believe that changes are needed, as many as 66.4% consider the Prosecutor’s Office to be non-transparent, while only 30.2% believe that it is transparent. These findings indicate that perceptions of insufficient openness and limited access to information strongly drive public demands for reforms.

Figure 24. 2025: Perceived Need for Changes in the State Prosecutor’s Office by Perceptions of Institutional Transparency



The link between the perceived need for changes and perceptions of the effectiveness of the State Prosecutor’s Office is also evident. Among citizens who believe that changes in the work of the State Prosecutor’s Office are necessary, two thirds (65.1%) also believe that the institution is ineffective, while 34.9% consider it to be effective.

Figure 25. 2025: Perceived Need for Changes in the State Prosecutor’s Office by Perceptions of the Institution’s Effectiveness



Additionally, perceptions of success in the fight against corruption strongly shape attitudes toward the need for changes in the State Prosecutor’s Office. Two thirds of citizens (63.2%) who believe that changes are necessary also consider the Prosecutor’s Office to be unsuccessful in its efforts to combat corruption.

Figure 26. 2025: Perceived Need for Changes in the State Prosecutor’s Office by Perceptions of Success in Combating Corruption

Do you believe that the State Prosecutor’s Office is successfully fighting corruption?



to a very broad range of perceptions and expectations among citizens. Overall, citizens call for profound changes within the State Prosecutor’s Office. The most frequently mentioned demand relates to changes in existing personnel, with citizens calling for the removal of what they perceive as “corrupt and ineffective prosecutors.” A large number of respondents believe that the Prosecutor’s Office must become fully independent from politics and free from any form of external pressure.

In addition, there is a strong emphasis on the need to increase efficiency through faster case processing, the introduction of clear deadlines, and greater accountability for delays in proceedings. Combating corruption within the system itself is identified as one of the most important priorities, accompanied by demands for stricter oversight, sanctions, and integrity checks of employees. Citizens also call for legislative changes that would enable a fairer, more modern, and more transparent operation of the Prosecutor’s Office, as well as improved communication with the public to make its work more visible and easier to understand



Citizens' Attitudes Toward the Prosecutorial Council

The Prosecutorial Council plays a key role in safeguarding the independence, accountability, and professionalism of the State Prosecutor's Office and therefore represents an important component of the judicial system in Montenegro. As the body responsible for the appointment, promotion, and disciplinary accountability of prosecutors, the Council significantly influences the integrity and overall quality of the prosecutorial organization. For this reason, understanding citizens' attitudes toward the Prosecutorial Council is essential for assessing public trust in the mechanisms of oversight and self-regulation within the judicial system.

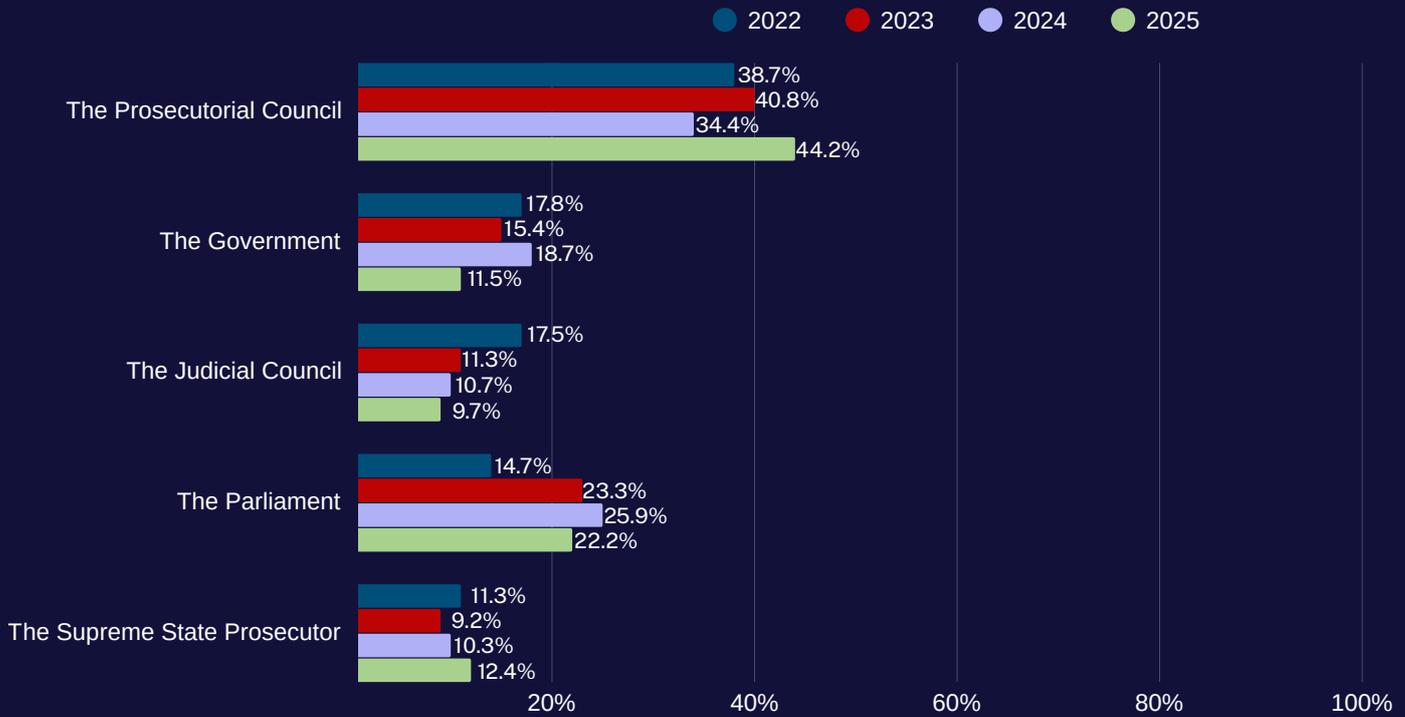
This chapter analyzes citizens' perceptions of the role, visibility, and performance of the Prosecutorial Council, as well as their level of awareness of its work. Particular attention is given to the extent to which the public recognizes the Council as an independent and transparent body and how it assesses its contribution to improving the work of the State Prosecutor's Office. The analysis provides insight into existing patterns of trust and skepticism toward the Council, as well as potential areas that require stronger public communication and greater institutional openness.

Initially, respondents were asked to identify who appoints prosecutors in Montenegro. This question is of particular importance, as it serves as an indicator of citizens' understanding of the institutional division of competences and the functioning of the prosecutorial system.

Between 2022 and 2025, the majority of respondents consistently identified the Prosecutorial Council as the body responsible for appointing prosecutors. After a slight decline in 2023 and 2024 (from 38.7% in 2022 to 34.4% in 2024), a renewed increase was recorded in 2025, with 44.2% of citizens stating that prosecutors are appointed by the Prosecutorial Council. This indicates an improved understanding of the Council's role.

With regard to other institutions, the Parliament of Montenegro maintains a stable level of recognition in this process (22.2% in 2025), while the role of the Government of Montenegro is recognized to a lesser extent, with a slight decline — from 18.7% in 2024 to 11.5% in 2025. At the same time, the Judicial Council and the Supreme State Prosecutor remain the least recognized actors in the appointment of prosecutors (9.7% and 12.4% in 2025, respectively). This suggests that citizens are, to some extent, able to distinguish competences within the judicial system, while also indicating that there remains room for improving understanding of institutional roles and appointment procedures within the prosecutorial organization.

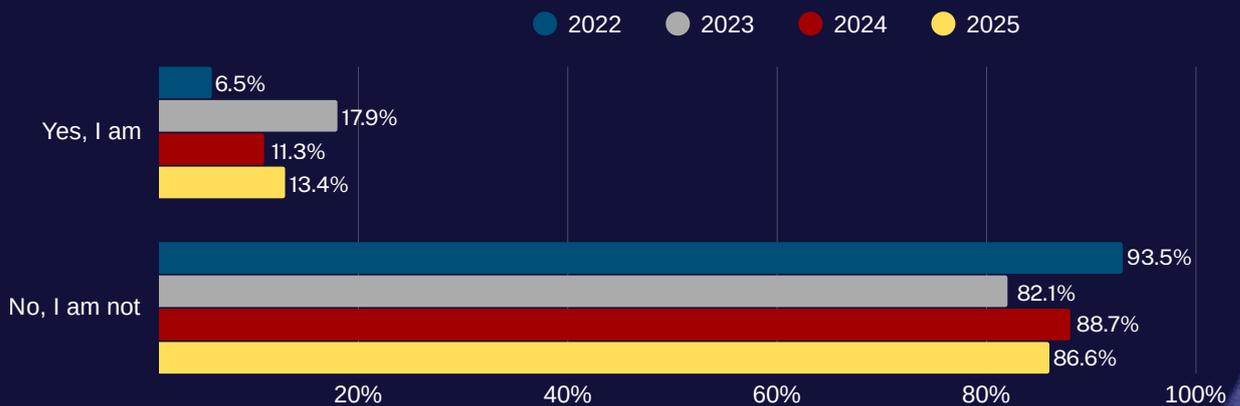
Figure 27. Trends Over Time: In Your Opinion, Who Appoints Prosecutors in Montenegro?



When it comes to citizens’ awareness of the composition of the Prosecutorial Council, data collected between 2022 and 2025 show a gradual increase. Although the majority of respondents still report that they are not well informed about the membership of this body, a positive shift is evident over the observed period. In 2022, only 6.5% of respondents stated that they knew who makes up the Prosecutorial Council; this share increased and then stabilized in subsequent years—17.9% in 2023, 11.3% in 2024, and 13.4% in 2025. These findings suggest that citizens are becoming increasingly interested in the work and structure of institutions that play an important role within the judicial system.

At the same time, the proportion of respondents who are not familiar with the composition of the Council has been gradually declining—from 93.5% in 2022 to 86.6% in 2025. This trend indicates that efforts aimed at improving transparency and public communication are yielding results, contributing to greater visibility and recognition of the Prosecutorial Council within society. Continuing such practices may further strengthen citizens’ trust in institutions and encourage a more active understanding of the role the Council plays in ensuring the independence of the prosecutorial system.

Figure 28. Trends Over Time: Are You Familiar With the Composition of the Prosecutorial Council?



A detailed analysis by socio-demographic characteristics shows that citizens' familiarity with the composition of the Prosecutorial Council varies across different groups, while also revealing clear positive patterns within certain segments of the population.

In terms of gender, men report being familiar with the composition of the Prosecutorial Council more often than women (17.6% compared to 9.6%).

Looking at age groups, the highest level of awareness is recorded among older respondents (55+), where 17.5% state that they know the composition of the Prosecutorial Council. This is followed by respondents aged 35–54 (13.0%), while younger citizens (18–34) are the least informed (7.9%). These findings suggest that interest in institutional issues tends to increase with age and life experience, while also pointing to the need for stronger educational and communication activities targeted at younger populations.

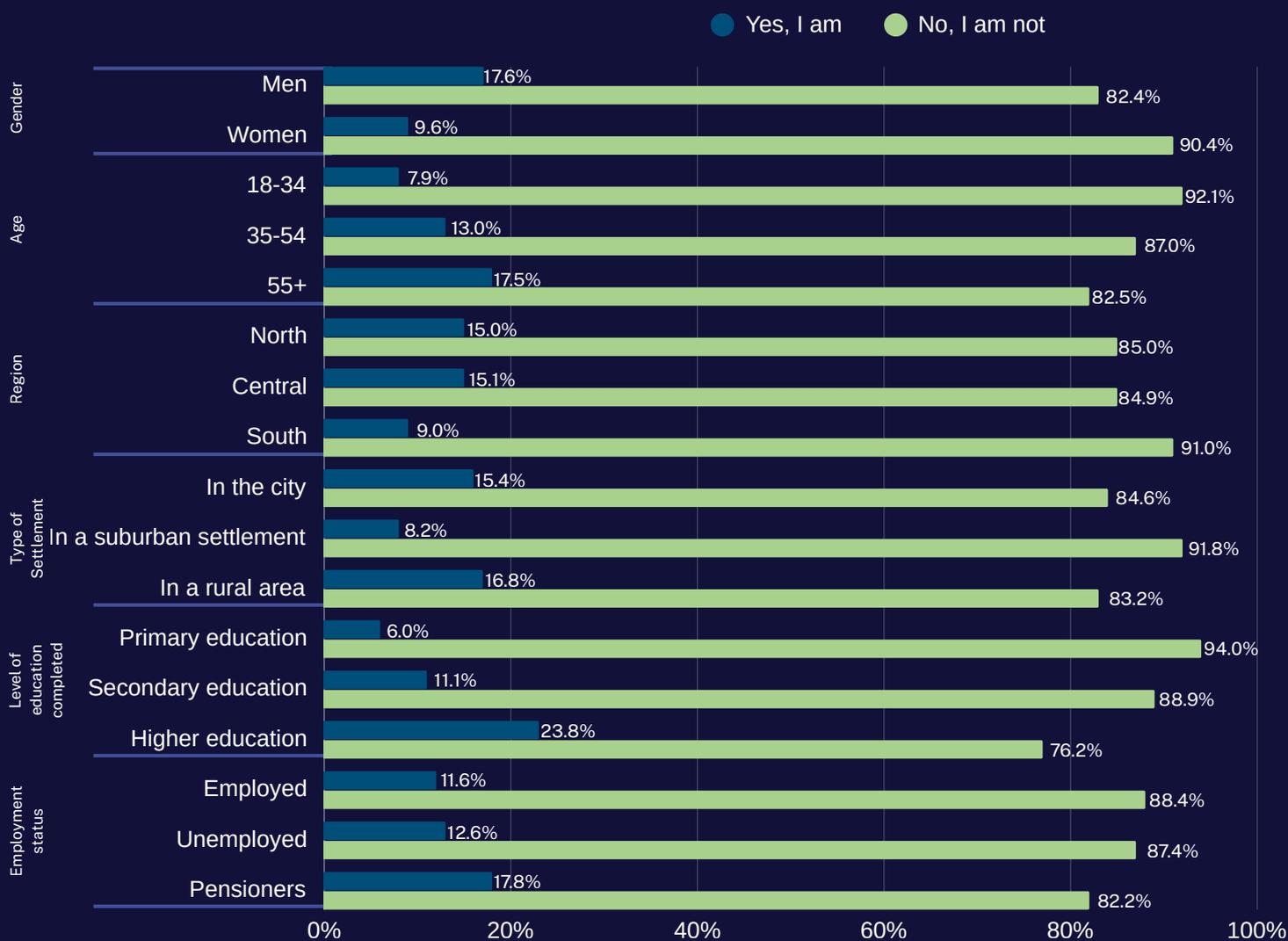
From a regional perspective, the highest levels of awareness are observed in central Montenegro (15.1%) and the northern region (15.0%), while awareness is somewhat lower in the southern region (9.0%). These results may reflect a greater presence of institutional activities and media content in central urban areas, as well as different patterns of access to information across regions. Additionally, when settlement type is considered, citizens from urban areas (15.4%) and rural areas (16.8%) display similar levels of awareness, whereas residents of suburban areas show a lower level (8.2%).

Level of education emerges as a key factor associated with knowledge of the Prosecutorial Council's composition. The highest share of informed respondents is found among those with higher education (23.8%), compared to 11.1% among those with secondary education and 6.0% among those with primary education. This finding confirms that higher levels of education contribute to a better understanding of institutional processes and public policies

With regard to employment status, pensioners are the most informed (17.8%), while similar levels of awareness are recorded among employed (11.6%) and unemployed respondents (12.6%). This distribution suggests that awareness of the Prosecutorial Council's composition depends more on personal interest and access to information than on employment status, further highlighting the potential for expanding knowledge through media and educational programs.



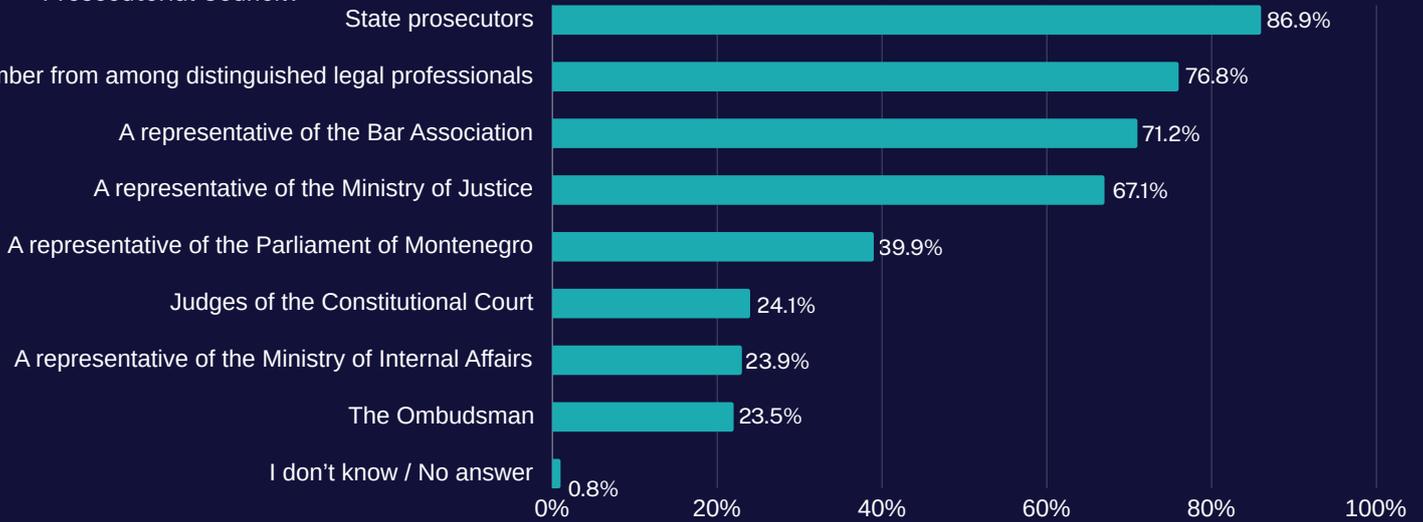
Figure 29. 2025: Are You Familiar With the Composition of the Prosecutorial Council?



Respondents who stated that they were familiar with the composition of the Prosecutorial Council (n = 135) were further asked to identify its members. The research results indicate that citizens of Montenegro are increasingly recognizing the composition of this body, pointing to a higher level of awareness and understanding of its institutional framework. The largest share of respondents correctly identified state prosecutors as members of the Prosecutorial Council (86.9%). High levels of recognition were also recorded for members from among distinguished legal professionals (76.8%) and representatives of the Bar Association (71.2%). A significant proportion of citizens also correctly identified the representative of the Ministry of Justice (67.1%).

A smaller, though still notable, share of respondents recognized representatives of the Parliament of Montenegro (39.9%), while the roles of other institutions—such as the Constitutional Court, the Ministry of Internal Affairs, and the Ombudsman—were identified to a lesser extent (between 23% and 24%). Only 0.8% of respondents were unable to provide an answer to this question, indicating a high level of engagement and willingness to respond on issues related to the work of the Prosecutorial Council.

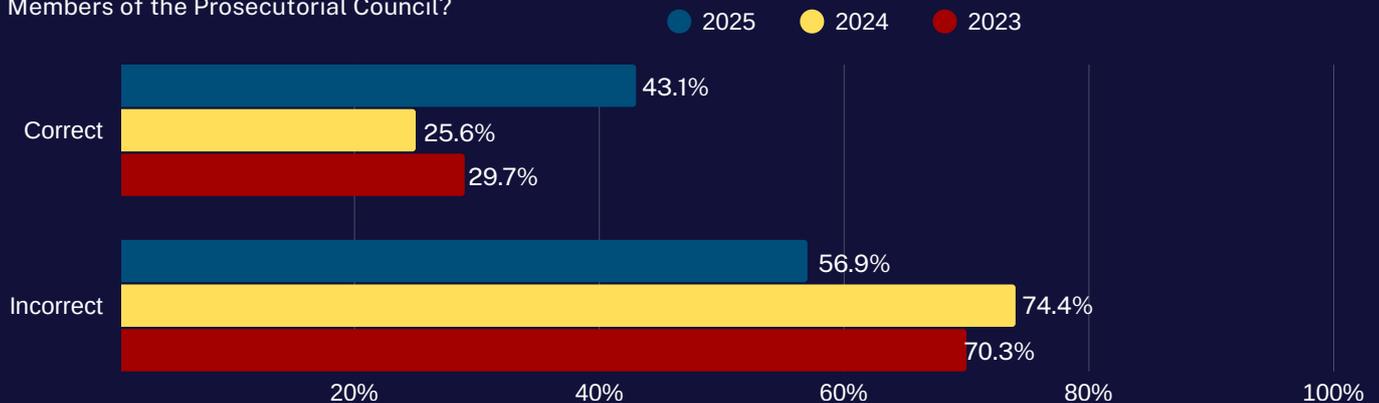
Figure 30. 2025: Can You Tell Us Which of the Following, From the Provided List, Are Members of the Prosecutorial Council?



Comparing the results over time, it is evident that the accuracy of citizens' responses has been steadily increasing. While in 2023, 29.7% of respondents answered correctly, and in 2024 this share stood at 25.6%, in 2025 the percentage rose significantly – to as much as 43.1% of respondents correctly identifying the members of the Prosecutorial Council. This increase points to a positive trend in understanding the institutional structure of the prosecutorial system, likely as a result of greater media visibility and public debate surrounding the work of the Council.

Overall, these data indicate progress in citizens' awareness of the composition and functioning of the Prosecutorial Council, which is an important prerequisite for building trust in its work and strengthening perceptions of transparency and professionalism within the prosecutorial system.

Figure 31. Trends Over Time, Correct Answer: Can You Tell Us Which of the Following, From the Provided List, Are Members of the Prosecutorial Council?



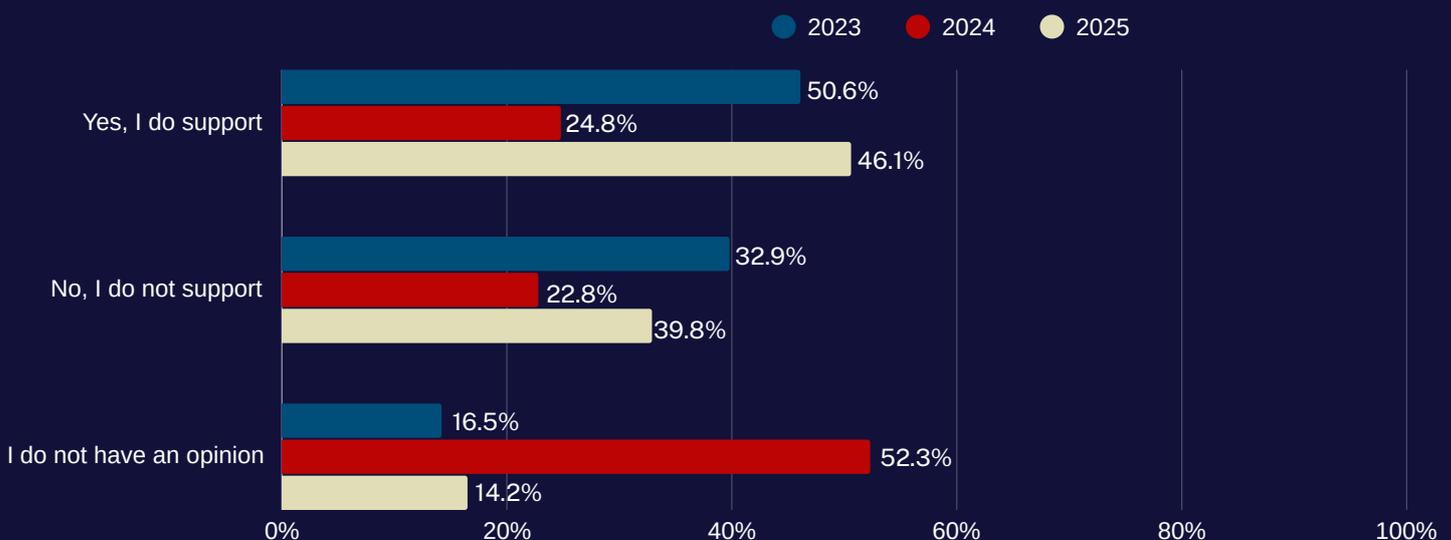
It is also important to examine how the public evaluates the composition of the Prosecutorial Council and the extent to which it supports it. Data collected between 2023 and 2025 indicate a growing level of public support for the Prosecutorial Council.

In 2025, more than half of respondents (50.6%) stated that they support the current composition of the Council, representing a significant increase compared to 2024, when support stood at 24.8%. This increase may be interpreted as a result of greater transparency in the Council's work, the strengthening of its institutional credibility, and increased public visibility of judicial issues.

At the same time, the share of respondents who do not support the composition of the Prosecutorial Council has been declining—from 39.8% in 2023 to 32.9% in 2025—confirming a trend toward the easing of negative attitudes and growing trust in its work.

Particularly encouraging is the substantial decrease in the number of citizens who do not have a formed opinion on this issue. After a marked increase in this category in 2024 (52.3%), 2025 shows a return to more clearly articulated views, with only 16.5% of respondents stating that they do not have an opinion. These findings point to a stabilization and increase in support for the composition of the Prosecutorial Council, which may serve as an important indicator of rising public trust in prosecutorial institutions and their contribution to safeguarding the independence and professionalism of the judicial system.

Figure 32. Trends Over Time: Do You Support the Composition of the Prosecutorial Council?



In addition to the increase in support for the composition of the Prosecutorial Council, the research results show that perceptions of its independence in practice are also gradually improving. In 2025, 8.2% of citizens consider the Council to be fully independent, while 36.7% assess it as independent to some extent. As a result, the overall share of respondents expressing a positive view of the Council's independence reaches nearly 42.2%. This trend indicates growing trust in the Council's institutional autonomy and in its ability to operate free from political or other external influences.

At the same time, the share of respondents who believe that the Prosecutorial Council is not independent has been decreasing compared to earlier periods. While 27.4% of respondents held this view in 2023, the figure dropped to 14.5% in 2024 and further to 14.1% in 2025, pointing to a decline in skeptical perceptions and a shift in public opinion toward a more balanced assessment.

Although a certain proportion of citizens still feel unable to assess the level of the Council's independence (14% in 2025), these results suggest a gradual strengthening of perceptions of the professionalism and institutional stability of the Prosecutorial Council. The growing trust in the independence of this body represents an important indicator of positive progress in how its work is understood and perceived, and it further contributes to the overall strengthening of trust in the prosecutorial system.

