



**CIVIC MONITORING OF THE
LOCAL ELECTIONS
Montenegro
2018**

Final report



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Centre for Monitoring and Research CeMI

Blvd Josipa Broza 23 A, 4th Floor, Flat 119

81000 Podgorica, Montenegro

Email: info@cemi.org.me

Tel/fax: +382 (0) 20 511 424

www.cemi.org.me

For the publisher:

Zlatko Vujović MSc

Editors:

Zlatko Vujović MSc

Nikoleta Đukanović PhD

Authors:

Zlatko Vujović MSc

Bojan Božović MSc

Nikoleta Đukanović PhD

Ivan Vukčević

Teodora Gilić

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I Summary

The Centre for Monitoring and Research (CeMI) oversaw the monitoring of Election Day, accrediting 836 individuals to cover the polling stations in which 95% of the eligible electorate votes. This process was implemented via several activities: (1) monitoring procedures at the polling stations; (2) parallel vote tabulation; (3) monitoring the work of municipal electoral commissions, the State Electoral Commission, the Anti-Corruption Agency and the Ministry of Internal Affairs; and (4) media relations, public relations and live representation of the results.

CeMI executed the civil supervision of the local elections, which were held on 27 May 2018 in the capital (Podgorica), nine municipalities (Bar, Bijelo Polje, Danilovgrad, Kolašin, Pljevlja, Plav, Podgorica, Rožaje, Šavnik and Žabljak) and the city municipality of Golubovci.

During the monitoring of the electoral process, issues were identified in the work of the municipal electoral commissions and the State Electoral Commission. In particular, their decision-making processes were dominated by the party affiliation of these groups' members.

The websites of many municipal election committees do not display all of the relevant information regarding the electoral process, while other committees do not have a website at all. For example, Municipal Election Commission (MEC) Žabljak has no website, while the information on MEC Kolašin's website is not regularly updated. For these reasons, it is necessary to increase the transparency of municipal electoral commissions through adequately edited websites.

The local elections were marked by a significant decision made by the Montenegrin Constitutional Court concerning the Civic Alliance for Changes after the city assembly elections had been completed in Podgorica. By a majority of votes, the Constitutional Court adjudged that it was not necessary for voters to confirm their participation in the ballot with their signature. This decision, accompanied by growing media attacks on agencies with the right and obligation to protect citizens' active and passive voting rights, stimulated increased distrust of the electoral process. Moreover, this situation was exacerbated by the fact that the actions of the Constitutional Court had differed in response to similar objections to elections in Petnjica and Tuzi earlier in the year.

In spite of legal obligations to respect provisions concerning women's representation, a number of electoral lists did not meet the prescribed minimum number and layout of women. Indeed, the SDP (Social Democratic Party of Montenegro) and SPP (in Rožaje), SPP (Justice and Reconciliation Party), Albanian Alternative, BS (Bosniak Party), DF-SNP (Democratic Front and Socialist People's Party) (in Plav) and Albanians for Bar (in Bar) all failed to respect a clause regarding the number of women present on the list. Moreover, the DF-SNP list (Žabljak) and "Unanimously for Rožje-Brotherly and Truthfully forward" (Rožaje) did not meet the provision concerning the layout of women on the list.

The Anti-Corruption Agency also failed to investigate allegations against numerous political parties and non-governmental organisations (NGOs) regarding the abuse of state resources by the ruling coalition, indicating a degree of political bias in the Agency's decision-making processes. The Agency's public image has thus been tarnished. In spite of its considerable assets and technical and human resources, it has been unable to provide evidence that its decisions are made with integrity. Given the Agency's political significance, trust in the electoral process has therefore been compromised.

In addition to control through the Automated Fingerprint Identification System (AFIS), a number of potential voters remain absent from the electoral register, whereas others who

are on the register should not be. Numerous citizens have claimed that they have not been informed of changes to polling stations, and so this is an issue that must be resolved.

A significant problem in the electoral register is the presence of people with false claims of residence in Montenegro, but who have acquired the right to vote by fulfilling the residential and other conditions. In practice, this has resulted in a considerable discrepancy between voter turnout and demographic trends, thus reducing public trust in the electoral register's accuracy.

The CeMI legal team recorded numerous irregularities on Election Day, most of which were caused by polling board members' insufficient education and training. Indeed, 50 reports of irregularities were received by citizens and observers monitoring the work of polling boards at polling stations. These irregularities were apparent in a relatively large number of polling stations during these elections, as well as in the majority of previous electoral processes.

Most reports referred to irregularities in the work of municipal electoral commissions and polling boards, as well as irregularities in the implementation of the election procedure (dominant violation of secrecy of voting) and inadequate behaviour among polling board members (including the use of mobile phones, verbal disputes between polling board members, verbal attacks on observers and the presence of propaganda materials).

This reporting by CeMI observers at the polling stations was received poorly by several polling board members, including cases of verbal attacks and even one effort to physically remove an observer from the site.

Unlike the presidential elections held on 15 April 2018, no information was provided regarding irregularities and references to the incomplete composition of polling boards during the local elections.

It is interesting that during the local elections (and unlike the case of the presidential elections), no irregularities were identified in terms of the transition to the visual identification of voters, such as when electronic identification devices fail to recognise individuals even though they are on the electoral register.

Of CeMI observers, 66.7% evaluated the work of the polling board very positively. Indeed, the average grade of the polling board on a scale from 1 to 5 was 4.5.

Uneven reporting by the media was apparent. A clear example was TV Pink M, which only presented the ruling coalition.

Further layoffs in RTCG (Radio and Television of Montenegro) also jeopardised the independence of reporting by the Public Service. The dismissal of General Director Kadija and Television Director Micunovic by the Council, which following the illegal dismissal of several members opted to appoint loyalists of the ruling coalition, forms the basis of concerns about media freedom in Montenegro.

CeMI published the preliminary projection of the results based on the realisation of the sample 45 minutes following the closure of the polling stations and soon after the final projection was published. The average deviation of CeMI's estimates compared to the results released by the State Election Commission in all municipalities was 0.21%.

II Introduction and acknowledgements

CeMI was the first organisation in Montenegro to be founded with the goal of monitoring the country's electoral process. Since its establishment in 2000, CeMI has monitored the majority of parliamentary, presidential and local elections in Montenegro, including all of the country's parliamentary elections from 2001. Through its civic monitoring of parliamentary and local elections, CeMI strives to ensure the necessary democratic conditions for the organisation of transparent, free and fair elections.

In addition to its activities in the fields of democratisation, human rights, challenging corruption and Euro-Atlantic integration, CeMI has become widely recognised as a think tank that offers expertise regarding the electoral process, fighting against corruption and guaranteeing the rule of law.

CeMI is the founder and a full member of the international organisations ENEMO (www.enemo.eu) and the Global Network of Domestic Elections Monitors (GNDEM) (www.gndem.org). CeMI's representative is the Secretary General of ENEMO and a member of the governing board of GNDEM. ENEMO's Secretariat will be at CeMI for the following two years. Through ENEMO and OSCE, ODIHR members and experts of CeMI have participated in numerous international observation missions as expert and short- and long-term observers, and on three occasions CeMI's expert headed an international observing mission (in Ukraine and Kosovo).

CeMI monitored the entire local election campaign from the registration of the first candidate to Election Day and ultimately the announcement of the results. The final report was based on the findings of the network of short-term observers and experts.

In accordance with the nature of its activities, as well as the goals of the organisation, CeMI conducted a study entitled "Electoral Integrity in Montenegro – Winning Citizens' Trust – Presidential Elections 2018". The project was implemented in order to prevent electoral irregularities during the presidential elections of 2018.

The project was realised with the support of the German Embassy in Podgorica. CeMI wants to thank the German Embassy for financially supporting the project and for rendering the implementation of this mission possible.

CeMI also wants to express its gratitude to all representatives of the election administration, state authorities, political parties and international observing missions with whom cooperation has been established during the implementation of this mission.

In this Final Report, CeMI presents an evaluation of the entire electoral process.

III Political context

The local elections were held soon after the presidential elections of 15 April of the same year. The DPS entered the local elections as the leading party from the ruling coalition, and additionally retained the position of the President of Montenegro.

In the local elections held in both this and the previous year (Cetinje, Tuzi, Petnjica, Mojkovac, Ulcinj and Berane), the DPS together with its coalition partners continued to control these municipalities. Moreover, at the local elections in Ulcinj on 4 February 2018, the DPS

managed to include the position of President of the municipality in the post-election arrangement, a position the party had not enjoyed for a long time. The opposition succeeded in holding onto its governing position in the municipality of Berane after the elections of the same day as in Ulcinj.

Following the victory of the ruling party's candidate, Milo Djukanovic, in the presidential elections, the campaign by the parties in the ruling coalition continued strongly both in the media and in the field. Legal proceedings against the leaders of the strongest opposition structure, the Democratic Front (Andrija Mandic and Milan Knezevic), progressed as part of a larger money laundering trial that was colloquially considered a "coup d'état". The trials of the DF's leaders significantly influenced the general level of engagement of this political bloc in the local elections.

In the local elections, the DPS achieved significant success. This was primarily reflected in the fact that the party took control of the municipality of Kolašin from the opposition, as well as independently winning the absolute majority in Podgorica, despite the fact that it won approximately 1,000 fewer voters than in the previous local elections of 2014. The Bosniak Party also achieved significant success by winning the absolute majority in its base in Rozaje. In spite of the possibility of governing alone in Podgorica, the DPS decided (under pressure from its coalition partners) to form local coalitions with its fellow ruling parties in the government. Resistance to this model is nevertheless apparent in Rozaje, where the local leadership refuses to create a coalition with its partners at the national level due to considerable conflict between the municipal committees of the Bosniak Party and the DPS in this municipality.

Following their failures in the presidential elections, the opposition also performed poorly in the local elections. A number of reasons can be identified. First, too many electoral lists exist and votes were wasted on parties that did not pass the census. For instance, in Podgorica about 7% of the opposition votes were wasted on candidates that did not reach the legal electoral threshold of 3% valid votes cast. The second reason is a lack of financing. The opposition, with the exception of True Montenegro (Prava Crna Gora), lacked significant resources. There was no interest from foreign donors, including from Russia. The third reason was the absence of a joint agreement by the opposition to not attack one another, hence part of the campaign was marked by public confrontation between the Democratic Front and the Democrat and URA coalition. Some parties in the parliament at the key local elections in Podgorica were unable to pass the legal electoral threshold even in a joint coalition (SDP and DEMOS).

IV Legal framework and election system

A. Legal framework

The Constitution and the Law on the Election of Councillors and Representatives consist of the basic legal acts governing the manner of exercising voting rights and the procedure of organising elections at all levels in Montenegro. No separate regulations governing the issue of local elections exist.

Article 45 of the Constitution of Montenegro provides that a citizen of Montenegro who has reached the age of 18 and has at least two years of residence in Montenegro has the right to vote and to be elected. Voters' rights under the Constitution are exercised in elections. The Law on the Election of Councillors and Representatives regulates the manner and procedure of elections of representatives to the assembly of the municipality, the city municipality, the

capital city and the royal capital and to becoming a councillor in the Parliament of Montenegro. It also covers the organisation, composition and competence of the election administration, determining voting results and the distribution of mandates, and the protection of voting rights and other issues of importance for the organisation and the conduct of elections.

In addition to the Constitution and the Law on the Election of Councillors and Representatives, the set of laws in the field of electoral legislation also include: the Law on Financing Political Entities and Electoral Campaigns, the Law on Electoral Roll and the Law on Political Parties. Moreover, laws in the field of broadcasting are also important, including the Law on Electronic Media and the Law on Public Broadcasting Services of Montenegro.

