

UDC: 004.8(497.16)
 COBISS.SR-ID 198437641
 doi: <https://doi.org/10.61837/mbuir040126107r>

ORIGINAL SCIENTIFIC PAPER

RECEIVED: 28. 4. 2026.
 ACCEPTED: 19. 5. 2026.

ANALYSIS AND DEVELOPMENT OF PUBLIC POLICIES IN MONTENEGRO IN THE FIELD OF ARTIFICIAL INTELLIGENCE

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Abstract: The research presented in this paper focuses on public policy on artificial intelligence in Montenegro. Particular emphasis is placed on the formulation of these policies and their analysis from the perspective of compliance with the requirements necessary to ensure the preconditions for the development and application of artificial intelligence in Montenegro. The research aims to analyze public policies on artificial intelligence in Montenegro and assess whether they meet development requirements. The content analysis method of available documents was applied in the study, primarily its qualitative content analysis technique, focusing on the development of public policies in the field of artificial intelligence, the analysis of legal regulations and scientific literature in this area, with an emphasis on practical applications. The results of the research indicate a high degree of alignment between Montenegro's public policies and the needs of artificial intelligence development, while also identifying areas that require further improvement, such as the development of the legal framework.

Keywords: Artificial Intelligence, Montenegro, public policy, public policy formulation, analysis of public policies, application of artificial intelligence

1. INTRODUCTION

The Government of Montenegro, in cooperation with the United Nations Development Programme (UNDP) in Montenegro and the Central Digital Office, is implementing a significant set of activities aimed at increasing the use of artificial intelligence (AI) and achieving positive effects of its application across all segments of society. The activities carried out by the Government of Montenegro in this field demonstrate its readiness to establish the preconditions necessary for the efficient application of artificial intelligence in all areas of society.

Montenegro has considerable potential for the use of artificial intelligence to improve all segments of society, strengthen the economy, and achieve sustainable development goals defined by national policies and plans. The use of artificial intelligence enables a more efficient realization of the national development vision, with particular emphasis on its potential in critical sectors such as education, poverty reduction, economic development, and the improvement of the healthcare system.

With the aim of enhancing the use of artificial intelligence, the Government of Montenegro, in cooperation with various partners, places emphasis on the formulation of public policies

designed to ensure the fulfillment of preconditions necessary for the efficient and lawful use of these technologies. Public policies in the field of artificial intelligence development in Montenegro are still in the early stages of development. One of the factors significantly slowing down the creation of public policies in Montenegro is the lack of legal regulation on artificial intelligence, primarily due to the fact that the European Union has not yet adopted the legislation on which such regulation should be based.

The research covers the most significant elements related to the formulation and analysis of public policies in the field of artificial intelligence in Montenegro. The subject of the research conducted in this paper is public policy in Montenegro in the field of artificial intelligence. The aim of the research is to analyze public policies in Montenegro in the field of artificial intelligence and to highlight their key contents and significance for the further development of all segments of society.

2. ARTIFICIAL INTELLIGENCE

Artificial intelligence is a field of computer science that studies the development of intelligent computer systems capable of identifying input elements, analyzing them, and responding accordingly [1, p. 179]. It is based on principles characteristic of human intelligence and elements such as thinking, the application of logic, reasoning, understanding complex phenomena, and autonomous decision-making. If a given computer system possesses basic skills characteristic of humans - such as the ability to learn, draw conclusions, understand language, improve itself through learning from experience, or solve problems of varying levels of complexity - it can be considered as an artificial intelligence system [2, p. 24].

Russell and Norvig define artificial intelligence as "the field of computer science that studies the automation of intelligent behaviors" [3, p. 14]. Artificial intelligence is the capability of computer systems to correctly perform tasks that were previously carried out exclusively by humans, such as accurately interpreting data

collected from external sources, learning from such data, and using the acquired knowledge, through flexible adaptation, to achieve assigned goals and tasks [4, p. 40].

Artificial intelligence is a transformative technology with the potential to bring about significant changes across all segments of modern society. This technology has the capacity to analyze large volumes of data, identify trends and patterns, generate predictions, and support decision-making. Artificial intelligence enables substantial improvements in the efficiency, effectiveness, and quality of numerous processes and activities, which is why it represents one of the key elements underpinning the contemporary society development [5, p. 1].

