

**REPUBLIC OF SERBIA**

**GENERAL ELECTIONS**

**APRIL 3, 2022**

**CIVIC CHAMBER OF THE RUSSIAN FEDERATION  
ELECTION OBSERVATION MISSION  
FINAL REPORT**



Общественная палата  
Российской Федерации  
CIVIC CHAMBER OF THE RUSSIAN FEDERATION

**CIVIC CHAMBER OF THE RUSSIAN FEDERATION**

## CONTENTS

<b>1. Election Announcement and Setting Election Dates.....</b>	<b>1</b>
<b>2. Election Significance .....</b>	<b>1</b>
<b>3. Electoral System .....</b>	<b>2</b>
<b>4. Electoral Legislation .....</b>	<b>3</b>
<b>5. Election Administration and Election Management Bodies .....</b>	<b>3</b>
<b>6. Voter Registration, Number of Eligible Voters, and Voter Turnout.....</b>	<b>4</b>
<b>7. Candidate Registration.....</b>	<b>5</b>
<b>8. List of Registered Candidates .....</b>	<b>6</b>
<b>9. Election Observation Institutions .....</b>	<b>10</b>
<b>10. Description of the Election Observation Mission Mandate .....</b>	<b>10</b>
<b>11. Objectives of the Election Observation Mission.....</b>	<b>11</b>
<b>12. Legal Framework for the Election Observation Mission Deployment .....</b>	<b>12</b>
<b>13. Composition of the Election Observation Mission.....</b>	<b>12</b>
<b>14. Timetable and Itinerary of the Election Observation Mission .....</b>	<b>13</b>
<b>15. Election Observation Methodology .....</b>	<b>15</b>
<b>16. Interaction with other Election Observation Missions.....</b>	<b>17</b>
<b>17. Observation Findings on Election Day.....</b>	<b>17</b>
<b>18. Complaints and Infringements .....</b>	<b>20</b>
<b>19. Election Observation Mission Conclusions.....</b>	<b>20</b>
<b>20. Recommendations on Electoral Regulations and Procedures Improvement...22</b>	
<b>Annexes.....</b>	<b>24</b>
<b>About the Civic Chamber of the Russian Federation and its Electoral Processes</b>	
<b>Monitoring Activities in Russia and Abroad .....</b>	<b>27</b>



## **1. Election Announcement and Setting Election Dates**

In light of the expiry of Aleksandar Vučić's term of office as President of the Republic of Serbia on May 31, 2022, a presidential election was scheduled for April 3, 2022. Incumbent President Vučić, on February 15, 2022, also announced early election for the National Assembly of the Republic of Serbia, a unicameral parliament, to be held at the same time as the presidential election. On March 2, 2022, the Serbian Prime Minister Ivica Dačić announced that municipal election would also be held in several of the country's regions on April 3, 2022.

Thus, general elections were scheduled for April 3, 2022, to elect 250 MPs for the next 4 years and the President of the Republic for the next 5 years. Local elections were held simultaneously in 12 municipalities and 2 cities – Bor and the Serbian capital Belgrade. In the latter, a unicameral 110-seat city parliament was elected.

## **2. Election Significance**

The April 3, 2022 general elections in the Republic of Serbia were a key political and electoral event in the country's life as it resulted in the formation of a new government and parliament that would determine the course of Serbia's development for the next 4 years, until the next national electoral cycle.

Holding parliamentary and presidential elections simultaneously provided an opportunity to synchronize their terms of office in order to consolidate power and society and ensure a stable political course.

The Belgrade parliamentary election had regional significance given that the city parliament elects the capital's mayor.



### 3. Electoral System

Election of the unicameral parliament is held under a proportional representation system with closed party lists in a single, nationwide constituency – 250 seats are distributed among the parties according to the D’Hondt (Jefferson) method.<sup>1</sup>

However, parties must pass the electoral threshold of 3% of all votes cast in order to participate in the allocation of seats. At the same time, this threshold is lifted for parties with the official status of an ethnic minority political organization, thus letting them partake in the seat allocation even if they have fallen short of 3% of votes. Moreover, as per Article 140 of the 2022 Law “On the Election of Members of Parliament,” in case an “ethnic” party or a coalition gets less than 3%, its resulting electoral quotient is increased by 35%. As a result of this provision, “ethnic” parties and coalitions *ceteris paribus* have better chances of winning seats in parliament than “regular” ones. The political party registry of the Serbian Ministry of Public Administration and Local Self- Government includes a total of 74 ethnic minority political parties.

The presidential election, held in a single electoral district in 145 municipalities, uses the majoritarian system: i.e., if a candidate receives an absolute majority of votes (50% + 1 vote), the election ends in the 1<sup>st</sup> round. Otherwise, a 2<sup>nd</sup> round takes place. The president is elected for a term of 5 years; one person cannot be in office for more than 2 terms irrespective of the order of service.