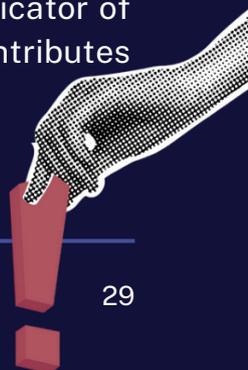
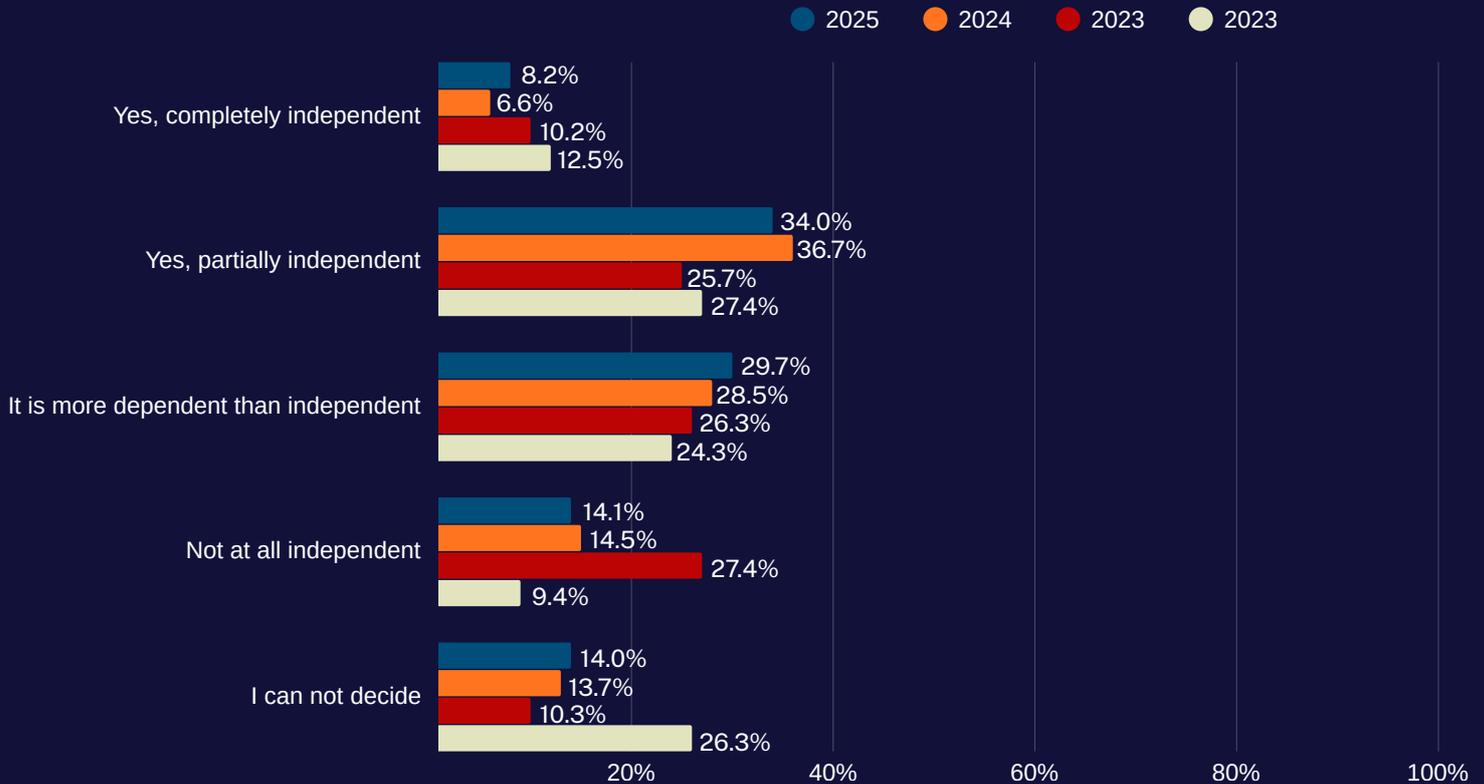


Figure 33. Trends Over Time: Do You Consider the Prosecutorial Council to Be Independent in Its Work?



A more detailed analysis by gender and region shows that perceptions of the independence of the Prosecutorial Council among citizens of Montenegro vary along certain socio-demographic lines, while positive shifts compared to earlier periods are evident across all groups.

With regard to gender differences, men are somewhat more likely than women to believe that the Council is independent – either fully (8.4%) or partially (31.9%). However, women more frequently (36.1%) state that the Council is partially independent, indicating a growth in moderately positive perceptions among female respondents and an increasing tendency toward a more nuanced assessment of institutional realities.

From a regional perspective, the most favorable perceptions of the Prosecutorial Council’s independence are recorded in the northern region of the country, where 13.2% of citizens consider the Council to be fully independent and an additional 28.5% view it as partially independent. These results point to a relatively high level of trust in the institution in this part of Montenegro. In the central region, where the perception that the Council is partially independent is most pronounced (42.8%), attitudes can be described as balanced but cautious. By contrast, the southern region is characterized by a somewhat higher level of skepticism: 34.3% of respondents state that the Council is “more not independent than independent.” At the same time, respondents from the southern region most frequently indicate that the Prosecutorial Council is “not independent at all,” with 14.7% expressing this view

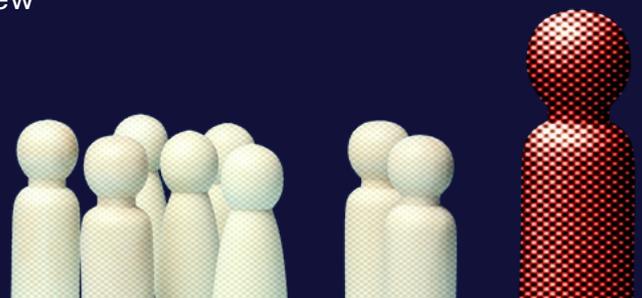
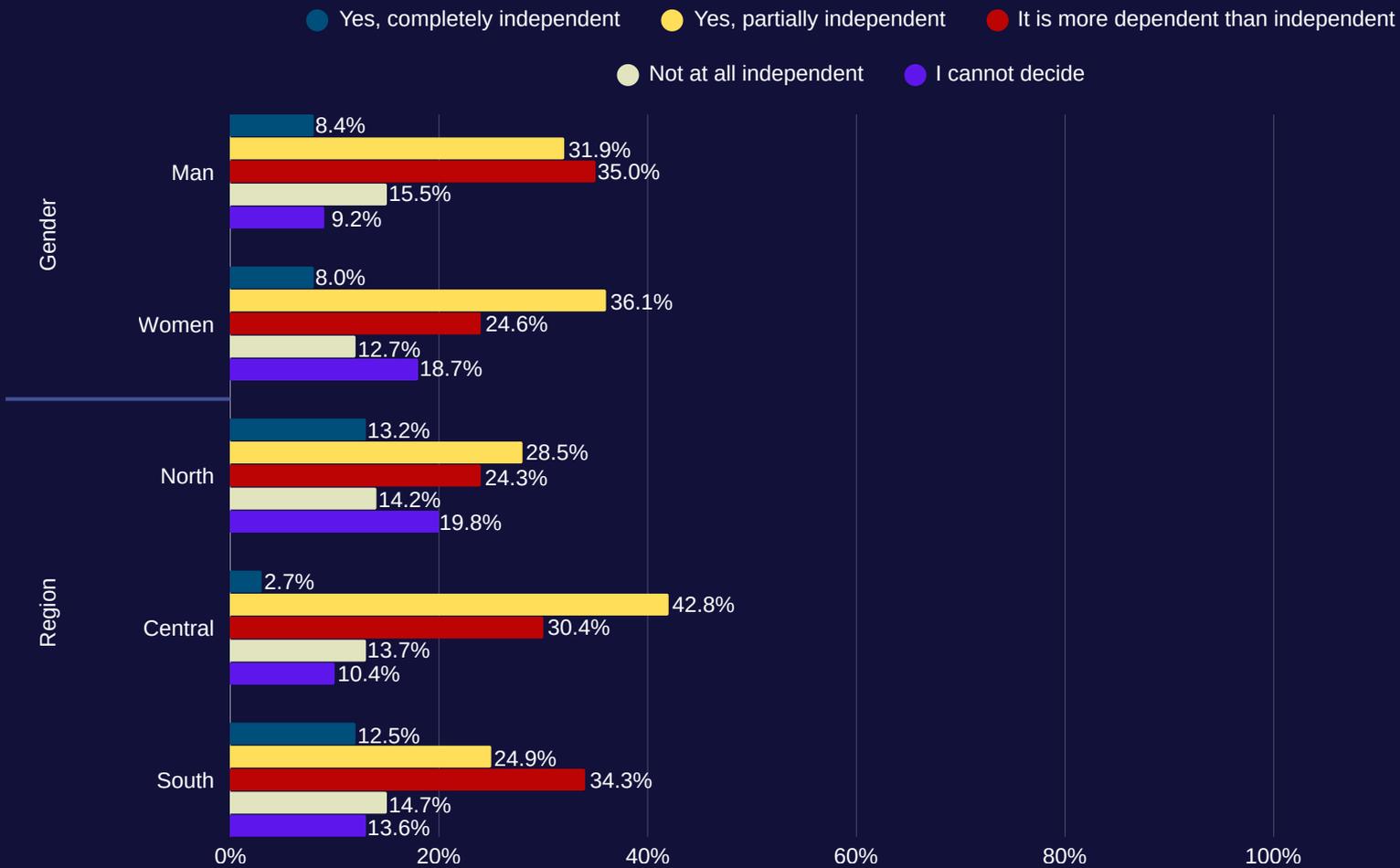


Figure 34. 2025: Do You Consider the Prosecutorial Council to Be Independent in Its Work?



Further cross-tabulation of responses reveals a clear relationship between citizens’ overall attitudes toward the State Prosecutor’s Office and their perceptions of the independence of the Prosecutorial Council. Respondents who hold a positive view of the Prosecutor’s Office are most likely to perceive the Council as independent—18.1% consider it fully independent, while an additional 57.1% believe it is partially independent. This finding suggests that trust in the work of the Prosecutor’s Office goes hand in hand with perceptions of the institutional autonomy of its governing body.

Citizens with a neutral attitude toward the Prosecutor’s Office present a more moderate picture: 43.5% believe that the Council is “more not independent than independent,” while 25.3% consider it partially independent. By contrast, respondents with a negative attitude toward the Prosecutor’s Office predominantly express skepticism regarding the independence of the Prosecutorial Council—39.6% believe that the Council is not independent at all, while 41.4% assess it as “more not independent than independent.” These results confirm that overall attitudes toward the Prosecutor’s Office strongly shape perceptions of the Council, indicating that trust in one institution is closely linked to trust in the other.

A similar relationship is observed between citizens' level of awareness of the composition of the Prosecutorial Council and their perceptions of its independence. Among respondents who are familiar with the Council's composition, as many as 51.1% (combining "fully independent" and "partially independent" responses) consider the Council to be independent, while 20.7% believe it is not. These findings indicate that greater awareness is positively correlated with trust in independence—the better citizens know the institution, the more favorable their perception of its integrity. Conversely, among those who are not familiar with the composition of the Prosecutorial Council, caution is more pronounced: 30.6% believe that the Council is "more not independent than independent," while 15.7% remain undecided.

Overall, these data show that citizens of Montenegro increasingly recognize the Prosecutorial Council as an important and independent component of the prosecutorial system, reflecting a gradual strengthening of trust in its work. Over the observed period, there has been an increase in awareness of the Council's composition and competences, as well as growing support for its current composition. Particularly encouraging is the improvement in perceptions of its independence and professionalism, accompanied by a decline in the share of citizens expressing distrust or uncertainty.

The clear link between awareness and trust demonstrates that greater access to information and openness in communication contribute to more positive public attitudes toward the Council. Continued efforts aimed at enhancing transparency, public communication, and civic education may further strengthen the perception of the Prosecutorial Council as an institution that safeguards the independence and integrity of the prosecutorial system, which is essential for reinforcing trust in the judicial system as a whole.

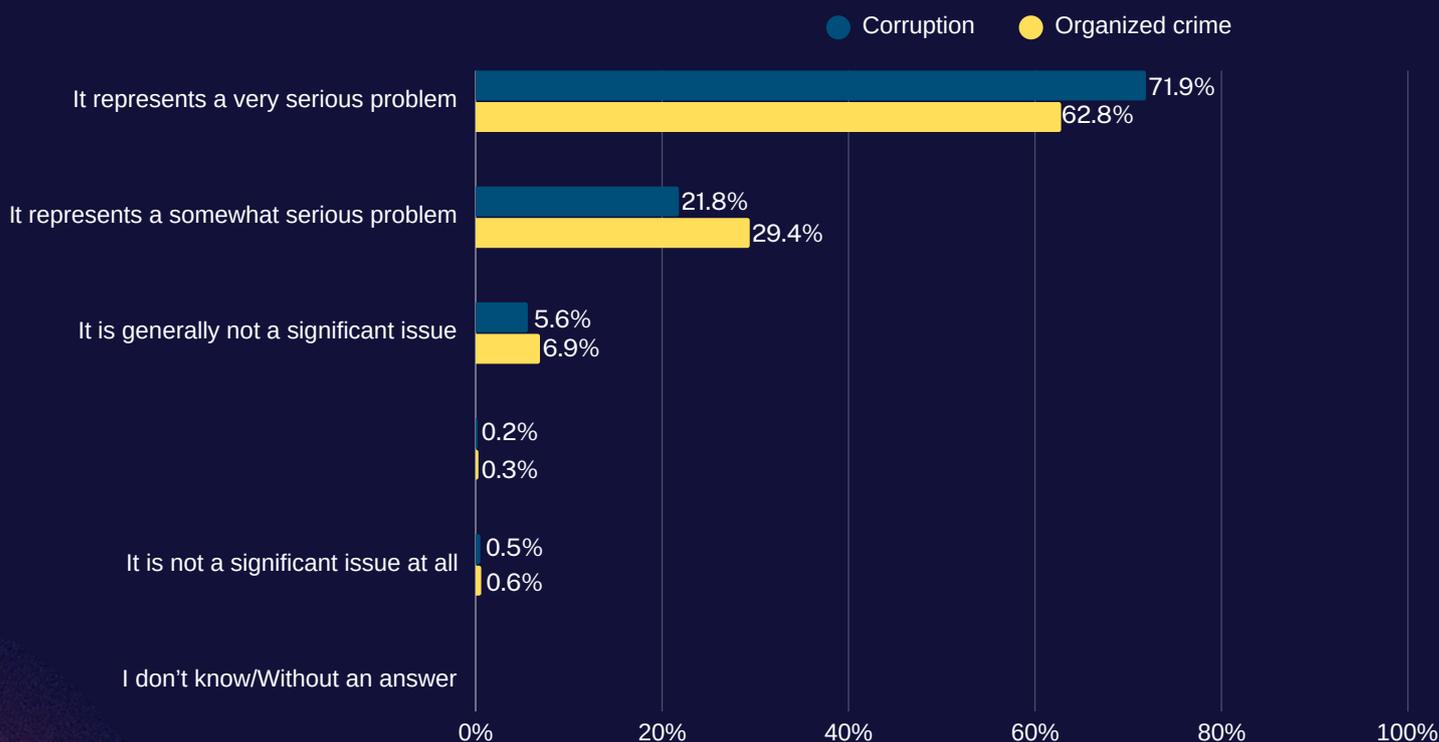


Corruption and Organized Crime

Corruption and organized crime represent some of the most complex and persistent challenges facing Montenegro's judicial system. Their presence directly affects citizens' trust in institutions, perceptions of the rule of law, and the country's international credibility in the context of European integration. As the authority responsible for criminal prosecution, the State Prosecutor's Office plays a key role in combating these phenomena through timely, impartial, and effective action in cases involving corruption and organized crime. An analysis of public opinion on this issue provides insight into how citizens assess the capacity and willingness of the Prosecutor's Office to address these challenges, as well as the extent to which they recognize the results achieved in the fight against corruption and organized crime.

At the outset, citizens were asked to what extent they consider corruption, on the one hand, and organized crime, on the other, to be a problem in Montenegro. The research results show that citizens of Montenegro perceive both phenomena as very serious and highly prevalent social problems. More than two thirds of respondents consider organized crime to be a "very serious problem" (71.9%), while this share is slightly lower in the case of corruption, at 62.8%. An additional 29.4% of citizens assess corruption as a "somewhat serious problem," while 21.8% hold the same view regarding organized crime.

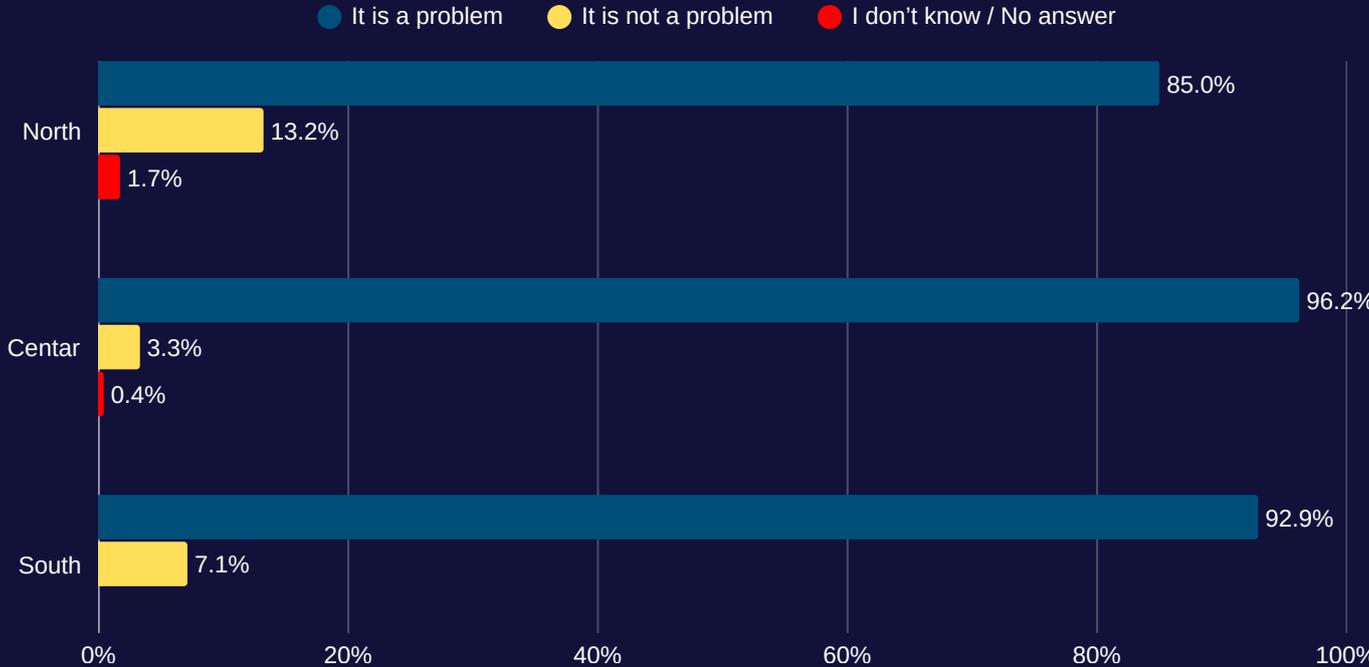
Figure 35. 2025: To What Extent Are the Following Phenomena a Problem in Montenegro?



The regional analysis shows that corruption is recognized as a widespread and significant problem across all parts of Montenegro, though with certain differences in the intensity of perception. The highest share of respondents who consider corruption to be a problem is recorded in the central region, where as many as 96.2% of citizens express this view. In the southern region, this share amounts to 92.9%, while it is somewhat lower in the northern part of the country, at 85.0%.

Although the majority of citizens in the north also agree that corruption is present and problematic, the relatively higher share of those who believe that it is “not a problem” (13.2%) compared to other regions may point to differences in the visibility and frequency of corrupt practices, depending on local context and personal experience. In all regions, the proportion of respondents who did not have an opinion on this issue remains extremely low (below 2%), indicating that corruption is a topic on which citizens have clearly formed views.

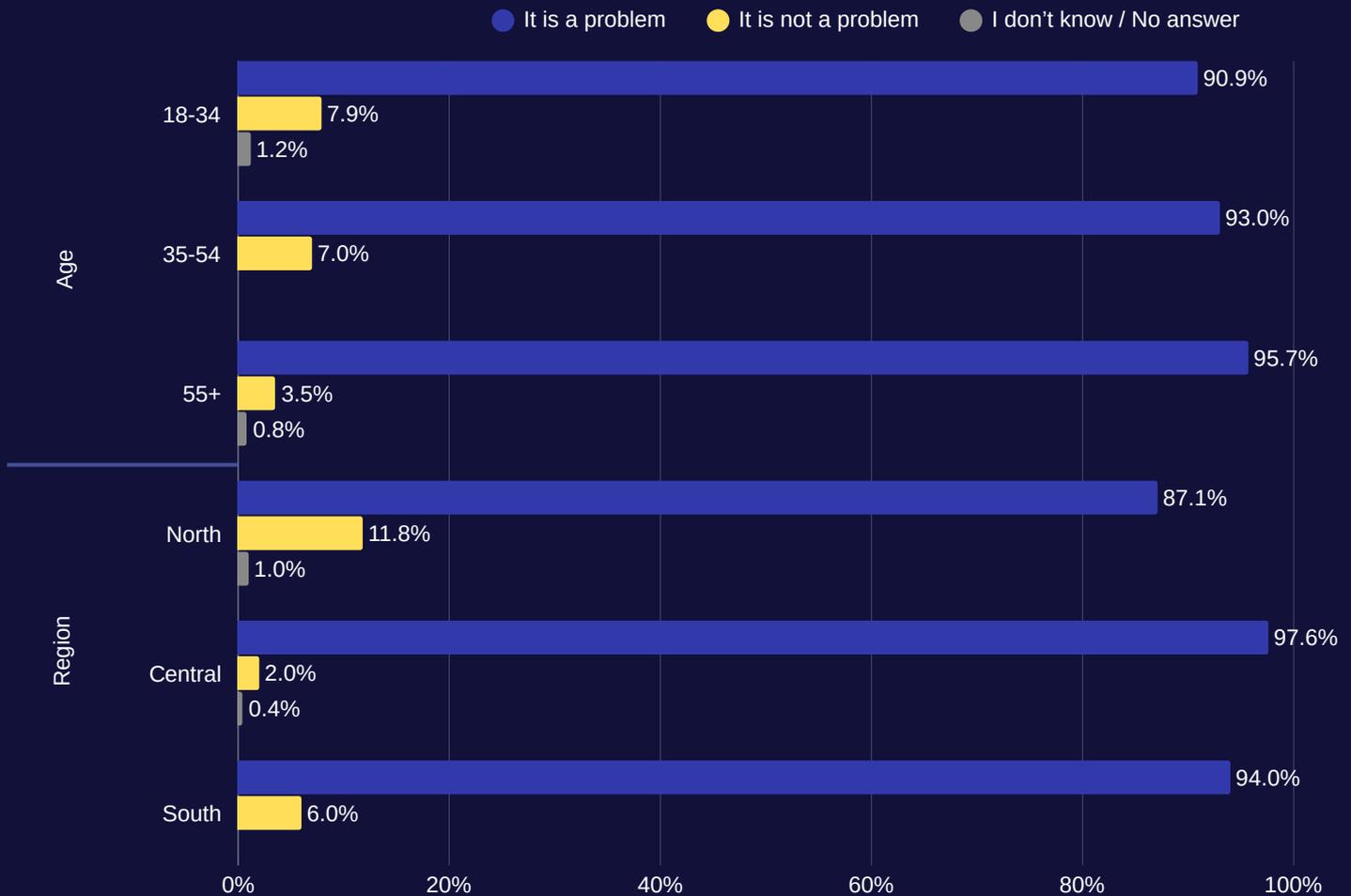
Figure 36. 2025: To What Extent Are the Following Phenomena a Problem in Montenegro?



When the data are analyzed by age group, a clear pattern emerges showing that perceptions of the seriousness of organized crime increase with age. Among respondents aged 18–34, 90.9% consider organized crime to be a problem, compared to 93.0% in the 35–54 age group and 95.7% among the oldest respondents (55+). This trend suggests that older generations are more likely to perceive the presence and impact of organized crime on society.

From a regional perspective, the highest level of agreement that organized crime is a problem is recorded in the central region (97.6%), while 94.0% of respondents in the southern region share this view. In the northern region, the proportion is somewhat lower at 87.1%, with a relatively higher share of respondents who believe that organized crime is “not a problem” (11.8%).

Figure 37. 2025: To What Extent Are the Following Phenomena a Problem in Montenegro?



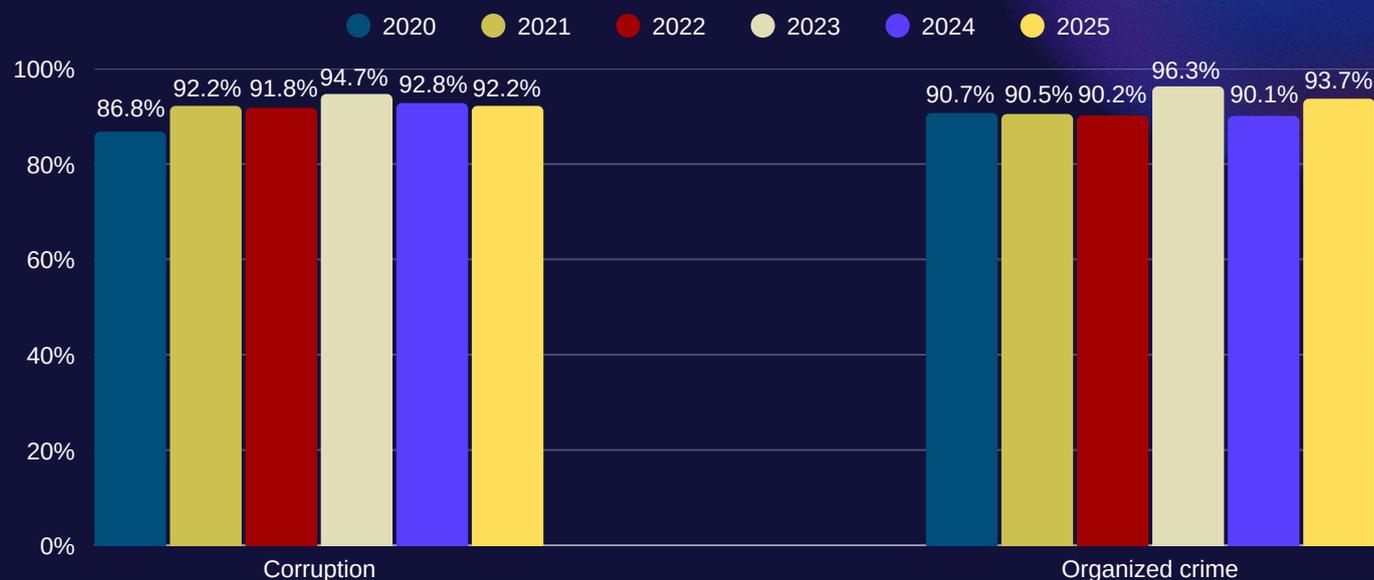
Further, when observing the data over the period from 2020 to 2025, it is evident that citizens of Montenegro consistently perceive both corruption and organized crime as serious social problems. Throughout the entire observed period, the share of respondents who consider these phenomena to be a significant problem remains above 85%, indicating persistent public concern and a perception that measures undertaken to combat them have not produced sufficiently visible results.

In the case of corruption, a slight increase in the perception of its seriousness is recorded — from 86.8% in 2020 to 92.2% in 2025. This trend may reflect heightened media and public attention to corruption cases, as well as rising public expectations regarding the effectiveness of the State Prosecutor’s Office. A similar trend is observed with organized crime, where the proportion of respondents who perceive it as a serious problem increased from 90.7% in 2020 to 93.7% in 2025. This confirms that the public continues to view organized crime as one of the most significant obstacles to the full establishment of the rule of law.

Despite minor fluctuations, the data indicate that perceptions of the seriousness of corruption and organized crime remain consistently high, underscoring the need for further strengthening of institutional capacities and greater transparency in the work of the State Prosecutor’s Office.



