

REGULATORY
AUTHORITY FOR
ELECTRONIC
MEDIA

Trg Nikole Pašića 5
11103 Belgrade, Serbia
www.rem.rs

Number: 690/2025/1

Date: 03/09/2025

Belgrade

To the REM Council

**Subject: Ex officio report on illicit political advertising in the programme of MSP PRVA
TELEVIZIJA d.o.o. Beograd – Prva**

The Regulatory Authority for Electronic Media received a complaint of the Crta organisation (690/2025, 30/05/2025) against the media service provider Prva due to the broadcasting, from 29 April to 16 May 2025, it is stated, of programme content "which enabled, during the election campaign for the election of councillors to the Zaječar Town Assembly and the Kosjerić Municipal Assembly, deceptive political advertising in favour of the electoral list Hands Off Serbia – Aleksandar Vučić, with the Centre for Social Stability, an entity that does not participate in the elections, formally listed as the advertiser". The dates and start of programme content broadcasting are stated.

The received complaint has the status of notification, and the report was compiled ex officio.

By reviewing the content of the programme of the MSP Prva for the specified period (29 April – 16 May 2025), it was observed that ads containing political content were broadcast, in connection with the call to the political rally in Niš on 17 May. The subject of the analysis are ads listed in Crta's complaint.

1. 29/04/2025 18:47:02 – 18:47:40

Transcript of the spoken text (female voice): "RTS has been blocked for more than two weeks. Two weeks of humiliation of journalists. Two weeks of blocking information. Imagine if someone had blocked those that sowed hate. Those that inspire and support today's blockaders. But they are silent now. We will not be silent. You have attacked the state. And that is why you are losing support. You cannot block the truth. Hands Off Serbia! In the centre of Niš, on 17 May. Peacefully, with dignity, united".

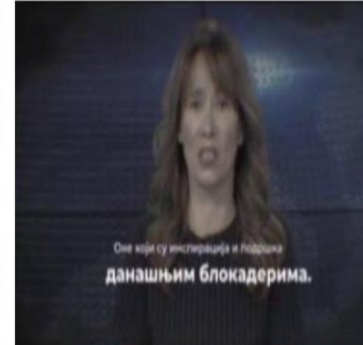
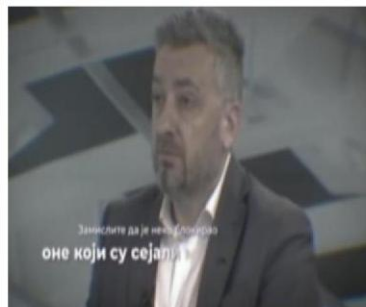
The spoken text was also displayed on the screen during the broadcasting of the ad.

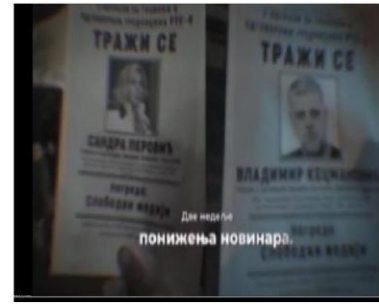
In the visual part, among other things, there were scenes showing journalists and editors of TV Nova S and N1 (Zana Cimili, Goran Dimitrijević, Slobodan Georgiev, Jelena Obućina, Jelena

tel: 011/2028 700
fax: 011/2028 745
e-mail: office@rem.rs
TIN: 102945724
Registry number: 17488554

Kikić, Željko Veljković, Žana Bulajić, Maja Žeželj, Nataša Miljković). Their appearance was accompanied by spoken and written words, as those who sowed hatred. A sequence was shown from a sitting of the National Assembly of Serbia in which an opposition politician Miloš Jovanović was spraying Members of Parliament with a spray, along with the words of a voice off-screen: "You have attacked the state".