The election of the unicameral Belgrade City Parliament is also held under a proportional representation system with closed party lists in its 17 city districts and

---

<sup>1</sup> D’Hondt (Jefferson) method is a method for allocating seats in legislatures in party-list proportional representation systems, it is also called the greatest divisor method. A party winning a seat assigned to a constituency is determined consecutively in the case of each seat in the legislature as follows: the total number of votes cast for each party in the constituency is divided first by 1, then by 2, then by 3, and so on up to the number of total seats assigned to the constituency, plus the number of seats already received by the party (i.e., successive coefficients are calculated). In each case, the seat is allocated to the party whose coefficient exceeds the coefficients of the other parties.



7 rural districts. Members of the Belgrade City Parliament then elect the mayor of the Serbian capital among their ranks via indirect election.

#### **4. Electoral Legislation**

In the Republic of Serbia, electoral processes and procedures are regulated by the following laws, regulations, and documents:

1. Constitution of the Republic of Serbia, 2006;
2. Law “On the Election of the President of the Republic,” 2022;
3. Law “On the Election of Members of Parliament,” 2022;
4. Law “On Local Elections,” 2022;
5. Law “On Broadcasting,” 2002;
6. Law “On the Unified Electoral Roll,” 2009;
7. Law “On Political Parties,” 2009;
8. Law “On Financing Political Activities,” 2011;
9. Law “On Meetings and Assemblies,” 2016;
10. Law “On Gender Equality,” 2021;
11. Law “On Referendum and Popular Initiatives,” 2021;
12. National Strategy for Gender Equality, 2021;
13. Regulations of the Republic Electoral Commission, 2021.

#### **5. Election Administration and Election Management Bodies**

In 2022, the Republic of Serbia switched from a 2-tier to a 3-tier system of election commissions:

1. The Republic Electoral Commission (REC);
2. 170 Local Electoral Commissions (LECs);
3. 8,255 Precinct Election Commissions (PECs).



Thus, in accordance with the national electoral legislation, the Serbian REC is a permanent collegial state body that prepares and conducts the parliamentary and presidential elections. The term of office of the Serbian REC is 4 years.

In 2022, the Serbian REC is made up of 48 members: the Chairman, 22 members with the casting vote right, 22 deputy members, and 3 members in a consultative capacity: a Secretary, a Deputy Secretary, and a representative of the State Statistical Office of Serbia.

The REC members are appointed and approved by the national Parliament. The REC composition is formed under the principle of proportional representation of the political parties in the Parliament, along with representatives from opposition nonparliamentary parties. The political parties presented in the Parliament appoint 16 of their representatives to the Serbian REC consistent with the parliamentary mandates they won in the last parliamentary elections. Nonparliamentary opposition political parties appoint other 6 REC members.

## **6. Voter Registration, Number of Eligible Voters, and Voter Turnout**

According to the Law “On the Unified Electoral Roll” adopted in 2009, all Serbian citizens over 18 years of age and residing in the country are automatically included in the voter registry.

For out-of-country voting, citizens must apply in advance to a Serbian diplomatic mission for removal from the voter registry at their official place of registration in Serbia and re-register on a separate voter list in the country of their actual residence.

To vote in places of detention, confined Serbian citizens must apply in advance to the management of the penitentiary for inclusion in a separate voter register.

Separate voter registers are also compiled for members of the Serbian Armed Forces.



The Serbian Ministry of Public Administration and Local Self-Government maintains a voter registry that is continually updated using the following sources: voter applications, municipal civil status records, and personal information from the Serbian Ministry of the Interior and other state bodies.

All voters are allowed to vote only at the place of their official registration. Final voter registers are compiled 15 days before Election Day; however, no later than 5 days before Election Day, a voter has the right to apply to the municipality of his/her official residence for the opportunity to participate in voting where he/ she actually resides.

A total of 6,502,307 voters were officially registered for the April 3, 2022, general election, with a national turnout of 58.6%. In the Belgrade City Parliament election, 1,600,462 voters were officially registered, with a turnout of 57.85%.

## **7. Candidate Registration**

Registration of candidates for the National Assembly of Serbia started on the day the parliamentary election was set and ended 10 days prior to the election, i.e., from February 15 to March 24, 2022.

By March 19, 2022, parties, coalitions, political organizations, and initiative groups of citizens wishing to participate in the parliamentary elections had to form lists of candidates and by March 24, 2022, they had to submit the lists, all required documents and at least 10,000 officially registered voter signatures to the REC. For ethnic minorities, the number of required signatures is lowered to 5,000. A candidate list may not contain more than 250 candidates and since 2020 it must comprise at least 40% women.

Candidate registration for the presidential election began on the day the presidential election was set and ended 20 days prior to the election, i.e., from March 2 to March 14, 2022.



During this period, parties, coalitions, political organizations, and initiative groups of citizens had to nominate a presidential candidate and support the nomination by collecting at least 10,000 signatures from officially registered voters, consequently submitting them to the REC.

The electoral law of the Republic of Serbia does not set upper limits on collected signatures for either the parliamentary or presidential elections.

Candidates for the National Assembly of Serbia and the President of Serbia must meet a number of unified legal requirements: only an able-bodied citizen of Serbia over 18 years old, who officially resides in the country can be a candidate; the candidate must not be a state councilor or a judge and must not be a member of the REC or its office employee.