Figure 38. Trends Over Time: To What Extent Are the Following Phenomena a Problem in Montenegro?



Data on perceptions of the effectiveness of the fight against corruption and organized crime show significant fluctuations over the period from 2020 to 2025, indicating varying levels of public trust in the work of the State Prosecutor’s Office and other competent institutions.

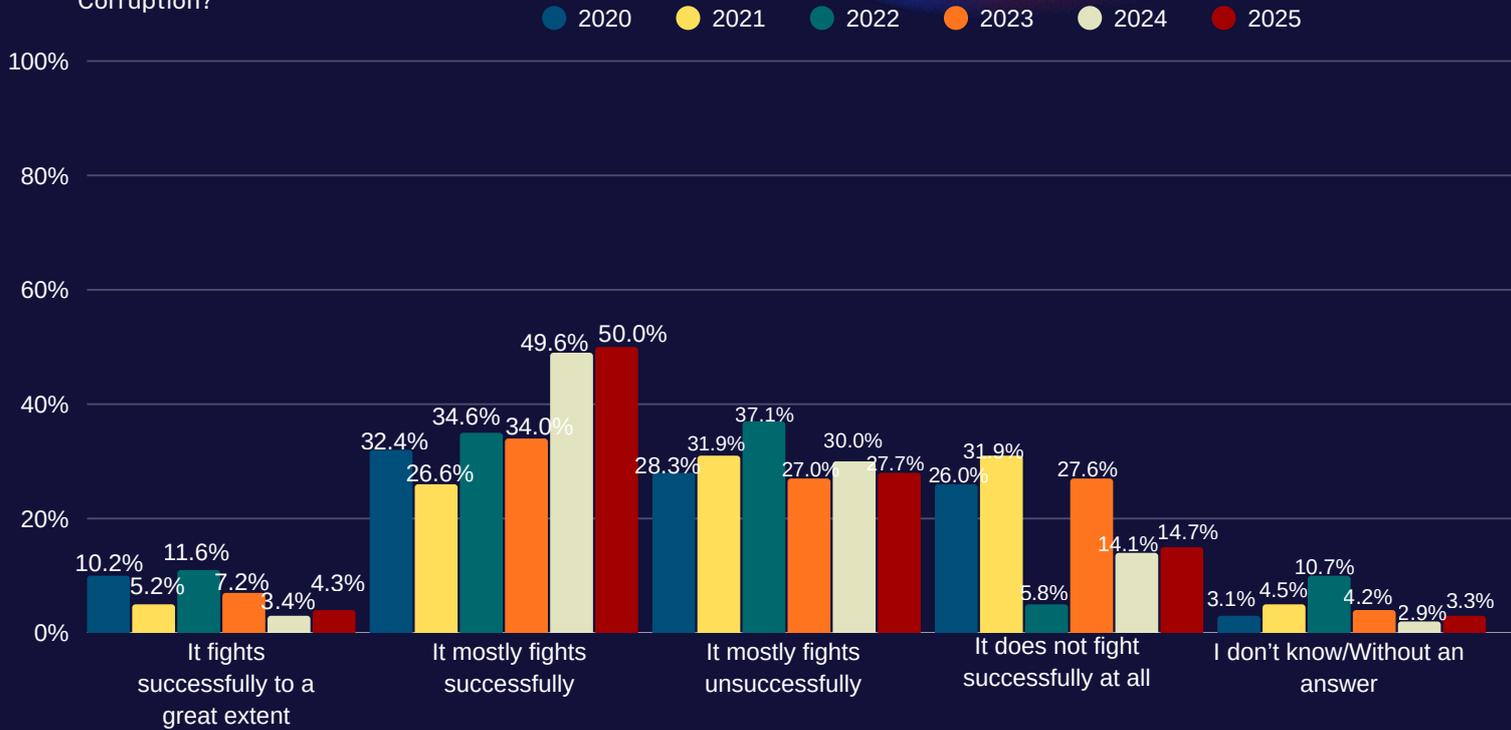
Respondents were asked whether they believe that the State Prosecutor’s Office is successfully combating corruption. The survey results show that citizens of Montenegro hold divided views on this issue, with certain differences in perceptions depending on gender, region, and employment status.

At the beginning of the observed period, in 2020, 42.6% of respondents believed that the Prosecutor’s Office was successfully combating these phenomena, while a majority (54.3%) expressed the opposite view. In 2021, trust declined further—only 31.8% of citizens assessed the fight as successful, representing the lowest level recorded over the six-year period, while as many as 63.8% believed that the Prosecutor’s Office was not achieving satisfactory results. From 2022 onward, a slight reversal becomes evident. Specifically, the share of respondents who considered the fight to be successful increased to 46.2%, while negative assessments declined to 42.9%.

This recovery trend in public trust continued in subsequent years. In 2024, more than half of respondents (53.0%) assessed the Prosecutor’s Office as successfully addressing corruption and organized crime. The most favorable result was recorded in 2025, when 54.3% of citizens expressed a positive assessment, compared to 42.4% who held a negative view.

This trend points to a gradual restoration of public trust in the work of the State Prosecutor’s Office, particularly over the past two years. The increase in trust may be linked to more visible results in prosecuting high-level corruption and organized crime cases, greater transparency in institutional work, and a stronger public focus on judicial reforms. Nevertheless, the fact that more than two fifths of respondents continue to perceive the fight against these phenomena as unsuccessful highlights the need for further strengthening of effectiveness and public communication in order to preserve and enhance the credibility of the Prosecutor’s Office.

Figure 39. Trends Over Time: Do You Consider the State Prosecutor's Office to Be Successful in Combating Corruption?

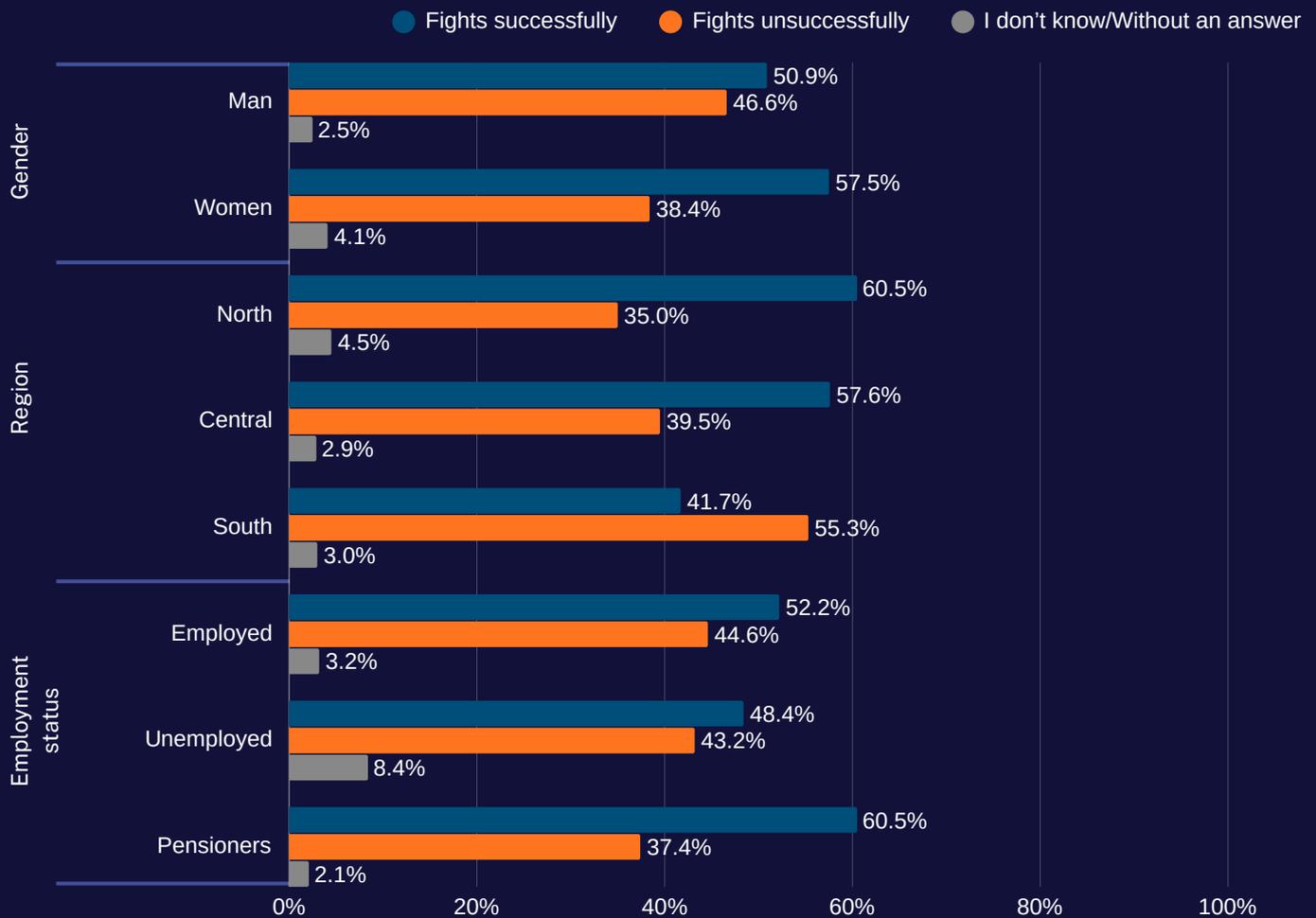


When the data are analyzed by gender, women are somewhat more likely than men to assess the State Prosecutor's Office as successful in combating corruption and organized crime (57.5% compared to 50.9%). Men more often express a skeptical view (46.6%), while women demonstrate slightly higher levels of trust in institutions, along with a smaller share of those who did not express an opinion on this issue (4.1%).

From a regional perspective, the highest level of trust is recorded in the northern part of the country, where 60.5% of respondents believe that the fight against corruption and organized crime is successful, while 35.0% express the opposite view. A similar assessment is observed in the central region, where 57.6% of citizens evaluate the fight as successful. In the southern region, however, a more critical attitude prevails—55.3% of respondents believe that the fight is not successful, while 41.7% express a positive assessment.

With regard to employment status, pensioners express the highest level of trust in the work of the Prosecutor's Office (60.5%), while employed and unemployed citizens hold more moderate views. Among employed respondents, 52.2% assess the fight as successful, while among the unemployed this share amounts to 48.4%. A higher proportion of "don't know" responses among unemployed respondents (8.4%) may indicate a lower level of information or a weaker perception of personal engagement with these issues.

Figure 40. 2025: Do You Consider the State Prosecutor’s Office to Be Successful in Combating Corruption?



The research results also demonstrate a strong relationship between citizens’ overall attitudes toward the State Prosecutor’s Office and their perceptions of its effectiveness in combating corruption. Among respondents who hold a positive view of the Prosecutor’s Office, as many as 92.8% believe that it is successful in fighting corruption, while only 6.2% hold the opposite view. By contrast, 83.2% of those who express a negative attitude believe that the Prosecutor’s Office is unsuccessful in this area. These findings confirm that trust in the work of the Prosecutor’s Office and perceptions of its effectiveness go hand in hand—the greater the trust in the institution, the higher the assessment of its effectiveness.

A very strong connection is also evident between perceptions of transparency and evaluations of success in combating corruption. Among citizens who believe that the Prosecutor’s Office operates transparently, 80.2% believe that it is successful in fighting corruption, while 82.6% of those who assess it as non-transparent consider the fight against corruption to be unsuccessful.

A similar pattern is observed with regard to perceptions of institutional efficiency. Among respondents who view the Prosecutor’s Office as effective, 89.3% state that it is successful in combating corruption. Conversely, among those who perceive it as ineffective, as many as 88.0% believe that the fight against corruption is unsuccessful. These findings confirm that perceptions of success in combating corruption depend not only on individual outcomes, but also on the overall impression of the institution’s work—its transparency, efficiency, and professionalism.

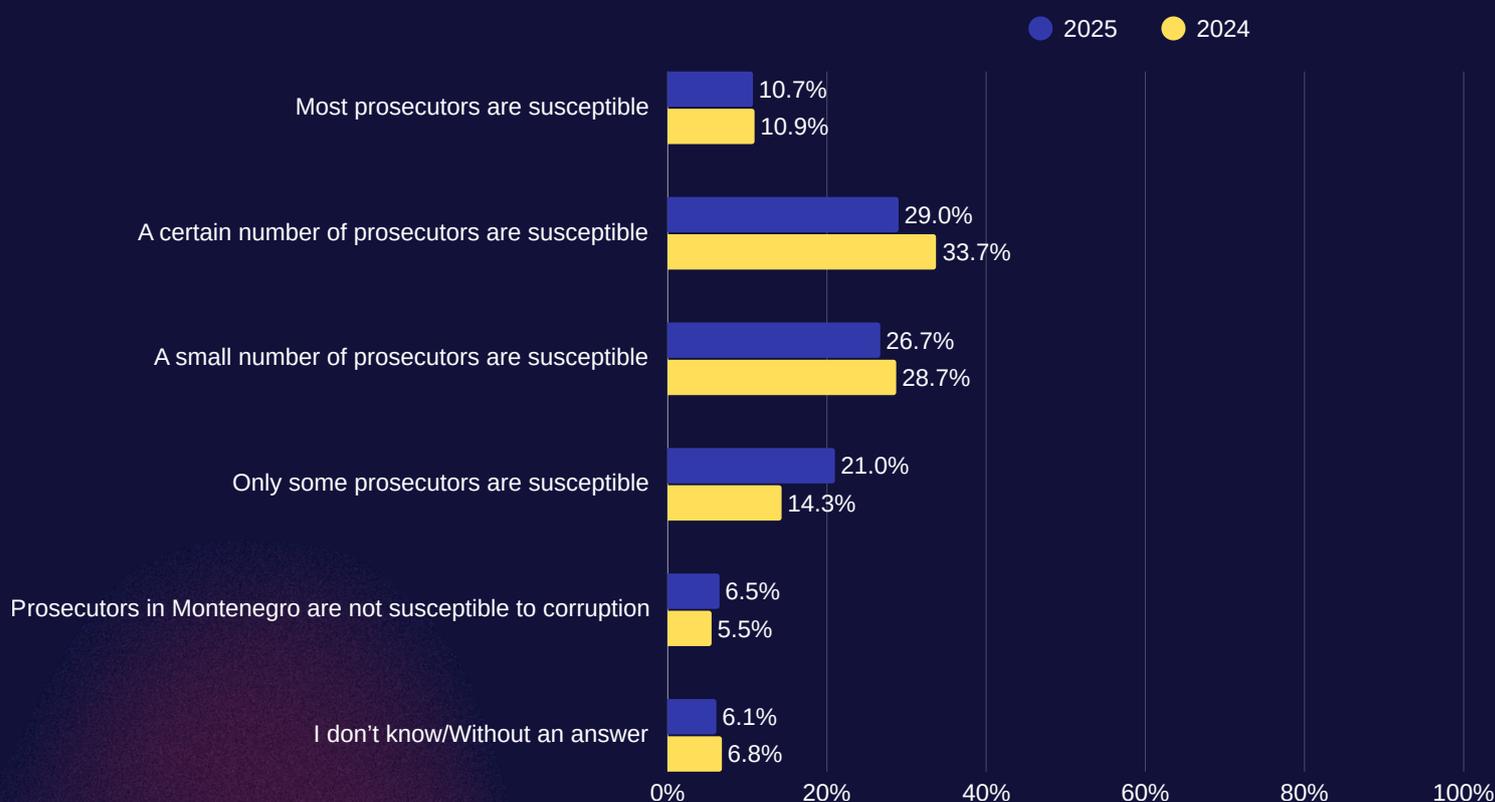
Respondents were also asked whether they believe that prosecutors are susceptible to corruption. The results show moderate changes between 2024 and 2025, alongside a clear tendency among citizens to recognize this phenomenon as present, though not pervasive.

In 2025, the largest share of respondents (29.0%) believe that a certain number of prosecutors are susceptible to corruption, while 26.7% are of the opinion that such behavior applies to only a small number of prosecutors. This suggests that the majority of citizens perceive the problem as partially present, but not systemic. Compared to the previous year, when 10.9% of respondents believed that the majority of prosecutors were susceptible to corruption, this share slightly declined to 10.7% in 2025. At the same time, the proportion of respondents who believe that only individual prosecutors are susceptible to such behavior increased (from 14.3% to 21.0%).

A smaller share of citizens (6.5%) believe that prosecutors in Montenegro are not susceptible to corruption, while a similar proportion (6.1%) did not have an opinion on this issue.

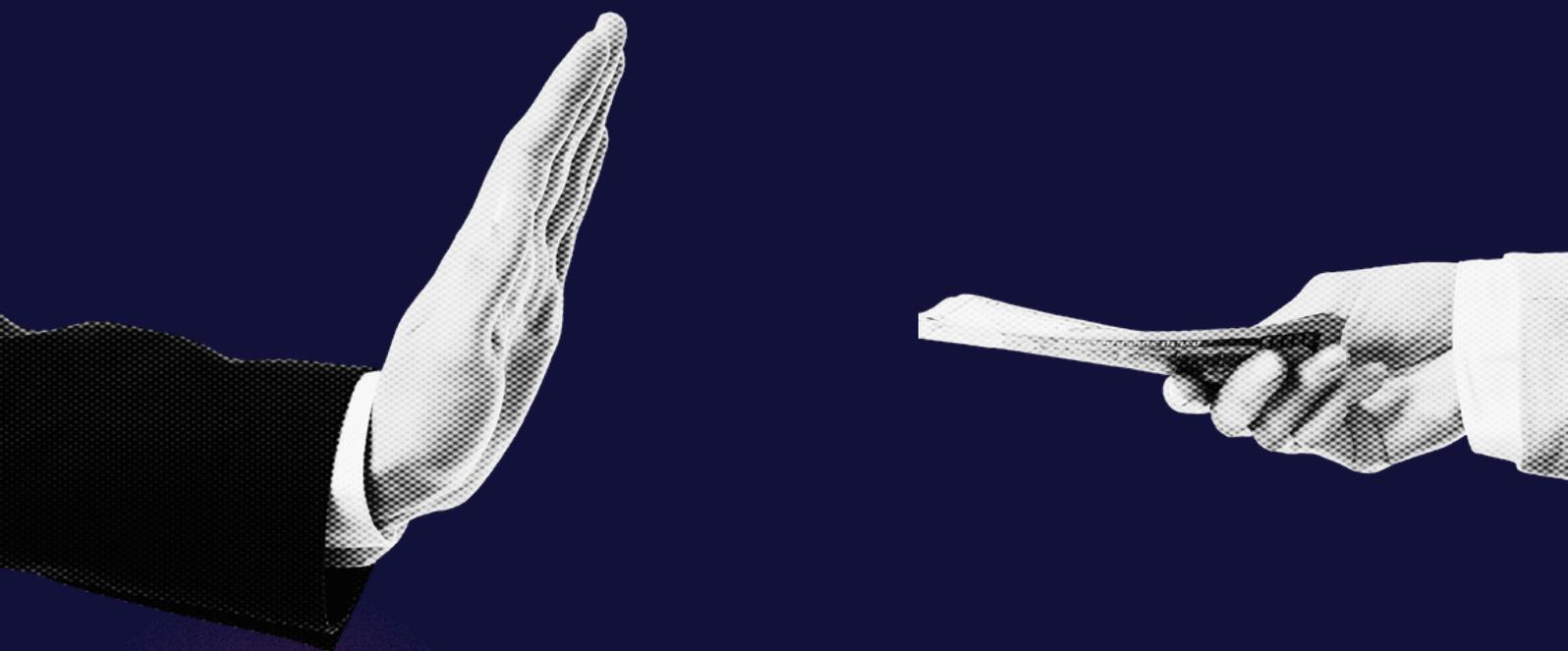
Overall, the data indicate that the public recognizes efforts aimed at strengthening integrity within the State Prosecutor’s Office, while at the same time maintaining a notable perception that corruption is present among a segment of prosecutors. These findings underscore the need for continuous measures focused on enhancing transparency, ethical accountability, and public communication, in order to further strengthen citizens’ trust in the impartiality and professionalism of holders of prosecutorial office

Figure 41. Trends Over Time: Do You Consider Prosecutors to Be Susceptible to Corruption?



The above findings indicate that public opinion consistently recognizes corruption and organized crime as very serious and widespread problems in Montenegro. Although the past two years have seen a recovery of trust in the work of the State Prosecutor's Office —reflected in a growing share of citizens who assess the fight against these phenomena as successful—skepticism remains pronounced among a significant portion of the population. Differences by region and age are clearly visible (with a more critical stance in the southern region and greater sensitivity among older citizens), while trust is strongly linked to perceptions of transparency and efficiency: where the Prosecutor's Office is seen as open and effective, assessments of its success in combating corruption are correspondingly higher.

At the same time, the majority of the public does not perceive corruption among prosecutors as a systemic problem, but rather as one limited to a smaller segment of office holders, representing a slight improvement compared to earlier periods. These findings suggest that further growth in public trust will depend on continued visible results in high-level corruption and organized crime cases, alongside the strengthening of internal integrity policies, proactive and accessible public communication, and the use of clear, measurable indicators of institutional effectiveness.



Citizens' Awareness of the State Prosecutor's Office

The level of citizens' awareness of the work of the State Prosecutor's Office represents one of the key indicators of the institution's transparency and openness toward the public. The way in which citizens perceive, understand, and follow the activities of the Prosecutor's Office has a direct impact on the level of trust in its work, as well as on the overall perception of the judicial system as a whole. Awareness is not only the result of institutional communication with the public, but also a reflection of integrity, data accessibility, and the willingness of the institution to operate in a transparent and accountable manner.

This chapter presents an overview of data on the extent to which citizens of Montenegro are familiar with the competences, role, and activities of the State Prosecutor's Office, as well as the information sources they most frequently use. The analysis also examines how levels of awareness have changed over time and how they influence the formation of attitudes toward the work of, and trust in, the Prosecutor's Office.

In this context, it is particularly important to analyze citizens' perceptions of the transparency of the State Prosecutor's Office. Perceptions of transparency over the 2023–2025 period show dynamic changes, with a slight overall improvement in the assessment of institutional transparency in 2025.

In 2025, the largest share of citizens (44.4%) believe that the Prosecutor's Office is somewhat transparent. This represents a slight decline compared to 2024 (51.2%), but a significant increase compared to 2023 (32.4%). These data indicate that the majority of citizens recognize a certain degree of openness in the work of the Prosecutor's Office, although they still do not consider its transparency to be complete. The perception that the Prosecutor's Office is fully transparent remains consistently low throughout the observed period—8.4% in 2023, 4.5% in 2024, and 5.4% in 2025.

At the same time, a slight increase is observed in categories indicating limited transparency. In 2025, 31.2% of respondents believe that the Prosecutor's Office is "mostly not transparent," representing an increase compared to the previous year (24.6%). A similar trend is noted among those who believe that the Prosecutor's Office is "not transparent at all," although this share in 2025 (13.1%) is lower than in 2024 (26.9%), pointing to a partial stabilization of public attitudes.

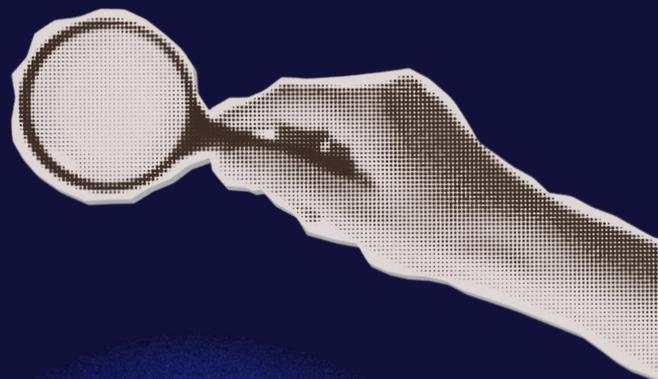
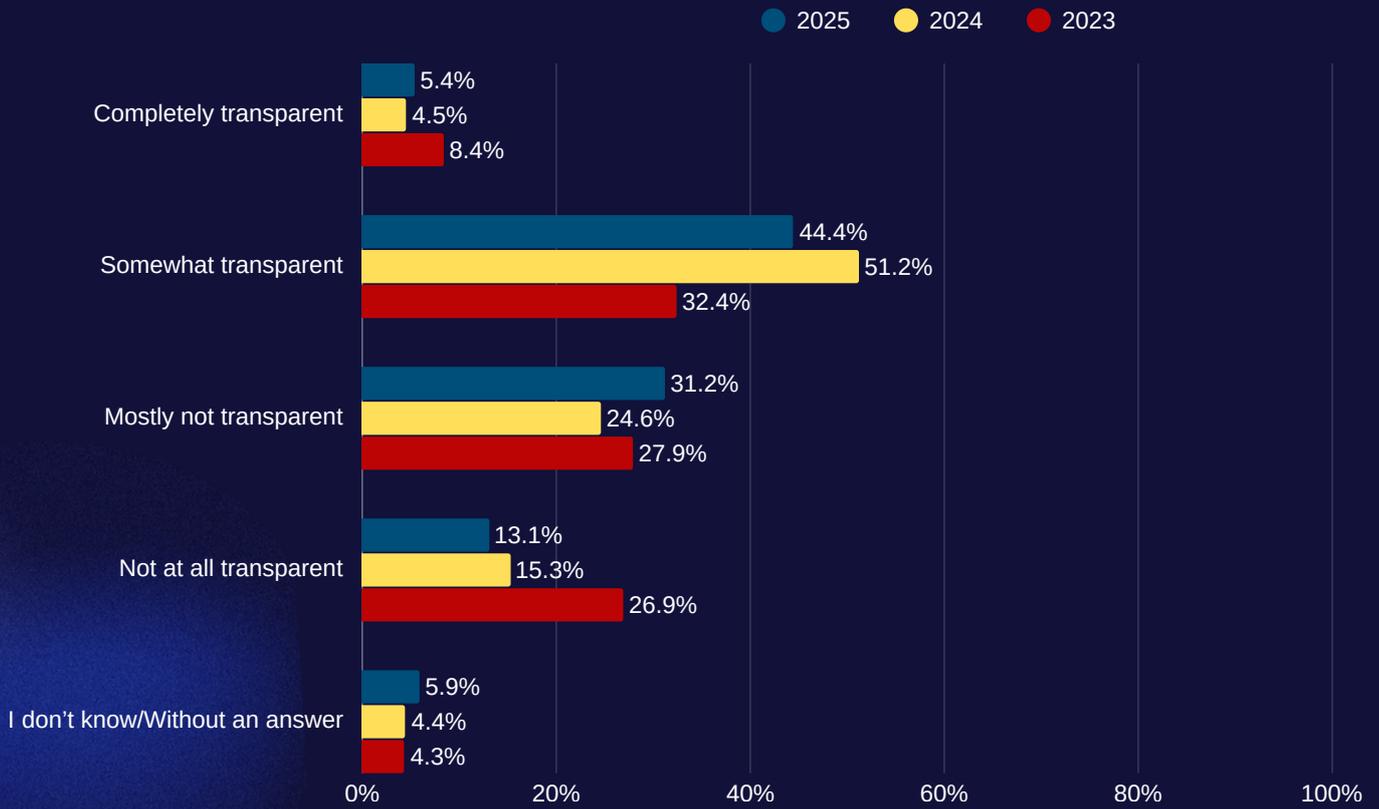


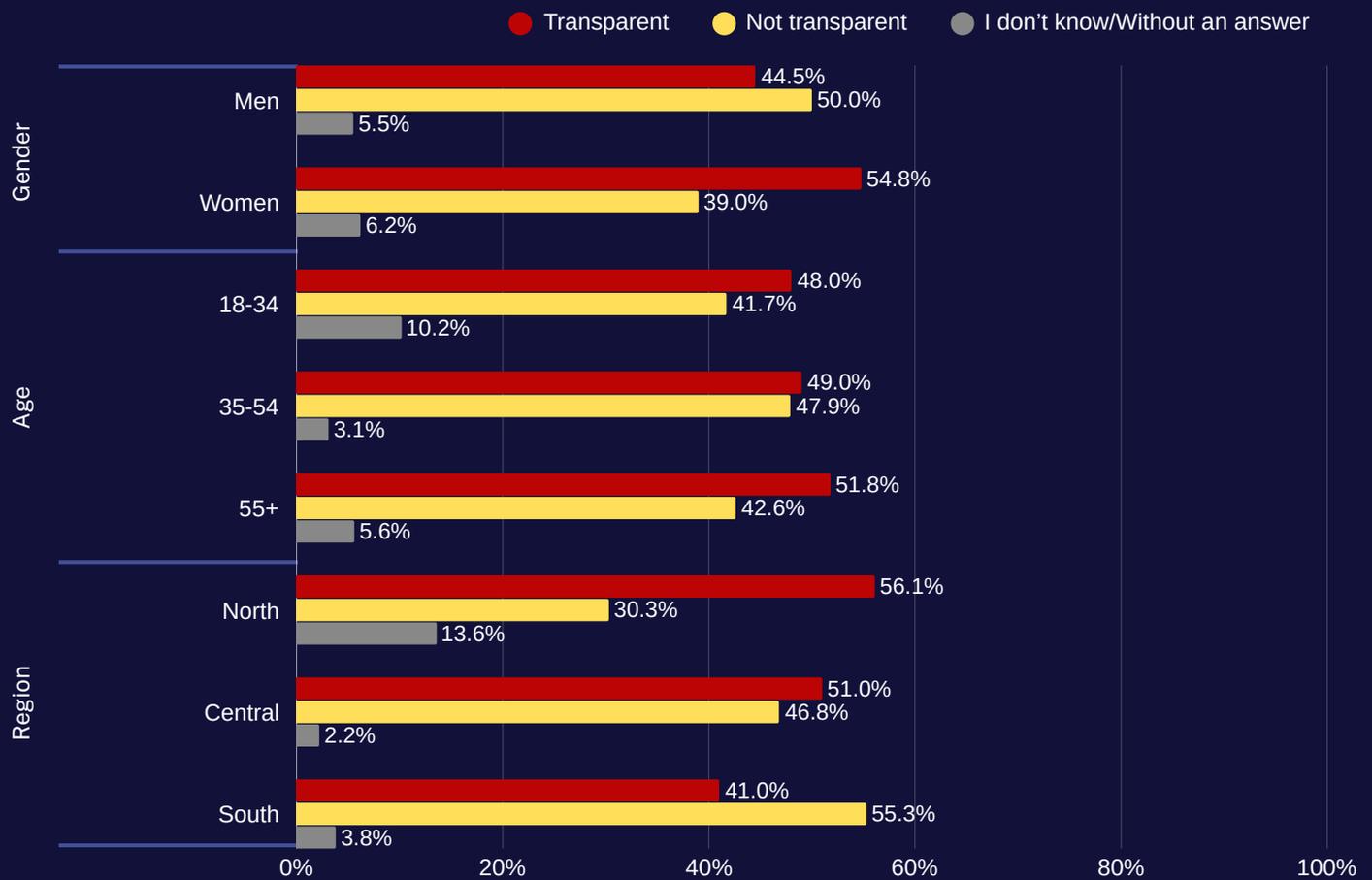
Figure 42. Trends Over Time: Do You Consider Prosecutors to Be Susceptible to Corruption?