3. STATE OF THE APPLICATION OF ARTIFICIAL INTELLIGENCE IN MONTENEGRO

The application of artificial intelligence in Montenegro is in an early stage of development, characterized by high dynamism and frequent changes. The current level of artificial intelligence development in Montenegro is marked by the gradual implementation of AI-based solutions across various segments of society. Despite the fact that artificial intelligence is still not widely used and is not applied in a systematic manner, a large number of initiatives are being carried out with the aim of its integration, primarily in the fields of public administration, finance, tourism, and telecommunications. An increasing number of institutions, companies, and individuals in Montenegro clearly recognize the potential of artificial intelligence, particularly in areas related to improving efficiency, process optimization, and enhancing the quality of services.

3.1. ANALYSIS OF THE POTENTIAL FOR THE APPLICATION OF ARTIFICIAL INTELLIGENCE IN MONTENEGRO

Montenegro has developed a digital environment that provides significant potential for the application of artificial intelligence. Approximately 80% of households in

Montenegro are connected to the internet, while the percentage of mobile phone users in the population is at a similar level, amounting to 79.8% [6, p. 12]. Urban areas of Montenegro are well covered by fourth-generation mobile networks, with the gradual introduction of 5G infrastructure, which will significantly enhance the possibilities for more efficient use of digital technologies and artificial intelligence. One of Montenegro's advantages is its well-developed legislative framework, based primarily on the Law on Personal Data Protection [7]. This legislative framework ensures effective protection of privacy and data security, without which the efficient and safe use of artificial intelligence would not be possible.

Public policies and legislative regulations provide a solid foundation for the development of artificial intelligence applications in Montenegro. Despite certain shortcomings, public policies related to artificial intelligence offer comprehensive frameworks for its efficient implementation and the achievement of the greatest possible positive effects. The importance of public policies primarily stems from the growing impact of artificial intelligence on all segments of society in Montenegro, its widespread application, and the numerous risks and challenges associated with its use.

3.2. CHALLENGES IN THE APPLICATION OF ARTIFICIAL INTELLIGENCE IN MONTENEGRO

When analyzing and formulating public policies in the field of artificial intelligence in Montenegro, it is essential to take into account numerous challenges associated with the use of these technologies. These challenges are multidimensional and can significantly affect the future of artificial intelligence application; therefore, it is necessary for public policies to define mechanisms for their mitigation and effective resolution. The most significant challenges in the application of artificial intelligence in Montenegro include [6, p. 10]:

lack of knowledge and skills required for the effective application of artificial intelligence,

- inadequate level of infrastructure development,
- legislative limitations, and
- resistance to the adoption of artificial intelligence.

The lack of human resources possessing the knowledge and skills necessary for the application of artificial intelligence can significantly slow down its use and the implementation of public policies in this field [8, p. 1642]. Montenegro faces a shortage of professionals with technical expertise in areas such as artificial intelligence, information and communication technologies, and cybersecurity. This shortage is a significant constraint to the development and application of AI-based tools, which is why public policies and strategic plans must include elements related to formal education in artificial intelligence, as well as professional training for employees and individuals in the labor market to perform these jobs.

An insufficient level of infrastructure development is one of the factors that represents a limitation to the application of artificial intelligence in many countries. In numerous scientific studies, inadequate infrastructure is identified as one of the most significant obstacles to the development of artificial intelligence and the achievement of its maximum positive effects [9, p. 96]. In Montenegro, it is necessary to modernize the existing information and communication infrastructure in order to adapt it to new requirements which artificial intelligence brings. Public policies must also include activities aimed at improving infrastructure, without which efficient implementation of artificial intelligence cannot be ensured.

Despite significant progress in this area, the legislative framework governing the application of artificial intelligence in Montenegro remains insufficiently developed. Artificial intelligence is a rapidly evolving field, which makes it difficult for national legislation to adapt effectively to ongoing changes [10, p. 2]. Legislation and related regulations in Montenegro do not evolve quickly enough, resulting in insufficient alignment with the changes brought about

by AI-based technologies. Public policies in Montenegro increasingly take artificial intelligence into account; however, they need to be further adapted to ensure a more efficient and timely response to changes resulting from the development of artificial intelligence and digitalization.