## **8. List of Registered Candidates**

The REC of Serbia registered 19 political parties and coalitions for the parliamentary elections (the list reflects the order in which the applications were received):

1. “Together We Can Do Everything” Coalition (Serbia’s ruling coalition; includes the Serbian Progressive Party, Social Democratic Party of Serbia, Movement of Socialists, Party of United Pensioners of Serbia, Strength of Serbia Movement – BK, Serbian People’s Party, Serbian Renewal Movement, People’s Peasant Party, United Peasant Party, and Better Serbia Party; leader – Aleksandar Vučić, the incumbent President);
2. “Ivica Dačić – Prime Minister of Serbia” Coalition (coalition partners with Aleksandar Vučić; includes Socialist Party of Serbia, United Serbia, and Greens of Serbia; leader – Ivica Dačić);
3. Alliance of Vojvodina Hungarians (a Hungarian ethnic minority party; leader – Istvan Pasztor);



4. Serbian Radical Party (leader – Vojislav Sešelj);
5. “United for the Victory of Serbia” Coalition (Serbia’s leading opposition coalition; includes the Party of Freedom and Justice, People’s Party, Democratic Party, Movement of Free Citizens, Movement for Reversal, Democratic Fellowship of Vojvodina Hungarians, Civic Platform, People’s Movement of Serbs from Kosovo and Metohija “Fatherland,” and other parties and organizations; leader – Marinika Tepić);
6. “National Democratic Alternative” Coalition (includes the Democratic Party of Serbia, Movement for the Restoration of the Kingdom of Serbia (POKS), and Bunjevci Citizens of Serbia Party; leaders – Vojislav Mihajlović, Milos Jovanović, Božidar Delić);
7. Serbian Party Oathkeepers (leader – Milica Đurđević Stamenkovski);
8. Justice and Reconciliation Party (a Bosniak ethnic minority party of the Sandžak region; leader – Usame Zukorlić);
9. “We Must” Coalition (a coalition of green parties; includes Do not let Belgrade drown political organization, “Together for Serbia” party, Ecological Uprising political movement, Solidarity Platform, and Assembly of Free Serbia; leaders – Nebojsa Zelenović, Aleksandar Jovanović);
10. “Sovereignists” Coalition (includes the “Enough is Enough,” “Healthy Serbia,” and “I live for Serbia” parties; leaders – Saša Radulović, Milan Stamatović, Jovana Stojković);
11. “Serbian Movement ‘Dveri’ – Movement for the Restoration of the Kingdom of Serbia (POKS)” Coalition; (leaders – Zika Gojkovic, Miloš Parandilović, Boško Obradović);
12. “Together for Vojvodina – Vojvodinians” Coalition (a coalition of Croat ethnic minority parties in the Vojvodina region; includes the Democratic



- Alliance of Croats in Vojvodina and Together for Vojvodina; leader – Tomislav Žigmanov);
13. Party of Democratic Action of Sandžak (a Bosniak ethnic minority party of the Sandžak region; leaders – Enis Imamović, Sulejman Ugljanin);
  14. Coalition of the Social Democratic Party, New Party, Come on People Movement, 1 of 5 Million Movement, Tolerance of Serbia Party, United Green Movement of Serbia, Bosniak Civic Party, Party of Montenegrins (a coalition of social-liberal parties and movements; leaders – Boris Tadić, Goran Radosavljević);
  15. Alternative for Change – Albanian Democratic Alternative Party (an Albanian ethnic minority party; leader – Shqiprim Arifi);
  16. Albanian Coalition of Preševo Valley (a coalition formed around the ethnic Albanian Democratic Action Party; leader – Shaip Kamberi);
  17. Stolen Babies Movement (a movement against human trafficking; leader – Ana Pejić);
  18. Roma Party (a Roma ethnic minority party; leaders – Srđan Šajn, Sacip Sacipović);
  19. “Russian Minority Alliance” Coalition (a coalition without official ethnic minority status and not affiliated with the Russians living in Serbia; includes the Serbo-Russian Movement, Serbo-Russian Party Wolves, Movement of Greeks Srbiza; leaders – Milena Pavlović, Pavle Bihali Gavrin).

The REC registered the following 8 candidates to run in the presidential election (the list reflects the order of candidates on the ballot established by drawing lots):

1. Miša Vacić, Serbian Right Party;
2. Biljana Stojković, We Must Coalition;
3. Branka Stamenković, Sovereignists Coalition;
4. Zdravko Ponoš, United for the Victory of Serbia Coalition;



5. Milica Djurdjević Stamenkovski, Serbian Party Oathkeepers;
6. Aleksandar Vučić, Serbian Progressive Party;
7. Miloš Jovanović, National Democratic Alternative Coalition;
8. Boško Obradović, Serbian Movement “Dveri” – Movement for the Restoration of the Kingdom of Serbia (POKS).