When differences between men and women are considered, perceptions of transparency show only minor variations between the two groups. With regard to age groups, perceptions of transparency increase slightly with age. Younger respondents (18–34) are less likely to perceive the Prosecutor’s Office as transparent (48.0%) compared to older respondents (51.8% among those aged 55+). At the same time, the youngest age group has the highest share of respondents who are uncertain about their position (10.2%), which may indicate lower levels of information or weaker engagement with issues related to the judiciary.

Regional differences are more pronounced. In the northern region of the country, 56.1% of respondents consider the Prosecutor’s Office to be transparent, while this share is somewhat lower in the central region (51.0%) and significantly lower in the southern region (41.0%). In the southern region, perceptions of non-transparency prevail, with 55.3% of respondents viewing the institution as not transparent.

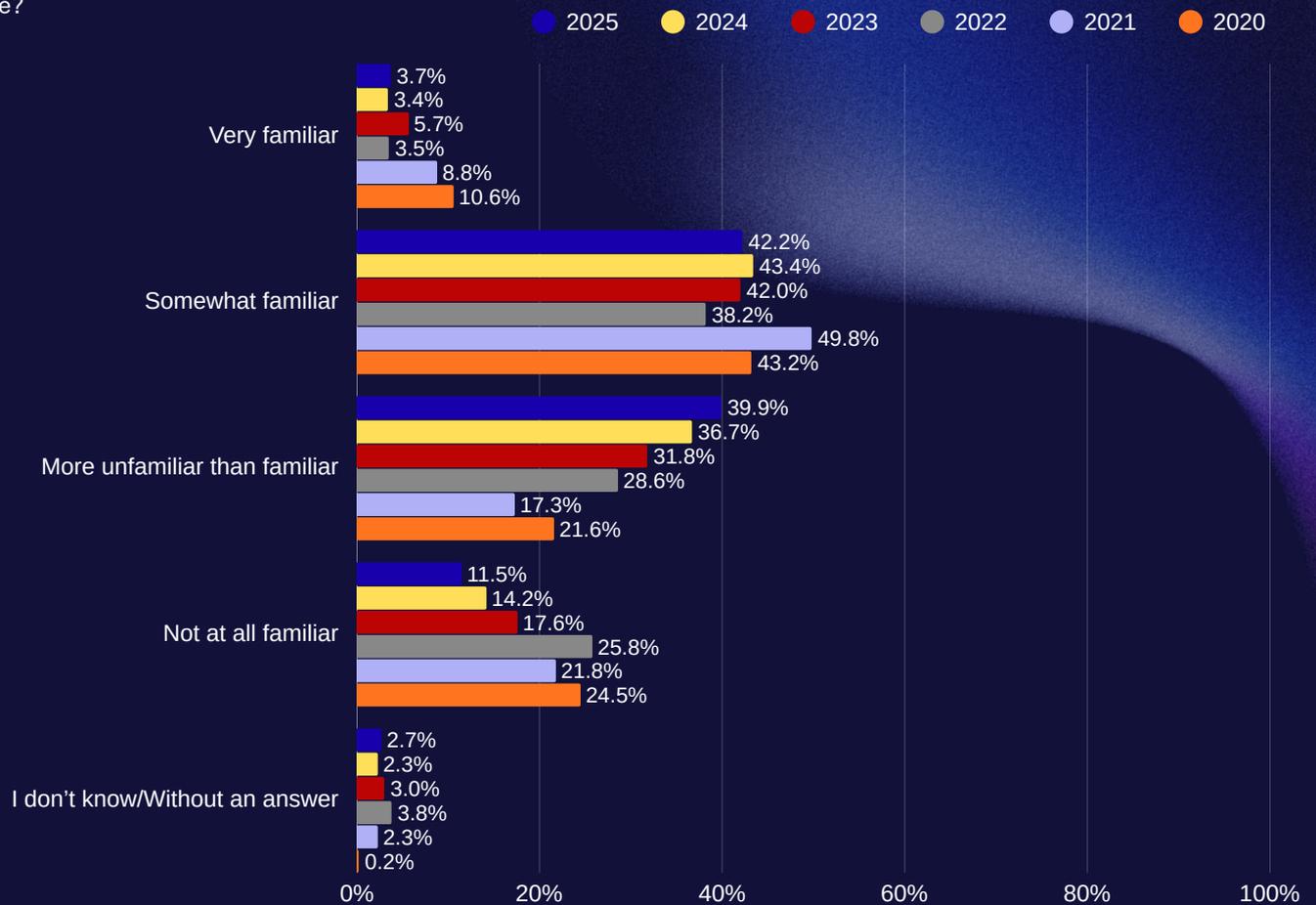
Figure 43. 2025: Do You Consider Prosecutors to Be Susceptible to Corruption?



To gain a deeper understanding of citizens' level of awareness of the State Prosecutor's Office, respondents were asked to assess the extent to which they are familiar with its competences. Perceptions of citizens' awareness of the competences of the State Prosecutor's Office over the period from 2020 to 2025 show a moderate but gradual decline in the overall level of familiarity, accompanied by a slight increase in the share of those who believe they are insufficiently informed about the work and competences of this institution.

In 2025, only 3.7% of citizens stated that they are very familiar with the competences of the Prosecutor's Office, representing a decrease compared to 2020 (10.6%) and a continuation of the negative trend that began in 2021. The largest share of respondents — 42.2% — assessed themselves as somewhat familiar, indicating that most of the public has a basic understanding of the role and competences of the Prosecutor's Office, but lacks deeper knowledge of its work. At the same time, the proportion of respondents who believe they are more unfamiliar than familiar has increased markedly — from 21.6% in 2020 to 39.9% in 2025.

Figure 44. Trends Over Time: To What Extent Are You Familiar With the Competences of the State Prosecutor's Office?



The analysis shows a clear relationship between citizens' level of familiarity with the competences of the State Prosecutor's Office and their overall attitudes toward this institution. Respondents who are better informed are more likely to express positive views of the Prosecutor's Office, while negative attitudes are more prevalent among those with lower levels of awareness.

Among respondents with a positive attitude toward the Prosecutor's Office, as many as 65.5% state that they are very or somewhat familiar with its competences, while only 7.9% report that they are not familiar at all. By contrast, within the group holding a negative attitude, nearly 58% of respondents indicate that they are insufficiently informed (those who state they are "more unfamiliar than familiar" or "not familiar at all").

A similar pattern emerges when examining the relationship between levels of awareness and perceptions of the Prosecutor's Office's effectiveness. Respondents who consider the Prosecutor's Office effective are predominantly found among those who are somewhat familiar (58.6%) or very familiar (3.4%) with its competences, while only 7.9% of this group report being completely unfamiliar with the institution's remit. Conversely, among those who assess the Prosecutor's Office as ineffective, more than half (54.0%) state that they are insufficiently informed about its competences, with an additional 12.5% indicating that they are not familiar at all. These findings suggest that perceptions of inefficiency often stem from limited knowledge of the institutional framework and operational processes of the Prosecutor's Office, whereas better-informed individuals are more inclined to evaluate its work positively.

This relationship points to the need for the Prosecutor's Office to intensify communication with the public, particularly through educational and informational initiatives aimed at improving understanding of its competences, transparency, and societal role. Increasing public awareness – especially among groups with lower levels of familiarity – could contribute to strengthening trust and improving perceptions of the institution's effectiveness.

Further analysis by respondents' demographic characteristics reveals differences in levels of familiarity with the competences of the State Prosecutor's Office, indicating that certain population groups are better informed than others.

Gender-based differences show that men are somewhat better informed about the competences of the Prosecutor's Office than women. Nearly half of male respondents (45.3%) report being somewhat familiar, compared to 39.5% of women. Women more frequently state that they are not familiar (40.8%) or not familiar at all (13.9%) with the competences of the Prosecutor's Office.

Regional differences are pronounced. Respondents from the central region of the country demonstrate a higher level of awareness, with more than half (52.7%) stating that they are somewhat familiar with the Prosecutor's Office's competences. In contrast, this share is significantly lower in the northern and southern regions (32.1% and 35.3%, respectively). The southern region also records the highest proportion of respondents who state that they are not familiar (47.4%).

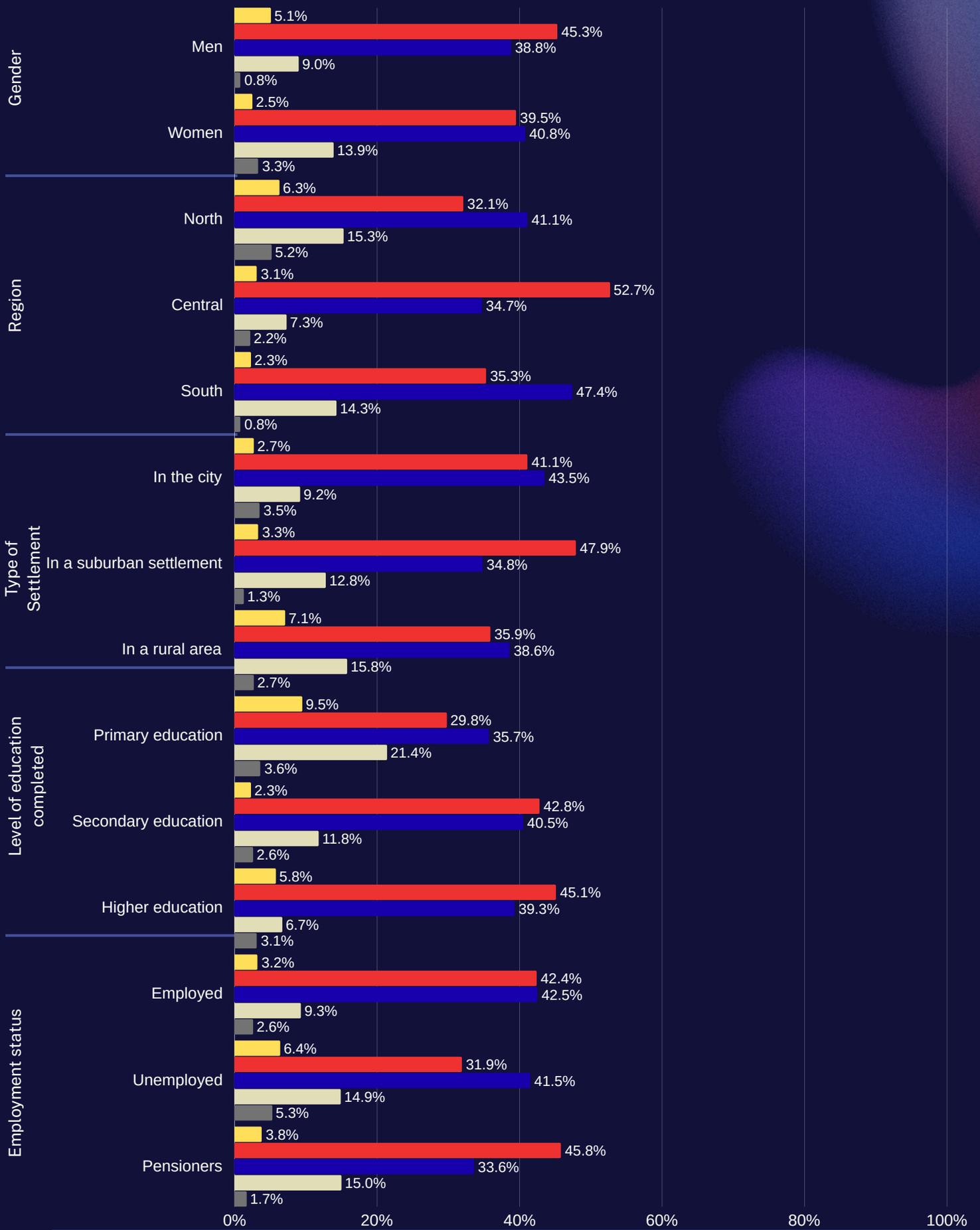
When settlement type is considered, residents of rural areas are somewhat better informed about the basic competences of the Prosecutor's Office – 7.1% report being very familiar, which is twice as high as in urban areas (2.7%). However, rural areas also show a higher share of respondents who are not familiar at all (15.8%). Residents of suburban settlements most often report being somewhat familiar (47.9%), while urban populations demonstrate a moderate level of awareness.

Level of education shows a strong association with familiarity. Respondents with primary education more frequently report low levels of awareness – 21.4% state that they are not familiar at all – while among those with higher education this share is nearly three times lower (6.7%). Among highly educated respondents, the dominant response is that they are somewhat familiar (45.1%), indicating that higher educational attainment contributes to better understanding of institutional competences.

Employment status also affects perceptions of awareness. Employed respondents most often report being somewhat familiar (42.4%), while unemployed respondents more frequently express lower levels of awareness – 41.5% state that they are not familiar, and 14.9% that they are not familiar at all. Pensioners, despite being an older group, demonstrate a relatively high level of basic awareness (45.8% somewhat familiar), which may be attributed to longer-term experience with state institutions.

Figure 45. 2025: To What Extent Are You Familiar With the Competences of the State Prosecutor’s Office?

● Very familiar
 ● Somewhat familiar
 ● More unfamiliar than familiar
 ● Not at all familiar
 ● I don't know/Without an answer



Further, the 2025 research results show that the majority of citizens have a relatively good understanding of the core competences of the State Prosecutor’s Office.

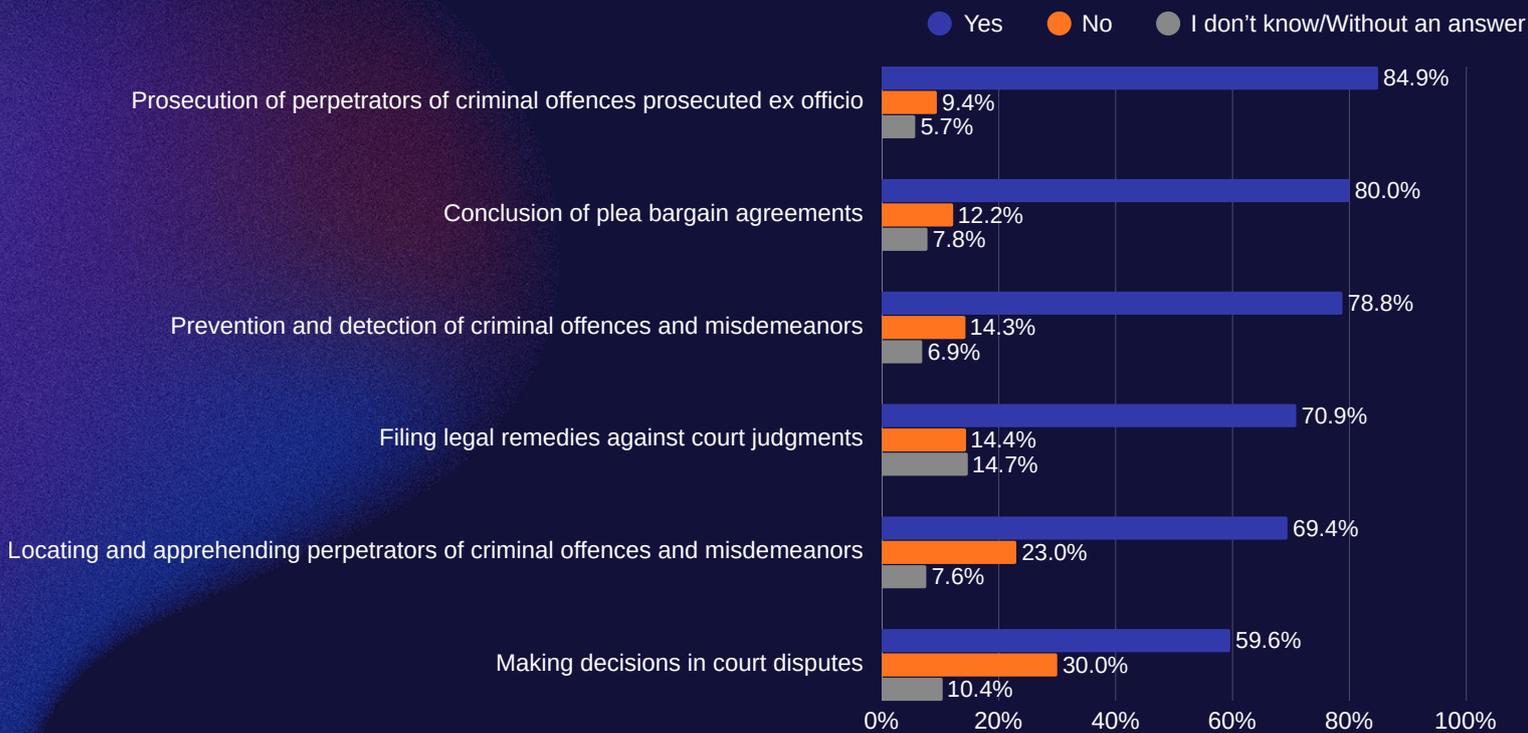
The highest proportion of respondents correctly recognize that prosecuting perpetrators of criminal offences prosecuted ex officio is a fundamental competence of the Prosecutor’s Office—an accurate response provided by as many as 84.9% of respondents. Similarly high levels of knowledge are recorded for competences related to concluding plea agreements (80.0%) and to the prevention and detection of criminal offences and misdemeanors (78.8%).

On the other hand, a somewhat lower level of knowledge is observed with regard to filing legal remedies against court judgments, which is correctly identified by 70.9% of respondents, while 69.4% correctly associate the locating and arresting of perpetrators with the Prosecutor’s Office. This finding indicates that a portion of the public continues to incorrectly attribute police competences to the Prosecutor’s Office, suggesting certain ambiguities in understanding the division of responsibilities among institutions within the criminal justice system.

The highest level of misunderstanding is recorded with respect to the statement that the Prosecutor’s Office is responsible for making decisions in court disputes—30.0% of respondents incorrectly believe this to be one of its functions, while an additional 10.4% are unsure. These data indicate that a significant segment of the public still does not clearly distinguish between the roles of the Prosecutor’s Office and the courts.

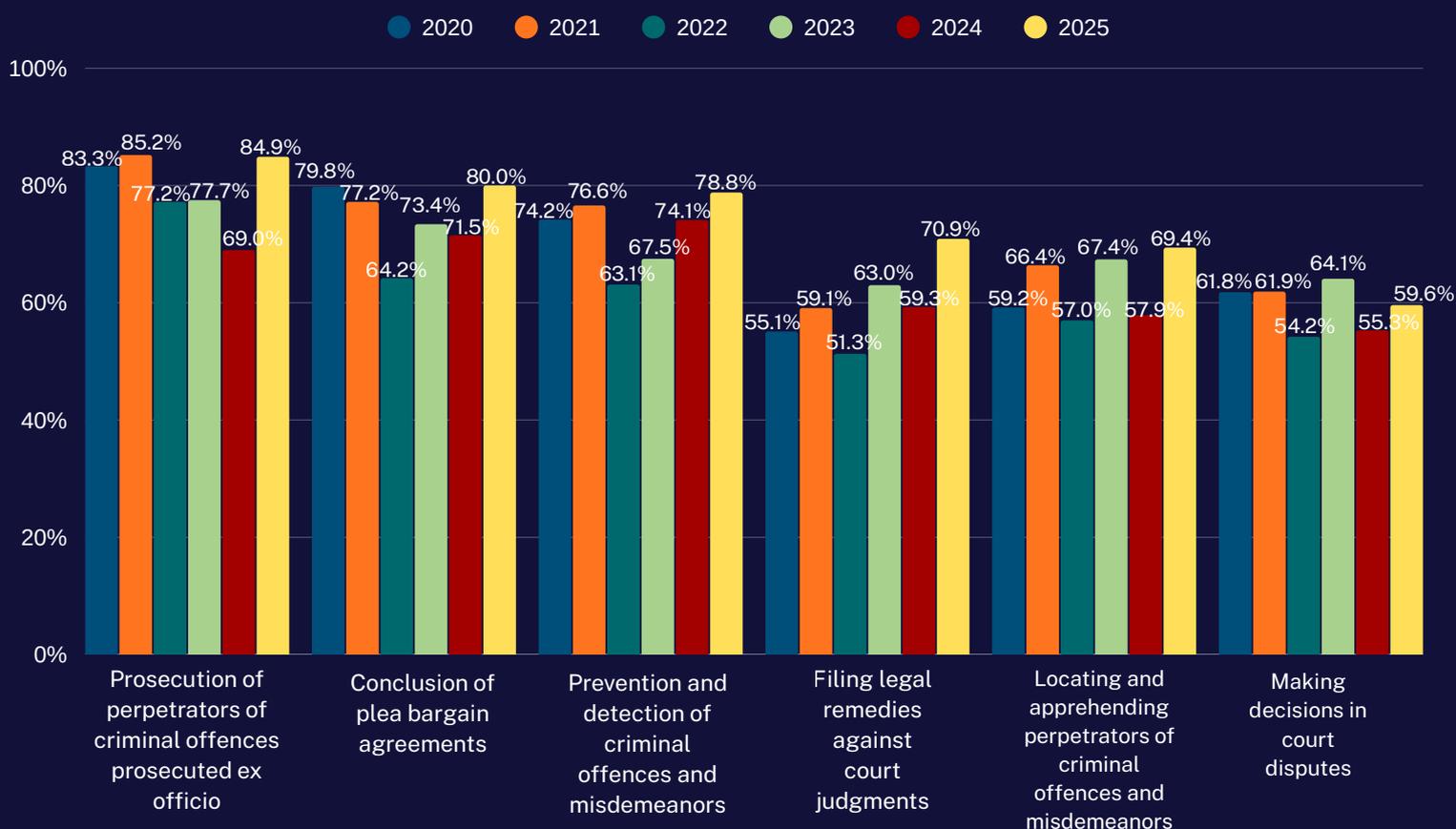
Overall, the results suggest that citizens largely recognize the basic functions of the State Prosecutor’s Office, but that there remains a need for additional public information and education regarding the limits of its competences, particularly in clarifying the distinction between investigative, prosecutorial, and judicial functions.

Figure 46. 2025: What Are the Responsibilities of the State Prosecutor’s Office?



An overview of the results for the period from 2020 to 2025 shows that the level of citizens' recognition of the competences of the State Prosecutor's Office in Montenegro has evolved in line with broader institutional and societal developments.