Also shown were the sequences with an RTS female journalist whose work the participants in the blockade of RTS were disrupting and a sequence with a form of wanted circulars for the editors of RTS Sandra Perović and Vladimir Kemanović carried by participants in the blockade along with a comment spoken off-screen and written on the screen: "Two weeks of humiliation of journalists". There were also scenes from a rally of government supporters in Belgrade on 12 April, along with the words "We will not be silent".





The ad ended with the words and text: "Hands Off Serbia! In the centre of Niš, on 17 May. Peacefully. With dignity. United" which visually looked like this:



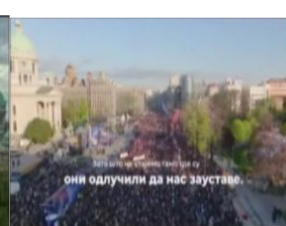
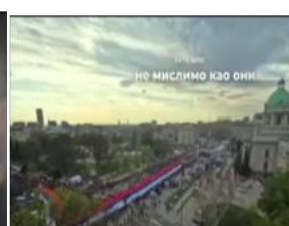
2. 30/04/2025 17:53:30 – 17:53:14; 01/05/2025 17:52:58 – 17:53:41

Transcript of the spoken text (female voice): “While we wanted to celebrate and crack Easter eggs, they decided to crack heads. Because we do not think like they do. Because we do not stop where they decided to stop us. These are not protests. This is not freedom. This is organised violence against free people. In the name of tolerance, they hit. In the name of democracy, they block information. And in the name of the people, they belittle the people. Serbia will not stop where you decided to stop it.

Hands Off Serbia, in the centre of Niš, on 17 May. Peacefully. With dignity. United".

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part of the video clip, there were scenes of children with Easter eggs, two times a scene with a man with head injury – “their” victim, scenes from protests, as well as from a rally organised by government supporters. “They” are the ones, as demonstrated by the broadcast scenes, who perpetrate violence and belittle the people, while “we” enjoy Easter eggs, do not think like “they” do, “we” are dignified and united.





The ad ended with the words and text: "Hands Off Serbia! In the centre of Niš, on 17 May. Peacefully. With dignity. United" which visually looked like this:

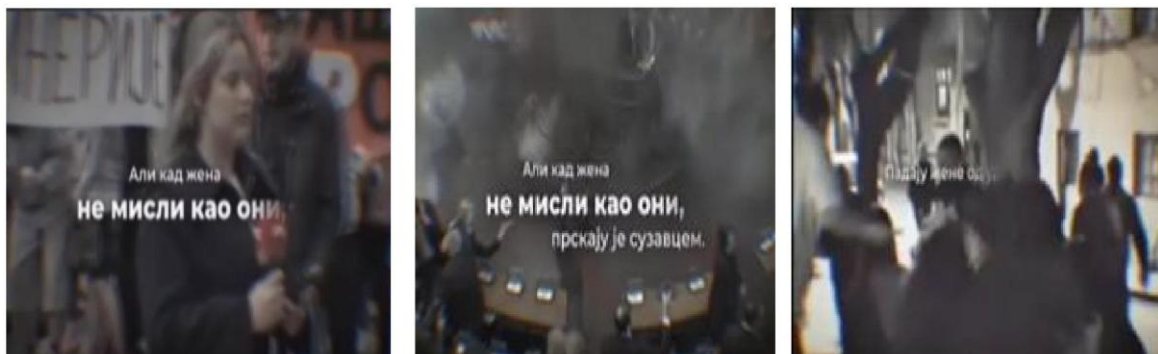


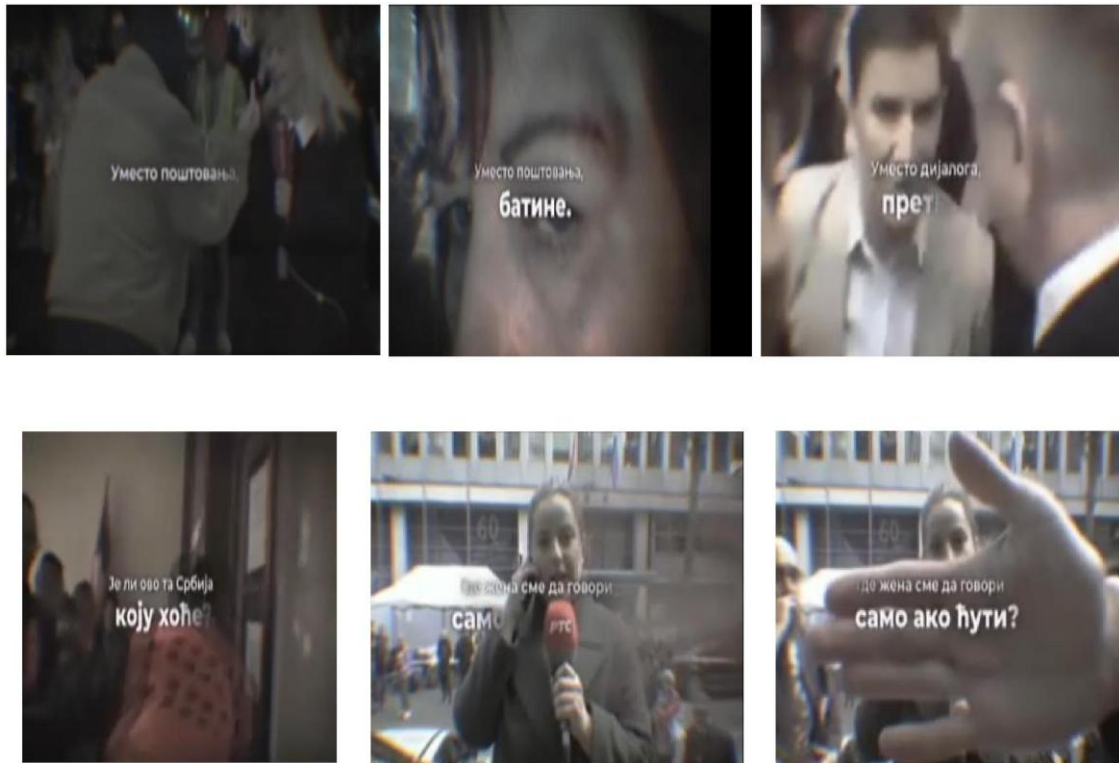
3. 30/04/2025 18:49:32 – 18:50:06

Transcript of the spoken text (female voice): "They are big on words when it comes to fighting for women's rights. But when a woman doesn't think like them, they spray her with tear gas. They swear. They throw things. They push. And they record and celebrate all of it. Punched and kicked and pelted with stones, women fall. Instead of dialogue, threats. Is this the Serbia they want? Where a woman is only allowed to speak if she stays silent? Hands Off Serbia, in the centre of Niš, on 17 May. Peacefully, with dignity, united".

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part of the video clip, there were scenes of clashes at protests, disorder at a parliamentary sitting (Ana Brnabić and Milovan Djilas), disruptions to the work of a female journalist of RTS and TV Informer, a scene showing an injured women, and "they" were doing all of it.





The ad ended with the words and text: "Hands Off Serbia! In the centre of Niš, on 17 May. Peacefully, with dignity, united" which visually looked like this:



4. 01/05/2025 18:43:59 – 18:44:32; 02/05/2025 18:44:59 - 18:45:32

Transcript of the spoken text (female voice): "Attacked. From the back. At his work. Professor. Patriot. Sportsman. Knocked down. Humiliated. Ambulance tyres punctured. In order to finish what they started. Because they have no arguments. Because they hate everything they cannot break. This is not a protest. This is a lynching. Hands off Serbia! In the centre of Niš, on 17 May. Peacefully. With dignity. United."