The following 12 party lists with their leaders were registered by the Belgrade City Electoral Commission for the Belgrade City Parliament elections:

1. “Together We Can Do Everything” Coalition (leader of the list – Aleksandar Šapić, Vice-President of the Serbian Progressive Party);
2. “Ivica Dačić – Prime Minister of Serbia” Coalition (leader of the list – Toma Fila, member of the Socialist Party of Serbia);
3. Serbian Radical Party (leader of the list – Miljko Ristić);
4. “United for the Victory of Belgrade” Coalition (leader of the list – Vladeta Janković, independent politician);
5. “National Democratic Alternative” Coalition (leader of the list – Vojislav Mihailović);
6. “Serbian Party Oathkeepers (leader of the list – Mladen Kocica);
7. “We Must” Coalition (leader of the list – Dobrica Veselinović);
8. “For the Whole Normal World” Coalition (leader of the list – Nemanja Šarović);
9. “Sovereignists” Coalition (leader of the list – Voyin Bilić);
10. “Serbian Movement ‘Dveri’ – Bloc for the Restoration of the Kingdom of Serbia (POKS)” Coalition (leader of the list – Radmila Vasić);
11. Coalition of the Social Democratic Party of Serbia, New Party, Come on People Movement, 1 of 5 Million Movement, Tolerance of Serbia, United Green Movement of Serbia, Bosniak Civic Party, Party of Montenegrins (leader of the list – Duško Vujosević);



12. “Russian Minority Alliance” Coalition (leader of the list – Pavle Bihali Gavrin).

## **9. Election Observation Institutions**

According to Serbian legislation, only representatives of parliamentary political parties may be national observers at elections. Thus, at the general elections of April 3, 2022, 18 parliamentary parties nominated 2 observers per polling station.

The legislation also provides for the participation of international observers in monitoring electoral procedures. The REC reviews each application submitted from international and intergovernmental organizations, foreign national legislatures, national election management bodies, and foreign nongovernmental organizations in accordance with the established procedure and then makes its decision on granting accreditation.

## **10. Description of the Election Observation Mission Mandate**

The Election Observation Mission of the Civic Chamber of the Russian Federation was accredited by the REC of Serbia for April 3, 2022, general elections in the Republic of Serbia as international observers to monitor the work of the REC of Serbia, as well as the voting and counting procedures at polling stations located in the Belgrade city municipalities of Stari Grad, Savski Venac and Vračar.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation were also granted a special accreditation by the REC of Serbia to observe the work of LECs and the voting and vote-counting procedures at polling stations in 4 Serbian municipalities near the de facto border with the partially recognized Republic of Kosovo – Bujanovac, Raška, Tutin, and Kuršumlija – where polling stations for Serbian citizens living in Kosovo and Metohija were set up as authorities of the partially recognized Republic of Kosovo did not allow the Republic of Serbia to deploy



polling stations in the territory of the Autonomous Province of Kosovo and Metohija under their control.<sup>2</sup>

## **11. Objectives of the Election Observation Mission**

The Election Observation Mission of the Civic Chamber of the Russian Federation deployed at the April 3, 2022 general elections in the Republic of Serbia pursued the following objectives:

1. independently and objectively observe the integrity and transparency of the electoral procedures during the general elections (elections for the President of the Republic of Serbia, the Parliament of the Republic of Serbia and the City Parliament of Belgrade, which then elected the Mayor of the Serbian capital in indirect elections from among the members of the City Council) in the Republic of Serbia in accordance with the basic standards for democratic elections, electoral rights and freedoms;
2. study electoral norms and practices of organizing and conducting elections in the Republic of Serbia in order to share experience and make recommendations to be handed to the REC of Serbia for improving the electoral procedures;
3. increase public confidence in democratic procedures in the countries where observation missions are deployed.

---

<sup>2</sup> The Russian Federation officially recognizes the territorial integrity of the sovereign Republic of Serbia and considers the Autonomous Province of Kosovo and Metohija as its integral part, and therefore does not recognize the self-proclaimed Republic of Kosovo. Obstructing the participation of Kosovo Serbs in the general election of the Republic of Serbia on April 3, 2022, by the authorities of the partially recognized Republic of Kosovo is a serious violation of the fundamental rights of the Serbian population of Kosovo and Metohija.



## **12. Legal Framework for the Election Observation Mission Deployment**

Election observation activities of members of the Civic Chamber of the Russian Federation during elections abroad is regulated by the following legal acts and documents:

1. Federal Law No. 32-FZ “On the Civic Chamber of the Russian Federation” of April 4, 2005;
2. Federal Law No. 212-FZ “On the Fundamentals of Public Oversight in the Russian Federation” of July 21, 2014;
3. Code of Ethics for Public Observers Monitoring Electoral Procedures Abroad of March 23, 2020;
4. UN Declaration of Principles for International Election Observers and Code of Conduct for International Election Observers of October 27, 2005;
5. Declaration of the Inter-Parliamentary Assembly of CIS Member Nations of November 25, 2008;
6. Electoral legislation and statutory acts of the Republic of Serbia.

## **13. Composition of the Election Observation Mission**

1. Mikhail Anichkin, First Deputy Chair of the Commission of the Civic Chamber of the Russian Federation on Security and Cooperation with Public Supervisory Commissions – Head of the Election Observation Mission;
2. Ivan Abazher, member of the Commission of the Civic Chamber of the Russian Federation on Security and Cooperation with Public Supervisory Commissions;
3. Alena Bulgakova, Deputy Chair of the Coordination Council under the Civic Chamber of the Russian Federation for Public Oversight over Voting;



4. Alexander Malkevich, First Deputy Chair of the Coordination Council under the Civic Chamber of the Russian Federation for Public Oversight over Voting;
5. Andrey Maximov, Chair of the Commission of the Civic Chamber of the Russian Federation on Territorial Development and Local Government;
6. Nikita Volkov, international relations officer of the Executive Office of the Civic Chamber of the Russian Federation.