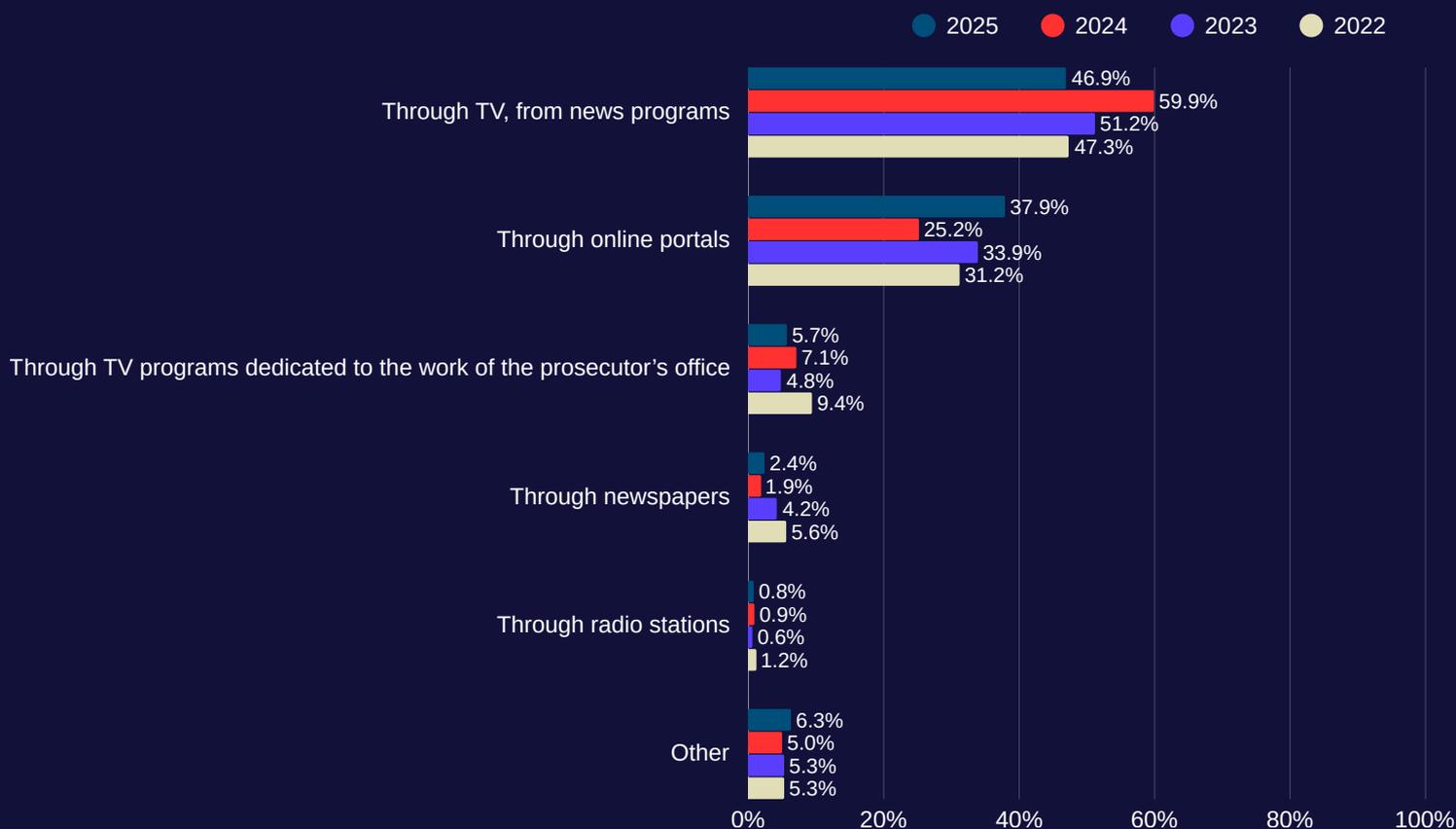
Figure 47. Trends Over Time: What Are the Responsibilities of the State Prosecutor's Office?



Further, respondents were asked where they obtain information about the work of the Prosecutor's Office. The data show that the majority of citizens most often learn about the work of the Prosecutor's Office through television, particularly news programs. Although 2024 recorded the highest share of respondents relying on this source (59.9%), in 2025 this figure declined slightly to 46.9%, which may indicate changes in media consumption habits and a gradual shift of part of the audience toward digital platforms.

At the same time, there has been a significant increase in the number of citizens who obtain information through online news portals – from 25.2% in 2024 to 37.9% in 2025 – confirming the broader trend of digitalization and the growing importance of online media as sources of information. Reliance on specialized television programs dedicated to the work of the Prosecutor's Office remains limited (ranging between 4.7% and 9.4%), pointing to the need for greater availability and attractiveness of such content. Traditional media, such as newspapers and radio, continue to decline in influence, with only 2.4% of respondents reporting newspapers as a source of information and less than 1% citing radio.

Figure 48. Trends Over Time: Where Do You Obtain Information About the Work of the Prosecutor’s Office?



The analysis indicates that sources of information can influence the formation of citizens’ attitudes toward the State Prosecutor’s Office. Respondents who follow information about the Prosecutor’s Office through television news programs are more likely to hold a positive view of the institution compared to other groups. More than half of them (51.4%) state that they obtain information about the Prosecutor’s Office via television news, making this the most common source among those who express trust in the institution’s work.

On the other hand, online news portals represent an important source of information for all respondent groups, but they are particularly prevalent among those who hold neutral or negative attitudes toward the Prosecutor’s Office (39.1% in both groups). This finding may suggest that differing tones of online media coverage—often more critical or sensationalist—contribute to the formation of less favorable perceptions of the institution.

Among respondents with a neutral attitude, the structure of information sources is the most diverse: in addition to television (43.0%) and online portals (39.1%), this group records a relatively higher share of responses in the “other” category (9.4%) compared to other groups.

Further analysis reveals pronounced differences in how citizens obtain information about the work of the State Prosecutor’s Office depending on gender, age, education, region, and socio-economic status. These patterns clearly demonstrate that access to information and trust in specific media channels are shaped by respondents’ social position and life circumstances.

By gender, men rely somewhat more on television as a source of information (49.6%) than women (44.4%), while women make significantly greater use of online portals (40.5% compared to 35.1%). Women also more frequently cite alternative sources (“other” – 8.4%), whereas men are slightly more likely to follow specialized television programs dedicated to the work of the Prosecutor’s Office (7.6%).

Age differences are particularly pronounced. The youngest group (18–34) predominantly obtains information via the internet (59.2%), while among respondents aged 55 and older, television is by far the primary source of information (67.8%). The middle age group (35–54) displays a transitional pattern, with a balanced use of both television (41.5%) and the internet (44.9%). These data confirm a generational shift in media consumption habits—digital channels dominate among younger citizens, while traditional media remain central for older populations.

From a regional perspective, respondents in the central region most frequently follow information about the Prosecutor’s Office through television (54.5%), whereas in the southern region online portals are the dominant source (56.2%). The northern region shows a specific pattern: although television remains the primary source (48.1%), a relatively high share of respondents (17.8%) report using “other” sources, which may indicate limited access to institutional media and greater reliance on informal channels of communication.

Settlement type further highlights these differences. Residents of urban areas most often rely on the internet (45.9%), while television dominates in suburban and rural settlements (53.4% and 47.8%, respectively). In rural areas, an unusually high proportion of respondents cite “other” sources (22.8%), which may point to weaker access to media content and a greater dependence on direct, personal sources of information.

Education level also significantly affects information channels. Individuals with primary education predominantly rely on television (55.3%), whereas those with higher education more frequently use online news portals (46.2%).

Overall, the data confirm that television remains the key source of information for the majority of citizens—particularly older and less educated groups—while online portals dominate among younger citizens and those with higher levels of education. This structure of information consumption suggests the need for the State Prosecutor’s Office to adopt differentiated communication strategies: maintaining a strong presence in traditional media while simultaneously intensifying digital communication in order to reach younger audiences more effectively.

Figure 49. 2025: Where Do You Obtain Information About the Work of the Prosecutor's Office?

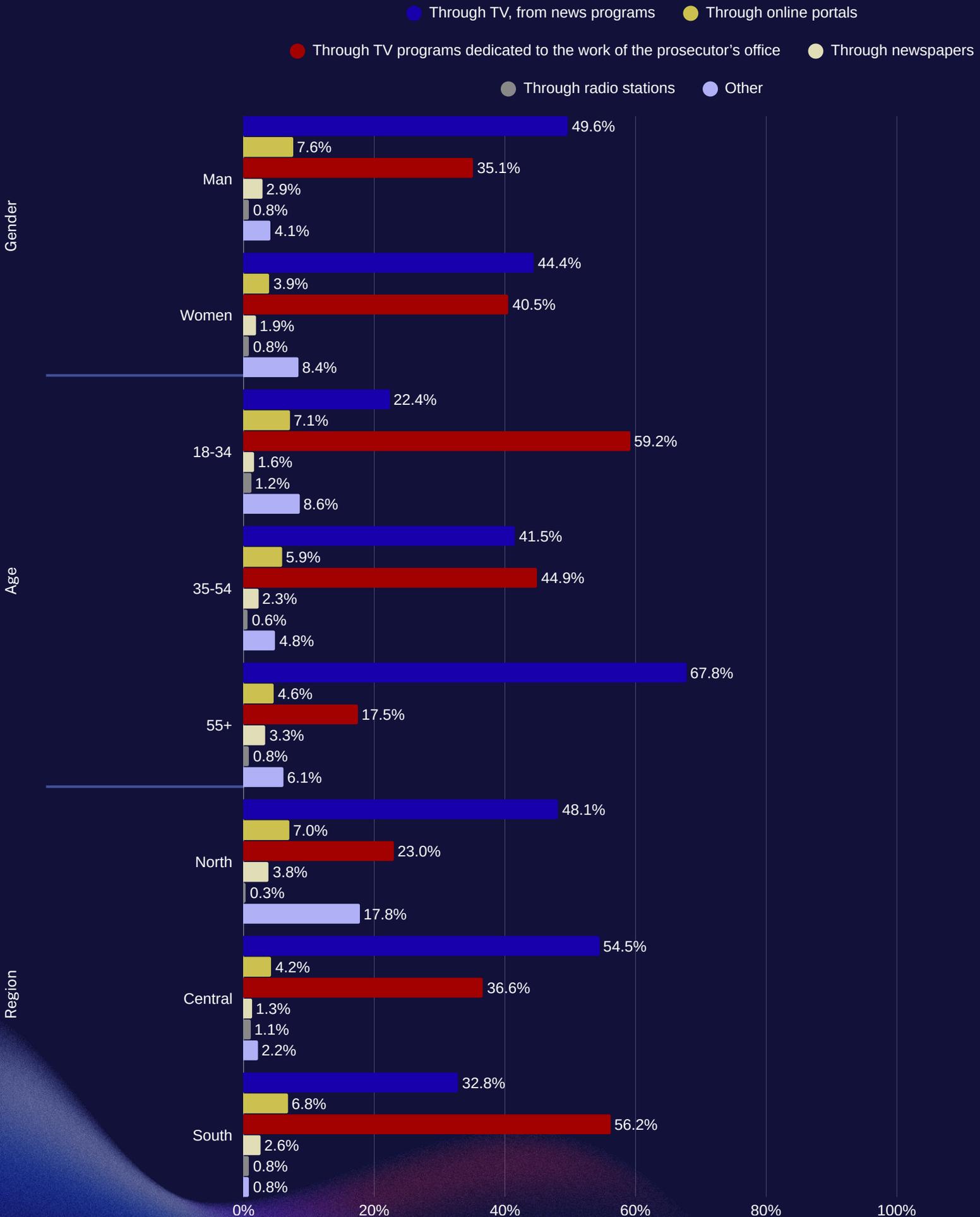
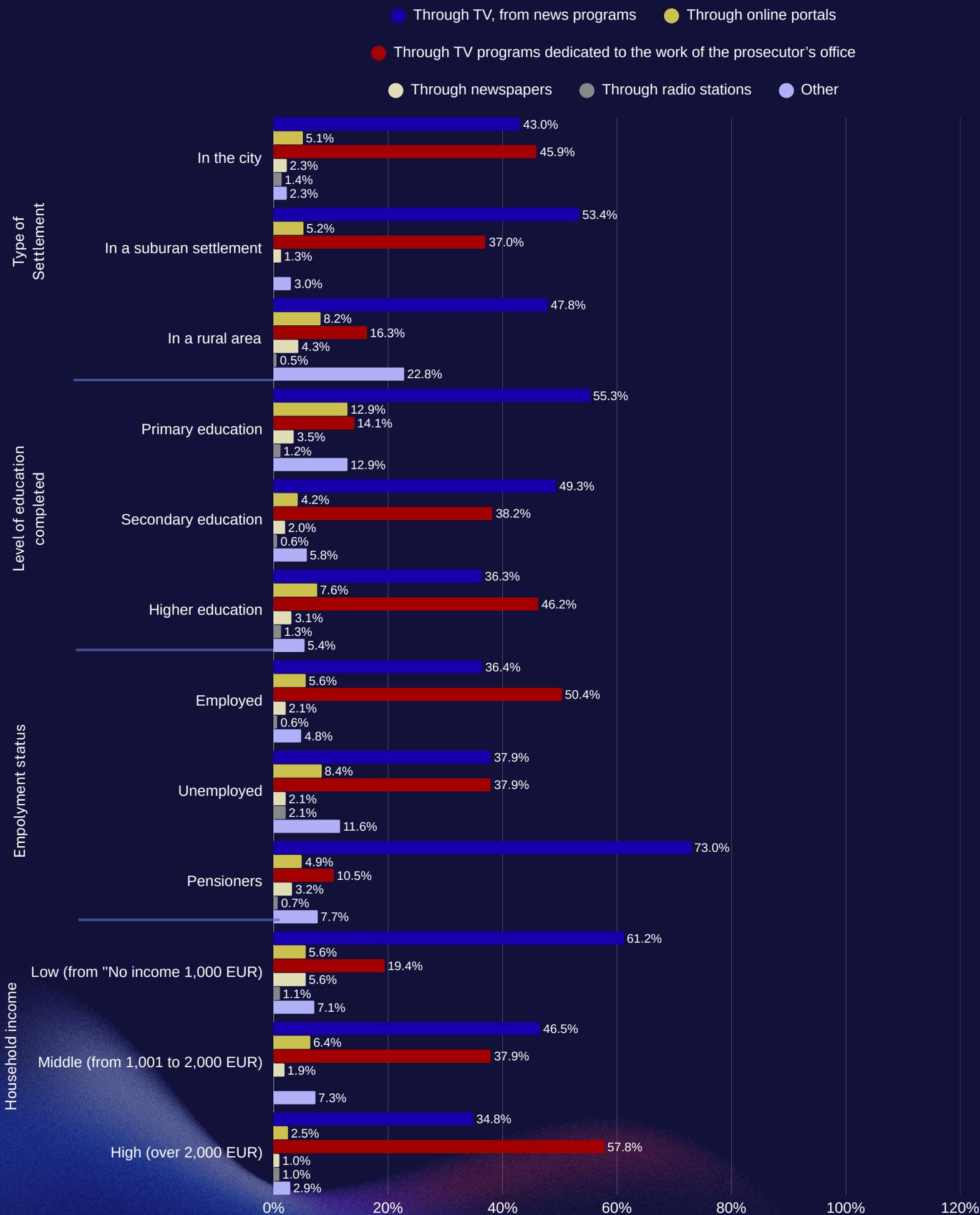


Figure 49. 2025: Where Do You Obtain Information About the Work of the Prosecutor's Office?



Further, when observing the period from 2020 to 2025, citizens' perceptions of their own level of awareness of the work of the State Prosecutor's Office show moderate fluctuations.

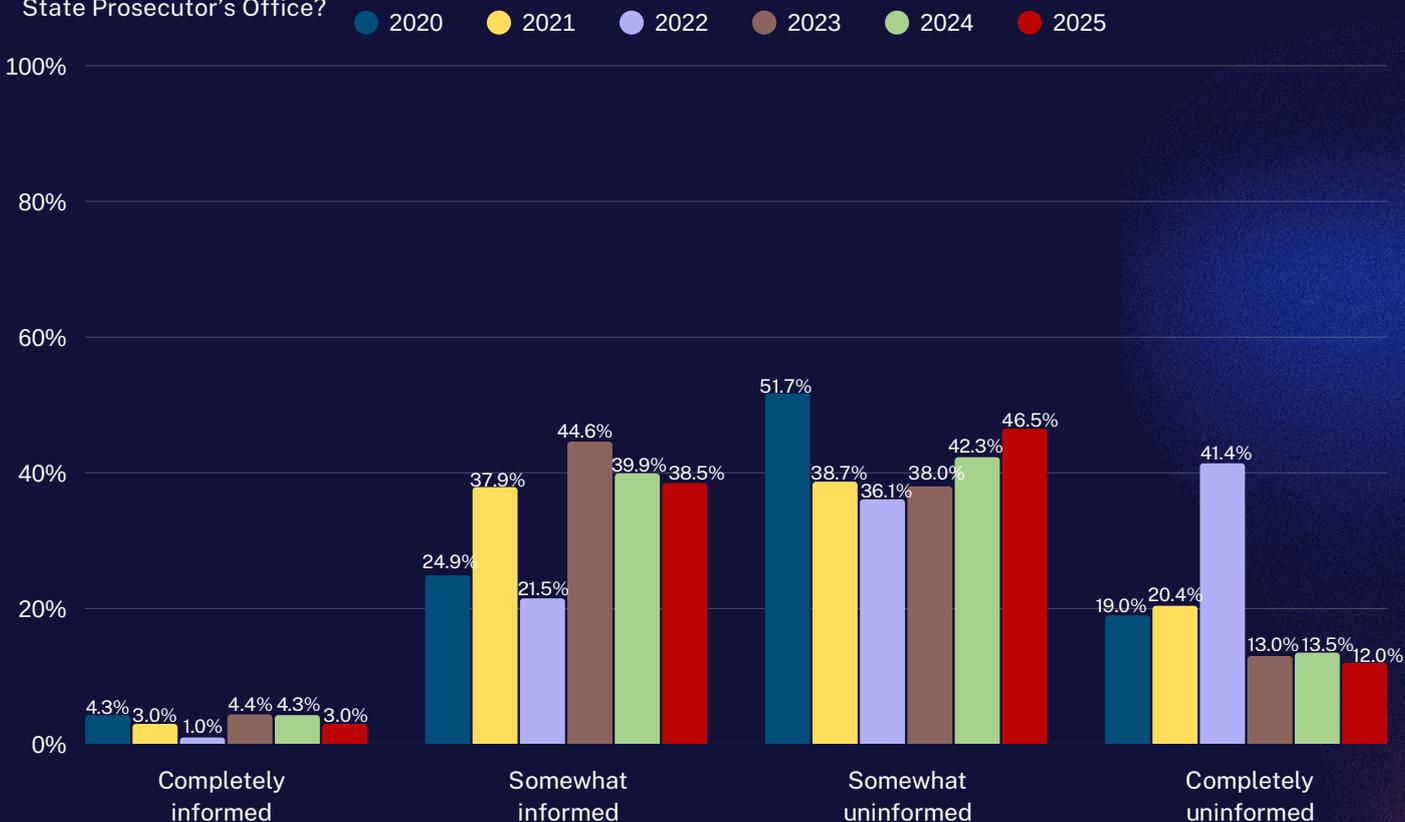
Data from 2025 indicate that nearly half of respondents (46.5%) consider themselves partially informed about the work of the Prosecutor's Office, representing a slight increase compared to 2024 (42.3%).

The share of respondents who report being mostly informed has remained relatively stable over the years, ranging from 37.9% in 2021 to 39.9% in 2024 and 38.5% in 2025. This points to a sustained level of interest and basic familiarity with the work of the Prosecutor's Office among a significant segment of the population. Citizens who consider themselves fully informed constitute a smaller but consistent portion of the public—between 3% and 4.4% across all observed years.

At the same time, the proportion of respondents who state that they have almost no information about the work of the Prosecutor's Office decreased from 13.5% in 2024 to 12.0% in 2025. This decline represents an important indicator of improved access to information and increased media visibility of the Prosecutor's Office over the past 12 months.

Overall, these findings suggest that citizens of Montenegro are becoming increasingly aware of the role and work of the State Prosecutor's Office, although the majority still possess a limited level of detailed knowledge. The downward trend in the share of those who are not informed at all, combined with the growth of the partially informed category, can be interpreted as a sign of a gradual increase in public awareness of the work of the State Prosecutor's Office.

Figure 50 Trends Over Time: Generally Speaking, How Well Informed Are You Personally About the Work of the State Prosecutor's Office?



Further analysis shows a clear and consistent relationship between citizens' level of awareness and their attitudes toward the State Prosecutor's Office—both in terms of their overall stance and in their perceptions of the institution's effectiveness and transparency. Higher levels of awareness are consistently associated with more positive evaluations of the institution, while lower levels of awareness correlate with undecided or negative attitudes.

The largest share of respondents expressing a positive attitude toward the Prosecutor's Office is found among those who are mostly informed (52.6%), while fully informed respondents account for an additional 5.2%. Among those who are partially informed, 34.7% express a positive attitude, whereas only 7.4% of respondents with almost no information about the institution do so.

Conversely, among respondents with a negative attitude toward the Prosecutor's Office, the dominant groups are those who are partially informed (55.0%) and those who are not informed (11.1%). These findings indicate that higher levels of awareness increase the likelihood of a favorable attitude, while lack of information often leads to skepticism or indecision.

A similar pattern emerges with regard to assessments of effectiveness. Among respondents who consider the Prosecutor's Office to be effective, nearly half (48.8%) are mostly informed, while 39.3% report being partially informed. In contrast, among those who perceive the institution as ineffective, the majority are partially informed (56.6%), followed by those with a low level of information (9.5%).

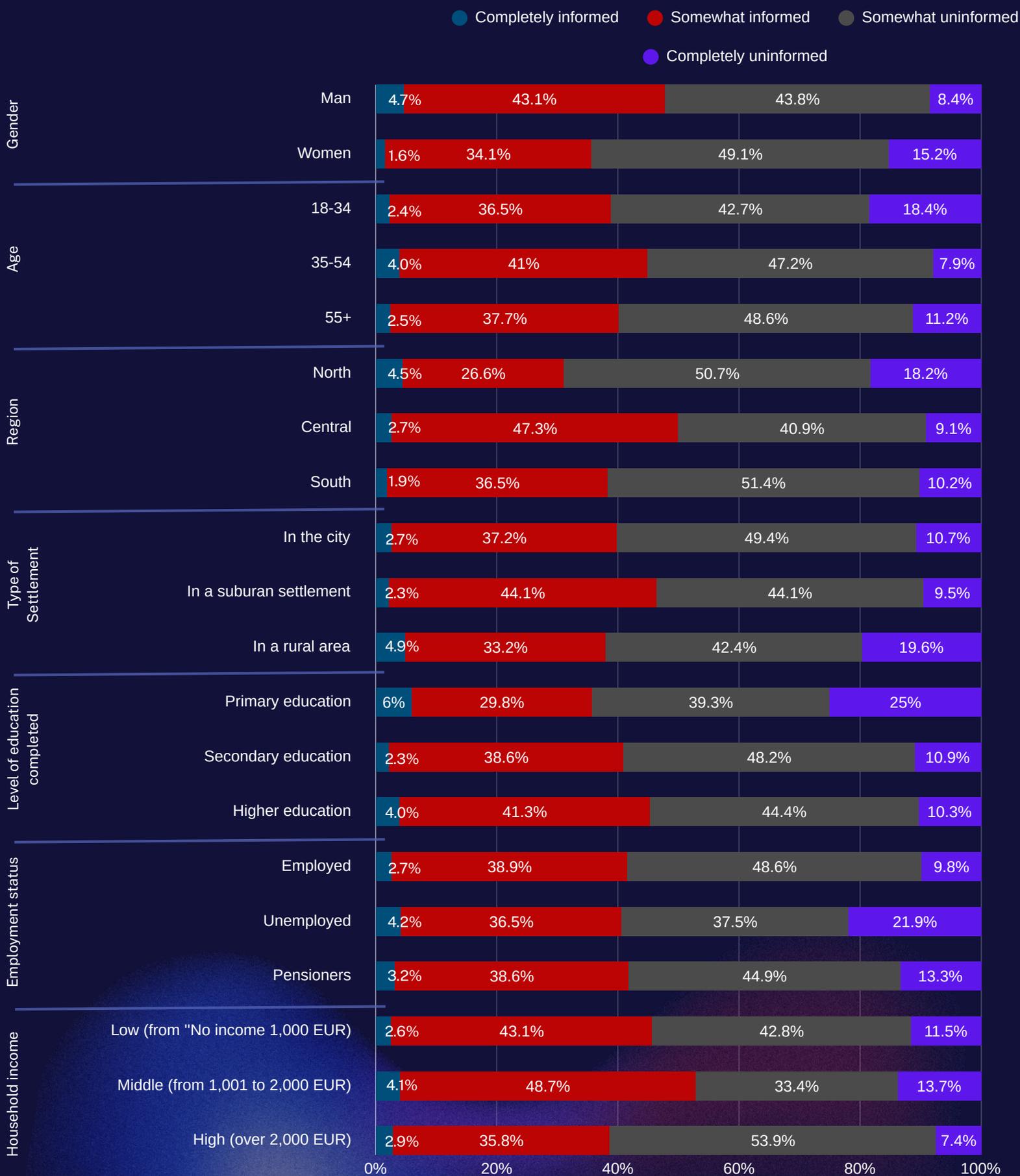
This relationship suggests that individuals who are more familiar with the work and competences of the Prosecutor's Office are more likely to recognize its results, while those with limited knowledge are more inclined to perceive inefficiency.

With respect to transparency, the data also show that positive evaluations are linked to higher levels of awareness. Almost half of respondents who believe that the Prosecutor's Office operates transparently (49.4%) are mostly informed about its work, while only 8.4% of this group report having almost no information.

By contrast, among respondents who consider the Prosecutor's Office to be non-transparent, the majority are partially informed (54.8%) or insufficiently informed (11.9%). These results suggest that perceptions of institutional opacity often stem from limited access to information or a lack of direct communication with the public.

Finally, the analysis of demographic data indicates that levels of awareness about the work of the State Prosecutor's Office are unevenly distributed across different social groups. The findings show that gender, age, education, type of settlement, and socio-economic status significantly influence how familiar citizens are with the work of the institution

Figure 51. 2025: Generally Speaking, How Well Informed Are You Personally About the Work of the State Prosecutor's Office?