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part of the video clip, there was footage of the attacks on the dean of the College of Sports and Physical Education in Novi Sad, Patrik Drid, with accusations that it was a lynching and that "they" "hate everything that they cannot break", while "we" "will not give up Serbia".



The ad ended with the words and text: "Hands Off Serbia! In the centre of Niš, on 17 May. Peacefully. With dignity. United" which visually looked like this:

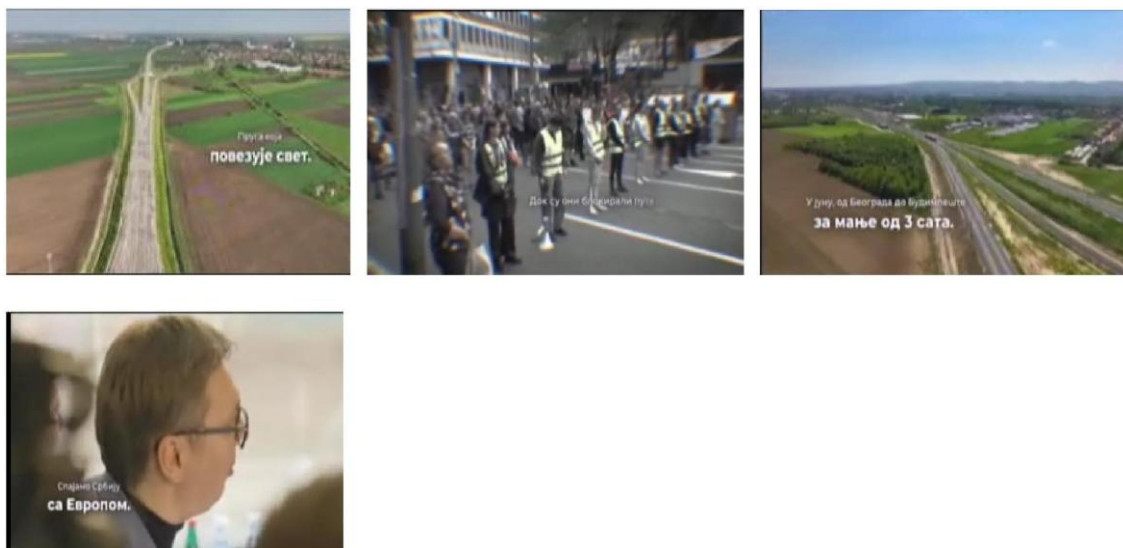


5. 02/05/2025 17:51:57 – 17:52:24; 03/05/2025 18:46:18 – 18:46:45; 04/05/2025 17:21:03 – 17:21:29; 06/05/2025 18:48:01 – 18:48:29

Transcript of the spoken text: "The railway connecting the world. While they were blocking the roads, we were building new connections. In June, from Belgrade to Budapest in less than three hours. We are connecting Serbia to Europe. We are connecting it to the world. We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš."

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part, there were scenes showing successes of the government and two scenes in which "they" were blocking the street, while "we" were connecting Serbia to Europe and the world.