B. Election system

In Montenegro, a party-list proportional representation system is applied. Candidate lists are closed and blocked without the possibility of preferential voting.

Pursuant to Article 39a of the Law on the Election of Councillors and Members of Parliament, the less represented gender must be present on the electoral list by at least 30% of the candidates, and that on each electoral list, at least one in four candidates must be a representative of the less represented gender

For the allocation of political party mandates, D'Hondt's formula is used with the application of the legal election census of 3%. In the process of the distribution of mandates, this method includes only those lists that exceed the envisaged electoral legal census.

The electoral lists must receive at least 3% of the valid votes in order to participate in the allocation of seats.

The statutory election census is defined differently for minority populations. The right of positive discrimination defined in Article 94, paragraph 2, item 1, uses the electoral lists of members of a certain minority group, such as of a certain minority national community, with a participation of up to 15% of the total population in the constituency, according to the latest census data.

At the local level, for the election of councillors on the minority list, should none fulfil the condition of the legal election census of 3%, they must acquire the right to participate in the distribution of the mandate individually, with the number of valid votes obtained (i.e. they will not be applied legally census, but will directly qualify in the process of the distribution of mandates using D'Hondt's formula).

The provisions of the Law on the Election of Councillors and Deputies that regulate the distribution of mandates are fairly inaccurate and poorly defined, especially regarding minority representation.

V Electoral administration

The electoral administration bodies comprise: the State Election Commission, municipal election commissions (MECs) and polling boards. All decisions must be made by a majority of the total number of members at each of the levels of the electoral administration, including the authorised representatives of political entities that have the same voting rights.

The State Election Commission is a permanent body consisting of the President and ten members of the permanent composition and one authorised representative of the electoral list submitters. The President is appointed by the Parliament of Montenegro on the suggestion of the Working Body of the Parliament responsible for elections and appointments, following public tender. Four members of the permanent composition of the State Election Commission are appointed on the proposal of a parliamentary majority. Four members, one of whom acts as Secretary, are appointed on the proposal of the parliamentary opposition. A representative of the political party, that is, the submitter of the electoral list for the authentic representation of members of a minority group or a minority national community, and who has received the highest number of votes in the previous elections, is appointed as a permanent member of the permanent composition, and his or her deputy should be a member of another minority nation or a minority national community. A member of the permanent composition of the State Election Commission must be appointed by the Assembly, on the proposal of the Working Body of the Parliament responsible for election and appointment after the previously conducted public competition, from among the representatives of civil society, the non-governmental sector and universities, and who is an expert in electoral legislation issues.

From 2016, the State Election Commission did not include representatives from the civil sector until 27 April 2018, even though several vacancies were announced. On this date, the Parliament of Montenegro elected a coordinator of the programme of rule of law in NGO Civic Alliance, Zoran Vujicic, as a member of the State Election Commission from a shortlist of representatives of civil society, the non-governmental sector and universities. At the request of the administrative board, the Parliament elected a candidate who does not fulfil the legally prescribed requirements. Organisations specialising in election monitoring refused to propose a representative, instead insisting on the reform of the current model of the State Election Commission, viewing it as dysfunctional.

It is commendable that the State Election Commission has appointed public relations (PR) managers for the electoral process and has thus achieved some progress in communicating with the media. On the other hand, sessions remain closed to the media, and for this reason, complete transparency in this body's operations has yet to be achieved. Furthermore, our observers, while attending the meetings and reading the material of the State Election Commission, have noted that neither the rules regarding the procedures of the polling boards nor the policies for polling stations have underlined the obligations of the presidents and members of the polling boards to carry accreditations at polling stations. Should the president and members of the polling boards fail to carry accreditation at the polling station, the potential to have a person present in the polling station increases, in violation of electoral legislation.

MECs consist of a president and four members of the permanent composition, as well as one authorised representative of the submitter of the electoral list.

A candidate for a political party is appointed as President by the party with the largest number of council seats in the previous elections. Two members of the MEC are appointed on the proposal of the parliamentary opposition, one of whom acts as Secretary. They are elected on the motion of the ruling majority.

A problem in the operations of MECs is that many either do not have a website or have a website that lacks the prerequisite information for the election process. Examples include OIK Žabljak, which does not have its own website at all, and MOK Kolašin, which lacks up-to-date information. For these reasons it is necessary to improve the transparency of MECs through adequately regulated sites.

The electoral board has a president and four members. Their obligations are determined before the beginning of the vote. In addition, the right to the representative in the enlarged composition has every electoral list. The electoral committee should comprise a president

and four members of the permanent composition, as well as one authorised representative of the submitter of the electoral list.

In each political party represented in the relevant parliament, the number of chairpersons of the polling boards must be proportional to the representation of council seats in the municipal parliament, and the polling stations where a particular political party would nominate representatives for President of the polling board should be determined by the municipal election commission.

In the permanent composition of the polling board, two members should be appointed on the proposal of a political party, that is, a coalition that has a majority in the appropriate parliament of the municipality.

A permanent member of the polling board is obligated to appoint one representative of two opposition political parties in the respective parliament who received the largest number of mandates in the previous election, and in the case of the same number of mandates, the largest number of votes.

If there is only one opposition political party in the relevant municipal parliament, two representatives of that party are appointed.

The polling board for each polling station should be appointed no later than 10 days prior to the day specified for the election.

VI Registration of electoral lists

The registration of electoral lists for local elections in May 2018 was generally undertaken in accordance with the Law on the Election of Councillors and Deputies. Nevertheless, our observers at the municipal election commissions observed two problematic situations.

First, collecting signatures for registering the electoral list. The State Election Commission, on charges of the abuse of signatures, established at its meeting on 9 March 2018 an application to verify whether voters supported their candidate for the President of Montenegro. Several hundred citizens reported the abuse of their registration numbers to the prosecution, and in this way initiated a procedure to protect their rights. The data demonstrate that the application was a good solution and that further mechanisms should be created to prevent abuse in collecting signatures. However, when registering local elections in May 2018, the application was not activated. Although the electoral lists failed to highlight any violation of the rules by political opponents in collecting signatures for these local elections, our observers noted that one list failed to “defend” its signatures. In this way, the practice of certain political entities that lack sufficiently developed political infrastructure applying for elections using signature abuses and receiving money that had been intended to register the electoral list is repeated. Examples in the local elections held on 27 May 2018 were noted in Podgorica, Bar, Bijelo Polje, Plav, Rozaje and Golubovci.

Another significant problem when registering electoral lists in these local elections was that several electoral lists were registered even though they did not respect provisions on the number and schedule of women in the electoral lists.

VII Registration of voters

The Law on the Electoral Roll prescribes that this is carried out through electronic collections of personal data of Montenegrin citizens with voting rights. In addition, the electoral roll is a public document serving only for elections and organised officially. Pursuant to the newly adopted provisions of the Law on Electoral Roll, the roll is kept by the ministry responsible for internal affairs. The ministry shall, upon request, electronically issue the authority to monitor the election within 48 hours from the date of receipt of the request through the insight of the electoral roll, as well as any changes executed within it.

The electoral roll is a database derived from registers (register of citizenship, residence, births and deaths) in a procedure including the unification and “crossing” of data from registers in order to compile the personal data of Montenegrin citizens with the right to vote. Citizens of Montenegro who have voting rights should be enrolled in the Electoral Roll, and following the announcement of elections and the persons that voting rights arrive at the latest on the Election Day according to their place of residence.

CeMI’s representatives attended the Automated Fingerprint Identification System (AFIS) control within the working group to control the application of the deduplication of photographs of fingerprint photographs prior to the presidential elections of April 2018. The control of the AFIS system was assessed with a satisfactory rating (further information is provided in CeMI’s published report on the presidential election of 27 April 2018).

However, aside from the AFIS system, further measures should be taken to prevent abuse in the electoral roll. For example, a periodic control of residence based on a random sample should be undertaken across the entire country.

It is important to note that a number of potential voters are still not included on the electoral roll even though they should be (and vice versa), and so new mechanisms must be considered in order to reduce the occurrence of such situations. It is also noteworthy that numerous citizens claim not to have been informed about changes to polling stations, hence even more work is required. This is especially important knowing that the law stipulates that “the Ministry shall, within 48 hours from the day of announcing the elections, publish in publicly all the daily newspapers issued in Montenegro and on its website a numerical tabular presentation of the data on the changes in the electoral roll as a whole and by units of local self-government in relation to the electoral roll after which the previous elections were held at the state level”.

An important issue in the voter list is the inclusion of people who falsely reported their place of residence as being in Montenegro, enabling them to (appear to) fulfil the residency condition and thus acquiring the right to vote. In practice, this has resulted in a significant discrepancy in voter turnout relative to demographic trends, hence diminishing public confidence in the accuracy of the electoral roll.

VIII Electoral campaign

A Electoral campaign

The electoral campaign during the electoral process is regulated by the Law on Financing Political Entities and Election Campaigns, which in Article 2 stipulates that an election campaign

begins on the day of the election, and ends when the final election results are announced.

Campaigning in the local elections saw a significant increase in social networking activity, whereby political parties tended to sponsor their posts in order to reach more users. In addition to sponsoring posts on Facebook, political subjects used Google Ads, YouTube and Facebook Pages to promote their pledges. This form of communication, which is largely devoid of the controls and regulations of other media, offers space for individuals to express attitudes and opinions that may contradict principles of religious and national tolerance and respect for diversity, democracy and dignity. Indeed, the campaign periodically witnessed negative manifestations both at the national and local level.

Aside from the violation of these principles, political entities also violated the rule of pre-election silence on the basis of which the will of the voters should not be influenced immediately prior to elections. This principle is not protected by the Law on the Election of Councillors and Deputies.

In terms of the abuse of state resources, CeMI observers received numerous allegations regarding the use of public resources for the purpose of political marketing at the local level, primarily through the use of official vehicles for personal and/or party purposes, as well as mutual allegations of “buying votes” on the eve of the election or on Election Day itself. Criminal reports were thus submitted to the state prosecutors’ offices.

These elections were characterised by a very close relationship with the preceding presidential election. Thus, some parties submitted their electoral lists even before the end of the presidential election. For this reason, we can state that the local elections passed in a way that was predominantly focused on local issues in the municipalities where the elections were expected, but we can also claim that the campaign lasted longer than expected because it had been given some kind of “introduction” in the previous presidential election.

B. Financing an electoral campaign

The Agency for the Prevention of Corruption (hereafter summarised as the Agency) is responsible for controlling the financing of political entities and electoral campaigns. Political entities can receive funds for regular work and election campaigns from public and private sources.

The costs of election campaigns are costs related to electoral campaigns, advertising spots and advertising material, media representations, advertisements and publications, public opinion polls, engagement of authorised representatives of a political subject in the extended composition of the election administration, overheads and general administration, and transportation costs during the election campaign period.

The political entity is obligated to submit to the Agency and announce the cost and amount of eventual discount realised in the price of the media advertising of the election campaign.

Entities providing media advertising campaigns for election campaigns are obligated to submit to the Agency an expenses list for election advertising within 10 days from the day of the election’s announcement.

Budgetary funds for financing the costs of the councillors’s election campaign must be provided in the year in which the regular elections are held, at the amount of 0.25% of the planned total budget funds, subtracting the capital budget funds and the state budget funds (current budget) of the year when the budget was passed. These funds are distributed in equal amounts to political entities in the amount of 20% within eight days from the expiration of the deadline for submitting electoral lists. Funds in the amount of the remaining 80% are allocated

to political entities that have won mandates, in proportion to the number of mandates won. All funds are distributed within 10 days from the date when political entities submitted to the Agency their reports of the funds collected and spent for the election campaign, with accompanying documentation.

