CENTAR ZA SLOBODNE IZBORE I DEMOKRATIJU
CENTER FOR FREE ELECTIONS AND DEMOCRACY

26.oktobar 2026. godine

Preliminarni izveštaj posmatračke misije CeSID-a

Izbori za narodne poslanike Republike Srbije, 25. oktobar 2026. godine

Promene izbornog zakonodavstva nisu dovoljne bez dosledne primene, delotvornog institucionalnog nadzora i jačanja poverenja u birački spisak. Neophodno je nastaviti sprovođenje preporuka domaćih i međunarodnih posmatrača, unaprediti kapacitete izborne administracije i obezbediti odgovornost nadležnih institucija.

Izbore za narodne poslanike Republike Srbije 25. oktobra 2026. godine obeležili su duboka društvena polarizacija, neravnopravni uslove za izborne učesnike i nisko poverenje u institucije i izborni proces. Nalazi posmatrača sa biračkih mesta ukazuju na ponavljanje problema u primeni procedura i zaštiti tajnosti glasanja. Njihovo otklanjanje zahteva kontinuiran rad između izbornih ciklusa, uz jasno određenu odgovornost institucija i transparentno praćenje sprovođenja preporuka.

Kampanju su ponovo obeležili neravnopravnost izbornih učesnika, navodi o pritiscima na birače, zloupotreba javnih resursa i praksa u kojoj se briše granica između javnih i stranačkih pozicija, posebno u prvom delu kampanje. Izmene izbornog zakonodavstva tokom leta usvojene su bez sveobuhvatnog dijaloga, uz selektivno uvažavanje preporuka ODIHR-a, prvenstveno onih koje je bilo jednostavnije sprovesti, dok su suštinske preporuke ostale neispunjene. Ponovo se pristupilo promeni izbornih pravila neposredno pred izbore, čime je ograničeno vreme za pripremu izborne administracije i učesnika, a i primena usvojenih rešenja u praksi ostala je ograničena.

Rad Republičke izborne komisije bio je transparentan i tehnički efikasan, ali su problemi u postupanju sa prigovorima ukazali na potrebu za blagovremenijom i delotvornijom zaštitom izbornog prava. Ministarstvo spoljnih poslova nije obezbedilo dovoljno transparentan i jasan uvid u organizaciju glasanja u inostranstvu: javnosti nisu bile dostupne informacije o broju prijavljenih birača, niti o razlozima i kriterijumima za određivanje biračkih mesta na kojima će glasanje biti organizovano. Rekordan odziv birača u dijaspori tako je bio praćen nedovoljnom dostupnošću biračkih mesta (svega 93 biračka mesta za više od 100.000 prijavljenih birača), zbog čega su pojedini građani morali da prelaze i hiljade kilometara kako bi ostvarili svoje biračko pravo. Njihov položaj dodatno je otežala odluka RIK-a da se glasanje odvija prema vremenu u Srbiji. Uvođenje novih glasačkih kabina-paravana nije bilo praćeno dovoljno jasnim i ujednačeno primenjenim uputstvima za njihovo korišćenje. Tokom izbornog dana zabeležene su nedoumice i neslaganja članova biračkih odbora o postavljanju kabina i položaju zavesa, što je na pojedinim biračkim mestima dovelo do kašnjenja u otvaranju, sukoba i prekida glasanja.

Istovremeno, ograničena dostupnost podataka i nedovoljna saradnja nadležnih organa sa Komisijom za reviziju biračkog spiska umanjile su mogućnosti nezavisne provere njegove tačnosti. Bez potpunog pristupa relevantnim evidencijama, Komisija nije mogla u punoj meri da ispita uzroke uočenih neslaganja i sumnji na nepravilnosti. Potpuniju sliku o stanju biračkog spiska, uočenim problemima i preporukama za njihovo otklanjanje pružiće prvi izveštaj Komisije, koji nas očekuje u nedeljama neposredno nakon okončanja izbornog procesa.

Kada govorimo o radu Agencije za sprečavanje korupcije, institucionalna reakcija ostaje na nivou konstatovanja, a javni resursi i funkcije u kampanji su i dalje stajali na raspolaganju stranci na vlasti bez rizika od stvarne sankcije. Ocena se zasniva na rezultatima rada Agencije, a ti rezultati nisu obezbedili ravnopravne uslove za sve učesnike izbora.