#### **14. Timetable and Itinerary of the Election Observation Mission**

The Election Observation Mission of the Civic Chamber of the Russian Federation was present in Serbia from April 1 to 5, 2022. Prior to Election Day, from April 1 to April 2, 2022, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation monitored a 3-day silence period during which campaigning, campaign rallies in public places, and publication of election result estimates were prohibited.

On April 3, 2022, on Election Day morning, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation set off to observe the opening of polling stations in the Vračar municipality of Belgrade. From 7 am to 10 am, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation visited 5 polling stations in this area:

1. Polling Station No. 3, 15 Resavska St., Belgrade;
2. Polling Station No. 4, 15 Njegoševa St., Belgrade;
3. Polling Station Nos. 10-11, 10 Kralja Milutina St., Belgrade;
4. Polling station No. 36, 1 Vojvoda Dragomir St., Belgrade;
5. Polling Station No. 44, 8 Maruliceva St., Belgrade.

Then, from 10 am to 1 pm, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation monitored the voting procedures at polling



stations in the Stari Grad municipality of Belgrade. During this time the observers visited a total of 5 polling stations:

1. Polling Station No. 3, 13 Tzar Dusan St., Belgrade;
2. Polling Station No. 11, 37 Stefan Vysokogo St., Belgrade;
3. Polling Station No. 21, 23-25 Gundulićev Venac St., Belgrade;
4. Polling Station No. 36, 31 Queen Natalia St., Belgrade;
5. Polling Station No. 47, 12 Student Square, Belgrade.

Later this day, at 2 pm, the Civic Chamber of the Russian Federation monitors arrived at the REC Headquarters for a meeting with Marko Jankovic, Deputy Chair of the REC, and Bojan Pudar, Deputy Speaker of the REC. During the meeting, they discussed issues related to the electoral legislation of Serbia, specifics of the voting organization and observation procedures at polling stations, as well as several other technical topics related to ensuring the transparency and fairness of the electoral process.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation shared with the Serbian colleagues their experience of running the Situation Center for Public Oversight over Voting under the Civic Chamber of the Russian Federation during the 2021 Russian parliamentary elections and also spoke about the practice of organizing regional public observation headquarters and the Election Night media project. At the end of the meeting, the Election Observation Mission members learned about the work of the REC staff during election day.

After the working meeting at the REC of Serbia, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation continued their observation at the polling stations in the Savski Venac municipality of Belgrade. From 4 pm to 8 pm, Civic Chamber of the Russian Federation monitors visited 7 polling stations:

1. Polling Station No. 2, 22 Gavriła Principa St., Belgrade;
2. Polling Station No. 26, 37 Voevoda Misic Blvd., Belgrade;



3. Polling Station No. 23, 1 Jovan Ristica St., Belgrade;
4. Polling Station No. 30, 6 Boška Petrovića St., Belgrade;
5. Polling Station Nos. 33-34, 3 Krupanjska St., Belgrade;
6. Polling Station No. 35, Belgrade, 29 Knez Aleksandar Karadjordjević Blvd., Belgrade;
7. Polling Station No. 12, 82 Kneza Miloša St., Belgrade.

The Election Observation Mission of the Civic Chamber of the Russian Federation remained at the last polling station after its closure at 8 pm to observe the vote counting process. Until 11:30 pm, the monitors observed the opening of ballot boxes and counting of ballots cast for presidential candidates, candidate lists for the National Assembly, and candidate lists for the Belgrade City Parliament.

## **15. Election Observation Methodology**

A standard short-term Election Observation Mission of the Civic Chamber of the Russian Federation was deployed at the general elections in the Republic of Serbia on April 3, 2022. The mission members arrived in Serbia and began their work 2 days before the elections and finished their activities 2 days after the elections.

In preparation for the Election Observation Mission deployment, the mission carried out a preparatory analysis of the electoral process and the media coverage in the Republic of Serbia and studied the national electoral legislation.

Election day observation was performed by the members of the Election Observation Mission of the Civic Chamber of the Russian Federation in conformity with the Golden Standard of the public observation methodology developed by the Coordination Council under the Civic Chamber of the Russian Federation for Public Oversight over Voting with the support of the Central Election Commission (CEC) of the Russian Federation in September 2020. The Golden Standard of public observation



consists of several dozens of check points that allow for maximum control over the voting process and a rapid detection of possible infringements.

The Election Observation Mission of the Civic Chamber of the Russian Federation relied on the Golden Standard methodology and used the following monitoring algorithm during the observation at the polling stations. To prevent ballot stuffing, the observers checked whether the ballot boxes were empty at the time of opening the polling stations right before voting began; they also checked the exact number of voters registered at each polling station.