The amount of funds from private sources that the political entity collects for regular work in the current calendar year can represent up to 100% of its finances from the budget funds.

The amount of funds permitted for the local elections held on 27 May 2018 were as follows:

Municipality	Number of political entities	Determined funds from public sources (0.25%)	Determined budget funds (20%) per political entity	The amount of funds from private sources that a political entity can collect	The total cost of the campaign per political entity must not exceed the amount of
Podgorica	10	43,527.92	870.56	26,116.75	69,644.67
Golubovci	6	19,987.85	666.26	19,987.85	39,975.70
Bar	11	30,000.00	545.45	16,363.64	46,363.64
Bijelo Polje	9	27,000.00	600.00	18,000.00	45,000.00
Danilovgrad	7	11,265.96	321.88	9,656.54	20,922.50
Kolašin	7	5,590.25	159.72	4,791.64	10,381.89
Plav	9	6,625.00	147.22	4,416.67	11,041.67
Pljevlja	5	28,577.00	1,143.08	34,292.40	62,869.40
Rožaje	9	12,488.71	277.53	8,325.81	20,814.52
Žabljak	3	5,000.00	333.33	10,000.00	15,000.00
Šavnik	3	2,752.00	183.47	5,504.00	8,256.00

For the purpose of collecting funds as a means of financing an election campaign, a political entity opens a special account in the institution authorised for payment operations, informs the Agency by the end of the day following the date of confirmation of the electoral list, and within three days of the day of opening the special giro account. This account cannot be used for other purposes. The political entity is obligated to close this giro account within 90 days from the date of announcing the final election results, and must inform the Agency within three days from the closing date of the special giro account.

Political subjects who participated in the election of representatives in 11 local government municipalities held on 27 May 2018 opened 41 special giro accounts through which political subjects had to collect and spend all funds to finance the election campaigns. However, four political entities did not fulfil this legal obligation (GB Reform for Bar, DF Kolašin, Reconciliation Alliance and the Serbian Coalition for Bijelo Polje), hence the Agency announced the initiation of misdemeanour procedures.

In accordance with legal obligations, political entities were required to submit to the Agency a provisional report on the costs of the election campaign five days prior to Election Day. In the concrete case, the deadline was 23 May, given that this was a non-working day. The political entities submitted to the Agency 38 interim reports regarding the costs of the election campaign. 21 received a warning from the Agency regarding the obligation to submit interim reports, and in three cases this was still not executed (GB Biram Plav, GB Sasa Mijovic and Serbian Coalition), resulting in an announcement by the Agency that misdemeanour procedures would begin. The processing and publishing of provisional reports on the website of the Agency is currently underway, within the legal period of 24 hours from the time of receipt.

By 24 May 2018, the political entities submitted to the Agency (in accordance with the law) a total of 39 fifteen-day reports regarding the contributions of natural and legal persons. The obligation to submit these reports was not realised in two cases (GB Biram Plav and Serbian Coalition), and so the the Agency initiated a misdemeanour procedure.

Numerous interlocutors interviewed by CeMI representatives pointed to political bias in the decision-making of the Agency for the Prevention of Corruption, or the considerable influence of the ruling dominant party (DPS) on its work. The Agency's public image has been tarnished as a result. Indeed, in spite of its substantial funds and technical and human resources, the Agency has failed to provide evidence that it makes decisions with integrity. Considering its position, such deficiencies undermine confidence in the electoral process.

IX Participation of women

Voting rights and the right to be elected to representative functions were first given to women in Montenegro in 1946. Women effectively used their rights to be elected for the first time in 1990 at the first multi-party elections to be held following the fall of the communist regime.

The existing Law on the Election of Councillors and Representatives requires that the less represented gender be present on the electoral list by at least 30% of the candidates, and that on each electoral list, at least one in four candidates must be a representative of the less represented gender. In spite of the obligatory nature of these legal provisions, a number of electoral lists still did not respect the prescribed numbers and schedule of women. Namely, the SDP and SPP (in Rožaje), SPP, Albanian Alternative, BS, DF-SNP (in Plav) and Albanians for Bar (in Bar) failed to respect the provision regarding the number of women on the list. Moreover, DF-SNP (Žabljak) and Složno za Rožaje - Brotherly and Sincerely Forward (Rožaje) did not respect the provisions concerning the schedule of women on the list.

The obligation to represent women is not legally prescribed for members of the State Election Commission and municipal election commissions. This has led to a situation in which the State Election Commission and a number of municipal election commissions include unacceptably small numbers of women. For example, in the State Election Commission of 17 members and their deputies, only two women members can be seen. In the MECs in the local elections, women generally consist of over 30% of members and deputies. However, in MEC Rožaje, MEC Bijelo Polje and MEC Podgorica, fewer than 30% of members and deputies are women.

X Participation of minorities

In these local elections, three lists were registered with the right to use the privileged minority status guaranteed by the Law on the Election of Councillors and Representatives (participation in the distribution of mandates if they win over 0.7% of the total number of votes): Albanians for Bar and the Bosniak Party in Bar, and Albanian Alternative in Podgorica. On the basis of 100% of the processed sample, Albanians for Bar gained 0.8%, while the Bosniak party in the same municipality achieved 3.9%. Albanian Alternative in Podgorica based on 100% of the processed sample of CeMI won 1.8%.

XI Election Day

CeMI oversaw the monitoring of Election Day, accrediting 836 individuals to cover the polling stations in which 95% of the eligible electorate votes. This process was implemented via several activities: (1) monitoring procedures at the polling stations; (2) parallel vote tabulation; (3) monitoring the work of municipal electoral commissions, the State Electoral Commission, the Anti-Corruption Agency and the Ministry of Internal Affairs; and (4) media relations, public relations and live representation of the results.

A. Implementation of election procedures on polling stations

The CeMI legal team recorded numerous irregularities on Election Day, which in most cases were caused by the insufficient education and training of polling board members in a relatively large number of polling stations.

The legal team for irregularities during Election Day received 50 reports of irregularities from observers monitoring the work of polling boards at polling stations as well as from general citizens. In most cases, CeMI observers were well-received by polling board members and enjoyed professional forms of communication and collaboration. However, other cases saw harsh verbal attacks by members of polling boards on observers who reported irregularities. Nevertheless, using the website, social networks and public releases, CeMI urged citizens to report any irregularities they observed. We can group all registered irregularities under several categories.

1. Irregularities in the work of municipal electoral commissions and the work of polling boards

- Certain irregularities in the work of polling boards were identified during Election Day, including examples of temporarily replacing members of the polling board by individuals without accreditation (for example, polling station No. 65-A);
- When receiving applications for postal voting, some applications were received at 14:30 (for example, polling station No. 65-A in Podgorica);
- Some instances were identified in which two rather than four trustees were sent by the polling board to conduct a postal voting procedure (polling station No. 94-A in Podgorica and No. 47B in Pljevlja);
- Numerous instances of verbal conflict at polling stations were witnessed on Election Day. Some resulted in the temporary or even total closure of polling stations. Verbal conflicts were noted between members of the polling boards (for example owing to the inability of polling board members to agree on postal voting at the polling station, such as at No. 38 in Bar and No. 14-B in Podgorica), while a verbal confrontation between a member of the polling station (who was the owner of the house where the elections were being held) and a voter resulted in the permanent termination of voting and the closure of the polling station (No. 14 in Šavnik);
- During Election Day, polling station No. 70-B in Podgorica was temporarily closed due to the fact that a voter was not registered on the electoral register or in an electronic

identification system, while at station No. 59-A the voting was interrupted for five minutes because the Deputy President of the polling board left the building to warn three people who had kept track of the voters; this action should be commended because it was in accordance with the law. Observers at polling stations No. 2-A, 21-C and 17-A in Podgorica also registered that records had been taken on voter turnout;

- Some polling stations lacked proper working conditions. Indeed, the municipal electoral commission made the decision not to open polling station No. 130 in Tuzi for this reason. Polling station No. 118 in Podgorica also exhibited very poor working conditions (no toilets or water and inadequate lighting), hence the polling board considered its closure;
- Irregularities were also recorded in Golubovci No. 88, where three voters received two ballots for local elections in Podgorica, instead of one ballot for this election and another ballot for the local parliament in Golubovci. Following the objection of some observers, the President of the polling board did not suspend voting but instead notified the competent election commission.

2. Irregularities in the work of polling boards

- The largest number of irregularities corresponded with the violation of the secrecy of voting by stating the name of voters out loud during electronic identification (polling stations No. 59-A and 15-B in Podgorica), by voters publicly declaring their choices, by accepting open ballots from the polling boards, and by disrespecting the procedures that ensure the secrecy of voting at polling stations (polling station No. 8 in Rožaje, polling station No. 92 in Golubovci). Moreover, the secrecy of the voting process was not sufficiently protected at certain polling stations, such as where two voters entered the cabin at the same time or voters publicly declared their choice. These ballots at polling station No. 97 in Golubovci were not declared invalid;
- A significant violation of the election procedure was recorded at Pljevlja No. 54, where a citizen used another person's identification to take that person's ballot to their car before placing it in the ballot box;
- Secrecy was also violated at Podgorica No. 82-A, where a member of the polling board completed the ballot for an illiterate person based on their oral statement. This individual had arrived to vote with an illiterate parent;
- A number of irregularities referred to voter identification issues in the electoral register (for example, polling stations No. 2, 70-B, 105-B, 31-A, 39-A, No. 78 and 16 in Podgorica, No. 1 in Danilovgrad and No. 71 and 72 in Bar);
- Several reports referred to inadequate behaviour by members of the polling board due to verbal conflicts either between these individuals or between members of the polling board and observers. In addition to verbal conflicts among polling board members that resulted in the temporary (No. 38 in Bar and No. 14-B and 59-A in Podgorica) or complete closure of the polling stations (No. 14 in Šavnik), instances of verbal conflict between members of the polling board and CeMI observers were also recorded at the local elections. Our observers' reports were very poorly received by some members of polling boards, who verbally attacked our observers at polling stations No. 92 and 97 in Golubovci and No. 9 in Bijelo Polje. The most striking case was at polling station No. 92 in Golubovci, where members of the polling board and the owner of the house where the voting was taking place not only verbally attacked our observer, but also prohibited his further presence at the polling station, using threats and force to remove him from the polling station;

- Some violations of election legislation from previous local and parliamentary elections were repeated, and at a number of polling boards the President and the board's members used mobile phones (for instance No. 2 and 75-A in Podgorica). At polling station No. 123-A, a voter photographed their ballot yet the ballot was not declared null. At some polling stations, the presence of propaganda material at a distance of only four to five metres from the polling station could be observed (No. 7 in Podgorica);

3. Polling board work evaluation

According to the findings of CeMI observers at polling stations, obtained according to standardised questionnaires regarding the organisation of Election Day and the implementation of the voting procedure, we can supply the following ratings:

- 98.3% of the polling stations at which CeMI observers were assigned opened on time. 1.1% opened with a delay of under than 15 minutes, and 0.6% were not open on time;
- Most CeMI observers regarded the work of the polling boards at opening as very good. The average grade of the polling board, on a scale of 1 to 5, was 4.5;
- 90.6% of observers stated that prior to opening, the polling board had checked that the conditions to perform voting were met. The remaining 9.4% of observers provided a negative response to this question;
- 88.9% of observers reported that the responsibilities of polling board members were defined by drawing, while 11.1% of observers stated that this did not occur in this way;
- 2.9% of observers indicated the presence of technical problems when activating a device for electronic identification. The most common issues were related to power supply and using printing paper;
- In terms of election materials, CeMI observers typically reported an absence of portable voting boxes and insufficient copies of the electoral register (one for the postal voting);
- Among observers, 97.8% claimed that all polling board members and observers demonstrated a good understanding of voting procedures, opposed to 2.2% of observers who were restricted by poor working conditions. As they explained, the most common problem was poor access to monitoring the work of an electronic identification device;
- A lack of positive cooperation with the polling board during the monitoring procedure was reported by 6% of CeMI observers;
- Among the irregularities that they perceived, 4.1% of observers indicated the formation of a crowd at or in front of the polling station due to high turnout or difficulties in using an electronic identification device. 26.1% of observers reported the simultaneous voting of multiple persons (voting of family members at one time), and 2.2% identified cases in which an individual voted on behalf of another. Cases of polling board members using a phone at polling stations were reported by 10.9% of observers, while 7.9% reported that records were made about the voters who had voted;
- Cases of individuals failing to vote because their name was not in the copy of the electoral register were reported by 25.5% of observers.
- If the voter publicly declared or in some way demonstrated for whom he or she had voted, the vote was annulled in 33.3% of cases, as opposed to 66.7% of cases where the vote was accepted, indicating uneven criteria at the polling stations;

- 98.6% of polling stations monitored were closed at 20:00;
- Cases in which ballots were signed or in some way labelled by voters were reported by 17.1% of observers. Among them, 96.7% said that such ballots were declared invalid, while 3.3% claimed the opposite. Similarity among invalid ballots refers to the completing method, the most commonly occurring ballots being those in which none of the choices were selected or where all of the candidates were selected;
- 16.5% of observers claimed that at polling stations, a member of the polling board had refused to sign the record. 83.5% of observers did not report this problem;
- The average grade of a polling station, on a scale of 1 to 5, during the closing process and vote counting, was 4.48. Among CeMI observers, 66.7% were very positive in their evaluation of the polling board;
- Approximately one-third of CeMI observers (32.0%) claimed that physical barriers for people with disabilities to access the polling station existed, while 68.0% of observers did not register difficult access to the polling station;
- Slightly over half (53.7%) of the observers claimed that election materials were made available in Braille. At nearly one third of the polling stations (28.6%) monitored, materials were not customised for people with visual impairments;
- The lack of election materials in the language of national minorities at polling stations was reported by 46.9% of CeMI observers; 39.1% reported the opposite;
- More than half of CeMI observers (75.0%) said that there were no other local observers and those not belonging to any party at the polling station. Local, non-party observers were present at 25.0% of the polling stations from which CEMI observers reported.

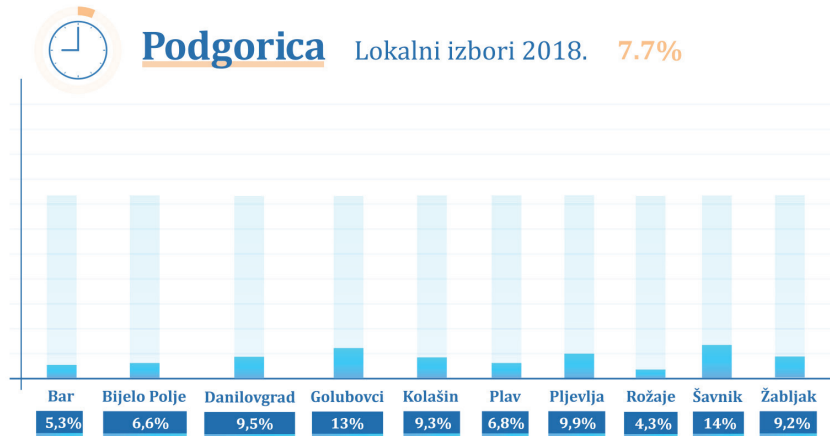
Unlike the presidential elections held on 15 April 2018, no information regarding irregularities referred to the incomplete composition of the polling boards during local elections. Indeed, during the presidential election, at a certain number of polling stations CEMI observers noticed that the polling board was incomplete. This was not the case at the local elections.

It is interesting to note that during the local elections, and unlike the presidential elections, no irregularities were seen in terms of the transition to the visual identification of voters, such as where the electronic identification device fails to recognise a voter even though he or she is in the electoral register. In contrast, during the presidential elections, it was noticeable that voter committees lacked a uniform practice to deal with people who are not recognised by the electronic identification device despite being in the electoral register. Although it was possible to determine the identity of these voters through visual identification, at a certain number of polling stations, these voters were not allowed to vote and were thus denied active voter rights.

Given that we had repeatedly reported about these irregularities during the presidential elections, and had urged members of the polling boards to enable voters to vote in these instances, we believe that CeMI's efforts have had a significant influence and have reduced the occurrence of irregularities in local elections. Similarly, the CEMI observers noticed that during the presidential elections there were cases of persons with diplomatic passports that the device did not recognise and so they were not allowed to vote, even though they were on the electoral register. This was not the case with the local elections.

B. CeMI's turnout and evaluation of election results

At the first media addressing, held at 09:00, there was an assessment of turnout until 21:00, which was as follows: Podgorica 7.7%, Bar 5.3%, Bijelo Polje 6.6%, Danilovgrad 9.5%, Žabljak 9.2%, Kolašin 9.3%, Plav 6.8%, Pljevlja 9.9%, Rožaje 4.3%, Golubovci 13% and Šavnik 14%.



At the addressing at 11:00, the turnout was reported as: Bar 15.7%, Bijelo Polje 19.4%, Pljevlja 27.1%, Plav 23.4%, Kolašin 28.5%, Rožaje 14.8%, Podgorica 21.2%, Golubovci 23%, Danilovgrad 24.4%, Žabljak 27.4% and Šavnik 32.9%. At the media addressing at 13:00, CeMI presented the estimated turnout as Podgorica 33.8%, Bar 26.5%, Bijelo Polje 30.6%, Danilovgrad 36.7%, Žabljak 46.3%, Kolašin 46.2% Plav 34.3%, Pljevlja 43.4%, Rožaje 28.6%, Šavnik 55.4% and Golubovci 41.8%. At the public announcement held at 17:00, the turnout was reported to be: Podgorica 49%, Bar 39.3%, Bijelo Polje 46.9%, Danilovgrad 47.9%, Žabljak 68.1%, Kolašin 66.7%, Plav 47.8%, Pljevlja 64.1%, Rožaje 45.4%, Šavnik 80.5% and Golubovci 57.1%. At the announcement at 19:00, the overall turnout amounted to: Podgorica 59.9%, Bar 48.8%, Bijelo Polje 55.6%, Danilovgrad 62.1%, Žabljak 74.7%, Kolašin 75.4%, Plav 54.8%, Pljevlja 70.5%, Rožaje 56.4%, Šavnik 81.6% and Golubovci 69.1%.



The deviation of CeMI election results from the official results (in municipalities)		
Municipality	Preliminary estimate	Final estimate (%)
Podgorica	0.09	0.01
Pljevlja	0.14	0.00
Šavnik	1.13	1.13
Bar	0.02	0.02
Bijelo Polje	0.53	0.05
Danilovgrad	0.67	0.09
Žabljak	0.63	0.63
Kolašin	0.09	0.09
Golubovci	0.86	0.01
Plav	0.7	0.27
Rožaje	0.26	0.00

* In the case of Šavnik there is a more significant deviation because several polling stations were not covered.

The average deviation of CeMI's estimates compared to the results released by the State Election Commission, in all municipalities, was 0,21%.

C. Formal proclamation of election results

Based on election material from all polling stations for the local elections by the municipal election commissions, the results of the local elections were as follows.

Podgorica

1. For the Benefit of the Citizens of Podgorica - Milo Djukanovic..... 48,047 votes, i.e. 32 seats;
2. Aleksa Becic - Dritan Abazovic - Podgorica for the 21st Century..... 26,032 votes, i.e. 17 seats;
3. Democratic Front - Socialist People's Party 12,291 votes, i.e. 8 seats;
4. Social Democrats - Ivan Brajovic 5,122 votes, i.e. 3 seats;
5. Citizen Alliance for Changes, SDP - DEMOS..... 2,985 votes, i.e. 0 seats;
6. Marko Milacic - For Podgorica to Become a Family - Real Montenegro... 2,399 votes, i.e. 0 seats;
7. Albanian Alternative - Alternative Shquiptare..... 1,492 votes, i.e. 1 seat;
8. United Montenegro - Goran Danilovic..... 1,409 votes, i.e. 0 seats;
9. Group of Citizens - Sasa Mijovic – “Winner of his Word”..... 746 votes, i.e. 0 seats;
10. Serbian Coalition - Dobrilo Dedeic..... 199 votes, i.e. 0 seats.

Bar

1. "For the Good of the Citizens of Bar. Winning coalition DPS - Milo Djukanovic..... 7,218 votes, i.e. 15 seats;
2. "Social Democrats - Mico Orlandic - Consistently for New Workplaces and the Development of Bar" - 3,824 votes, i.e. 7 seats;
3. Radomir Novaković Cakan - "I Choose Bar" 2,580 votes, i.e. 5 seats;
4. Aleksa Becic - Dritan Abazovic - Bar for the 21st Century - Democrats - URA..... 2,401 votes, i.e. 4 seats;
5. SDP Bar for Changes - DR Draginja Vuksanovic..... 1,432 votes, i.e. 2 seats;
6. "Democratic Front - Socialist People's Party, "For the City we Love!"..... 1,333 votes, i.e. 2 seats;
7. Bosniak Party..... 814 votes, i.e. 1 seat;
8. Marko Milacic - The Real Montenegro - "For the Real Bar"..... 662 votes, i.e. 1 seat;
9. Demos - "Clean Hands for the Future of Bar"..... 246 votes, i.e. 0 seats;
10. "Reform" for Bar..... 194 votes, i.e. 0 seats;
11. Albanians for Bar / Shqiptarët për Tivarin (DS in CG / LD në MZ – DP/PD)..... 163 votes, i.e. 0 terms.

Bijelo Polje

1. For the Good of the Citizens of Bijelo Polje! Winning Coalition! DPS-BS-SD Coalition - Milo Djukanovic..... 13, 811 votes, i.e. 25 seats;
2. Aleksa Becic - Dritan Abazovic - Bijelo Polje for the 21st Century - Democrats - URA..... 2,238 votes, i.e. 4 seats;
3. Choose DF. Decide. Change..... 2,220 votes, i.e. 4 seats;
4. The Best Choice - SNP Bijelo Polje - Dr Raso Nisavic..... 1,557 votes, i.e. 2 seats;
5. SDP - For Life in Bijelo Polje..... 1,525 votes, i.e. 2 seats;
6. United Montenegro - Goran Danilovic - Serious People for a Serious City! 940 votes, i.e. 1 seat;
7. Serbian Coalition - Slavko Fustic 515 votes, i.e. 0 seats;
8. Association for Reconciliation - Svetislav Perisic - "Life Cannot Wait"..... 254 votes, i.e. 0 seats;
9. "For our City - Bijelo Polje" - Montenegrin and SPP..... 140 votes, i.e. 0 seats.