The application of artificial intelligence is also associated with significant resistance, stemming from the influence of a numerous factors. Resistance is one of the key factors that can significantly hinder or even completely prevent the adoption of artificial intelligence across all segments of society [11, p. 16]. Among the main factors contributing to resistance in Montenegro are traditional ways of thinking and low levels of awareness regarding the benefits of artificial intelligence use [6, p. 10]. Resistance is largely the result of insufficient familiarity with artificial intelligence and the spread of misinformation in the public sphere. Public policies in Montenegro should place greater emphasis on educating citizens about the advantages of artificial intelligence in order to reduce resistance, which currently has a significant negative impact on its adoption.

4. ARTIFICIAL INTELLIGENCE LEGISLATIVE IN MONTENEGRO

The legal framework governing the use of artificial intelligence based technologies in Montenegro is in the early stages of development. One of the main shortcomings is the absence of laws and national strategies that directly regulate technologies based on artificial intelligence and their practical application [12, p. 3]. At the current stage of development, the use of artificial intelligence based technologies is regulated through general principles contained in various existing laws. These laws and accompanying documents are applied in different ways, depending on the context in which artificial intelligence is used.

A number of factors contribute to the absence of laws and strategies related to the application of artificial intelligence in Montenegro. In addition to the extremely rapid development of artificial intelligence, which requires

continuous amendments to laws, strategies, and public policies, a significant factor is also the high dependence on the legal framework of the European Union in this field. As a country in the accession process to the European Union, Montenegro is obliged to fully harmonize its national legislation with EU law. This obligation significantly limits Montenegro's ability to adopt laws related to artificial intelligence, given that the European Union has not yet fully defined its legal framework, which serves as the basis for national legislation in member states and candidate countries. Adopting legal regulations prior to their adoption at the EU level would represent an unnecessary effort for Montenegro, as such documents would need to be subsequently aligned with EU legislation once it is enacted.

The development of legal regulation and public policies in the field of artificial intelligence has also been negatively affected by political instability [*Ibidem*]. Frequent changes of government in Montenegro since 2020 have resulted in a lack of sustained focus on artificial intelligence. The adoption of legislation in this field is often considered less important compared to reforms in key areas of state functioning, such as law, the economy, and security. The absence of a legal framework significantly complicates all aspects of the application of artificial intelligence in Montenegro, including those related to public policies in this field.

The lack of legal regulation and cases from practice has also resulted in the absence of clear guidelines for the application of artificial intelligence. In Montenegro, general legal principles are most commonly applied to artificial intelligence, which are often inadequate and insufficiently defined. This lack of regulation negatively affects both the formulation and analysis of public policies in the field of artificial intelligence [*Ibidem*]. These effects are primarily due to the absence of a legal framework and guidelines governing the use of artificial intelligence, which serve as the basis for defining and implementing public policies in this area. In many cases, the absence of legal regulation necessitates consultation with

experts in order to avoid potential issues in the formulation and implementation of AI-related public policies in Montenegro.

The successful implementation of artificial intelligence and projects based on its use is not possible without a legal framework that defines its application. The importance of legal regulation is further emphasized by the fact that the use of artificial intelligence is associated with issues related to privacy protection, potential data security risks, and numerous ethical concerns [13, p. 6]. The absence of clearly defined legal regulations and guidelines can significantly reduce readiness for the adoption of artificial intelligence in Montenegro. This reduction in readiness is primarily a consequence of uncertainty arising from the lack of clear rules governing the use of artificial intelligence, as well as the rights and obligations associated with it.