Regulatorno telo za elektronske medije (REM) tokom izborne kampanje nije obezbedilo delotvoran nadzor medijskog sadržaja, budući da pokrenuti postupci nisu okončavani u zakonskim rokovima, dok izveštaji o monitoringu nisu usvojeni ni do 20. oktobra. Podeljenost Saveta onemogućila je donošenje odluka, a Informer, kao najčešće prijavljivani emiter, nije uključen u monitoring. Izostanak pravovremenog odlučivanja i mera umanjio je mogućnost zaštite ravnopravnosti izbornih učesnika i prava birača na potpuno, tačno i uravnoteženo informisanje.

Razdvajanje javne i političke funkcije ostaje jedan od ključnih problema izbornog procesa. Ravnopravnost izbornih učesnika potrebno je sagledati i kroz aktivnosti koje su prethodile raspisivanju izbora. Intezivna kampanja SNS-a tokom leta omogućila je ovoj stranci raniju i kontinuiranu promociju, dok je u periodu od raspisivanja izbora do ostavke Aleksandra Vučića ostalo izraženo preplitanje predsedničke funkcije i stranačke kampanje. Medijska vidljivost javne funkcije doprinosili su promociji jednog izbornog učesnika.

Izborni dan obeležili su velika izlaznost, gužve na biračkim mestima i tenzije unutar biračkih odbora, kao i ispred i u blizini biračkih mesta. CeSID je zabeležio niz proceduralnih propusta i ozbiljnijih nepravilnosti koje zahtevaju postupanje nadležnih organa, a koje bi, u zavisnosti od utvrđenih činjenica, mogle biti osnov za ponavljanje glasanja. Posebno zabrinjavaju slučajevi glasanja bez odgovarajućih identifikacionih dokumenata, glasanja na pogrešnom biračkom mestu, izdavanja i ubacivanja više listića, oštećenja glasačkih kutija, kao i pretnje i sukobi. Evidentirane su i indicije o kupovini glasova i pritiscima na birače, koje je neophodno dodatno ispitati.

Najčešće prijavljivane nepravilnosti odnosile su se na narušavanje tajnosti glasanja, posebno fotografisanje glasačkih listića, javno, porodično i grupno glasanje. CeSID je zabeležio i vođenje paralelnih evidencija, nedoslednu primenu UV lampe i spreja, greške pri potpisivanju izvoda iz biračkog spiska i propuste u organizaciji glasanja van biračkog mesta. Probleme sa uređenjem biračkih mesta dodatno su pojačale nedoumice oko postavljanja novih glasačkih kabina i korišćenja zavesa, što je na pojedinim mestima dovelo do kašnjenja u otvaranju, neslaganja članova biračkih odbora i prekida glasanja. Reakcije biračkih odbora bile su neujednačene: dok su pojedini pravovremeno sprečavali nepravilnosti, na drugim mestima odgovarajuće postupanje je izostalo. **Konačan sud o obimu nepravilnosti i njihovom uticaju na izborni ishod CeSID će doneti nakon analize kompletiranih posmatračkih izveštaja, izbornog materijala i postupaka zaštite izbornog prava.**

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CeSID-ova posmatračka misija pripremiće detaljnu i potpunu ocenu kvaliteta celokupnog izbornog procesa nakon završetka svih izbornih radnji, odnosno nakon analize procesa zaštite izbornog prava.

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26 October 2026

CeSID Election Observation Mission – Preliminary Report

Elections for Members of the National Assembly of the Republic of Serbia, 25 October 2026

Changes to electoral legislation are not sufficient without consistent implementation, effective institutional oversight and increased public confidence in the voter register. It is essential to continue implementing the recommendations of domestic and international observers, strengthen the capacities of the election administration and ensure accountability on the part of the competent institutions.

The elections for members of the National Assembly of the Republic of Serbia, held on 25 October 2026, were marked by deep societal polarisation, an uneven playing field for electoral contestants, and low levels of trust in institutions and the electoral process. Findings from polling station observers point to recurring problems in the implementation of procedures and the protection of ballot secrecy. Addressing these issues requires sustained efforts between electoral cycles, clearly defined institutional responsibilities and transparent monitoring of the implementation of recommendations.

The election campaign was once again marked by an uneven playing field for electoral contestants, allegations of pressure on voters, the misuse of public resources, and practices blurring the distinction between public office and party activities, particularly during the first phase of the campaign. Amendments to electoral legislation adopted over the summer were passed without comprehensive dialogue, while the recommendations of the OSCE Office for Democratic Institutions and Human Rights (ODIHR) were addressed selectively, with priority given to those that were easier to implement, while substantive recommendations remained unfulfilled. Electoral rules were once again amended shortly before election day, limiting the time available for the election administration and electoral contestants to prepare. The implementation of the adopted measures in practice also remained limited.