At the voting stage, the member of the Election Observation Mission of the Civic Chamber of the Russian Federation paid special attention to the following aspects during Election Day at these and other polling stations:

1. organization of the voting procedure at the polling station and its accessibility for people with limited mobility and disabilities;
2. presence of political party representatives and/or candidates at the polling station;
3. conduct and professionalism of the polling station commission staff;
4. duration of the voting procedure;
5. voter identification;
6. voting procedure algorithm;
7. secrecy of voting;
8. denying eligible voters the opportunity to vote at the polling station;
9. number of absentee registered voters;
10. number of voters who turned for assistance in voting;
11. complaints and appeals;
12. security of the ballot boxes the at polling station.

Voting completed and the polling stations closed, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation monitored the process



of ballot boxes opening and counting the ballot papers and verified the final protocols drawn up by PEC staff. Since the vote count for the April 3, 2022 Serbian general elections was conducted at the polling stations, there was no transportation of ballot boxes and ballots for the Election Observation Mission of the Civic Chamber of the Russian Federation to observe.

## **16. Interaction with other Election Observation Missions**

Apart from the Election Observation Mission of the Civic Chamber of the Russian Federation at the general elections in the Republic of Serbia on April 3, 2022, were deployed election observation missions of several international and intergovernmental organizations, as well as official observer delegations from several countries.

During its work in Serbia, the Election Observation Mission of the Civic Chamber of the Russian Federation interacted with observers from the Central Election Commission of the Russian Federation.

In addition, on election day, members of the Election Observation Mission of the Civic Chamber of the Russian Federation tried to establish contact with representatives of the OSCE/ODIHR election observation mission; however, the OSCE/ODIHR monitors refused to cooperate in any way.

## **17. Observation Findings on Election Day**

A total of 8,255 polling stations opened in Serbia and out-of- country on April 3, 2022, including 2 polling stations in the Russian Federation. On Election Day, polling stations were open from 7 am to 8 pm, and then, after the polling stations closure, members of the PECs counted the votes. Altogether, about 400,000 employees were working in the 3-tier election commission system during the elections.

The Election Observation Mission of the Civic Chamber of the Russian Federation noted a high level of means used to prevent electoral fraud. For example, at the polling



stations opening, empty ballot boxes were presented to the 1<sup>st</sup> voter arriving at the polling station. The voter had to sign a control sheet, confirming that the ballot boxes were empty before the start of voting. After this was done, the ballot boxes were sealed by PEC staff. Also, when a voter received a ballot, his/her index finger was marked with a special colorless solution, i.e., election ink, seen only under an ultraviolet lamp. Then the voter had to go to another PEC member to be identified and only after that receive ballots from the 3<sup>rd</sup> PEC member.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation confirmed that the polling stations they monitored opened and closed strictly according to the schedule.

During the observation, the members of the Election Observation Mission of the Civic Chamber of the Russian Federation had some questions regarding the regulations and procedures for taking photographs and videos at polling stations. According to the legislation of the Republic of Serbia, any form of photography and video recording is prohibited as a means to protect voting secrecy; however, de facto permission to film at each polling station was negotiated with the PEC head. Due to this legal prohibition, there were no surveillance cameras at the polling stations to record possible violations.

The Election Observation Mission of the Civic Chamber of the Russian Federation also noticed the specifics of the national election observation system at the polling stations. Since most of the polling stations were quite small, national observers made informal agreements among themselves so that most often only 3 out of the 36 officially assigned agents of parliamentary parties were present at polling stations at a time, while the rest observed homebound voting for people with limited mobility and disabilities and the elderly.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation also noted that Serbia does not have an absentee voting system and, as a result, voters residing or staying in a place that is different from their registered



address have no opportunity to vote. The REC of Serbia did, however, organize voting in places of detention, thus ensuring that this category of citizens could enjoy their constitutional rights.

The Civic Chamber of the Russian Federation monitors had several concerns regarding the extent of the electoral process digitalization. The REC of Serbia practically does not use digital technologies and infrastructure for processing and counting votes, safeguarding the electoral process from external interference, or for electronic voting.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation noted the peculiar features of the polling stations arrangement. In particular, there were no law enforcement officers and/or private security companies at the polling stations. According to the Deputy Chair of the REC of Serbia, if there is a violation of law and order at the polling station, the PEC staff calls the police to resolve the situation promptly. This solution did not seem quite sufficient in light of the incidents recorded at some polling stations.

Also, the Civic Chamber of the Russian Federation monitors reported that most of the polling stations visited were not equipped with special infrastructure for people with limited mobility and disabilities and the elderly, thus hampering their access to polling stations.

In several cases, significant lines at polling stations were observed, yet they were caused not so much by the relatively high turnout as by the small size of the premises where the polling stations were located.

The Election Observation Mission of the Civic Chamber of the Russian Federation noted the design principle for the ballots: for the convenience of voters, the information on the ballots was presented in a simplified form. As such, instead of placing a full list of the candidates' achievements and positions, only their profession and party affiliation were indicated. The members of the Election Observation Mission of the Civic Chamber of the Russian Federation took interest in the rules for establishing candidates and parties



order on the ballots for both the presidential and legislative elections: i.e., the presidential candidates were assigned an ordinal number on the ballot by drawing lots, while the parties were assigned an ordinal number based on the order in which their documents were submitted.