Danilovgrad

1. For the Good of the People of Danilovgrad! Winning Coalition! DPS Coalition, LP - Milo Djukanovic..... 4,422 votes, i.e. 19 seats;
2. Aleksa Becic - Dritan Abazovic - Danilovgrad for 21 Century - Democrats - URA..... 1,533 votes, i.e. 6 seats;
3. Social Democrats - Ivan Brajovic - Consistently for Danilovgrad..... 788 votes, i.e. 3 seats;
4. People's Coalition - Honorably for Danilovgrad - the Democratic People's Party, the Socialist People's Party and the Yugoslav Communist Party of Montenegro..... 635, votes, i.e. 2 seats;
5. New Serbian Democracy - Movement for Change - For the Serbian-Montenegrin Agreement. Brothers, Honestly Forward!..... 514 votes, i.e. 2 seats;

6. Marko Milacic - For the Real Danilovgrad - The Real Montenegro..... 319 votes, i.e. 1 seat;
7. SDP - Honorably for Changes - Drazen Dragojevic..... 266 votes, i.e. 0 seats;

Žabljak

1. For the Good of the Citizens of Žabljak. Winning coalition! Coalition DPS, SD-Milo Djukanovic..... 1,303 votes, i.e. 18 seats;
2. Democratic Front-Socialist People's Party of Montenegro..... 506 votes, i.e. 6 seats;
3. Aleksa Becic - Democrats -
Winning, Not Dividing. Come Home Because We Have a Plan..... 525 votes, i.e. 7 seats;

Kolašin

1. DPS..... 1,983 votes, or 13 seats;
2. Democrats - Aleksa Becic..... 916 votes, i.e. 6 seats;
3. DF-SNP..... 798 votes, i.e. 5 seats;
4. Group of Voters for Sule and Mikan with Citizens for Kolašin..... 490 votes, i.e. 3 seats;
5. SD..... 435 votes, i.e. 2 seats;
6. SDP..... 343 votes, i.e. 2 seats;
7. United Montenegro – Goran Danilovic..... 120 votes, i.e. 0 seats;

Plav

1. Social Democrats - Ivan Brajovic - Consistently for Plav..... 1,538 votes, i.e. 10 seats;
2. Bosniak Party..... 1,064 votes, i.e. 7 seats;
3. For the Good of the Citizens of Plav.
Winning Coalition! DPS-Milo Djukanovic..... 985 votes, i.e. 6 seats;
4. Social Democratic Party - Changes in the Act 534 votes, i.e. 3 seats;
5. The DF-SNP Coalition..... 344 votes, i.e. 2 seats;
6. Alternativa Shqiptare - Albanian Alternative - Iber Hoti..... 203 votes, i.e. 1 seat;
7. Group of voters - I choose Plav-Zgjedhim Plaven..... 230 votes, i.e. 1 seat;
8. Aleksa Becic - Democrats -
Winning, Not Dividing. Come Home Because We Have a Plan..... 176 votes, i.e. 1 seat;
9. Party of Justice and Reconciliation - Plav Our Home..... 37 votes, i.e. 0 seats;

Pljevlja

1. For the Good of the Citizens of Pljevlja.
Winning coalition! Coalition DPS, SD, BS-Milo Djukanovic..... 10,138 votes, i.e. 20 seats;
2. Aleksa Becic-Democrats -
Winning, Not Dividing. Come Home Because We Have a Plan..... 3,743 votes, i.e. 7 seats;
3. New Serbian Democracy Coalition-
Socialist People's Party of Montenegro-Movement for Changes. May the Dawn Come to
Pljevlja. Modestly and Honestly Forward! 2,467 votes, i.e. 4 seats;

4. For Salvation of Pljevlja - Democratic People's Party, the Movement for Pljevlja, The Real Montenegro, Vladislav Bojovic, Dr Novica Stanic, Marko Milacic..... 2,207 votes, i.e. 4 seats;
5. Pljevlja for Everyone - Dr Adnan Hadziosmanovic..... 337 votes, or 0 seats;

Rožaje

1. Bosniak Party - Rafet Husovic, Rožaje in the First Place..... 6,836 votes, i.e. 19 seats;
2. For the Good of the Citizens of Rožaje, DPS, Winning Coalition - Milo Djukanovic..... 3,724 votes, i.e. 10 seats;
3. Social Democrats - Ivan Brajovic - Together for Rožaje..... 1,559 votes, i.e. 4 seats;
4. SDP - For Changes..... 610 votes, i.e. 1 seat;
5. SPP – Hazbija Kalac - Change, There's No Other Way..... 378 votes, i.e. 0 seats;
6. Aleksa Becic – Democrats - Winning, Not Dividing. Come Home Because We Have a Plan..... 106 votes, i.e. 0 seats;
7. URA - Husein Ljaic – Rožaje Our House..... 100 votes, i.e. 0 seats;
8. Unanimously for Rožaje - Brotherly and Honestly, Forward..... 70 votes, i.e. 0 seats;
9. Changes for Better Rožaje - Aida Nina Kurpejovic..... 30 votes, i.e. 0 seats;

Šavnik

1. For the Good of the Citizens of Šavnik. Coalition DPS, SD-Milo Djukanovic..... 862 votes, i.e. 19 seats;
2. Coalition - Socialist People's Party - Democratic Front..... 381 votes, i.e. eight seats;
3. Aleksa Becic-Democrats - Winning, Not Dividing. Come Home Because We Have a Plan..... 152 votes, i.e. 3 seats;

D. Communication with the public

During the Election Day, CeMI held eight press conferences in the capital, nine municipalities and the city municipality of Golubovci. CeMI informed the public about voter turnout, irregularities, voting trends, and the projection of the results after the closing of the polling stations.

Irregularities about which we informed the public were spotted by our observers on the field as well as by the interested citizens who informed CeMI about the irregularities that they spotted during the E-day.

CeMI presented voter turnout data at the press releases at 09:00, 11:00, 13:00, 17:00 and 19:00, including comparative analysis of the number of voters who voted in the same period in Podgorica as in the previous presidential and parliamentary elections held in 2016.

Representatives of CeMI visited public and private electronic media during the Election Day. CeMI's voter turnout data and preliminary results were published by all print media as well. Representatives of CeMI visited two key evening TV shows dedicated to the local elections in Montenegro, broadcast on two channels with national coverage (RTCG and TV Vijesti).

All relevant information about the elections were available at a specialised website (www.izbori2018.me) as well as on the official CeMI profiles on social networks (Facebook and Twitter).

Based on the processed polling stations, CeMI gave preliminary assessment of the results at three press conferences on election night.

Two media channels (RTCG, TV Vijesti) with national coverage broadcast live conferences. These were directly linked to the CeMI software, which broadcast live projections of the results at the speed at which the data arrived at CeMI's press centre.

CeMI ensured that the phone number for reporting irregularities was highly visible through promoting (boosting) the number on social media (Facebook, Twitter and Instagram), which helping inform a greater number of Montenegrin citizens.

In addition, CeMI made the data publicly available on its website, www.izbori2018.me, and updated it as soon as the data were collected so that the public would be given an insight into the results based on the processed sample at any time.

XII Media

CeMI did not conduct systematic media monitoring for local elections held on 27 May in the capital city, nine municipalities (Bar, Bijelo Polje, Danilovgrad, Kolašin, Plav, Pljevlja, Rožaje, Šavnik and Žabljak) and city municipality of Golubovci.

The data presented in this chapter are based on interviews with interested domestic and international parties, observations of CeMI's election experts as well as data from a report on media coverage during the campaign for local elections of an agency for electronic media, referred to by 21 of 29 broadcasters, who adopted special rules for media coverage.

CeMI particularly analysed media coverage of four national TV broadcasters whose data are available in the Agency report: TVCG, TV Vijesti, TV Pink M and TV Prva.

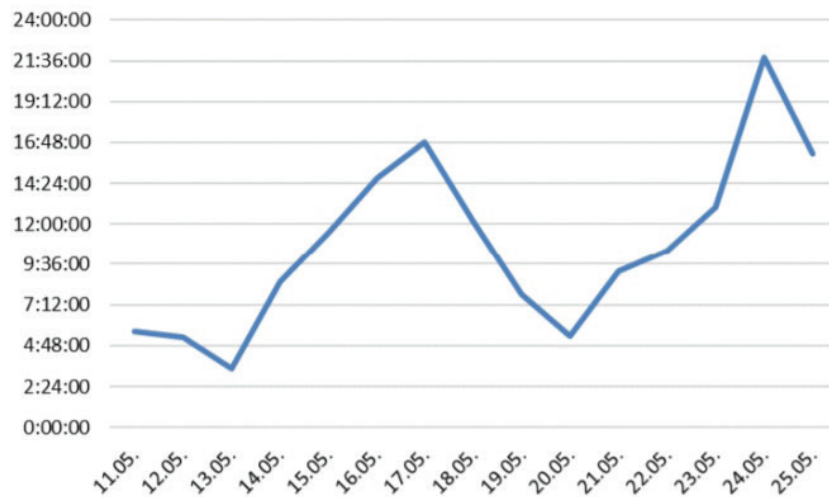
Under the provisions of the Law on the Election of Councillors and Members of the Parliament, Chapter VII, media monitoring of the election campaign begins on the day on which a candidate list is approved, and ends 24 hours before the Election Day. Referring to the mentioned law, the media's monitoring of candidate activities could take place from 11 until 25 May, when the election silence started.

The overall duration of media coverage on 21 broadcasting programmes for the period was 9,713 minutes or approximately 162 hours for a period of 15 days.

58% of overall media coverage (9,713 minutes) refers to television and 42% to radio presentation¹.

1 The Report on Media Coverage during the Local Election Campaign – May 2018, page 10

Graphic 1: The overall media coverage during the campaign – trend ²



In media presentation we distinguish between (1) informing about pre-election activities³, (2) presenting the electoral list⁴ and (3) political advertising⁵. Of these three categories, the most represented was presenting the electoral list.

The Report of the Agency showed that on four televisions (RTCG, TV Prva, TV Pink and TV Vijesti), the greatest media presentation was recorded in terms of the ruling coalition in Montenegro, at 47% or 31 hours, 22 minutes and 57 seconds. Media representation of the parliamentary opposition was less, at 8% or 26 hours, 2 minutes and 13 seconds.

It should be pointed out that from the Agency's report it was not possible to identify the structure of media representation, i.e. the proportion of paid marketing taking place or that private television is not obligated to provide free time to advertising political parties that are participating in the campaign. Therefore, conclusions can be significantly influenced by the preferences of the parties regarding the channel used for advertising, and so they are more indicative than fully representative.

² The Report on Media Coverage during the Local Election Campaign – May 2018, page 10

³ Informing about pre-election activities. This category includes reports and informations, primarily from the current affairs programme, related to the announcements or meeting reports, press releases, reports from press conferences and other reports, which, in the framework of the informative programmes, directly refer to pre-election activities of electoral lists, attitudes or opinions.

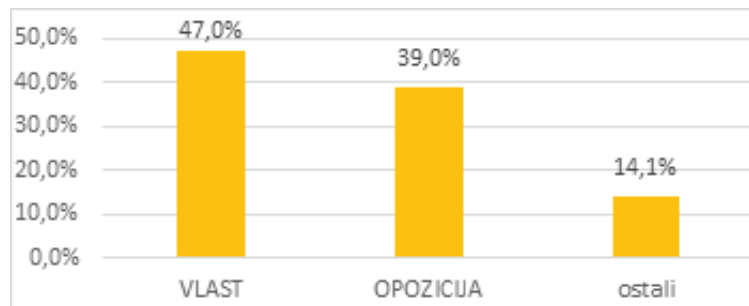
The exceptions are announcements and reports from the promotional meetings broadcast by public broadcasters in commercial marketing blocks, produced by electoral lists. This type of media representation has been classified into the category of political advertising.

The informing about pre-election activities category excludes reports and information related to technical and service information about the course of the electoral process, in which electoral lists are mentioned without a clear reference to activities, attitudes or opinions. Mentioned group also excludes reports, statements and comments from different entities related to the course of the electoral process and can not be connected to the promotional activities of the electoral lists. The Report on Media Coverage during the Local Election Campaign – May 2018, page 10.

⁴ Presenting the electoral list. This group includes debates, confrontations, interviews and other special programmes dedicated specifically to elections, introducing the public to the activities, ideas and opinions of the representatives of the electoral lists. The duration of the broadcasted shows in which more electoral lists took place was divided into all participants on the show. Duration time includes show reproductions in which presentations were performed. The Report on Media Coverage during the Local Election Campaign – May 2018, page 10.