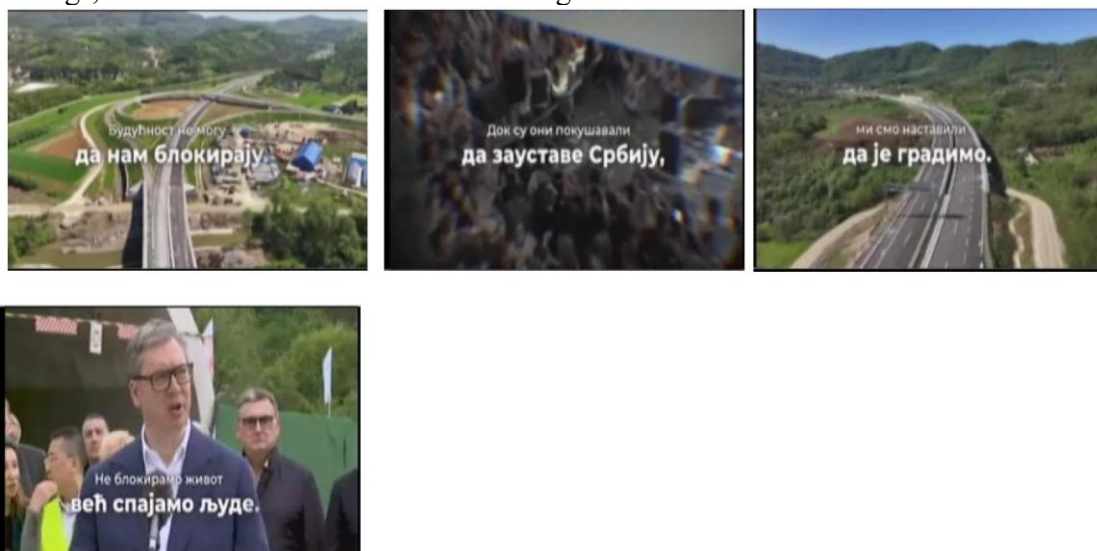
The ad ended with the words and text: "We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš", which visually looked like this:



6. 03/05/2025 17:51:07 – 17:51:33; 04/05/2025 18:45:27 – 18:45:55; 05/05/2025 18:45:53 – 18:46:20

Transcript of the spoken text (female voice): "They cannot block our future. While they were trying to stop Serbia, we continued building it. By St. Vitus Day, 19.5 new kilometres of the Miloš the Great highway will be opened. We do not block life; we bring people together. We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš." The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part, there were two scenes from protests, along with the comment that "they" were trying to stop Serbia, while the rest were scenes showing successes of the government and, among other things, the statement "We continued building it".



The ad ended with the words and text: "We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš", which visually looked like this:



7. 04/05/2025 17:52:42 – 17:53:13; 05/05/2025 17:57:10 – 17:57:41; 06/05/2025 17:52:58 – 17:53:29; 07/05/2025 18:30:31 – 18:31:02

Transcript of spoken text (female voice): "While they were blocking several old streets... a new city was beginning to emerge from the ground. A stadium. Pavilions. Apartments. A new railway line. The EXPO in Surčin elevates Serbia. New life, new energy. We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš."

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part, there were two scenes in which "they" were blocking streets, followed by scenes showing the construction of facilities for the Expo and what they would look like once finished.



The ad ended with the words and text: "We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš", which visually looked like this:



8. 07/05/2025 17:53:34 – 17:54:04; 15/05/2025 18:58:59 – 18:59:28; 16/05/2025 18:46:30 – 18:46:59

Transcript of the spoken text (female voice): "With the new EXPO 2027 global exposition complex, the new urban rail route will connect the Nikola Tesla Airport and the main railway station Prokop. It will make daily life of thousands of Belgraders easier. Belgrade is getting an underground before an underground. Tracks under construction. Future on the move. Serbia is not standing still. We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš"

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part, sequences from the Expo construction site were shown, as well as of what Expo would look like when completed, of the construction site for the tracks from the airport to the Prokop railway station and of President Vučić in connection with tracks under construction.



The ad ended with the words and text: "We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš", which visually looked like this:

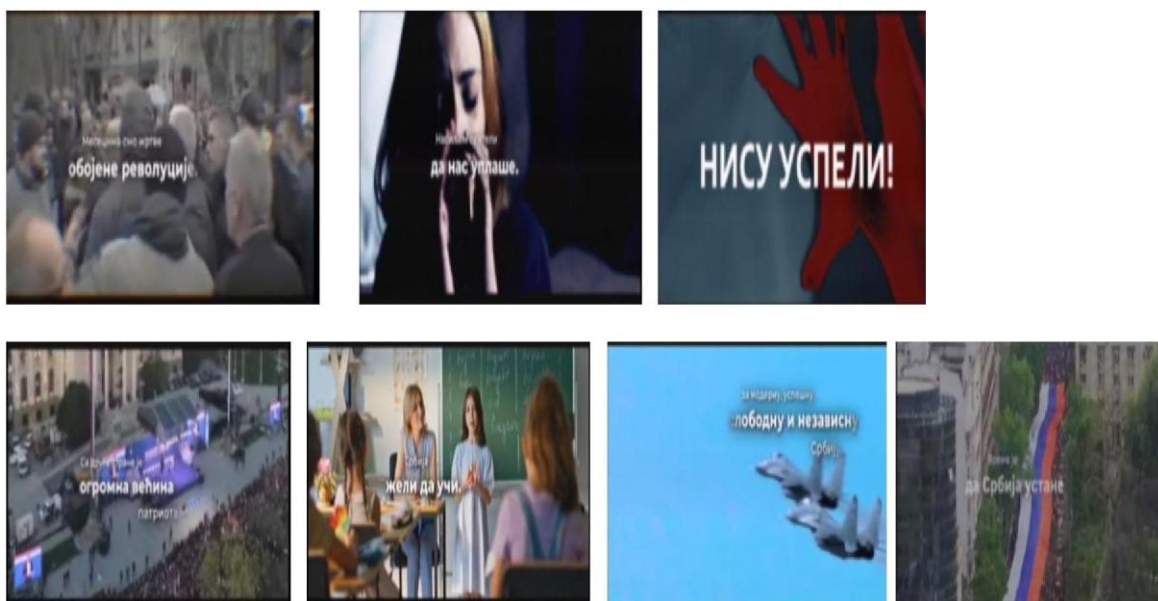


9. 14/05/2025 18:45:42 – 18:46:40; 15/05/2025 17:51:59 – 17:52:56; 18:47:31 – 18:48:28;
16/05/2025 17:51:14 – 17:52:11

Transcript of the spoken text (female voice): "For months we have been victims of the colour revolution. Daily blockades have stopped normal life and economic development of Serbia. They tried to scare us with violence. They failed! On the other side is a vast majority of patriots, honest people and hardworking, generous people who have not surrendered. Serbia wants to study. Serbia wants to work. Serbia must develop. That is why we continue the fight for a modern, successful, free and independent Serbia. These are the goals we will accomplish together. It is time for Serbia to stand up and move forward strongly. We celebrate successes! Hands Off Serbia! On 17 May, in the centre of Niš!"

The spoken text was also displayed on the screen during the broadcasting of the ad.

In the visual part, there were scenes from protests, as well as a symbol of a red hand, noting that "they" "have stopped normal life and economic development" and "tried to scare us with violence", but "they failed". On the other hand, "we" stand, that is, "victims of the colour revolution", "a vast majority of patriots, honest people and hardworking, generous people" who "continue the fight for a modern, successful, free and independent Serbia".



The ad ended with the words and text: "We celebrate successes. Hands Off Serbia. On 17 May. In the centre of Niš", which visually looked like this:



During the broadcasting of ads in the lower left corner, there appeared a logo of the association Centre for Social Stability at the beginning, for approximately one second. On their website <https://czds.rs/o-nama/> it says that the Centre for Social Stability (CZDS) was created in 2004. "Throughout our existence, we have made efforts to promote tolerance in public dialogue, to raise awareness about the necessity of democracy as a political and social system of values and the proposing of new solutions intended to improve civic society, building on patriotic foundations". Their goal is to "demonstrate the benefits of a civilised confrontation of ideas, which goes beyond superficial debate. We believe that we have the ability to position ourselves in the mosaic of our city and our country as a place that brings together differences with the aim of discovering new ideas and the most effective solutions".

At the Business Registers Agency (BRA), CZDS is registered as an association, while on Wikipedia, CZDS is specified to be a non-governmental organisation. Since the CZDS also appeared on the video clips for the rally which was held on 12 April in Belgrade, it would be desirable to determine the status and role of the CZDS in relation to the broadcasting of the ads in question and to request from the MSP Prva the ad declarations for the ads in questions, in order to determine who the advertiser is.