Legal regulatiive related to fields such as cybersecurity and telecommunications also have a significant impact on public policies in Montenegro concerning artificial intelligence. Laws and by-laws in these areas, due to their relevance for the application of artificial intelligence, must also be taken into account when formulating public policies. Montenegro needs to develop explicit and comprehensive legal regulation that, in addition to technical aspects of artificial intelligence use, also covers its practical application and the potential legal consequences that may arise [12, p. 4]

5. ARTIFICIAL INTELLIGENCE LANDSCAPE ASSESSMENT - MONTENEGRO

The Artificial Intelligence Landscape Assessment - Montenegro is one of the most significant documents addressing public policies in the field of artificial intelligence in Montenegro. This report, published in 2024, was developed by the United Nations Development Programme, the Government of Montenegro, and the European Union. Its importance lies in the highly detailed and objectively conducted analysis of Montenegro's readiness for the introduction and development of artificial intelligence in the public

sector. Despite being primarily focused on the public sector, the report also includes a wide range of information relevant to the application of artificial intelligence in other areas and related public policies. The Artificial Intelligence Landscape Assessment serves as a foundation for the development of future public policies in the field of artificial intelligence in Montenegro.

The significance of the Artificial Intelligence Landscape Assessment for Montenegro is multifaceted. This report provides a comprehensive analysis of the country's readiness to adopt artificial intelligence technologies and apply them across different segments of society. As such, it is expected to have a strong influence on both the analysis of existing and the formulation of new public policies in this field. Unlike other strategic documents in this area, the report places emphasis on the concrete capacities available to the state. It also identifies existing shortcomings and provides recommendations for their improvement in order to ensure the effective implementation of artificial intelligence.

The Artificial Intelligence Landscape Assessment - **Montenegro** is a document used for country-level evaluation. The methodology of the report is based on three core pillars that determine the state of artificial intelligence: the government as a user of artificial intelligence, the role of the government as a driver of the artificial intelligence ecosystem, and the promotion of ethical use of artificial intelligence at the national level [6, p. 3]. The assessment is based on both quantitative and qualitative data, which significantly enhances its quality and relevance as a tool for the development and analysis of public policies in the field of artificial intelligence. The main objective of the report is to enable an objective assessment of Montenegro's readiness for the adoption, ethical development, and responsible use of artificial intelligence. The report also includes recommendations on how best to implement artificial intelligence and design public policies in this area.

The main advantages of the Artificial Intelligence Landscape Assessment in Montenegro, from the perspective of public policy, include:

- the use of a systemic approach to analyzing all key elements of artificial intelligence in Montenegro,
- the identification of institutional, technological, and educational gaps and constraints,
- the creation of a foundation for developing a national strategy for the development and application of artificial intelligence in Montenegro, and
- the provision of recommendations for the development of public policies in the field of artificial intelligence.

The methodology used in the Artificial Intelligence Landscape Assessment - **Montenegro** is based on a multidimensional approach covering various aspects that influence Montenegro's level of readiness for artificial intelligence implementation. The report includes elements such as the institutional framework, human resources, infrastructure, regulatory environment, and the level of artificial intelligence application in the public sector [6, p. 3]. This methodology enabled an objective assessment of strengths and weaknesses, as well as the formulation of concrete recommendations for improving public policies in the field of artificial intelligence.

6. DIGITAL TRANSFORMATION STRATEGY OF MONTENEGRO 2022-2026

The Digital Transformation Strategy of Montenegro for the period 2022-2026 is the most important document defining the directions of digital society development, public administration improvement, and strengthening the competitiveness of the economy through the use of modern technologies. This document represents one of the key elements of public policies in the field of artificial intelligence in Montenegro. Special attention in the Strategy is devoted to the development and application of artificial intelligence, which is defined as one of the most important drivers of

growth and development across all segments of society.

Within the Strategy, four basic elements on which the digital transformation of Montenegro is based are defined [14]:

- development of digital infrastructure,
- digitalization of public services,
- support for innovation in the private sector, and
- improvement of citizens' digital skills.

Artificial intelligence plays a numerous roles in each of these elements and is viewed as one of the key drivers of Montenegro's digital transformation. One of the main objectives of the Digital Transformation Strategy of Montenegro for the period 2022-2026 is the use of artificial intelligence for the modernization and improvement of public administration. The application of artificial intelligence is particularly emphasized in the processes of digitalization in healthcare, tax administration, and education. The most significant positive effects of artificial intelligence in these areas include increased transparency, greater efficiency, and lower costs [15, p. 9].

The Digital Transformation Strategy of Montenegro for the period 2022-2026 is also one of the public policy documents in Montenegro that emphasizes the importance of artificial intelligence in the education sector and recognizes the need to develop competencies in this field. It highlights the need to introduce artificial intelligence training in both formal and non-formal education systems in order to ensure sufficient human resources for its development and use. This segment of the Strategy is fully aligned with global trends and the fact that the use of artificial intelligence is becoming one of the most important skills for employees.