The work of the Republic Electoral Commission (REC) was transparent and technically efficient. However, problems in the handling of complaints highlighted the need for more timely and effective protection of electoral rights. The Ministry of Foreign Affairs failed to provide sufficiently transparent and clear information on the organisation of out-of-country voting. The public was not provided with information on the number of registered voters abroad or on the reasons and criteria used to determine which polling stations would be opened. The record turnout among voters in the diaspora was therefore accompanied by insufficient access to polling stations, with only 93 polling stations available for more than 100,000 registered voters. As a result, some citizens had to travel thousands of kilometres to exercise their right to vote. Their situation was further complicated by the REC's decision to conduct voting according to Serbian local time.

The introduction of new voting booths and privacy screens was not accompanied by sufficiently clear instructions for their use or by consistent implementation. On election day, observers recorded uncertainty and disagreements among polling board members regarding the positioning of the booths and curtains. At some polling stations, these issues resulted in delays in opening, disputes and interruptions to voting.

At the same time, limited access to data and insufficient cooperation by the competent authorities with the Commission for the Revision of the Voter Register undermined the possibilities for independently verifying its accuracy. Without full access to relevant records, the Commission was unable to fully examine the causes of identified discrepancies and suspicions of irregularities. The Commission's first report, expected in the weeks

immediately following the conclusion of the electoral process, will provide a more comprehensive picture of the state of the voter register, the problems identified and recommendations for addressing them.

With regard to the work of the Agency for the Prevention of Corruption, the institutional response has remained largely limited to acknowledging the problems. Public resources and the advantages associated with public office have continued to be available to the ruling party during the campaign, without a meaningful risk of sanctions. This assessment is based on the Agency's performance, which has failed to ensure a level playing field for all electoral contestants.

During the election campaign, the Regulatory Authority for Electronic Media (REM) failed to ensure effective oversight of media content. Proceedings initiated by the regulator were not concluded within the statutory deadlines, while monitoring reports had not been adopted by 20 October. Divisions within the REM Council prevented decision-making, and Informer, the broadcaster against which the largest number of complaints had been filed, was not included in the monitoring process. The absence of timely decisions and appropriate measures undermined the protection of equal conditions for electoral contestants and voters' right to complete, accurate and balanced information.

The separation of public office from political and party activities remains one of the key challenges in the electoral process. The assessment of equal conditions for electoral contestants must also take into account activities preceding the formal announcement of the elections. The intensive campaign conducted by the Serbian Progressive Party (SNS) throughout the summer enabled the party to begin promoting itself earlier and to maintain continuous visibility. In the period between the announcement of the elections and Aleksandar Vučić's resignation, the overlap between the presidential office and party campaigning remained pronounced. The media visibility associated with public office contributed to the promotion of one electoral contestant.

Election day was marked by high voter turnout, congestion at polling stations and tensions among polling board members, as well as in front of and in the vicinity of polling stations. CeSID recorded a range of procedural shortcomings and more serious irregularities requiring action by the competent authorities. Depending on the facts established, some of these irregularities could constitute grounds for rerunning the vote. Particularly concerning were cases of voting without appropriate identification documents, voting at the wrong polling station, the issuance and casting of multiple ballot papers, damage to ballot boxes, as well as threats and confrontations. Indications of vote-buying and pressure on voters were also recorded and require further investigation.

The most frequently reported irregularities concerned violations of ballot secrecy, particularly the photographing of ballot papers, open voting, family voting and group voting. CeSID also recorded the maintenance of parallel records, inconsistent use of UV lamps and invisible ink, errors in signing the extracts from the voter register, and shortcomings in the organisation of out-of-polling-station voting. Problems with the arrangement of polling stations were further compounded by uncertainty regarding the positioning of the new voting booths and the use of curtains. At some polling stations, this led to delays in opening, disagreements among polling board members and interruptions to voting. Responses by polling boards were inconsistent: while some acted promptly to prevent irregularities, appropriate action was not taken at other polling stations. **CeSID will reach a final assessment of the extent of the irregularities and their impact on the election results following an analysis of the completed observation reports, electoral materials and proceedings concerning the protection of electoral rights.**

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CeSID's Election Observation Mission will prepare a detailed and comprehensive assessment of the quality of the entire electoral process once all electoral activities have been completed, including an analysis of the proceedings concerning the protection of electoral rights.