However, even without that information, based on an analysis of the content of the ads in question, it may be concluded that in the ads in question there was advertising with political content in which, additionally, at the end of each message political activity was advertised – invitation to a rally to be held in Niš on 17 May 2025, along with the slogan “Hands Off Serbia”.

The Ministry of the Interior was notified of this rally in Niš by the Niš City Council of the SNS, which can be concluded based on the MoI announcement, released on the website of the Blic daily newspaper: "The Ministry of the Interior announced today that the Police Department in Niš had been notified of a public rally organised by the Niš CC of the SNS, to be held from 16 to 18 May in the territory of the City of Niš, and that in order to secure the notified public rally, the MoI would take all necessary measures and actions to ensure the safety of citizens and property in line

with the provisions of the law" (Blic, 17 May 2025 14:25) <https://www.blic.rs/vesti/politika/mup-jedino-prijavljeno-okupljanje-je-u-sns-students-respoded/xdq6ns9>

At the time the rally in Niš was held on 17/05/2025, an election campaign was underway for local elections in Zaječar and Kosjerić, in which the electoral list of the SNS-led coalition (Kosjerić) and the SNS electoral list (Zaječar) also participated, named Hands Off Serbia – Aleksandar Vučić, and under the slogan Hands Off Serbia, a rally in Niš was also announced, at which Aleksandar Vučić was the main speaker.

All the described ads give rise to the conclusion that there are "they" who "block", who "swear, throw things, push", who are stopping "normal life and economic development of Serbia", "hating everything they cannot break", attacking Serbia, sowing hatred. "They" are "blockaders", the opposition, journalists and editors of television stations Nova S and N1.

On the other side are "we" who "will not give up Serbia", "will not be silent", "[have] for months been victims of the colour revolution", "bring people together", "celebrate successes", "are connecting Serbia to Europe... to the world", "a vast majority of patriots, honest people and hardworking, generous people", "continue the fight for a modern, successful, free and independent Serbia".

All of the above indicates that the ads in question fall under advertising with unequivocal political content. Advertised were activities - the holding of a rally and call to take part in it, as well as views - about the situation in Serbia, the "blockaders", about the opposition, journalists of N1 and Nova S.

In accordance the definition of political advertising in the Law on Electronic Media (Article 4, Paragraph 1, Item 19), in this specific case it may be concluded that the broadcasting of the aforementioned and described ads is not compliant with the obligation referred to in Article 62, Paragraph 1, Item 1 of the Law on Electronic Media. ("The media service provider shall: 1) comply with the prohibition of political advertising outside the election campaign").

Political advertising is defined, in the Law on Electronic Media (Article 4, Paragraph 1, Item 19), as "programme content recommending, against compensation, registered political parties, groups of citizens, coalitions, candidates or their activities, ideas or positions for the purpose of achieving success in elections".

Therefore, only "registered political parties, groups of citizens, coalitions, candidates" may be politically advertised, against monetary compensation, "for the purpose of success in the elections", therefore, only they (not non-governmental organisations, associations, organisations, etc.) and only during the election campaign, since political advertising outside the election campaign is prohibited, as required by Article 62, Paragraph 1, Item 1 of the Law on Electronic Media. Outside the election campaign, according to the definition of political advertising and the prohibition of political advertising outside the election campaign, neither they nor their activities, ideas and views can be advertised, and certainly not anyone else, whose political advertising is not allowed even during the election campaign (NGOs, associations, organisations, etc.).

In the ad broadcast on 30 April and 1 May (described in this report under ordinal number 2), the participation of minors was observed.