⁵ Political advertising. This group includes political-propaganda content broadcasted in commercial marketing blocks, advertisements and other forms of commercial political audiovisual communication, as well as all other forms of media coverage that broadcaster indicated ("political marketing", "paid advertising space" and similar) that were made for a fee. The mentioned group includes contents for public broadcasters described in article (1), paragraph 2. The Report on Media Coverage during the Local Election Campaign – May 2018, page 10.

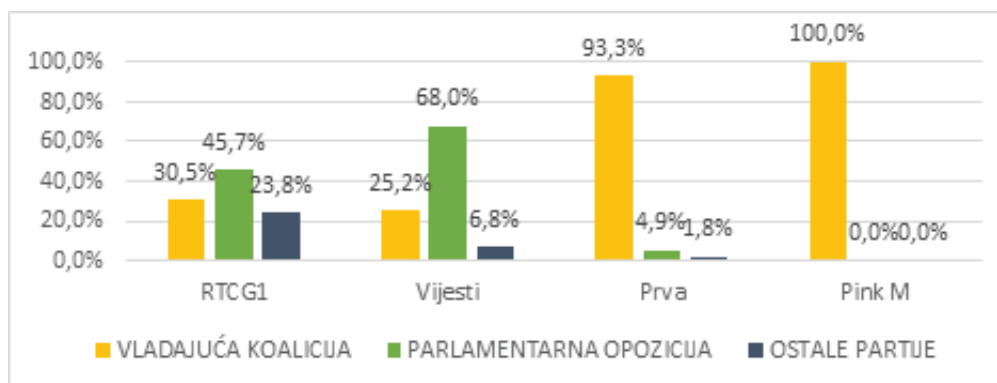
Graphic 2: Overall media presentation of the ruling coalition, parliamentary opposition and other parties in Montenegro by four TV broadcasters (TVCG, TV Vijesti, TV Pink M and TV Prva)



Of the four broadcasters analysed by CeMI, two (RTCG and TV Vijesti) recorded more substantial media representation of the parliamentary opposition than of the ruling coalition. In contrast, TV Pink M completely favoured the ruling coalition in Montenegro, i.e. media presentation of the ruling coalition was 100%.

CeMI identified similar findings in terms of TV Prva, on which the representation of the ruling coalition was also dominant (93.3%), compared to the parliamentary opposition (4.9%).

Graphic 3: Media representation of ruling coalition, parliamentary opposition and other parties in Montenegro by broadcasters RTCG1, TV Vijesti, TV Prva and TV Pink M.



The percentages of media representation of the ruling coalition on TV Prva were also significantly higher than the media representation of the parliamentary opposition, and varied from over 80.8% in Bijelo Polje to 100% in the municipalities of Danilovgrad, Šavnik and Žabljak.

TV Pink M's coverage should be deemed negative as it only focused on the ruling coalition.

The data received by CeMI from the Agency's data analysis was almost identical in terms of the media coverage of the ruling coalition and parliamentary opposition on four broadcasters. In 10 out of 11 municipalities, the media representation of the parliamentary opposition to the RTCG was higher than the media representation of the ruling coalition. The exception was the municipality of Plav, where the media representation of the ruling coalition by this broadcaster was higher than the representation of the parliamentary opposition by 1.1%.

In three out of 11 municipalities (Podgorica, Bar and Golubovci), media representation of the parliamentary opposition on TV Vijesti was higher than the media representation of the ruling coalition. In other municipalities (Bijelo Polje, Danilovgrad, Kolašin, Plav, Pljevlja, Rožaje and Žabljak), the media representation of the ruling coalition was significantly higher than the media representation of the parliamentary opposition.

Below are tables displaying the percentages of media coverage of the ruling coalition, parliamentary opposition and the other parties:

PODGORICA

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	26,4%	100,00%	92,2%	23,3%
Parliamentary opposition	40,8%		5,4%	69,6%
Other parties	32,8%		2,4%	7,1%
Sum	100%	100%	100%	100%

BAR

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	24,3%	100,0%	97,0%	23,9%
Parliamentary opposition	45,3%	0,0%	0,0%	55,7%
Other parties	30,4%	0,0%	3,0%	20,3%
Sum	100%	100%	100%	100%

BIJELO POLJE

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	7,5%	100,0%	80,8%	61,1%
Parliamentary opposition	45,9%	0,0%	17,0%	29,0%
Other parties	46,6%	0,0%	2,3%	9,8%
Sum	100%	100%	100%	100%

DANILOVGRAD

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	25,3%	100,0%	100,0%	
Parliamentary opposition	66,6%	0,0%	0,0%	
Other parties	8,1%	0,0%	0,0%	
Sum	100%	100%	100%	100%

GOLUBOVCI

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	33,5%	100,0%	89,8%	28,5%
Parliamentary opposition	53,0%	0,0%	10,2%	71,5%
Other parties	13,6%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

KOLAŠIN

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	38,2%	100,0%	97,9%	76,8%
Parliamentary opposition	43,2%	0,0%	2,1%	23,2%
Other parties	18,6%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

PLAV

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	45,0%	100,0%	91,4%	100,0%
Parliamentary opposition	43,9%	0,0%	8,6%	0,0%
Other parties	11,1%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

PLJEVLJA

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	20,2%	100,0%	97,6%	100,0%
Parliamentary opposition	53,5%	0,0%	2,4%	0,0%
Other parties	26,3%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

ROŽAJE

	RTCG	Tv PINK M	Tv Prva	TV Vijesti
Ruling coalition	33,3%	100,0%	100,0%	0,0%
Parliamentary opposition	66,7%	0,0%	0,0%	0,0%
Other parties	0,0%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

ŠAVNIK

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	30,3%	100,0%	97,5%	100,0%
Parliamentary opposition	44,4%	0,0%	2,5%	0,0%
Other parties	25,3%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

ŽABLJAK

	RTCG	TV PINK M	TV Prva	TV Vijesti
Ruling coalition	25,8%	100,0%	100,0%	100,0%
Parliamentary opposition	74,2%	0,0%	0,0%	0,0%
Other parties	0,0%	0,0%	0,0%	0,0%
Sum	100%	100%	100%	100%

According to the date, the overall media representation of the parliamentary opposition on RTCG was 15.2% higher than the media representation of the ruling coalition, but this finding should be considered with care, because CeMI did not have access to data regarding the total structure of media representation, i.e. these data included free minutes to advertise the political parties before the elections, which RTCG is obligated to provide. The relationship between media representation of the ruling coalition and the parliamentary opposition moderates the fact that the number of parties representing the parliamentary opposition was higher than the number of parties representing the ruling coalition, and therefore their percentage participation increased, at least in terms of representation of the electoral lists.

Certainly, it should be recalled that the period from December 2017 until the present day has been marked by significant changes in the personnel structure of the public service. Two members of the RTCG Council were initially illegitimately removed due to an alleged failure to comply with the guidelines for performing their functions (Goran Djurović and Nikola Vukcevic). The NGO sector disapproved of this action and organised a protest to highlight how Montenegro needs an independent public service separate from political influence by the authorities. This issue had been behind the dismissal of these members, according to the NGO. The President of the RTCG Council was also dismissed and replaced by the newly elected member of the Council, Ivan Jovetic.

Recent events in the RTCG Council have represented a series of activities by the ruling coalition, through which it has regained control over the public service. In the period after the local elections, the general director of RTCG, Andrijana Kadija, and Vladan Micunovic, director of TVCG, were replaced. The ongoing events related to public service were negatively characterised by the United States (U.S.) State Department, which evaluated it as an act that undermines media freedom and pertinent to Montenegro's integration into the Euro-Atlantic community.

Political control over the public service by the ruling coalition has also been regarded negatively by the European Union (EU), which emphasises media freedom and freedom of expression as key principles for negotiating Chapter 23.

Criticism also came from OSCE which emphasised that politics should not interfere with the management of the public service.

Recalling the integrity of Kadija and Micunovic and their independence in performing their duties in relation to the ruling coalition and parliamentary opposition, as well as the importance of the freedom of the media and expression, the non-governmental sector strongly condemned the dismissal of Kadija and Micunovic by the ruling DPS.

XIII International and domestic observers

The Law on the Election of Councillors and Representatives prescribes that authorised representatives of domestic non-governmental organisations registered to monitor the exercise of political freedoms and rights may observe the course of the election and the work of election administration bodies. Domestic NGOs interested in monitoring the elections must submit an application to the State Election Commission, which within 48 hours of receiving the application, issues or denies official authority. Election authorities are obligated to enable the foreign and domestic observer to monitor the course of the election and the work of the election administration bodies. The electoral committee shall mention in the record the presence of observers at the polling station. The State Election Commission may, at the proposal of the election management authority, revoke the authorisation or identification card of the person to whom it is issued, if the individual does not respect the rules on maintaining order at the polling station or rules regarding the work of the election administration body.

A. International observers

International observers of these elections include the U.S. Embassy (19) and the European Union Delegation to Montenegro as well as the Embassies of the Member States of the European Union (18).

According to the data concerning the State Election Commission, international observers of the presidential elections (15 April, 2018) included OSCE (93), ODIHR (154) Council of Europe (18), European Parliament (14), U.S. Embassy in Montenegro (21) the Embassy of the Kingdom of the Netherlands (1), the State Election Commission of Macedonia (four), the Embassy of Canada in Serbia (one), the Central Election Commission of the Republic of Kosovo (seven), and the NGO Silba (24).

B. Domestic observers

In terms of domestic observers, the official authority to monitor the elections was received by CeMI (836), the Centre for Democratic Transition (CDT) (216) and the Network for the Promotion of the Non-Governmental Sector (MANS) (9).

For the monitoring of the previous presidential elections held on 15 April 2018, the national observers were CeMI (1340), the Centre for Democratic Transition CDT (329), the Network for Affirmation of the Non-Governmental Sector (MANS) (9) and the women's organisation Feniks Berane (4).

XV COMPLAINTS AND APPEALS

The positive regulations of Montenegro ensure the administrative and judicial protection of electoral rights. In the administrative procedure it is possible to appeal to the competent municipal election commissions and the State Election Commission. It is also possible to

appeal the decision of the State Election Commission to the Constitutional Court.

During the electoral process, interested subjects file complaints to the relevant municipal election commissions and the State Election Commission in accordance with the Law on the Election of Councillors and Deputies or to the Constitutional Court.

In principle, the complainants must first contact the competent municipal election commission, and only afterwards attain the right to contact the State Election Commission or the Constitutional Court as the final instance in the system of protection of electoral rights in Montenegro.

At the level of municipal election commissions, several complaints were filed by political entities, which were consistently decided at the municipal level.

For example, OIK Kolašin received an objection from Demokratska Crna Gora that was adopted and related to the irregularity of one ballot paper in two polling stations.

The same Municipal Election Commission received a complaint from the SDP that referred to the list of DPS, where Jelena Rakocevic was alleged as not residing in Kolašin. This objection was rejected because of timidity.

DPS sent and then withdrew its objection to the MEC of Kolašin for allegedly rounding up the ballot papers of several polling stations, at conflict with the positive regulations of Montenegro. As this objection was later withdrawn, there was no legal basis for the declaration by the MEC.

The State Election Commission received a complaint from the political party Demokratska Crna Gora on the conclusions of the OIK Žabljak, the objection of the DPS to the SIK Sovnik Decision, the complaint of the Citizens Alliance for Changes (SDP - DEMOS - Free Citizens) No. 746 on the Decision of the ICGG Podgorica number 5205 / 18-1 from 30.05.2018. The complaint of the Citizens' Alliance for Change (SDP - DEMOS - Free Citizens) No. 747 on the Decision of the ICGG Podgorica No. 5205 / 18-1 of 30 May 2018. The most significant of these objections were just the last two mentioned, because after that the constitutional appeal of the Civic Alliance for Changes and the Constitutional Court decision was submitted, which will certainly be more word in the following months.