Within the Digital Transformation Strategy of Montenegro for the period 2022-2026, significant emphasis is also placed on the application of artificial intelligence in the economic activities. By supporting the development of startups working in artificial intelligence and innovation in this field, Montenegro seeks to

improve its economy and all segments of society. Special focus is also placed on the application of artificial intelligence in tourism, as one of the most important economic sectors. The Strategy also includes elements related to more efficient resource management.

The Digital Transformation Strategy of Montenegro for the period 2022-2026 highlights all major challenges associated with the effective implementation of artificial intelligence in Montenegro. The importance of this document is reflected in the emphasis on the need for alignment with European Union regulations, with particular focus on privacy protection and responsible use of artificial intelligence. The Strategy also covers regional and international cooperation, which is an important element of public policies in the field of artificial intelligence. Public policies in Montenegro are increasingly oriented toward alignment with the digital agendas of the European Union and participation in major international organizations and research projects. The Digital Transformation Strategy of Montenegro for the period 2022-2026 encompasses all key elements of the framework for the development of a digital society, which is based on the use of artificial intelligence as its central component.

7. PRIORITIES OF PUBLIC POLICIES IN THE FIELD OF ARTIFICIAL INTELLIGENCE IN MONTENEGRO

The activities undertaken with the aim of developing public policies for the application of artificial intelligence in Montenegro are directed toward several different paths. The priorities defined in the development of public policies include economic objectives to be achieved at the national level, the needs of the state and local communities, as well as the obligations Montenegro has assumed in the process of European Union accession. These priorities cannot be viewed as isolated components, they are interrelated and form the basis for the creation of systemic approaches in the field of artificial intelligence.

One of the fundamental priorities underlying public policies for the development of artificial intelligence is its implementation in public administration, which would significantly improve the quality and efficiency of the services it provides. The process of digitalization of public administration in Montenegro began in 2011 with the development of e-government and can be significantly enhanced through the application of various artificial intelligence-based tools [14, p. 34]. The use of artificial intelligence, such as the automation of citizen request processing, can substantially improve numerous segments of public administration work. In addition to increasing efficiency, significant positive effects of artificial intelligence in public administration include cost reduction and increased transparency, which also positively influence citizens' trust.

Public policies in Montenegro place considerable emphasis on the use of artificial intelligence to develop a national economy based on innovation. The application of artificial intelligence can bring significant changes and improvements in the most important sectors of the national economy of Montenegro. Public policies focus on providing support to startups and implementing various types of technological innovation. The role of the state is to create different types of incentives for companies engaged in the development of artificial intelligence. Public policies are also aligned with recommendations issued by international organizations, which emphasize the importance of innovation in ensuring economic growth [16].

Significant attention in Montenegrin public policies is also devoted to the creation of a legal and ethical framework related to the application of artificial intelligence. This segment of public policies is essential for ensuring citizens' trust in artificial intelligence. The level of trust is largely influenced by perceptions of the safety and fairness of artificial intelligence use. Future public policies must include regulatory elements related to the protection of human rights, the transparency of algorithms used in artificial intelligence systems, and accountability for decisions made by such systems. In

this area, Montenegro applies the standards of trustworthy artificial intelligence defined by the European Union [17].

The insufficient number of individuals with expertise in artificial intelligence is one of the key challenges which Montenegro is currently facing in the development and application of these technologies. Issues related to available human resources represent a significant barrier to the implementation of public policies in the field of artificial intelligence. Public policies must increasingly address the adaptation of the formal education system at all levels in order to align it with the new requirements imposed by artificial intelligence. In addition to formal education in artificial intelligence, public policies also include training programs for civil servants and employees in companies to ensure adequate skills for the use of AI-based tools. Results of numerous studies indicate that human resource development is a fundamental prerequisite for ensuring the long-term sustainable development of artificial intelligence [18, p. 2].