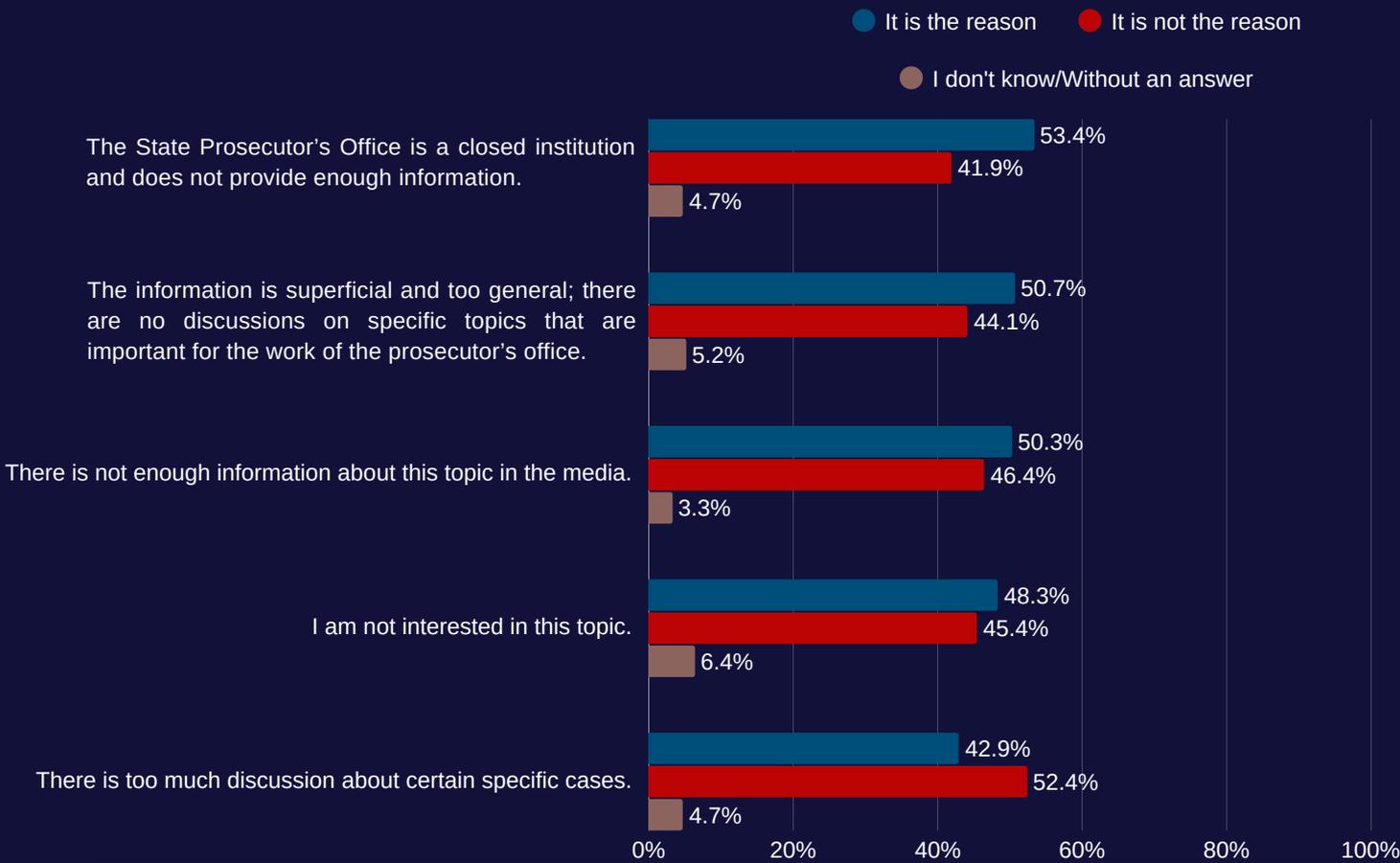
Respondents who stated that they are not informed or only partially informed about the work of the State Prosecutor’s Office (n = 585) were asked to identify the reasons for this. The most frequently cited reasons relate to perceptions of institutional closedness and a lack of accessible information. More than half of respondents (53.4%) believe that the Prosecutor’s Office is a closed institution that does not provide sufficient information to the public.

A significant proportion of respondents (50.7%) assess the information that is published as superficial and overly general, lacking deeper analysis or discussion of issues of public interest. Similarly, 50.3% believe that there is not enough media coverage of the work of the Prosecutor’s Office, pointing to the need for stronger media presence and more proactive dissemination of content that would help bring the institution’s work closer to citizens.

Notably, 42.9% of respondents feel that too much attention is devoted to individual cases. This may indicate a perception that media reporting on the Prosecutor’s Office focuses on sensational or politicized topics rather than on systemic processes and overall performance. Such a structure of information may contribute to a fragmented and selective understanding of the institution’s work.

Subjective reasons for limited awareness, such as a lack of personal interest in the topic, are cited by 48.3% of respondents—a relatively high share that suggests part of the population does not feel directly affected by or engaged in judicial processes. This finding further underscores the importance of presenting issues related to the justice system in a more accessible manner, using clear language and everyday examples that resonate with citizens.

Figure 52. 2025: If You Are Not or Are Only Partially Informed, What Are the Reasons for This?



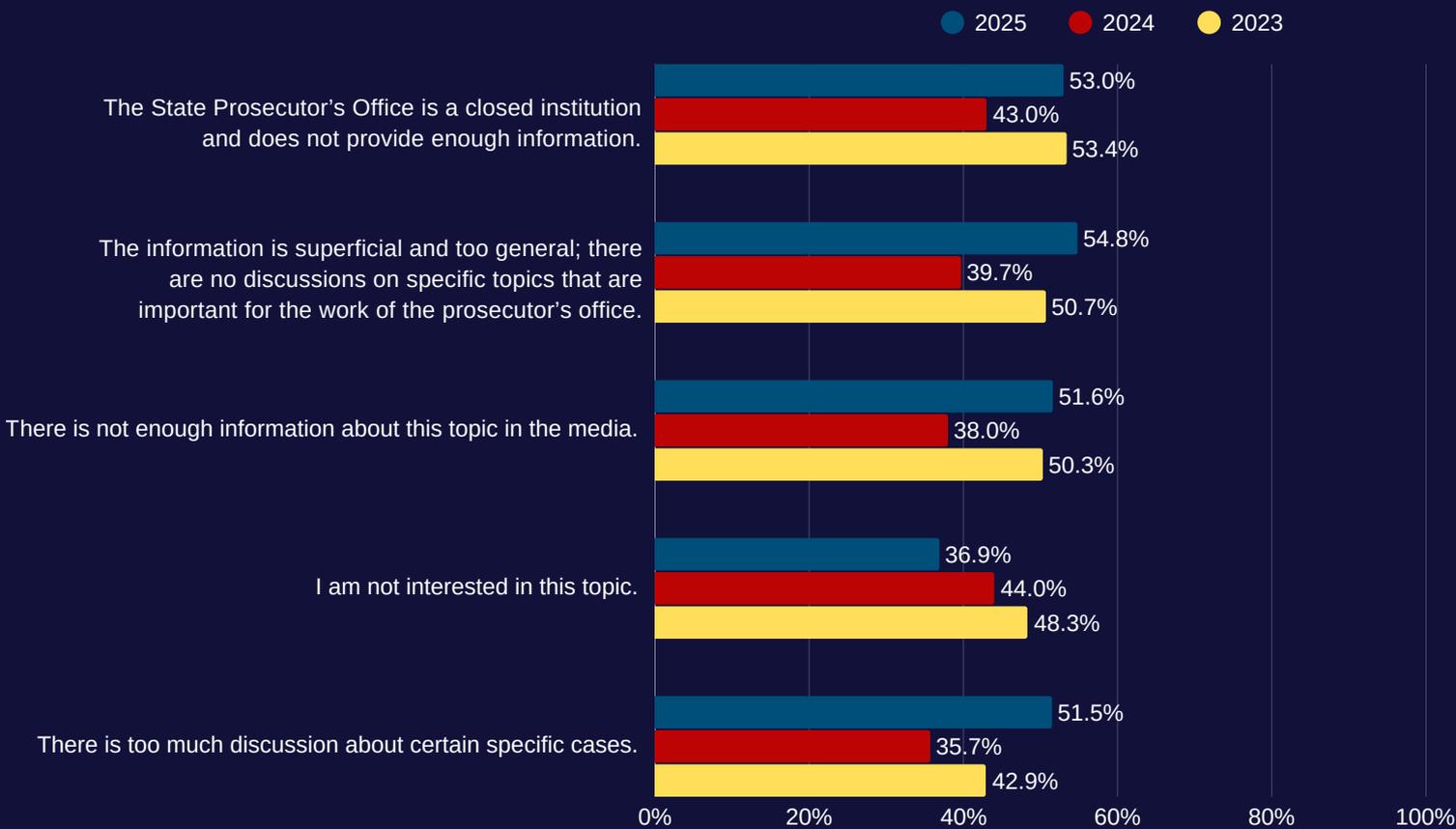
Over the observed period from 2023 to 2025, the perception that the State Prosecutor’s Office is a closed institution that does not provide sufficient information to the public remains dominant. In 2025, this reason was cited by 53.4% of respondents, which is almost identical to the levels recorded in previous years (53.0% in 2023 and 43.0% in 2024).

A substantial share of citizens also believe that information about the work of the Prosecutor’s Office is superficial and overly general, lacking in-depth discussion of issues of interest to the public. In 2025, this reason was mentioned by 50.7% of respondents, representing a slight decline compared to 2023 (54.8%), but an increase relative to 2024 (39.7%). Similarly, insufficient media coverage remains an important factor: in 2025, 50.3% of respondents stated that the work of the Prosecutor’s Office is inadequately covered by the media, a figure that remains stable compared to 2023 (51.6%).

In addition, a growing number of citizens cite a lack of personal interest in the topic as a reason for being only partially informed – rising from 36.9% in 2023 to 48.3% in 2025. This increase may point to a degree of public fatigue with judicial issues or to a perception that information about the Prosecutor’s Office is not sufficiently relevant to everyday life.

Finally, excessive media focus on individual cases, at the expense of other important topics, is identified in 2025 by 42.9% of respondents. This share is lower than in 2023 (51.5%), but higher than in 2024 (35.7%), indicating continued concern about the imbalance in media reporting on the work of the Prosecutor’s Office.

Figure 53. Trends Over Time: If You Are Not or Are Only Partially Informed, What Are the Reasons for This?



Further, over the six-year period, citizens' perceptions of the quality and quantity of information that the State Prosecutor's Office provides to the public show moderate fluctuations, along with slight shifts toward more positive assessments in 2025. Nevertheless, the majority of the public continues to believe that the information provided by the Prosecutor's Office is partial and incomplete, indicating the need for further strengthening of transparency and communication.

In 2025, the largest share of respondents (47.3%) still assessed that the public receives partial and incomplete information, which is somewhat higher than in previous years (40.0% in 2024 and 43.1% in 2023). The proportion of respondents who believe that the public receives key information declined from 38.7% in 2024 to 34.4% in 2025. In addition, the share of respondents who consider that the public is provided with complete, high-quality information—already low throughout the observed period—declined further in 2025, from 3.6% in 2024 to 2.2%.

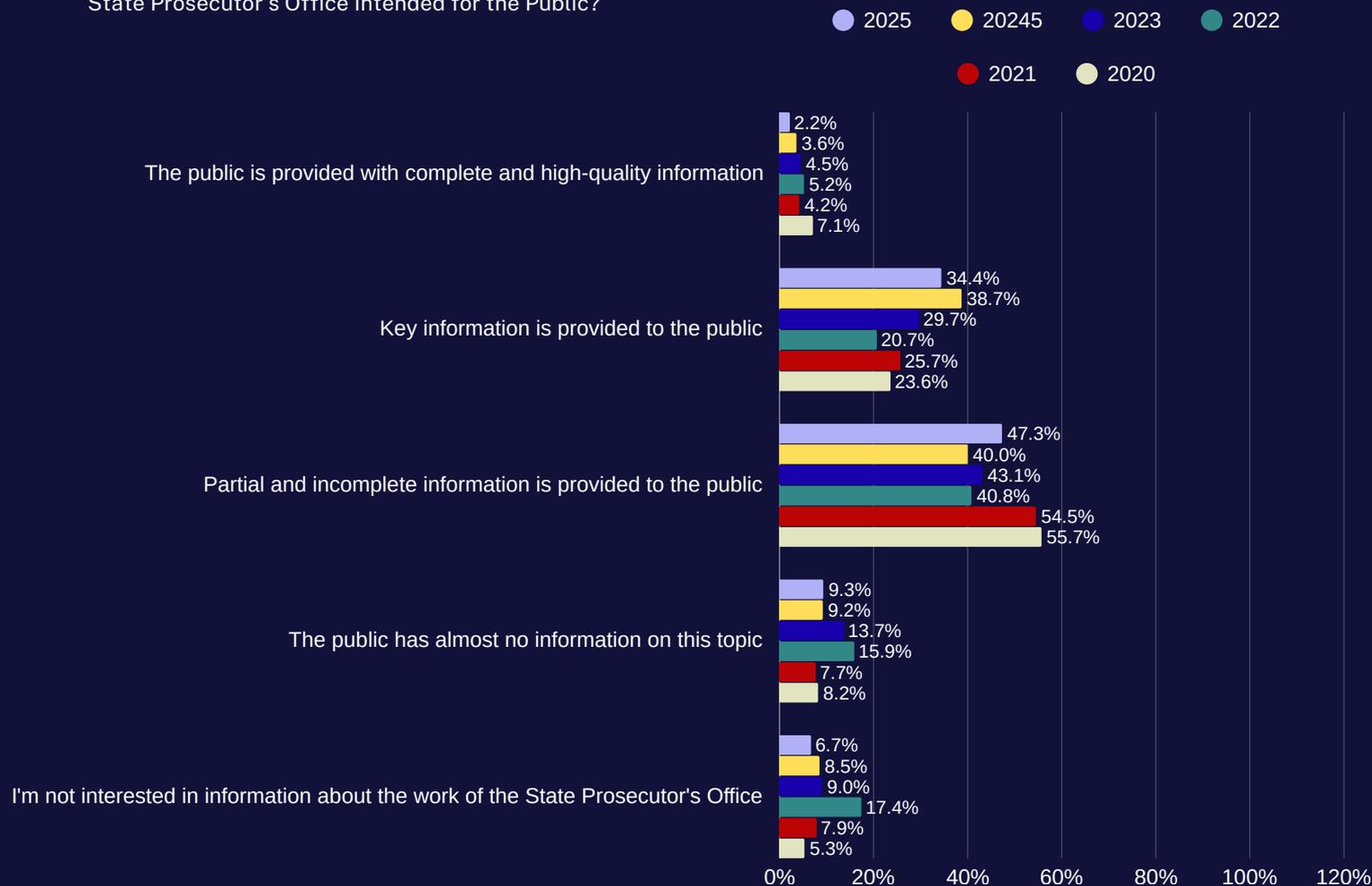
On the other hand, the proportion of respondents who believe that the public receives almost no information about the work of the Prosecutor's Office remained at a similar level—9.2% in 2024 and 9.3% in 2025. This finding is particularly noteworthy given that in 2022 as many as 15.7% of respondents held this view, followed by 13.7% in 2023.

It is also noteworthy that the share of citizens who report being uninterested in information about the work of the Prosecutor's Office decreased from 8.5% in 2024 to 6.7% in 2025. This trend suggests increased public engagement and greater visibility of judicial issues in the public sphere.

Overall, the findings indicate that public perceptions of the State Prosecutor's Office's communication have improved slightly, but that a prevailing sense remains that the information provided by the institution is not sufficiently comprehensive or in-depth. The key challenge lies in the quality, context, and clarity of information, rather than merely its frequency. In this regard, additional investment in proactive and transparent communication—through accessible, clearly explained, and thematically diverse content—could contribute to strengthening citizens' trust in the work of the Prosecutor's Office and improving the overall perception of the judicial system.



Figure 54. Trends Over Time: How Would You Assess the Quantity and Quality of Information About the Work of the State Prosecutor’s Office Intended for the Public?

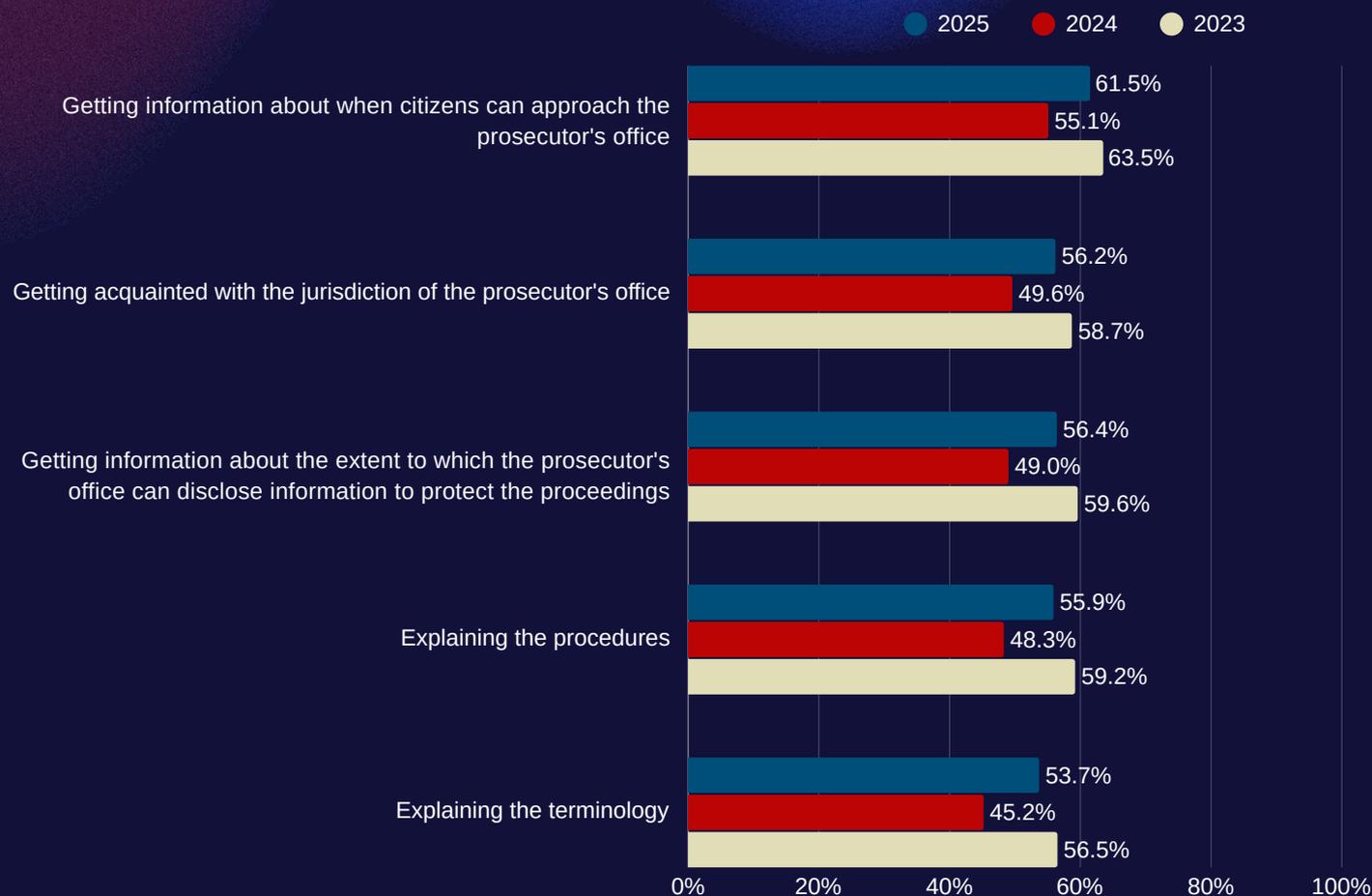


Further, respondents were asked which topics related to the State Prosecutor’s Office they would like to receive more information about. The research results show that citizens of Montenegro consistently express interest in concrete, practical, and clearly explained information about the work of the State Prosecutor’s Office. Over the three-year period (2023–2025), public priorities in terms of information needs have remained largely stable, with only minor shifts in emphasis.

The highest level of interest is recorded for information about situations in which citizens can turn to the Prosecutor’s Office—an option cited by as many as 61.5% of respondents in 2025. This finding indicates that the public is strongly seeking clear and accessible explanations of their rights, obligations, and opportunities for communication with the institution. It also points to the need for developing citizen-oriented guides, educational campaigns, and content focused on the practical application of prosecutorial competences.

A high level of interest is also evident regarding information about the competences of the Prosecutor’s Office (56.2%), as well as about the extent to which the Prosecutor’s Office is permitted to disclose information on specific cases (56.4%). An equally strong demand exists for explanations of prosecutorial procedures (55.9%), demonstrating that the public expects more insight into how processes function in practice—from filing a criminal complaint to the adoption of prosecutorial decisions. Finally, explaining professional and legal terminology is identified as an important need by 53.7% of respondents.

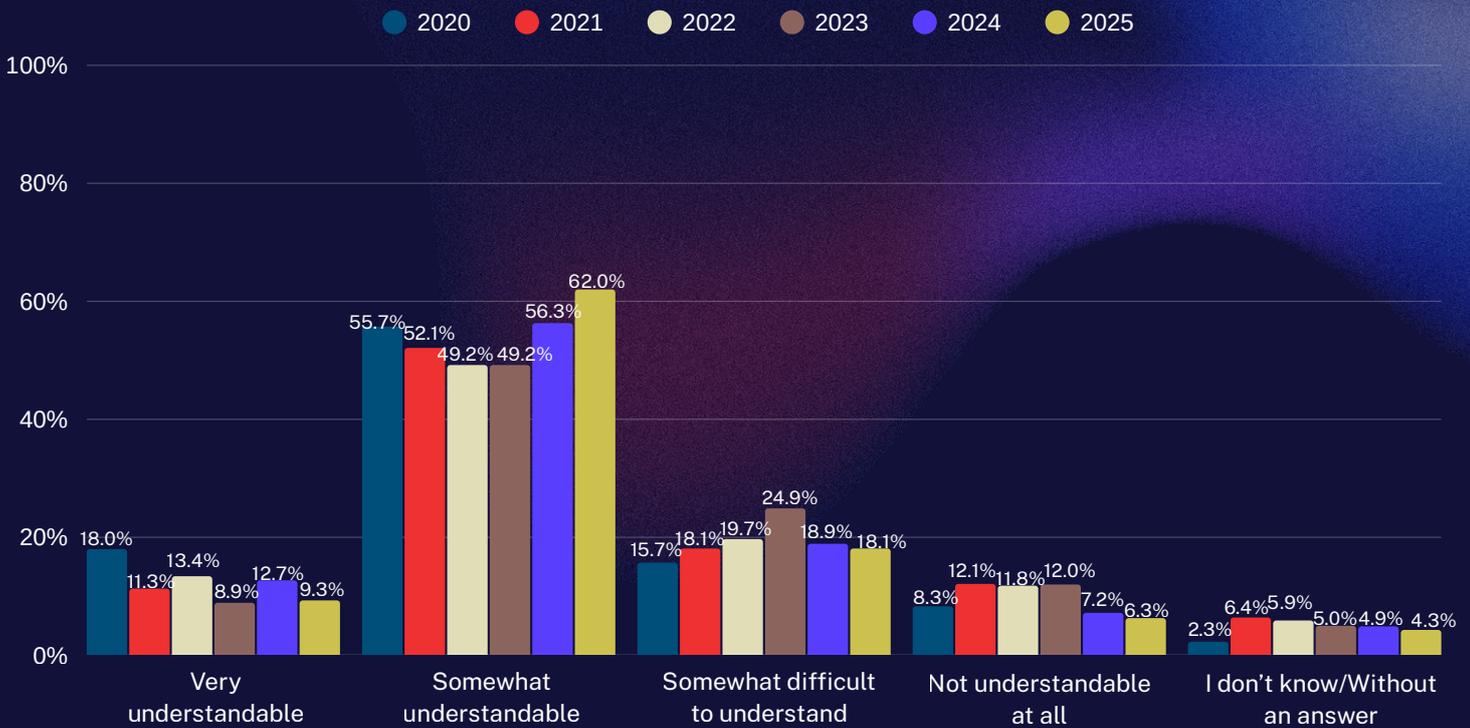
Figure 55. Trends Over Time: On Which Topics Related to the State Prosecutor’s Office Would You Like to Have More Information?



Additionally, citizens’ perceptions of the clarity of statements issued by the State Prosecutor’s Office show a gradual improvement in recent years. In 2025, the largest share of respondents (62.0%) assessed the Prosecutor’s Office’s statements as somewhat clear, representing a significant increase compared to previous years. The proportion of respondents who consider the statements to be very clear stands at 9.3% in 2025, which represents a slight decline compared to 2024, when this share was 12.7%.

By contrast, 18.1% of respondents describe the statements as somewhat unclear, while only 6.3% consider them completely unclear. Both of these shares have declined compared to previous years, confirming that a decreasing proportion of the public encounters difficulties in understanding the language and messages communicated by the Prosecutor’s Office.

Figure 56. Trends Over Time: To What Extent Are the Statements of the State Prosecutor’s Office Clear to You?



Further analysis indicates that the clarity of statements issued by the State Prosecutor’s Office is strongly associated with citizens’ overall attitudes toward the institution, as well as with their perceptions of its effectiveness and transparency.

Specifically, the data show that individuals who consider the Prosecutor’s Office’s statements to be clear are far more likely to express a positive attitude toward the institution (85.4%) compared to those who find the statements unclear (11.4%). Conversely, among respondents who perceive the statements as unclear, as many as 40% hold a negative view of the Prosecutor’s Office, whereas this share is substantially lower (11.4%) among those who find the statements understandable.

A similar relationship is observed with perceptions of institutional effectiveness. Respondents who assess the Prosecutor’s Office as effective report that its statements are understandable in 87% of cases, while among those who consider the institution ineffective, this share drops to 58.5%. This suggests that clear and accessible communication contributes to the perception that the Prosecutor’s Office acts in a timely, consistent, and effective manner. Perceptions of transparency are likewise closely linked to the clarity of communication.

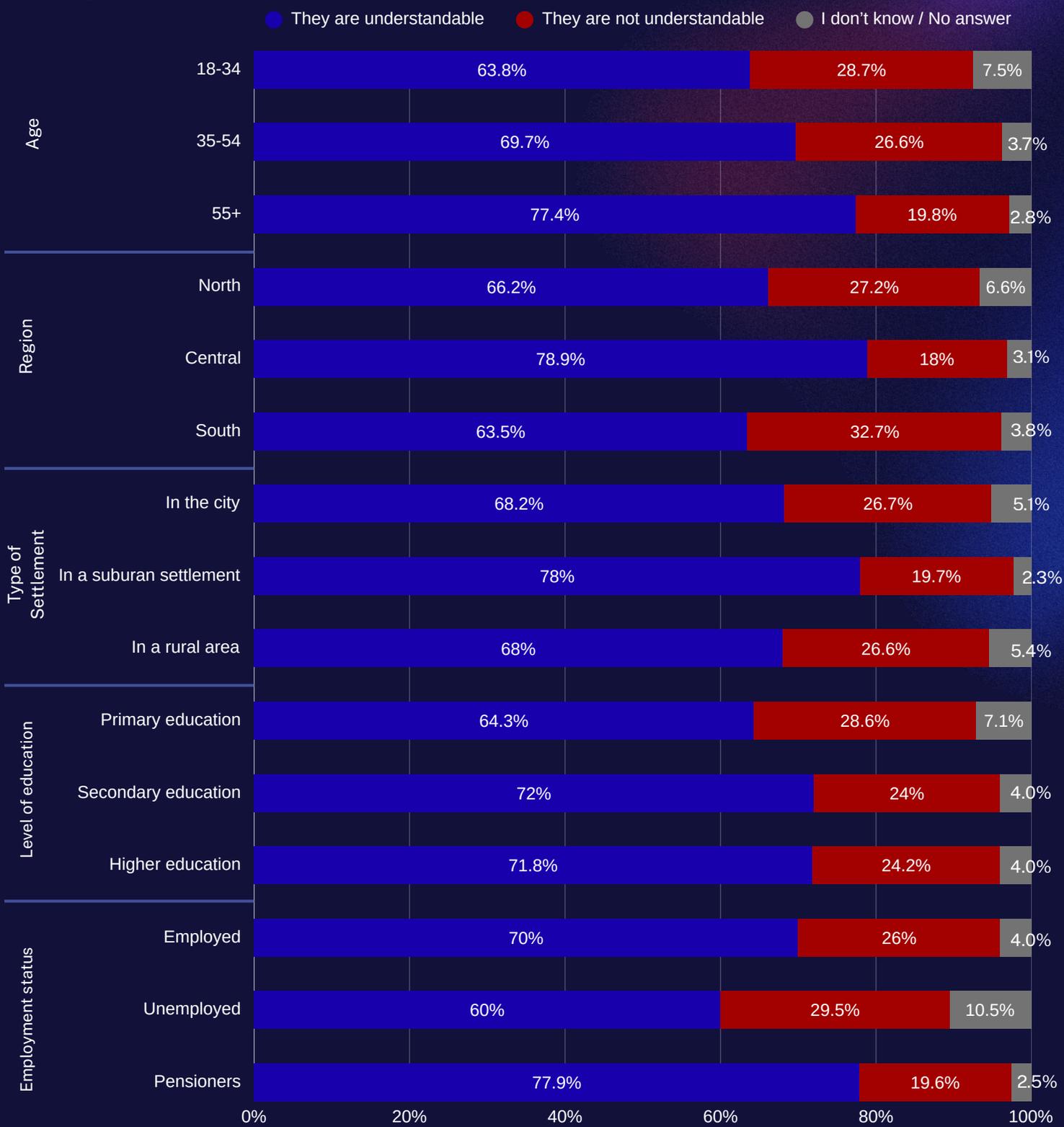
Citizens who believe that the work of the Prosecutor’s Office is transparent overwhelmingly assess its statements as understandable (83.8%). In contrast, among those who view the institution as non-transparent, the dominant perception is that its statements are unclear (36.7%).