These local elections were marked by the decision of the Constitutional Court of Montenegro regarding the appeal of the Civic Alliance for Changes after the completion of the elections for the local parliament of the capital. By a majority of votes, the judges of the Constitutional Court assessed that it was not necessary for voters to confirm with their signature that they had taken the ballot paper. Through these decisions, but also by more frequent media attacks on bodies that have the right and obligation to protect citizens' active and passive voting rights, additional distrust has been introduced in the electoral process. Indeed, we must also consider that the Constitutional Court acted differently in similar petitions regarding the elections in Petnjica and Tuzi, which were also organised this year. We hope that all bodies, and especially the Constitutional Court of Montenegro, as one of the most responsible and important bodies in Montenegro, will harmonise their practices in future processes and ensure a higher level of trust in the electoral process. We are aware of the fact that jurisprudence is not a major source of law, but inconsistent judgements of the highest judicial institutions of this country will certainly not help strengthen the rule of law or protect electoral rights. Therefore, we hope that judges of the Constitutional Court will leave as little doubt as possible in the subjects of the electoral process with clear and substantiated judgements, resolutions and other legal acts, and thereby support the enactment of democracy, the protection of basic human rights and freedoms of all citizens of Montenegro, and the strengthening and independence of all institutions of this country.

XVI Recommendations

Priority recommendations

1. **Electoral reform.** It is necessary to implement a comprehensive and inclusive electoral reform that would include the adoption of a new (1) law on the election of councillors and members of parliament (MPs), and minor corrections; (2) a law on the election of presidents of Montenegro and related legislation; (3) a law on the electoral register; (4) a law on financing political entities and election campaigns. In addition, the reform should include amendments to the set of related laws: (5) an electronic media law; (6) a law on registers of permanent and temporary residence; and (7) a law on preventing corruption. Comprehensive reform would regulate all issues in past and future electoral processes.
2. **Professionalisation and depoliticisation of the State Election Commission and the President of the Municipal Election Commission.** It is necessary to perform ensure the full professionalisation and depoliticisation of the composition of the State Election Commission, which would be comprised of five professionals from the field of law (if possible with emphasis on electoral law). Representatives of the certified electoral lists should not take part in the work of the State Election Commission or have the right to vote, and instead should merely observe and examine the files of the State Election Commission. It is necessary to professionalise the position of the President of the Municipal Election Commission, who would be appointed by the State Election Commission based on law-defined criteria. Political parties according to a similar model would assign other members.

Other recommendations

A. To the Parliament of Montenegro

1. *The existing electoral system for local elections should be changed by introducing the following possibility: a voter would be able to choose a candidate from the same list using five preferential mandatory votes. This will increase the influence of voters on the selection of specific MPs, and strengthen the relationship between citizens and their elected representatives.*
2. *Through the change to the Law on the Election of Councillors and MPs, equality of members of the Roma community should be guaranteed because they do not currently enjoy equal status with members of the minority community, which in a similar percentage participate in the total population. It should be mandatory to prepare a certain proportion of the election materials in the Roma language.*
3. *In accordance with international obligations, it is necessary to define the concept of the term 'monitoring the election' via the Law on the Election of Councillors and MPs in a way that provides clear insights for domestic and foreign observers of the election process in the electoral material. It is necessary to more precisely and legally edit assigning MEC and polling board members so that they would not depend on political turmoil and decisions of the municipal and State Election Commission.*

4. *It is necessary to change the Law on the Election of Councillors and MPs so that all aspects of the voting board's work would be thoroughly regulated by law.*
5. *The Law on Registers of Permanent and Temporary Residence should be changed and an efficient means of removing ineligible persons from the residence registry should be introduced, as well as an institute for field assessment in order to remove from the registry those voters who have fake residence. This would increase the accuracy of the data of the central electoral register.*
6. *State financing of regular work and campaigns for political parties should be legally conditioned by the introduction into the statute and implementation of democratic procedures for the election of candidates for deputies and council functions, and the direct election of party leadership by party members.*
7. *In order to ensure full respect of the principles of election silence, we believe that the law should make political subjects who participate in elections responsible for respecting the election silence on social networks.*
8. *Regulate the term 'invalid ballot' more clearly to avoid contradictory interpretations.*

B. To the Anti-Corruption Agency

9. *Highlight the importance of the commitment of political subjects to opening a special bank account before submitting the candidacy if they begin the campaign before have submitted the list of candidates;*
10. *Review all of the details concerning the 'stray mail' affair, as well as other charges of misuse of state resources related to both the government candidate and the opposition candidates with the highest support in elections.*

C. To the State Election Commission and municipal election commissions

11. *In order to guarantee the integrity of the results of the elections and ensure that they are accepted by all political entities and citizens, it is necessary that the State Election Commission take an independent, objective, professional and transparent attitude in the decision-making process. The tabulation of results should be completely transparent, so that all members of SEC, but also the observers and interested public, could follow the processing of results received by the MEC;*
12. *Strengthen the capacity of the SEC with professionals in the field of statistics so that in the future SEC would present the preliminary results of the elections on the election night;*
13. *Offer access to the media at SEC sessions;*
14. *Special attention should be paid to verifying the credentials of the signature to avoid misuse;*
15. *Increase the level of professionalism when it comes to accuracy in information publishing on the official website of the State Electoral Commission;*
16. *Create websites (for MEC Žabljak and MEC Gusinje) and improve the condition of the existing websites of municipal electoral commissions (MEC Kolašin, MEC Plužine and MEC Petnjica) in relation to the proactive activity and publishing information critical to the implementation of the elections;*
17. *To ensure that the permanent composition of MEC Ulcinj has a lawfully prescribed number of representatives of the parliamentary opposition and that the constant com-*

position of the MEC Tivat has the prescribed total number of members;

18. *Solve the problem of establishing small polling stations that have 10 or fewer voters, and cause a violation of the secrecy of voting and economic profitability, by providing these voters with transportation to larger polling stations. Also, work on educating the polling boards to prevent other forms of violations of secrecy in voting;*
19. *Improve conditions at the polling stations for people with disabilities (resolve problems or find other polling stations) to avoid voting outside the ballot site;*
20. *Highlight to the polling boards the importance of working in full composition in order to avoid situations where a polling board consists of four members and not five, as determine by the Law on the Election of Councillors and MPs;*
21. *Equalise the practices of the polling board on the matter of treating individuals who are not recognised by the electronic identification device;*
22. *Allow people who have a diplomatic passport or who are not recognised by the electronic identification device to vote using the visual identification of voters;*
23. *During training, emphasise the obligation of the President and members of the polling board to carry accreditation at the polling station because this obligation is neither highlighted in the rules on the work of polling boards, nor in the manual for the training of the polling boards;*
24. *It is necessary to work on the education of the President and members of the polling board on banning the use of mobile phones at the polling station.*

D. To the Ministry of Internal Affairs

25. *Work on the periodic control of the resident register based on a random sample of the territory of Montenegro, in order to reduce abuse;*
26. *Create new mechanisms to further improve the voter list in order to minimise cases of voters mistakenly being in the electoral register;*
27. *Improve cooperation between the State Election Commission, the municipal election commissions and the Ministry of Internal Affairs to reduce the number of citizen appeals who, even though they have a valid ID card and meet all of the conditions to vote, are refused because they are not on the electoral register;*
28. *Provide accredited NGO observers who are specialised in monitoring elections in order to control the electoral register following the model of the 2016 parliamentary elections.*

E. To prosecutors and courts

29. *Process charges for violating electoral rights more quickly than in previous electoral processes;*
30. *Equalise the practices of the Constitutional Court of Montenegro in deciding on appeals in the electoral process to avoid legal insecurity.*

Sastav glavnog tima misije

Nikoleta Tomović, šefica misije

Zlatko Vujović, zamjenik šefa misije

Bojan Božović, pravni ekspert

Ivana Vujović, ekspertkinja za paralelno prebrojavanje glasova

Milena Nikolić, ekspertkinja za paralelno prebrojavanje glasova

Teodora Gilić, ekspertkinja za medije i odnose sa javnošću

Vladan Radunović, koordinator mreže posmatrača

CIVIC MONITORING OF THE LOCAL ELECTIONS
Montenegro 2018

**Processed data
collected from CeMI's
observers**

Annex

Opening of polling stations

The president of the polling board is:	Number of answers	%
Male	266	76.0
Female	84	24.0
Total	350	100

Were there any physical barriers that prevented people with disabilities accessing polling stations (high doorstep, stairs...)?	Number of answers	%
Yes	112	32.0
No	238	68.0
Total	350	100

Were all election materials available in languages of national minorities?	Number of answers	%
Yes	164	46.9
No	137	39.1
I don't know	49	14.0
Total	350	100

Were the election materials available in Braille?	Number of answers	%
Yes	188	53.7
No	100	28.6
I don't know	62	17.7
Total	350	100

Did the polling board check if all the conditions for voting were provided before opening?	Number of answers	%
Yes	317	90.6
No	33	9.4
Total	350	100

Were the responsibilities of the members of the polling board defined by the drawing of lots?	Number of answers	%
Yes	311	88.9
No	39	11.1
Total	350	100

Was the number of voters announced and entered into the protocol of the polling board?	Number of answers	%
Yes	325	92.9
No	7	2.0
I don't know	18	5.1
Total	350	100

Were all the ballots stamped by the polling board?	Number of answers	%
Yes	333	95.1
No	6	1.7
I don't know	22	3.2
Total	350	100

Was the device for electronic identification of voters set up so that most members of polling boards were able to see it?	Number of answers	%
Yes	343	98.0
No	7	2.0
Total	350	100

Were there any technical problems when device for electronic identification of voters were activated?	Number of answers	%
Yes	10	2.9
No	340	97.1
Total	350	100

Was the polling box transparent?	Number of answers	%
Yes	4	1.1
No	346	98.9
Total	350	100

The ballot box...	Number of answers	%
was properly sealed, the signed control ballot was in the box	349	99.7
was NOT properly sealed	1	0.3
Total	350	100

Did the first voter put the ballot in the ballot box?	Number of answers	%
Yes	331	94.6
No	1	0.3
I don't know	18	5.1
Total	350	100

Were there all election material at the polling board?		Number of answers	%	Total
Electronic device for identification of voters	Yes	350	100	100
	No	0	0.0	
Two eTokens (electronic keys) for activation of the device for electronic identification of voters	Yes	349	99.7	100
	No	1	0.3	
Number of needed ballots provided	Yes	349	99.7	100
	No	1	0.3	
Number of needed templates for voting provided	Yes	349	99.7	100
	No	1	0.3	
Joint electoral lists	Yes	350	100	100
	No	0	0.0	
Two printed extracts from the electoral register (one for voting by letter)	Yes	350	100	100
	No	0	0.0	
Ballot boxes at the polling station	Yes	350	100	100
	No	0	0.0	
Portable ballot box for voting by letter at the polling station	Yes	348	99.4	100
	No	2	0.6	
Special and official envelopes for voting provided	Yes	347	99.1	100
	No	3	0.9	
form for the protocol of the polling board at the polling station	Yes	350	100	100
	No	0	0.0	

Opening	Number of answers	%
The polling station opened on time (7am)	344	98.3
The polling station opened with a delay of less than 15 minutes	4	1.1
The polling station opened with a delay of more than 15 minutes	2	0.6
The polling station was not opened	0	0.0
Total	350	100