Public policies in the field of artificial intelligence in Montenegro also include elements related to the development of information and communication infrastructure and data availability. The efficiency of artificial intelligence systems directly depends on the quantity and quality of data available to them [19, p. 429]. Within public policies, mechanisms for improving data collection, processing, and exchange systems are also included, in order to provide a solid foundation for artificial intelligence operations. Effective data management mechanisms can also significantly facilitate the work of private sector companies engaged in the development of artificial intelligence tools.

International cooperation in the field of artificial intelligence is another important aspect of Montenegrin public policies in this area. The importance of international cooperation is largely a consequence of Montenegro's size, as it is too small and economically insufficiently strong to independently develop all components of the artificial intelligence ecosystem. Establishing effective international

cooperation in the development and application of artificial intelligence is of key importance for Montenegro. As a candidate country, Montenegro has access to European Union programs that, through financial support and expert assistance, can significantly enhance national capacities in the field of artificial intelligence.

Increasing the availability of digital technologies and related services is one of the core elements of public policies in the field of artificial intelligence in Montenegro. The availability of digital technologies implies that they are accessible to all citizens, regardless of their education, place of residence, economic situation, or social status [20, p. 2]. If not adequately addressed through public policies, the digital divide may represent a significant obstacle to the development and application of artificial intelligence in Montenegro. In this segment of public policies, emphasis must be placed on education and the availability of digital technologies, which, despite their high level of penetration in Montenegro, are still not accessible to a significant portion of the population.

8. CONCLUSION

Public policies in the field of artificial intelligence in Montenegro also face a large number of different challenges that may significantly jeopardize progress in this area. The most important constraints identified in public policy documents include the lack of financial resources, an insufficient number of experts in the field of artificial intelligence, and underdeveloped legal regulation in this area. In order to ensure the effective implementation of public policies in the field of artificial intelligence, it is also necessary to establish better cooperation between different state authorities, between different levels of government, as well as cooperation between the public sector, the private sector, and citizens.

The state plays a key and most significant role in the formulation of public policies in the field of artificial intelligence in Montenegro. This role is threefold: the state must assume responsibility for strategic planning of the

development and implementation of artificial intelligence, defining the legal framework for its use, and ensuring the preconditions necessary for the implementation of innovation. The fulfillment of the state's role and the development of artificial intelligence can only be ensured through the creation and implementation of precisely defined and high-quality public policies, investment in necessary infrastructure, education, and strengthening cooperation between the public and private sectors.

The priorities of public policies in the field of artificial intelligence in Montenegro are currently focused on the modernization of

public administration, ensuring the necessary infrastructure, developing an economic system that encourages and facilitates innovation, strengthening human resources, and protecting citizens and the economy from various forms of potential misuse. The effects achieved by current and future public policies in the field of artificial intelligence in Montenegro will largely depend on the state's ability to provide the necessary resources and to efficiently coordinate the activities carried out by different stakeholders involved in the process of introducing artificial intelligence.

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АНАЛИЗА И РАЗВОЈ ЈАВНИХ ПОЛИТИКА У ЦРНОЈ ГОРИ У ОБЛАСТИ ВЈЕШТАЧКЕ ИНТЕЛИГЕНЦИЈЕ

Резиме: Предмет истраживања које је обављено у раду су јавне политике у области вјештачке интелигенције у Црној Гори. Посебан акценат је стављен на креирање ових политика и њихову анализу из перспективе усклађености са захтјевима који морају бити испуњени како би се обезбиједили предуслови, који су неопходни за развој примјене вјештачке интелигенције у Црној Гори. Циљ истраживања је анализа јавних политика у области вјештачке интелигенције у Црној Гори и провјера њихове усклађености са захтјевима њеног развоја. У раду је примијењена метода анализе садржаја доступних докумената, прије свега њена техника квалитативне анализе садржаја са фокусом на креирању јавних политика у области вјештачке интелигенције, анализи законске регулативе и научне грађе у овој области, с тежином на практичној примјени. Резултати истраживања указују на висок степен усклађености јавних политика Црне Горе са потребама развоја вјештачке интелигенције, при чему постоје и области у којима оне додатно морају бити унапријеђене, попут развоја правне регулативе.

Кључне речи: Вјештачка интелигенција, Црна Гора, јавне политике, креирање јавних политика, анализа јавних политика, примјена вјештачке интелигенције