An examination of socio-demographic variables shows that the majority of citizens consider the statements of the State Prosecutor’s Office to be understandable, although certain differences exist across demographic groups. The highest level of understanding is expressed by respondents aged 55 and over (77.4%) and by pensioners (77.9%), while statements are least understandable to respondents under the age of 35 (63.8%) and to unemployed individuals (60.0%).

Regionally, the highest level of understanding is recorded in the central part of Montenegro (78.9%), while it is somewhat lower in the northern (66.2%) and southern (63.5%) regions. With regard to settlement type, residents of suburban areas most often consider the statements to be understandable (78.0%), compared to those living in rural areas (67.9%) or urban centers (68.3%).

Educational attainment also influences perceptions of clarity. Respondents with secondary (71.9%) and higher education (71.7%) are more likely to report that the Prosecutor's Office's communication is clear, whereas among respondents with primary education this share is lower, at 64.3%.

Figure 57. 2025: To What Extent Are the Statements of the State Prosecutor's Office Clear to You?

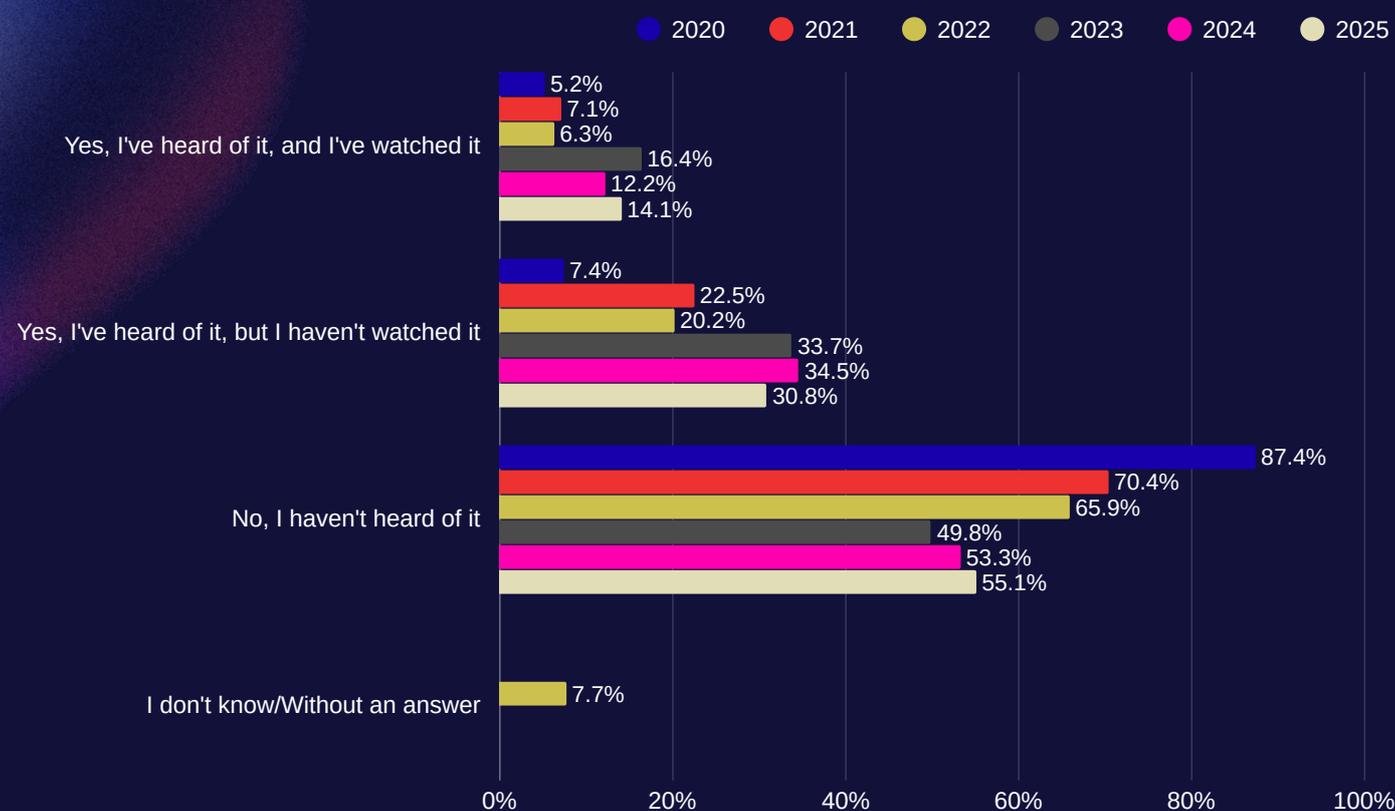


Furthermore, respondents were asked whether they had ever heard of the TV programme “Meet the Prosecutor’s Office”. The results show that recognition of the programme among citizens of Montenegro has been gradually increasing over the observed period from 2020 to 2025, although its overall reach remains limited.

In 2025, 14.1% of respondents stated that they had heard of the programme and watched it, which represents the highest level recorded so far and more than a doubling compared to 2021 (6.3%) and 2022 (12.2%). In addition, a further 30.8% of citizens reported that they had heard of the programme but had not watched it. Taken together, this means that almost half of respondents (44.9%) had some level of awareness of the programme.

At the same time, 55.1% of respondents in 2025 stated that they had never heard of the programme, which still represents a majority, but also indicates a continuous decline compared to previous years (87.4% in 2020, 70.4% in 2021, 65.9% in 2022, and 53.3% in 2024). This trend suggests that the visibility of the programme “Meet the Prosecutor’s Office” has increased over the past years.

Figure 58. Trends over time: Have you ever heard of the TV programme “Meet the Prosecutor’s Office”?



The results show that recognition of the TV programme “Meet the Prosecutor’s Office” varies across different demographic groups, with the most pronounced differences observed by gender, age, and type of settlement.

When it comes to gender, 18.2% of men report having watched the programme, compared to 10.3% of women. Women more often state that they have heard of the programme but have not watched it (30.6%), as well as that they have not heard of it at all (59.1%), indicating a lower level of exposure or interest compared to men.

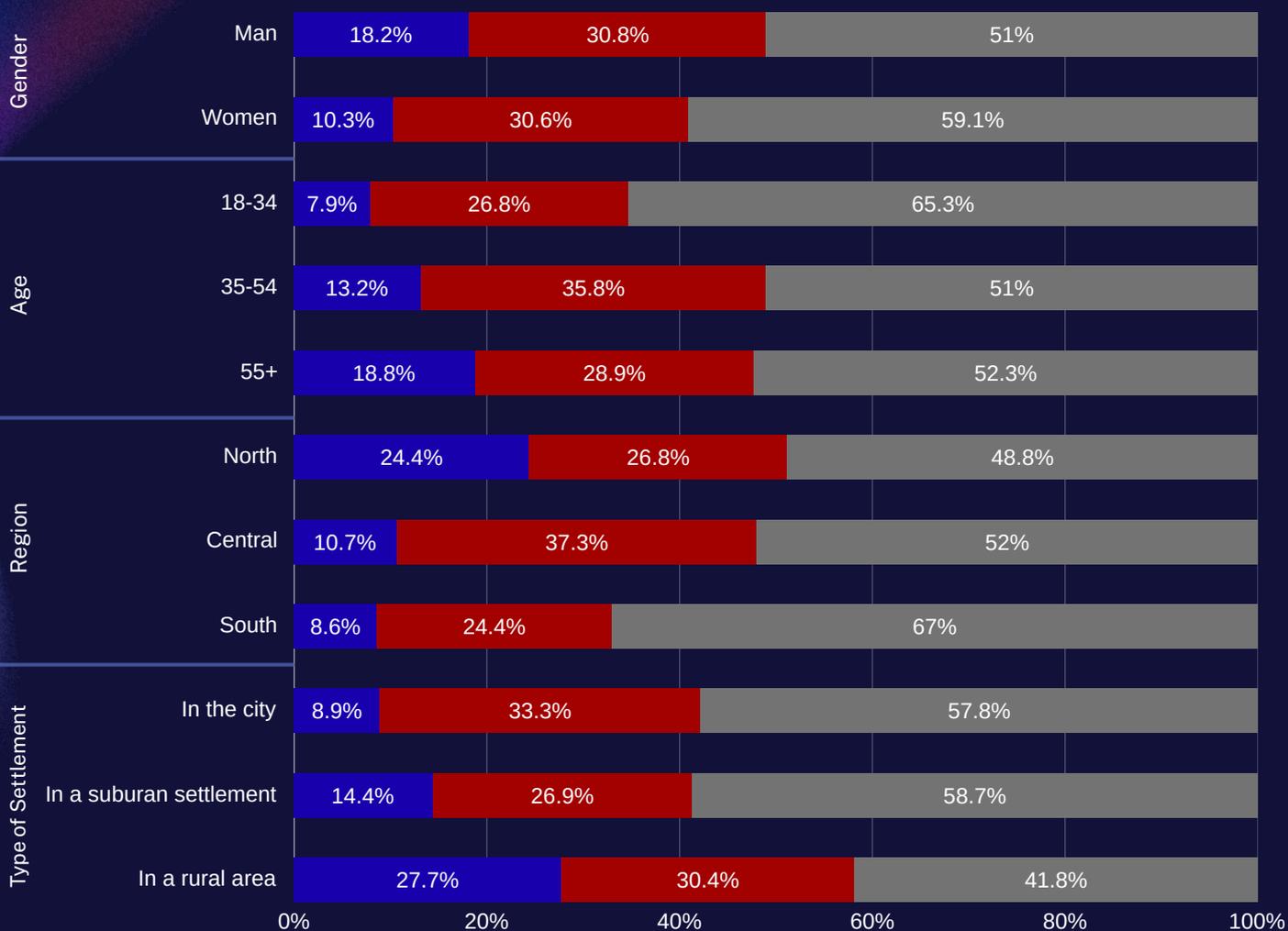
By age groups, it is evident that interest and awareness increase with age. Only 7.9% of respondents aged 18–34 report having watched the programme, compared to 13.2% in the 35–54 age group, while the highest share is among respondents aged 55 and over (18.8%). Younger generations most frequently state that they have never heard of the programme (65.4%), suggesting lower media reach or lower perceived relevance of this content for them.

From a regional perspective, the highest level of awareness is recorded in northern Montenegro, where 24.4% of respondents report having watched the programme. In contrast, residents of the southern region are the least familiar with it—no less than 66.9% state that they have never heard of the programme. In the central region, 10.7% of respondents have watched the programme, while an additional 37.3% have heard of it but have not watched it.

When analysed by type of settlement, the highest level of viewership is recorded in suburban areas (14.4%), followed by urban areas (8.9%), while the lowest is observed in rural areas (7.7%). At the same time, a higher proportion of residents of rural settlements (41.8%) report that they have never heard of the programme, indicating lower media availability or weaker presence of the programme on local channels.

Figure 59. 2025: Have you ever heard of the TV programme “Meet the Prosecutor’s Office”?

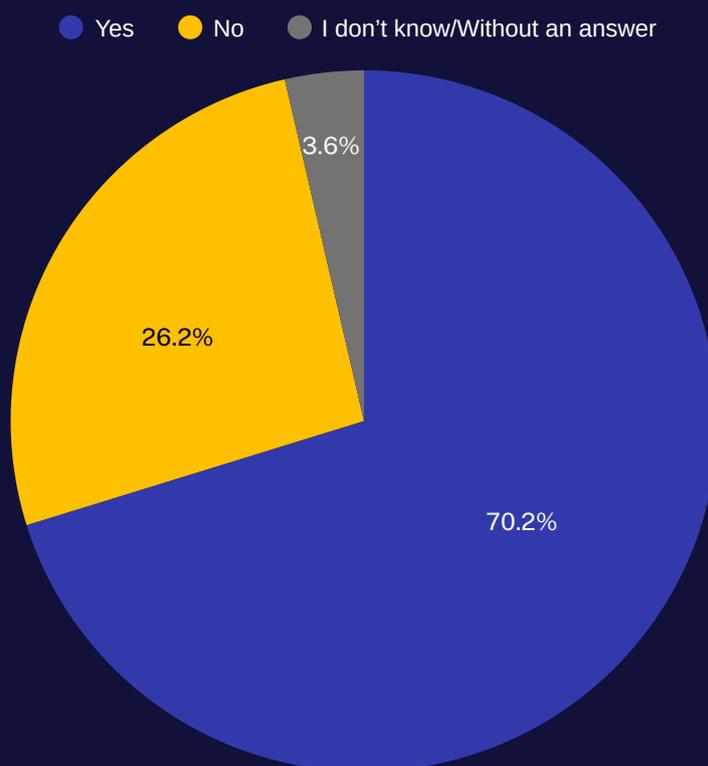
● Yes, I've heard of it, and I've watched it ● Yes, I've heard of it, but I haven't watched it
● No, I haven't heard of it



Further, the results show that the programme “Meet the Prosecutor’s Office” had a significant educational effect on the majority of citizens who watched it (N = 141).

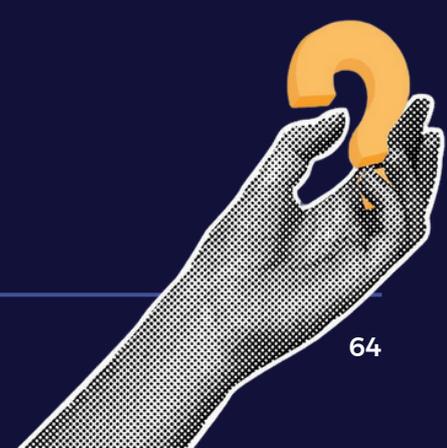
As many as 70.2% of respondents who watched the programme state that it helped them better understand the competencies and work of the State Prosecutor’s Office. On the other hand, 26.2% believe that the programme did not help them understand the work of the Prosecutor’s Office, while 3.6% did not have a clear opinion or did not provide an answer.

Figure 60. 2025: Did the programme help you understand the competencies and work of the Prosecutor’s Office?



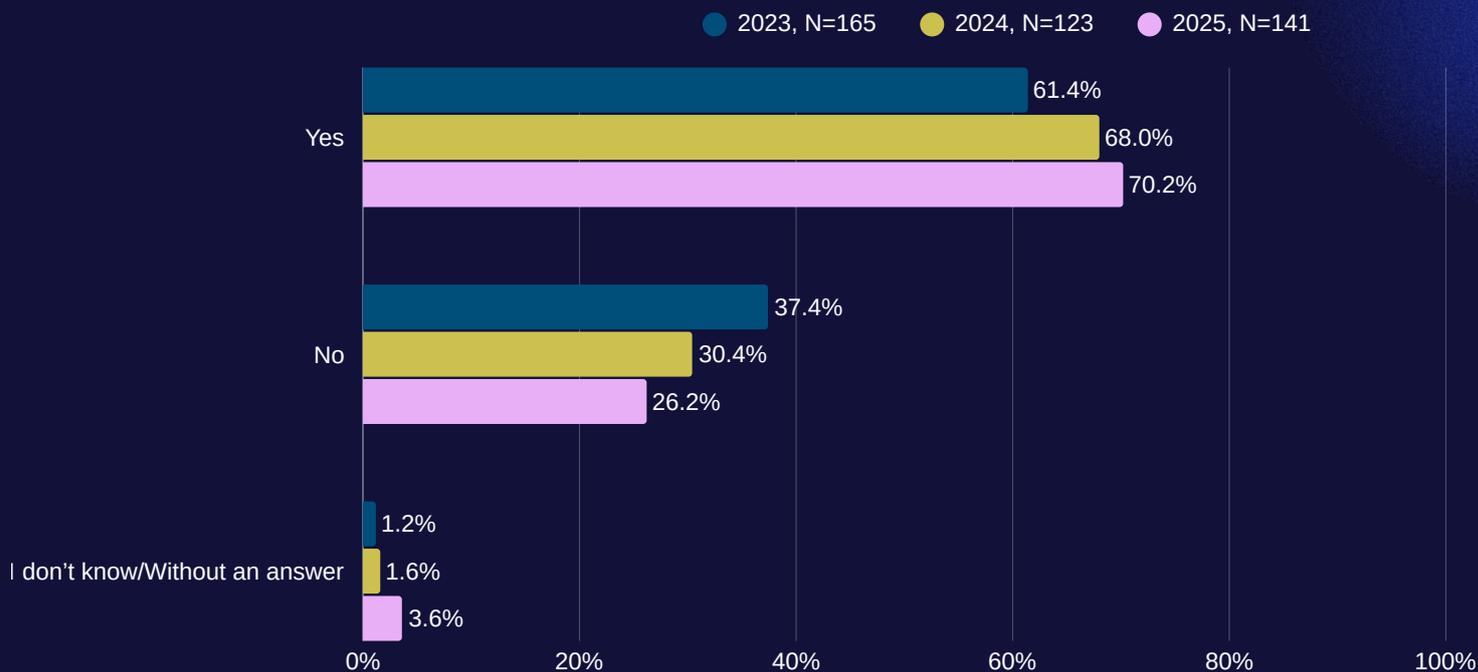
During the three-year period from 2023 to 2025, a gradual and stable increase in positive assessments has been recorded. In 2023, 61.4% of respondents stated that the programme helped them better understand the work of the Prosecutor’s Office. This percentage rose to 68.0% in 2024 and reached 70.2% in 2025, representing the highest level to date and indicating a continuous strengthening of the programme’s educational and informative role.

At the same time, the share of those who believe that the programme did not help them decreased—from 37.4% in 2023 to 26.2% in 2025. The proportion of undecided respondents is very small, although it increased slightly (from 1.2% in 2023 to 3.6% in 2025), remaining negligible relative to the overall sample.



These results clearly indicate that the programme “Meet the Prosecutor’s Office” contributes to a better understanding of the competencies and role of the State Prosecutor’s Office among citizens, thereby confirming its importance as a tool for public education and for strengthening trust in the work of judicial institutions.

Figure 61. Trends over time: Did the programme help you understand the competencies and work of the Prosecutor’s Office?



Attitudes toward the public presence of state prosecutors

The issue of public presence and visibility of state prosecutors has a significant impact on perceptions of the work of the prosecution, citizens' trust in judicial institutions, and the overall legitimacy of the prosecutorial function. In contemporary democratic societies, transparency in the work of the prosecution and adequate communication with the public represent key elements for strengthening accountability, professional integrity, and trust in criminal justice institutions.

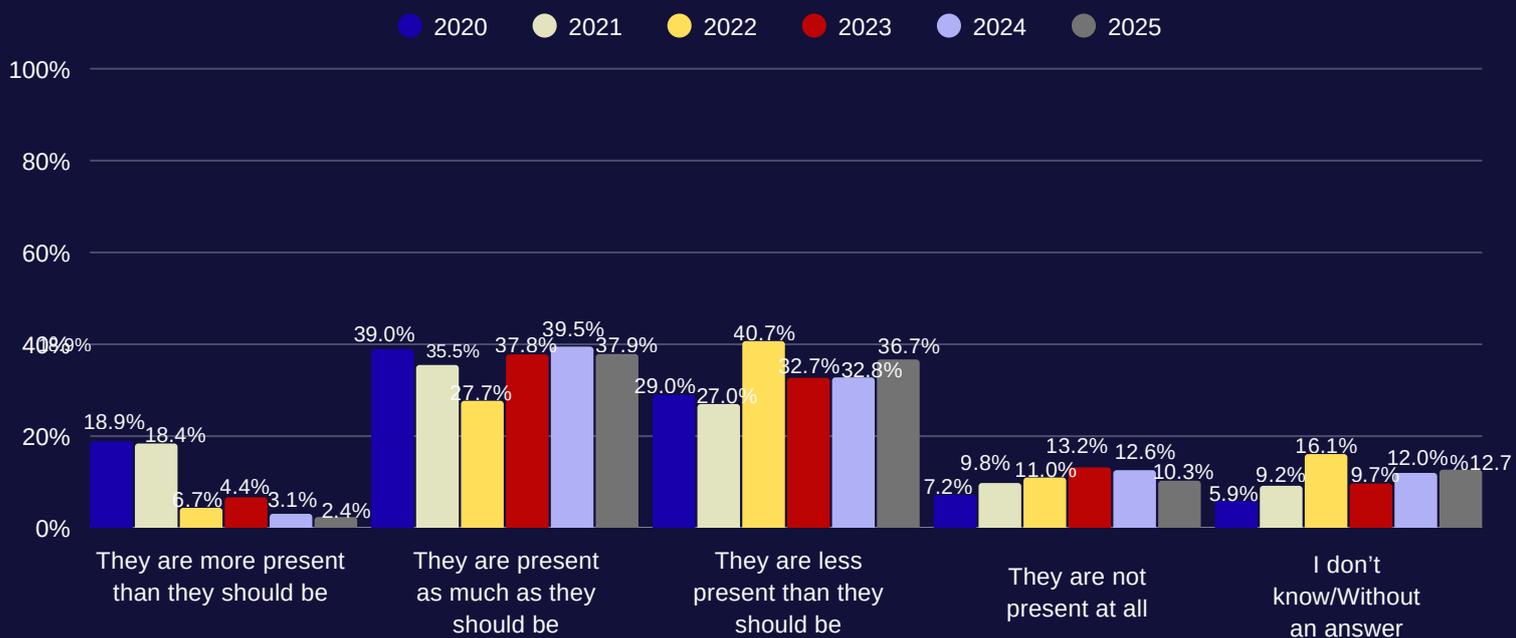
Within the conducted research, respondents' views were analyzed regarding the extent to which state prosecutors should be present in the public sphere, through media appearances, public statements, and other forms of communication. The aim of this analysis is to provide insight into public perceptions and the views of relevant actors on the desirable level of public engagement by prosecutors, as well as to identify potential differences in attitudes among various respondent groups.

The results presented below enable a deeper understanding of the balance between the need for transparency and the obligation to preserve professional impartiality, which is of particular importance for improving the communication policy of the State Prosecutor's Office of Montenegro.

In this context, respondents were first asked whether, in their opinion, prosecutors are sufficiently present in the public. The data indicate stable, but moderately variable public perceptions on this issue over the period from 2020 to 2025. Throughout the observed period, the largest share of respondents believes that prosecutors are present to the extent that they should be. In 2025, this share amounts to 37.9%, representing a slight decline compared to 2024, when it stood at 39.5%.

At the same time, a significant segment of the population considers that prosecutors are less present than they should be. In 2025, this share amounts to 36.7%, which is 3.9 percentage points higher than in 2024.

Figure 62. Trends over time: In your opinion, are prosecutors sufficiently present in the public?



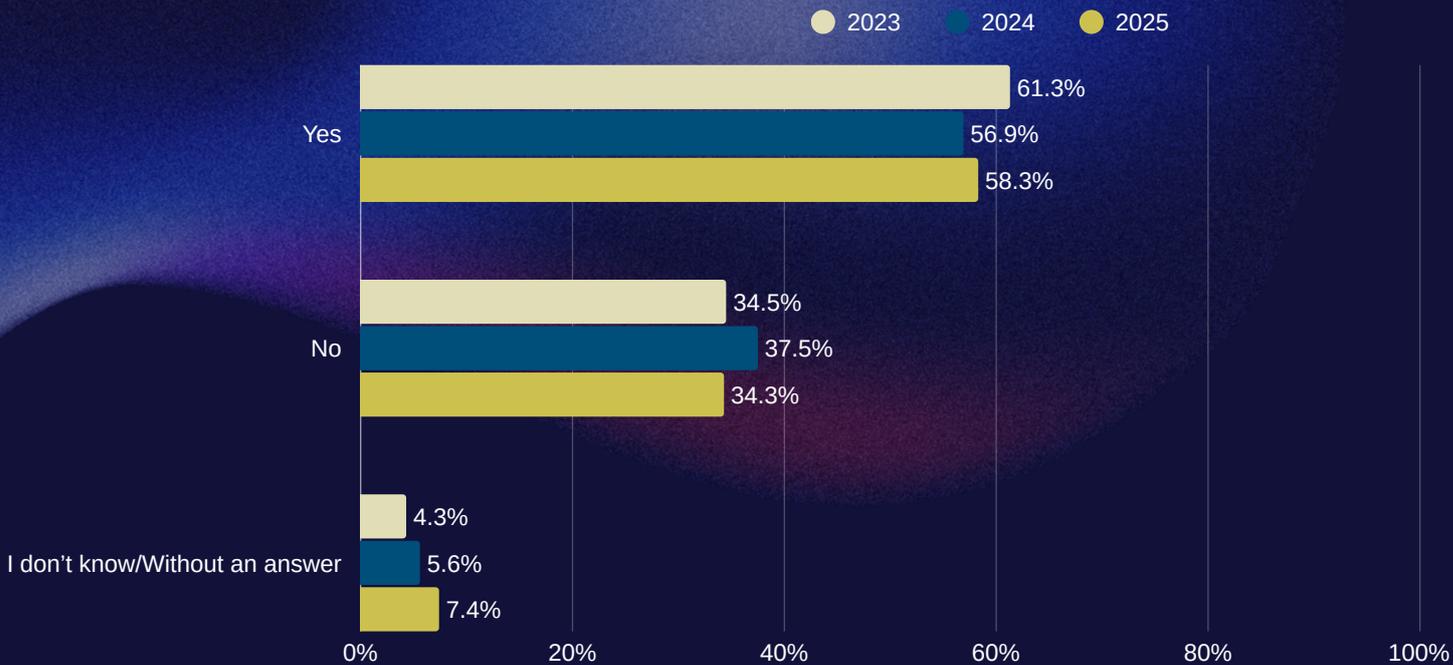
Further analysis through cross-tabulation of respondents' answers shows that perceptions of the public presence of state prosecutors are strongly correlated with citizens' overall attitudes toward the work of the State Prosecutor's Office, particularly regarding transparency and efficiency.

Respondents who believe that prosecutors are present in public to the extent they should be most likely to express a positive overall attitude toward the Prosecutor's Office (64.5%). At the same time, they are more inclined to assess its work as transparent (58.7%) and efficient (57.7%).

In contrast, among respondents who believe that prosecutors are less present than they should be, dominant perceptions are that the Prosecutor's Office is inefficient (49.3%) and non-transparent (50.7%). This group also includes the highest share of respondents with a negative overall attitude toward the Prosecutor's Office (51.6%). It is noteworthy that among those who believe prosecutors are more present than they should be, positive attitudes are not pronounced; rather, this is a small but critical segment that may express concerns about a possible erosion of professional distance or excessive media exposure.