Were there any complaints/remarks on the opening procedure of the polling station by polling board members, and were they entered into the protocol?	Number of answers	%
There were no complaints	337	96.3
There were some complaints that did not affect the voting process	12	3.4
There were some unreasonable complaints	0	0.0
There were reasonable complaints that seriously affected the process	1	0.3
Total	350	100

Evaluation of the polling station	Number of answers	%
VERY GOOD	223	63.7
GOOD	117	33.4
BAD	7	2.0
VERY BAD	3	0.9
Total	350	100
AVERAGE	3.60 (SD=0.58)	

The voting process

Were the authorised representatives of lists/parties present?	Number of answers	%
Yes	355	96.4
No	13	3.6
Total	368	100

Were there any other domestic non-partisan observers?	Number of answers	%
Yes	92	25.0
No	276	75.0
Total	368	100

Did all polling board members and all observers have good overview of the voting procedure?	Number of answers	%
Yes	360	97.8
No	8	2.2
Total	368	100

Were you or is anyone else prevented from observing the voting procedure in any way?	Number of answers	%
Yes	5	1.4
No	363	98.6
Total	368	100

Did you notice the presence of any uniformed or unauthorised persons at the polling station?	Number of answers	%
Yes	3	0.8
No	365	99.2
Total	368	100

If yes, who was at the polling station?	Number of answers	%
Police officer (uninvited)	2	66.7
Political party activist	1	33.3
Total	3	100

Were that persons interrupted electoral process?	Number of answers	%
Yes	1	33.3
No	2	66.7
Total	3	100

Did you notice any campaign activities near the polling station (party symbols are prohibited with a 100m radius)?	Number of answers	%
Yes	4	1.1
No	364	98.9
Total	368	100

Did voters experience difficulties with physical access to the polling station in any way?	Number of answers	%
Yes	22	6.0
No	364	94.0
Total	368	100

Was there a crowd in front of the polling station?	Number of answers	%
Yes	15	4.1
No	353	95.9
Total	368	100

Were there tensions or disturbances of the public order in front of the polling station?	Number of answers	%
Yes	2	0.5
No	366	99.5
Total	368	100

Were there any output polls in front of the polling station?	Number of answers	%
Yes	5	1.4
No	363	98.6
Total	368	100

Were there any other problems near the polling station?	Number of answers	%
Yes	1	0.3
No	367	99.7
Total	368	100

Was there a crowd into the polling station?	Number of answers	%
Yes	5	1.4
No	363	98.6
Total	368	100

Did you notice campaign-related materials at the polling station?	Number of answers	%
Yes	0	0.0
No	368	100
Total	368	100

Did you notice anyone trying to influence voters about who to vote for at the polling station?	Number of answers	%
Yes	1	0.3
No	367	99.7
Total	368	100

Did you notice tensions or disturbances of the public order?	Number of answers	%
Yes	7	1.9
No	361	98.1
Total	368	100

Did you notice the presence of any armed persons at the polling station?	Number of answers	%
Yes	0	0.0
No	368	100
Total	368	100

Did you notice any other problems at the polling station?	Number of answers	%
Yes	1	0.3
No	367	99.7
Total	368	100

Were there, to this point, any official complaints at the polling station?	Number of answers	%
Yes	6	1.6
No	362	98.4
Total	368	100

Were there problems while using the device for electronic identification of voters?	Number of answers	%
Yes	14	3.8
No	354	96.2
Total	368	100

Were there voters who did not vote because their name was not in the excerpt from the electoral register for this polling station?	Number of answers	%
Yes	94	25.5
No	274	74.5
Total	368	100

Were there voters who tried to vote with an old (non-biometric) identity card?	Number of answers	%
Yes	6	1.6
No	362	98.4
Total	368	100

Was there any group voting (several family members at the same time, for example)?	Number of answers	%
Yes	96	26.1
No	272	73.9
Total	368	100

Did someone vote or try to vote more than once?	Number of answers	%
Yes	1	0.3
No	367	99.7
Total	368	100

Were there situations in which someone voted on behalf of someone else?	Number of answers	%
Yes	8	2.2
No	360	97.8
Total	368	100

Did any polling board members or observers use a mobile phone at the polling station?	Number of answers	%
Yes	40	10.9
No	328	89.1
Total	368	100

Was someone keeping a record of the names of voters who voted?	Number of answers	%
Yes	29	7.9
No	339	92.1
Total	368	100

Were there any cases where a voter said out loud who they had voted for or showed who they had voted for in any other way?	Number of answers	%
Yes	9	2.4
No	359	97.6
Total	368	100

If the answer is YES, was that ballot annulled?	Number of answers	%
Yes	3	33.3
No	6	66.7
Total	9	100

Did the polling board follow the procedure of electronic identification of voters?	Number of answers	%
Yes	344	93.5
No	24	6.5
Total	368	100

Was the control coupon that was detached after the electronic identification of voters signed by two members of the polling board (one from the ruling parties and one from the opposition)?	Number of answers	%
Yes	342	93.9
No	26	7.1
Total	368	100

Did voters get a stamped ballot?	Number of answers	%
Yes	350	95.1
No	18	4.9
Total	368	100

Did voters personally sign next to their name in the excerpt from the electoral register?	Number of answers	%
Yes	351	95.4
No	17	4.6
Total	368	100

Were all polling board members or their deputies present all the time?	Number of answers	%
Yes	335	91.0
No	33	9.0
Total	368	100

Was there good cooperation between you and the polling board during the monitoring?	Number of answers	%
Yes	346	94.0
No	22	6.0
Total	368	100

Did a loss of electricity occur at the polling station?	Number of answers	%
Yes	19	5.2
No	349	94.8
Total	368	100

Was visual identification of voters used in the case of a loss of electricity?	Number of answers	%
Yes	13	68.4
No	6	31.6
Total	19	100

Was the occurrence of the loss of electricity and visual identification of voters stated in the protocol?	Number of answers	%
Yes	16	84.2
No	3	15.8
Total	19	100

Do you noticed any other procedural mistakes?	Number of answers	%
Yes	4	1.1
No	364	98.9
Total	368	100

Evaluation of the polling station	Number of answers	%
Very good	227	61.7
Good	134	36.4
Bad	4	1.1
Very bad	3	0.8
Total	368	100
Average	3.59 (SD=0.559)	

Closure of polling stations and vote counting

Were there voters waiting in front of the polling station at 8pm?	Number of answers	%
Yes	6	1.7
No	351	98.3
Total	357	100

If yes, are they allowed to vote?	Number of answers	%
Yes	5	83.3
No	1	16.7
Total	6	100

Was the polling station closed at 8pm?	Number of answers	%
Yes	352	98.6
No	5	1.4
Total	357	100

Did the president of the polling board ask the polling board members if they had any complaints and did he/she enter them in the protocol?	Number of answers	%
Yes	345	96.6
No	12	3.4
Total	357	100

Did the polling board at the moment of closing the polling station access the collection of data from the device for electronic identification of voters by choosing the option STATISTICS on the device screen?	Number of answers	%
Yes	336	94.1
No	21	5.9
Total	357	100

Were there problems while turning off the device for electronic identification of voters?	Number of answers	%
Yes	7	2.0
No	350	98.0
Total	357	100

Was the device for electronic identification of voters packed in the proper state into the box in which it was delivered to the polling station?	Number of answers	%
Yes	352	98.6
No	5	1.4
Total	357	100

Did the polling board determine the number of unused ballots?	Number of answers	%
Yes	352	98.6
No	5	1.4
Total	357	100

Did the polling board determine the number of control coupons that were detached from the ballots and the number of signed printed confirmations of the electronic identification of voters?	Number of answers	%
Yes	353	98.9
No	4	1.1
Total	357	100

Did the polling board, based on the printed excerpt from the electoral register, determine the total number of voters who voted?	Number of answers	%
Yes	354	99.2
No	3	0.8
Total	357	100

Was the number of voters entered into the protocol before opening the ballot box?	Number of answers	%
Yes	308	86.3
No	49	13.7
Total	357	100

Were the ballots from the portable ballot box for voting by letter immediately put into the regular ballot box after opening it?	Number of answers	%
Yes	342	95.8
No	15	4.2
Total	357	100

Was the seal on the ballot box untouched?	Number of answers	%
Yes	347	97.2
No	10	2.8
Total	357	100

Was the control paper found in each ballot box?	Number of answers	%
Yes	353	98.9
No	4	1.1
Total	357	100

Was the control paper found in polling box identical with control paper of polling board?	Number of answers	%
Yes	344	96.4
No	10	2.8
I do not know	3	0.8
Total	357	100

Was the choice on each ballot pronounced out loud?	Number of answers	%
Yes	334	93.6
No	23	6.4
Total	357	100

Was the decision on valid/invalid ballots legitimate?	Number of answers	%
Yes	344	98.6
No	5	1.4
Total	349	100
No answer	8	2.2

Were there ballots that had been signed or marked by the voters?	Number of answers	%
Yes	61	17.1
No	296	82.9
Total	357	100

If the answer to the previous question is YES, were those ballots declared invalid?	Number of answers	%
Yes	59	96.7
No	2	3.3
Total	61	100

Was the criterion for the decision on valid/invalid ballots applied consistently?	Number of answers	%
Yes	295	82.6
No	28	7.8
I can not judge	34	9.5
Total	357	100

Were there any significant similarities between the invalid ballots?	Number of answers	%
Yes	34	9.5
No	304	85.2
No answer	19	5.3
Total	357	100

Were all the polling board members able to check ballots?	Number of answers	%
Yes	339	95.0
No	18	5.0
Total	357	100

Did the polling board announce the number of invalid ballots and enter that number into the protocol?	Number of answers	%
Yes	344	96.4
No	13	3.6
Total	357	100

Were any observers removed (kicked out) from the polling station during vote counting?	Number of answers	%
Yes	4	1.1
No	353	98.9
Total	357	100

Were any polling board members unable to check a ballot at their request?	Number of answers	%
Yes	339	95.0
No	18	5.0
Total	357	100

Were the protocol signed before the end of the procedure?	Number of answers	%
Yes	344	96.4
No	13	3.6
Total	357	100

Did you notice any forgeries in the electoral register, results or the protocol?	Number of answers	%
Yes	3	0.8
No	354	99.2
Total	357	100

Did the polling board have any difficulties with filling in the protocol?	Number of answers	%
Yes	12	3.4
No	345	96.6
Total	357	100

Were any numbers altered after they were entered into the protocol by the polling board?	Number of answers	%
Yes	10	2.8
No	347	97.2
Total	357	100

Were there any official complaints on the vote-counting process?	Number of answers	%
Yes	5	1.4
No	352	98.6
Total	357	100

Did any polling board member refuse to sign off the protocol?	Number of answers	%
Yes	59	16.5
No	298	83.5
Total	357	100

Did all the polling board members agree with the numbers entered into the protocol?	Number of answers	%
Yes	353	98.9
No	4	1.1
Total	357	100

Was a copy of the protocol released?	Number of answers	%
Yes	341	95.5
No	16	4.5
Total	357	100

Were there any independent domestic observers on the vote-counting process, except you?	Number of answers	%
Yes	89	24.9
No	268	75.1
Total	357	100

Were there any unauthorized persons on the vote-counting process?	Number of answers	%
Yes	7	2.0
No	350	98.0
Total	357	100

Did all the people who asked for a copy of the protocol receive it?	Number of answers	%
Yes	342	95.8
No	15	4.2
Total	357	100

Were any observers deprived of clear oversight of the vote-counting procedure?	Number of answers	%
Yes	11	3.1
No	346	96.9
Total	357	100

Evaluation of the polling station	Number of answers	%
Very good	238	66.7
Good	106	29.7
Bad	8	2.2
Very bad	5	1.4
Total	357	100
Average	3.62(SD=0.61)	