During the observation of vote counting at polling station No. 12 in the Belgrade municipality of Savski Venac, 82 Kneza Miloša St., the Civic Chamber of the Russian Federation monitors noted that opening the ballot boxes, handling the ballots, and ballot counting was carried out in compliance with the established requirements. During the vote counting, a local election ballot (of a different color) was found in the ballot box designated for the parliamentary election. The ballot paper was “canceled,” and the incident was correctly recorded in the final minutes.

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation specifically noted the considerable effort made by the REC of Serbia to organize voting for Serbian citizens living in the territories of Kosovo and Metohija, which allowed tens of thousands of Serbs to exercise their voting rights in the southern Serbian de-facto-border regions of Bujanovac, Raška, Tutin, and Kuršumljija, despite obstruction from the authorities of the partially recognized Republic of Kosovo.

## **18. Complaints and Infringements**

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation did not record any irregularities during the voting and counting process or any formal complaints regarding the final election results at the polling stations they visited throughout Election Day in the Republic of Serbia.

## **19. Election Observation Mission Conclusions**

The members of the Election Observation Mission of the Civic Chamber of the Russian Federation concluded that elections were held without serious infringements



and in a peaceful atmosphere. They especially noted the absence of bureaucratic red tape in the electoral process and the professionalism of the staff of the REC, LECs, and PECs.

In general, the electoral administration of the Republic of Serbia succeeded in tackling the electoral process organization despite facing relatively high voter turnout. The Election Observation Mission of the Civic Chamber of the Russian Federation gave a fairly high assessment of the procedures and mechanisms employed to prevent electoral fraud and vote rigging.

The Election Observation Mission of the Civic Chamber of the Russian Federation had a positive impression of the electoral system of the Republic of Serbia, which strives for inclusiveness and gender equality by lifting the electoral threshold for ethnic minority parties and introducing special quotas for women on candidate lists.

The Election Observation Mission of the Civic Chamber of the Russian Federation also positively assessed the efforts made and the quality of elections organization in the southern Serbian border region for the residents of Kosovo and Metohija despite the traffic jams and lines at the border checkpoints.

Nevertheless, the Civic Chamber of the Russian Federation monitors noted several shortcomings that could be improved considering Russian and international experience:

1. The formal ban on photo and video recording at polling stations and the consequent lack of video cameras to record violations;
2. The absence of law enforcement officers at polling stations to promptly prevent violations and protect public order;
3. Lack of opportunity to vote outside the voter's official registration area;
4. Inability for civil society activists to obtain the status of national observer and absence of an independent public observation system;
5. Lack of barrier-free infrastructure at polling station premises to facilitate accessibility for people with limited mobility and disabilities;



6. The small size of some polling station premises resulting in lines on the adjacent streets;
7. Low extent of electoral process digitalization and lack of modern digital technologies for vote processing and counting, protecting the electoral process from external interference and threats, and e-voting. This observation is of special importance, considering the problem of organizing voting for Serbian citizens residing in the territories of Kosovo and Metohija. The introduction of digital technologies would allow e-voting for this group of voters, which would be a more convenient solution.

## **20. Recommendations on Electoral Regulations and Procedures Improvement**

The Election Observation Mission of the Civic Chamber of the Russian Federation suggests paying attention to the abovementioned deficiencies identified by the Election Observation Mission members during Election Day on April 12, 2022, and proposes the following recommendations for further developing and improving the electoral system and electoral procedures in the Republic of Serbia.

### Priority recommendations:

1. Consider supplementing the electoral regulations concerning photo and video recording at polling stations and introducing a video recording system to monitor the voting process at polling stations;
2. Consider creating conditions for establishing constant policing at the polling stations and the surrounding area;
3. Consider amending the electoral legislation to include representatives of civil society organizations and nonpartisan institutions in the system of national election observers at polling stations to exercise oversight over electoral procedures;



Other recommendations:

4. Explore the possibilities of introducing modern digital technologies for vote processing and counting, protecting the electoral process from external interference and threats, and the gradual introduction of e-voting;
5. Take measures to ensure more convenient access to polling stations for people with limited mobility and disabilities, including barrier-free environment construction;
6. Take measures to reduce the waiting time for voters in lines at several polling stations (e.g., increase the size of the polling station premises and the number of voting booths, optimize the identification procedure at polling stations, etc.);
7. Study the options of amending the electoral law to introduce a procedure allowing voters to vote outside the constituency and/or precinct of permanent official registration.