30/04/2025 17:52:32; 01/05/2025 17:52:59

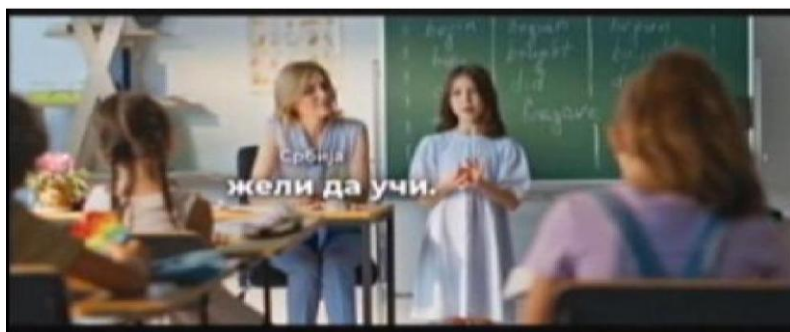


In the ad broadcast on 14, 15 and 16 May (described in this report under ordinal number 9), the participation of minors was observed.

14/05/2025 18:46:07 – 18:46:08;

15/05/2025 17:52:24 – 17:52:25; 18:47:56 – 18:47:57;

16/05/2025 17:39:49 – 17:40:41.



The aforementioned activities are contrary to Article 66, Paragraph 5 of the Law on Electronic Media:

"It is forbidden to use the participation of minors in programme content for political purposes or to abuse it."

In the ad broadcast on 29 April (described in this report under ordinal number 1), the display of journalists and editors of television stations N1 and Nova S (Zana Cimili, Goran Dimitrijević, Slobodan Georgiev, Jelena Obućina, Jelena Kikić, Željko Veljković, Žana Bulajić, Maja Žeželj, Nataša Miljković), opposition politician Miloš Jovanović, as well as an RTS female journalist, was observed.

In an ad message broadcast on 30 April (described in this report under ordinal number 3), the display of opposition politician Dragan Djilas and two RTS female journalists was observed.

This display is contrary to Article 15, Paragraphs 1 and 2 of the Advertising Law:

"If an ad contains a personal good on the basis of which the identity of a person can be determined or recognised, the ad may not be released without the prior consent of the person to whom the personal good relates. Personal data, personal recordings, recorded images (photographic, cartoon, graphic, cinematic, video and digital recordings), the voice audio recordings and those of the spoken words of a particular natural person are considered personal goods."

Conclusion: By broadcasting the ads in question, the MSP Prva violated Article 62, Paragraph 1, Item 1 of the Law on Electronic Media relating to the prohibition of political advertising outside the pre-election campaign. The fact that the ads for the rally in Niš were broadcast during the election campaign for the local elections in Zaječar and Kosjerić is not relevant, because elections were not

called in Niš. For the local elections in Zaječar and Kosjerić, special ads labelled as political marketing were broadcast.

The broadcasting of two ads (on 30 April and 1 May, as well as 14, 15 and 16 May) in which minors appear violated Article 66, Paragraph 5 of the Law on Electronic Media, which stipulates that it is forbidden to use the participation of minors in programme content for political purposes.

The broadcasting of two ads (29 and 30 April) violated Article 15, Paragraphs 1 and 2 of the Advertising Law relating to the consent of the person to the use of personal goods (display of likeness) was violated in relation to multiple persons.

Furthermore, in order to determine who the advertiser is, it would be desirable for the MSP Prva, as the transmitter of the ad, to submit ad declarations for the broadcasting of the ads in questions, in order to determine whether the advertiser is the Centre for Social Stability, whose name and logo can be seen in the lower corner of ads, and in what capacity, in accordance with Article 2, Paragraph 1, Item 3 of the Law on Advertising: "An advertiser is a person engaging in advertising, in the capacity of a trader in line with regulations governing trade or operating in the name and on behalf of a trader, that is, performing a professional or business activity of selling goods and services, real estate, as well as the transfer of rights and obligations, in line with separate regulations. "

Monitoring and Analysis Service