Finally, among respondents who believe that prosecutors are not present in public at all, negative attitudes and doubts regarding the efficiency and transparency of the Prosecutor's Office clearly prevail. Furthermore, respondents were asked whether state prosecutors' offices should inform the public about cases within their jurisdiction through press conferences. Results for the period 2023–2025 show that the majority of respondents support this practice. In 2025, 58.3% of respondents believe that prosecutors' offices should communicate with the public in this way, representing a slight increase compared to 56.9% in 2024.

Figure 63. Trends over time: Should state prosecutors' offices inform the public about cases within their jurisdiction through press conferences?



Further analysis indicates a clear association between the view that prosecutors' offices should inform the public about cases through press conferences and the overall perception of their work.

Respondents who support this form of public communication ("Yes") most often express a positive attitude toward the State Prosecutor's Office (56.1%), while 36.2% are neutral and only 7.7% undecided. Notably, even among respondents with a negative attitude toward the Prosecutor's Office, a significant share (66.3%) still believes that it should inform the public about cases. This suggests that even more critical segments of the public recognize the need for greater openness and communication.

A similar correlation is observed with perceptions of transparency. Among respondents who believe that prosecutors' offices should hold press conferences, a majority assess the institution's work as transparent (58.3%), whereas this share drops to 35.5% among those who oppose public appearances. Conversely, among respondents who consider prosecutors' offices non-transparent, as many as 61% support public communication, further confirming that expectations of greater communication are seen as a means to improve trust and visibility.

Analysis by gender, age group, and region points to certain differences in perceptions of the need for public communication by prosecutors' offices.

In terms of gender, men more often than women support public press conferences by prosecutors: 62.4% of men believe prosecutors' offices should inform the public about cases, compared to 54.4% of women. While both groups largely support institutional openness, the slightly greater reservation among women may reflect stronger concerns about procedural discretion and professional boundaries in communication.

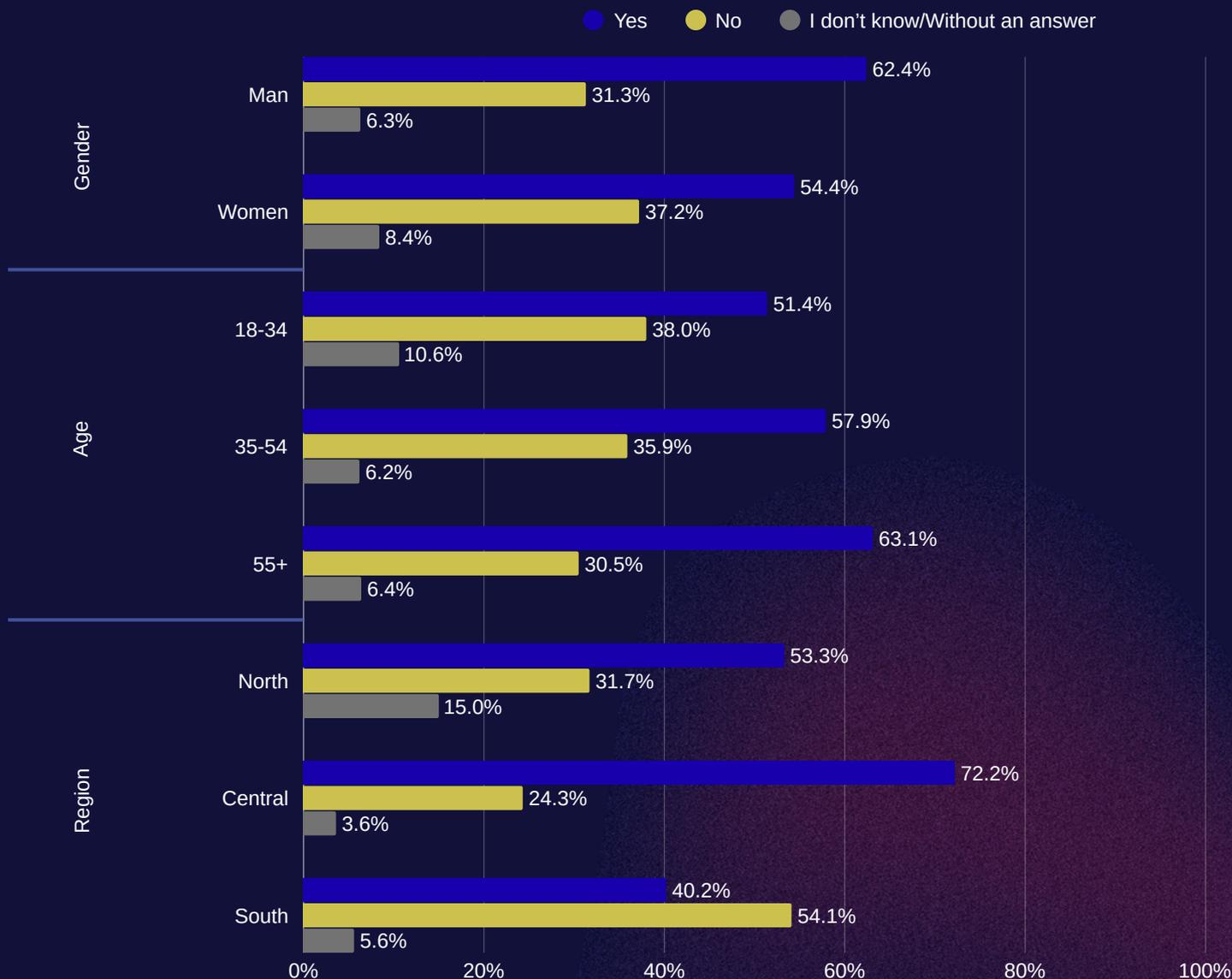
Across age groups, support for public appearances increases with age. The youngest respondents (18–34) show the lowest level of support (51.4%), while support is highest among those aged 55 and over (63.1%). This trend may reflect higher institutional trust and expectations of public authorities among older citizens, whereas younger generations — although often better informed — may be more critical of institutional communication.

Regional differences are particularly pronounced. The highest level of support for public press conferences is recorded in the central region (72.2%), while support is lower in the north (53.3%) and lowest in the south (54.1%). The northern region also has the highest share of undecided respondents (15.0%), which may indicate lower levels of information about the work of the Prosecutor's Office and less exposure to its public activities.

Overall, the results show that support for a stronger public presence of prosecutors' offices is broad but demographically differentiated. The strongest support comes from men, older age groups, and residents of the central region. This suggests that communication activities of the Prosecutor's Office could be further tailored toward younger citizens and regions with lower levels of trust and information.



Figure 64. 2025: Should state prosecutors' offices inform the public about cases within their jurisdiction through press conferences?

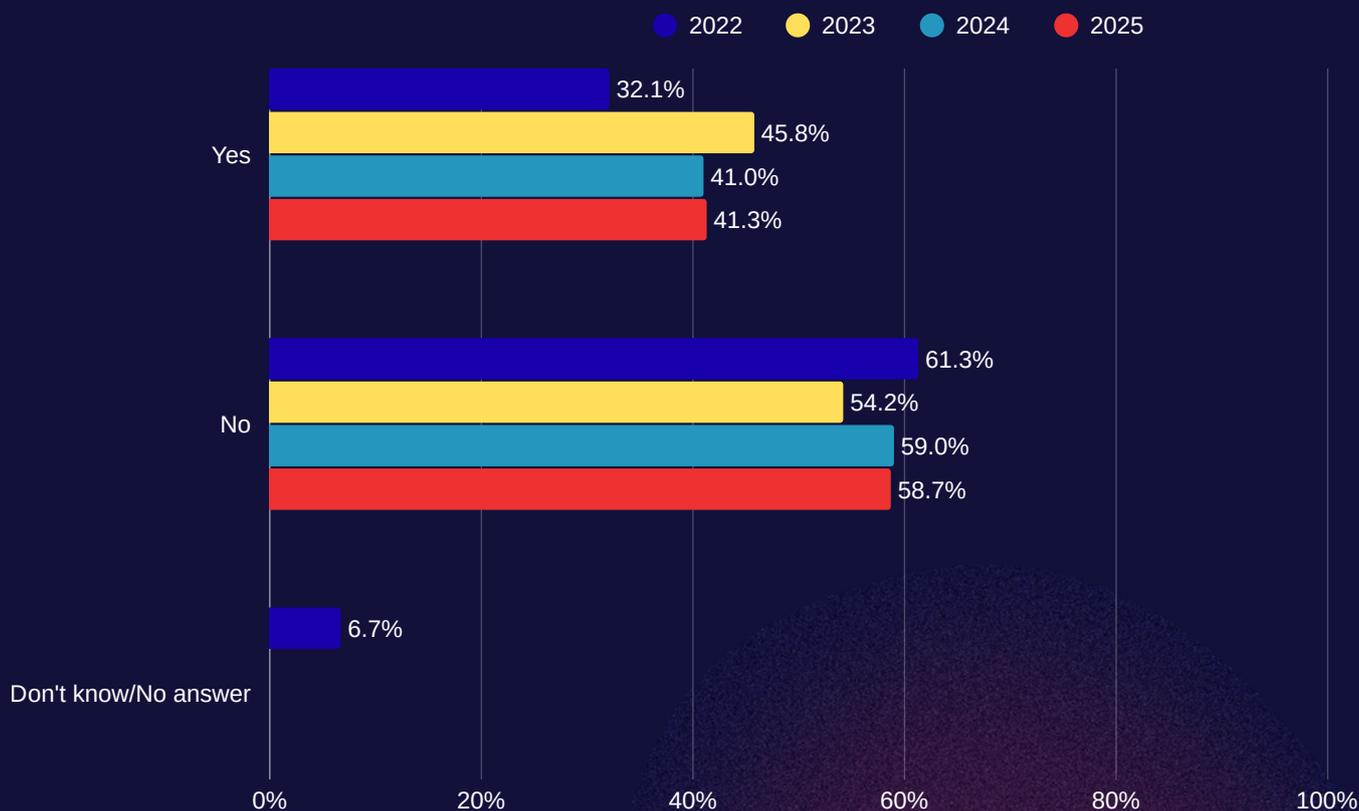


Furthermore, the results for the period 2022–2025 indicate a relatively stable but moderate level of public awareness and exposure to public appearances by state prosecutors.

In 2025, 41.3% of respondents reported that they had watched a public appearance by a state prosecutor in the previous 12 months, which is almost identical to 2024 (41.0%), but lower compared to 2023 (45.8%). Nevertheless, compared to 2022 (32.1%), an overall increase in public exposure to the work of prosecutors is evident.

By contrast, the majority of respondents—between 54% and 61% throughout the observed period—state that they did not watch any public appearances by prosecutors. Although these findings do not necessarily indicate a lack of public communication, they do suggest that the reach of existing communication activities by the prosecution and media coverage of their work remains limited.

Figure 65. Data over time: Have you watched a public appearance by a state prosecutor in the past 12 months?



Individuals who followed public appearances by state prosecutors over the past twelve months hold a significantly more positive attitude toward the State Prosecutor’s Office of Montenegro than those who did not.

Nearly half of respondents in this group (47.1%) express a positive attitude, compared to a lower share among those who did not follow such appearances (36.3%). A neutral attitude (“neither positive nor negative”) is reported by 24.9% of those who followed public statements and by 35.4% of those who did not, while negative attitudes are almost identical in both groups—28.0% among those who did follow and 28.3% among those who did not. These findings suggest that the public visibility of prosecutors’ work can contribute to the formation of more positive attitudes toward the institution.

When it comes to perceptions of transparency, individuals who had the opportunity to follow public statements by prosecutors are more likely to believe that the work of the State Prosecutor’s Office is transparent—57.4% hold this view, compared to 44.5% among those without such exposure. Conversely, 40.7% of respondents who followed public appearances believe the work is not transparent, compared to a somewhat higher share (46.9%) among those who did not follow them. Undecided respondents are more frequent among those who did not follow public appearances (8.7%) than among those who did (1.9%), further indicating a link between being informed and perceptions of transparency.

Differences are also evident regarding assessments of efficiency. Among those who followed public appearances by prosecutors, 61.6% believe the work of the Prosecutor's Office is efficient, while 38.4% think it is not. In the group that did not follow such appearances, perceived efficiency is lower—51.4% consider the institution efficient, while 48.6% assess it as inefficient. These data indicate that exposure to prosecutors' public engagement may foster greater trust and a stronger perception of efficiency, underscoring the importance of public communication and transparent institutional presentation.

The data also show noticeable differences in following public appearances of state prosecutors across demographic groups. By gender, men are more likely than women to follow public statements by prosecutors—47.6% of men reported watching such appearances in the past 12 months, compared to 35.3% of women. This suggests that men are more informed about prosecutors' public activities, while a higher proportion of women (64.7%) report no such exposure.

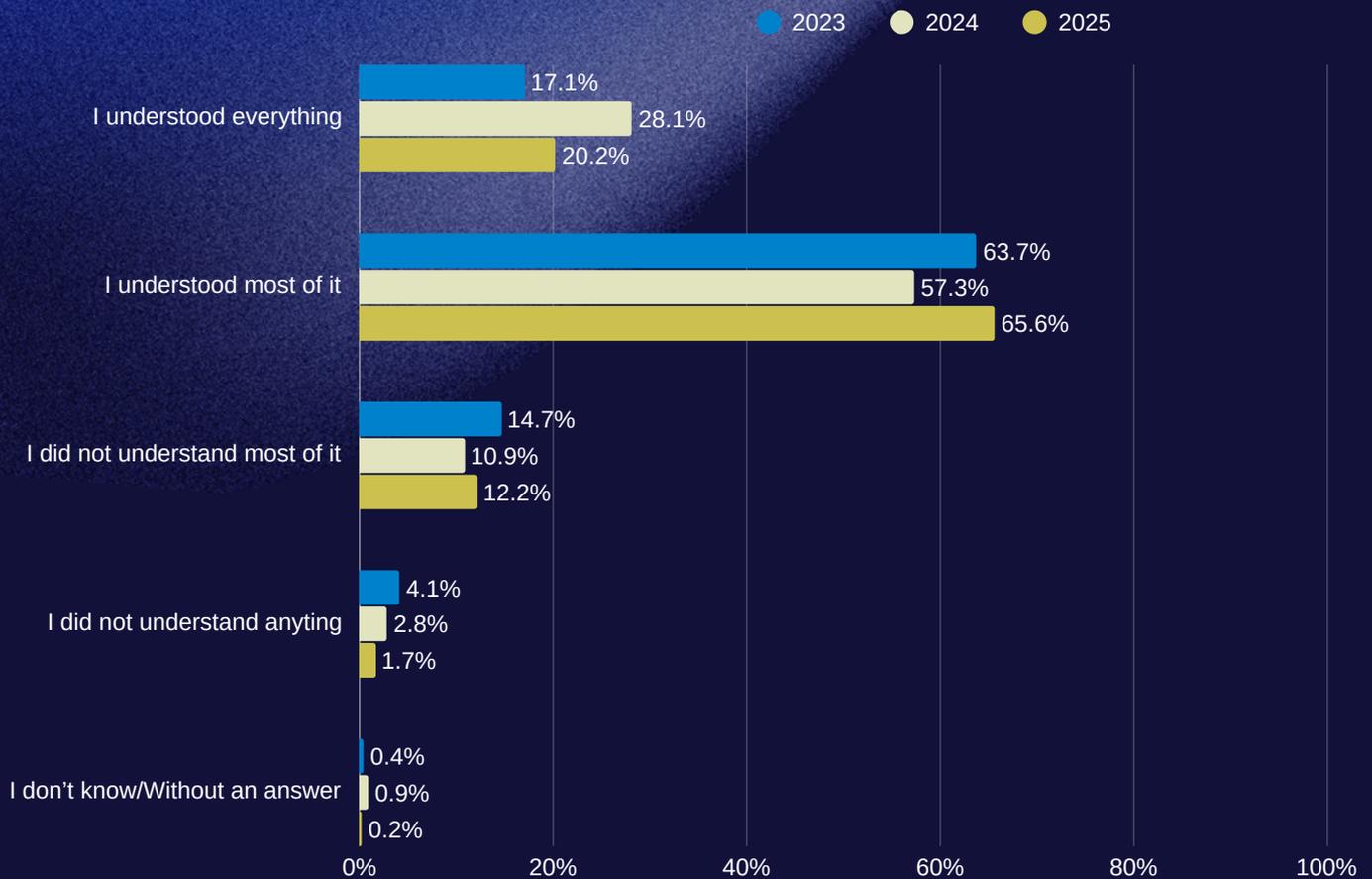
By age group, following public appearances increases with age. Among respondents aged 18–34, only 30.3% reported watching a public appearance, compared to 39.0% in the 35–54 age group, and the highest share among those aged 55 and over (50.4%). Regional differences are also pronounced. In northern Montenegro, 47.6% of respondents followed public appearances by prosecutors, which is very similar to the central region (46.0%). In the southern region, however, the share is significantly lower—only 26.3% reported watching such appearances, while 73.7% did not.

Finally, the results presented in the chart show that most citizens who followed public addresses by prosecutors were able to understand the majority of what was said, with visible improvements compared to previous years. In 2025, 65.6% of respondents stated that they understood most of what the prosecutor said, representing an increase compared to 57.3% in 2024 and 63.7% in 2023. In addition, 20.2% of respondents in 2025 reported that they fully understood everything, which is slightly lower than in 2024 (28.1%), but higher than in 2023 (17.1%).

On the other hand, a smaller proportion reported that they did not understand most of the presentation—12.2% in 2025, a slight increase compared to 2024 (10.9%), but lower than in 2023 (14.7%). The share of those who did not understand prosecutors' speeches at all continues to decline—from 4.1% in 2023, to 2.8% in 2024, and to 1.7% in 2025.



Figure 66. Data over time: How much were you able to understand of what the prosecutor was saying?



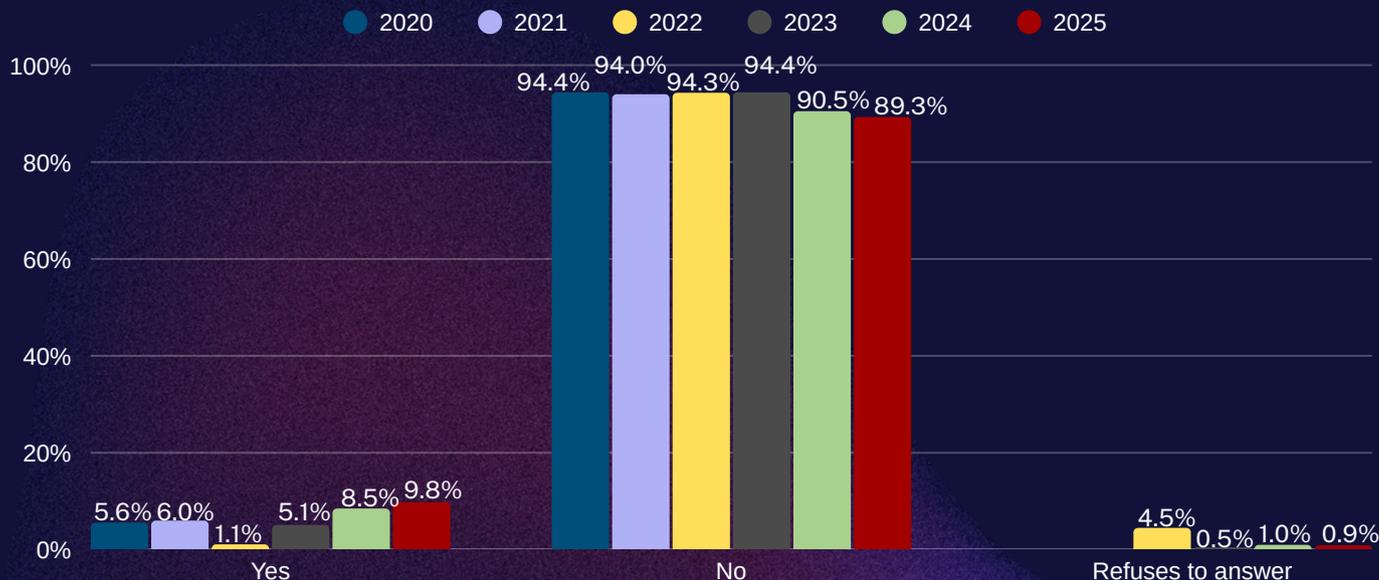
The data presented in the chart show that a small share of citizens had direct contact with a state prosecutor in the previous 12 months, but that this share has been gradually increasing year by year.

In 2025, 9.8% of respondents stated that they had the opportunity to speak with a prosecutor, representing an increase compared to 8.5% in 2024, 5.1% in 2023, and only 1.1% in 2022.

At the same time, the majority of respondents—89.3% in 2025—reported that they had not had the opportunity to speak with a prosecutor. Although this share still dominates, a gradual decline is noticeable compared to previous years (from 94.4% in the period 2020–2023 to 90.5% in 2024 and 89.3% in 2025). The proportion of respondents who refused to answer this question remains consistently low, below 1%.

These findings indicate that direct communication between citizens and state prosecutors remains very limited, but that there is a modest upward trend in the accessibility or frequency of such contacts. The growing number of individuals who have had the opportunity to speak with a prosecutor may be interpreted as a signal of greater institutional openness toward the public or more frequent engagement of prosecutors in direct communication with citizens.

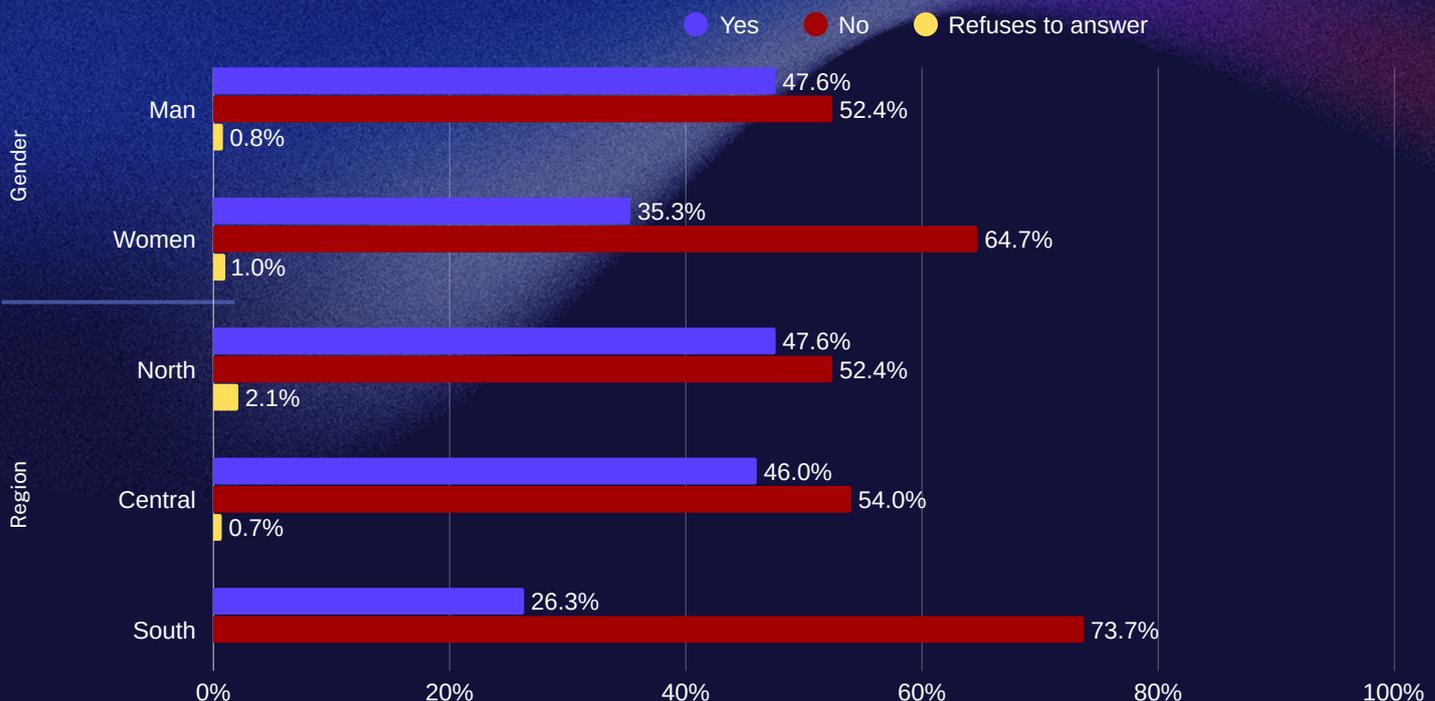
Figure 67. Data over time: Have you had the opportunity to speak with a prosecutor in the past 12 months?



The data show that differences in the opportunity to speak with a prosecutor are pronounced by gender and region. When it comes to gender, men were almost twice as likely as women to have had the opportunity to speak with a prosecutor in the past 12 months – 12.7% compared to 7.0% of women. The majority of female respondents (92.0%) still report that they did not have such an opportunity, while this share is somewhat lower among men (86.5%). These findings point to a gender gap in direct contact with the prosecution, which may result from differences in social roles, the frequency of involvement in legal proceedings, or varying levels of access to institutions.

When the results are examined by region, the highest share of respondents who had contact with a prosecutor was recorded in the central region (11.1%), followed by slightly lower figures in the northern region (10.8%), and the lowest in the southern region of the country (6.4%). In southern Montenegro, as many as 93.6% of respondents state that they did not have contact with a prosecutor, indicating a lower level of accessibility or less frequent interaction with the institution in this part of the country.

Figure 68. 2025: Have you had the opportunity to speak with a prosecutor in the past 12 months?



Key Recommendations

Based on the analysis of the findings, the following recommendations can be identified for improving the work of the Prosecution and its public perception:

First, it is necessary to continue enhancing transparency through the regular publication of information on the work and results of the Prosecution. Communication with the public should place emphasis on simplicity and clarity, using clear, plain, and non-normative language, with explanations of key terms and procedures. This would further reduce the gap between professional and general audiences and make the messages of the Prosecution more recognizable and easier to understand.

Furthermore, the results show that television remains the main source of information for most citizens, while an increasing number of respondents obtain information about the work of the Prosecution through online portals and digital channels. It is therefore important for the Prosecution to strengthen its presence in the online space, with consistent use of digital platforms for proactive public communication.

In addition, given the positive impact of the programme “Meet the Prosecution”, it is recommended to further develop and adapt it to digital formats—through short video clips, thematic guides, or a series of short educational episodes that would also be available via social media.

Considering that a significant proportion of citizens still do not clearly distinguish between the roles of the Prosecution, the police, and the courts, it is necessary to intensify public educational activities aimed at explaining institutional competencies. In particular, it is important to clarify the limits of the prosecutorial role in processes related to arrests, the adoption of judgments, and investigations.

It is recommended to develop simple informational guides and infographics that explain procedures and phases of the Prosecution’s work through practical examples. Such materials could be published on the website, distributed in electronic form, and used during media appearances.

Finally, bearing in mind that the perception of corruption within the State Prosecution remains high, in addition to regular reporting on prosecuted corruption cases, it is important to communicate preventive activities as well—such as education, cooperation with other institutions, and measures undertaken by the Prosecution to prevent conflicts of interest. In public communication, it is essential to clearly distinguish individual cases of abuse from the systemic work of the institution, thereby reducing generalization and strengthening trust in the professional integrity of the majority of prosecutors.