## Annexes

### Annex 1. Results of Presidential Election in the Republic of Serbia

Source: Republic Electoral Commission of Serbia

Candidate	Party	Votes cast	
		Votes	%
Miša Vacić	Serbian Right	32,943	0.89
Biljana Stojković	We Must	122,368	3.30
Branka Stamenković	Sovereignists	77,027	2.08
Zdravko Ponoš	United for the Victory of Serbia	698,497	18.84
Milica Djurdjević Stamenkovski	Serbian Party Oathkeepers	160,545	4.33
Aleksandar Vučić	Serbian Progressive Party	2,224,555	60.01
Miloš Jovanović	National Democratic Alternative	226,118	6.10
Boško Obradović	Serbian Movement “Dveri” – Movement for the Restoration of the Kingdom of Serbia	165,167	4.46
<b>Valid votes</b>		<b>3,707,220</b>	<b>97.63</b>
<b>Invalid/blank votes</b>		<b>89,926</b>	<b>2.37</b>
<b>Total votes</b>		<b>3,797,146</b>	<b>100.00</b>
<b>Registered voters</b>		<b>6,502,307</b>	
<b>Turnout</b>		<b>58.63 %</b>	



## Annex 2. Results of the Parliamentary Election in the Republic of Serbia

Source: Republic Electoral Commission of Serbia

Party /Coalition	Votes cast		Seats
	Votes	%	
Together We Can Do Everything	1,635,101	44.27	120
Ivica Dačić – Prime Minister of Serbia	435,266	11.79	31
Alliance of Vojvodina Hungarians	60,313	1.63	5
Serbian Radical Party	82,066	2.22	0
United for the Victory of Serbia	520,469	14.09	38
National Democratic Alternative	204,443	5.54	15
Serbian Party Oathkeepers	141,227	3.82	10
The Justice and Reconciliation Party	35,850	0.97	3
We Must	178,733	4.84	13
Sovereignists	86,362	2.34	0
Serbian Movement “Dveri” – Movement for the Restoration of the Kingdom of Serbia	144,762	3.92	10
Together for Vojvodina – Vojvodinians	24,024	0.65	2
Party of Democratic Action of Sandžak	20,553	0.56	2
Social Democratic Party of Serbia – New Party	63,560	1.72	0
Alternative for Change	3,265	0.09	0
Albanian Coalition of Preševo Valley	10,144	0.27	1
Stolen Babies	31,196	0.84	0
Roma Party	6,393	0.17	0
Russian Minority Alliance	9,569	0.26	0
<b>Valid votes</b>	<b>3,693,296</b>	<b>97.04</b>	<b>250</b>
<b>Invalid/blank votes</b>	<b>112,740</b>	<b>2.96</b>	
<b>Total votes</b>	<b>3,806,036</b>	<b>100.00</b>	
<b>Registered voters</b>	<b>6,502,307</b>		
<b>Turnout</b>	<b>58.60 %</b>		



### Annex 3. Results of the Belgrade City Parliament Election

Source: Belgrade City Electoral Commission

Party /Coalition	Leader of the list	Votes cast		Seats
		Votes	%	
Together We Can Do Everything	Aleksandar Šapić	348,345	38.83	48
Ivica Dačić – Prime Minister of Serbia	Toma Fila	64,050	7.14	8
Serbian Radical Party	Miljko Ristić	14,674	1.64	0
United for the Victory of Belgrade	Vladeta Janković	195,335	21.78	26
National Democratic Alternative	Vojislav Mihailović	57,760	6.44	7
Serbian Party Oathkeepers	Mladen Kocica	32,029	3.57	4
We Must	Dobrica Veselinović	99,078	11.04	13
For the Whole Normal World	Nemanja Šarović	5,239	0.58	0
Sovereignists	Voyin Bilić	19,544	2.18	0
Serbian Movement “Dveri” – Movement for the Restoration of the Kingdom of Serbia	Radmila Vasić	30,898	3.44	4
Social Democratic Party of Serbia – New Party	Dusko Vujosević	26,219	2.92	0
Russian Minority Alliance	Pavle Bihali Gavrin	3,879	0.43	0
<b>Valid votes</b>		<b>897,050</b>	<b>97,91</b>	<b>110</b>
<b>Invalid/blank votes</b>		<b>19,155</b>	<b>2.09</b>	
<b>Total votes</b>		<b>916,205</b>	<b>100.00</b>	
<b>Registered voters</b>		<b>1,600,462</b>		
<b>Turnout</b>		<b>57.85 %</b>		



## **About the Civic Chamber of the Russian Federation and its Electoral Processes Monitoring Activities in Russia and Abroad**

The Civic Chamber of the Russian Federation was formed under Federal Law No. 32-FZ “On the Civic Chamber of the Russian Federation” of April 4, 2005. The mission of the Civic Chamber of the Russian Federation is to protect interests, rights, and freedoms of citizens as well as to exercise public oversight over the activities of state bodies and government agencies.

Since 2012, the Civic Chamber of the Russian Federation, along with the regional civic chambers, has been working to establish and foster an institution of public monitoring at elections and referenda in Russia and abroad.

In 2017 to 2018, the amendments, increasing the role of civil society institutions in overseeing the electoral process and ensuring its transparency and legitimacy, were introduced to Russian legislation with the direct involvement of the Civic Chamber of the Russian Federation.

Since 2018, the system of regional civic chambers has become the foundation for staging independent public monitoring at Russian referenda and elections of all levels.

The Coordination Council for Public Oversight over Voting was established as a further development of the election observation activities during the 7<sup>th</sup> composition of the Civic Chamber of the Russian Federation (2020-2023).

As a result, over the past ten years, a unique institution of public monitoring has been established under the auspices of the Civic Chamber of the Russian Federation, aimed at ensuring transparency and legitimacy of electoral procedures, while the members of the Election Observation Missions have accumulated an extensive experience of observing elections and referenda in dozens of foreign countries.