



Security Council

Distr.: General
10 October 2025

Original: English

United Nations Interim Administration Mission in Kosovo

Report of the Secretary-General

I. Introduction and Mission priorities

1. The present report is submitted pursuant to Security Council resolution [1244 \(1999\)](#), by which the Council established the United Nations Interim Administration Mission in Kosovo (UNMIK) and requested the Secretary-General to report at regular intervals on the implementation of its mandate. The report covers the activities of UNMIK, and related developments, from 16 March to 15 September 2025.

2. The Mission's priorities remain to promote security, stability and respect for human rights in Kosovo and in the region. In pursuit of its goals, UNMIK continues its constructive engagement with Pristina and Belgrade, all communities in Kosovo, and regional and international actors. The Organization for Security and Cooperation in Europe (OSCE) and the Kosovo Force continue to perform their roles within the framework of resolution [1244 \(1999\)](#). The European Union Rule of Law Mission in Kosovo maintains its presence, in line with the statement by the President of the Security Council of 26 November 2008 ([S/PRST/2008/44](#)) and the report of the Secretary-General of 24 November 2008 ([S/2008/692](#)). The United Nations agencies, funds and programmes work closely with the Mission.

II. Key political developments, including in the European Union-facilitated dialogue

3. Following the legislative elections in February, divisions among Kosovo's political parties delayed the constitution of the Assembly of Kosovo and the formation of a new government. A preliminary breakthrough occurred on 26 August, when the Assembly elected its president and four of five deputy presidents. Amid ongoing divisions relating to the election of the fifth deputy president, on 5 September, the Constitutional Court suspended the proceedings of the Assembly until 30 September, pending its judgment on how the remaining deputy president should be elected.

4. Over the past six months, in the lead-up to local elections on 12 October, several actions have further strained relations between Belgrade and Pristina and have undermined trust between communities. These include the detention, deportation and revocation by Kosovo authorities of Kosovo citizenship of Kosovo Serbs employed by the Ministry of Interior of Serbia; police actions and judicial proceedings against Kosovo Serb political and religious representatives; the closure of Serbia-run



institutions; the construction of two new bridges over the Ibar/Ibër river in Mitrovica outside the framework of the Belgrade-Pristina dialogue; and the arrest in Kosovo of an official of the Government of Serbia. Actions taken by Belgrade include arrests of Kosovo Albanians and the detention of a former Kosovo police officer for alleged aggravated murder in Banjska/Banjskë.

5. Within the framework of the European Union-facilitated dialogue, two trilateral meetings took place in Brussels, on 9 June and 11 September, respectively. The meetings were facilitated by the European Union Special Representative for the Belgrade-Pristina Dialogue, Peter Sørensen, with the participation of the respective chief negotiators from Belgrade and Pristina, Petar Petković and Besnik Bislimi. They had no declared outcome. Mr. Sørensen travelled to Belgrade and Pristina in March, April and August to meet with officials, the chief negotiators and members of the diplomatic community. Mr. Sørensen said that the discussions focused on the implementation of various agreements at the technical level and noted the importance of initiating talks on implementing the agreements reached in Brussels and in Ohrid, North Macedonia.

6. The President of the European Council, António Costa, and the European Union High Representative for Foreign Affairs and Security Policy, Kaja Kallas, separately visited Belgrade and Pristina in May. They reiterated the need for both sides to engage constructively in the dialogue. While in Belgrade, Ms. Kallas again called upon Serbia to hold perpetrators of the September 2023 Banjska/Banjskë attack accountable. While in Pristina, she emphasized that lifting the European Union measures imposed in June 2023 against Kosovo remained linked to the de-escalation of tensions in northern Kosovo. She announced that the European Union had begun to ease the measures it had imposed against Kosovo, including the resumption of subcommittee meetings under the Stabilization and Association Agreement and access to technical assistance under the Western Balkans Investment Framework.

7. Following the certification of legislative election results on 27 March, the constitutive session of the Assembly of Kosovo began on 15 April. The Vetëvendosje party, as the party with the most votes, did not secure the 61 votes needed to elect its candidate for the presidency of the Assembly. From 15 April to 30 August, there were 60 unsuccessful attempts to constitute the Assembly.

8. On 26 June, in response to a submission from 11 members of the Assembly, the Constitutional Court imposed a 30-day deadline for the Assembly to elect its president and five deputy presidents. On 23 July, the President of Kosovo, Vjosa Osmani, asked the Court to clarify the consequences of missing the deadline. She subsequently withdrew her submission, claiming that Kosovo's security institutions had previously identified the Kosovo Serb judge on the Court appointed as reporting judge in the matter as "a threat to Kosovo's national security".

9. On 8 August, the Constitutional Court ruled that the Assembly must elect its president in an open ballot, clarifying that the same candidate could only be proposed up to three times, and gave a 30-day deadline for the process to conclude.

10. On 26 August, the Assembly elected Dimal Basha of the Vetëvendosje party as its president and elected four of the five deputy presidents. Successive attempts to elect a Kosovo Serb deputy president failed amid procedural disputes. The Serbian List party submitted a referral to the Constitutional Court and requested a temporary measure to halt further institutional actions towards the constitution of the Assembly and the formation of a new government until all deputy speakers from among minority communities were voted on jointly. On 5 September, the Constitutional Court issued a temporary injunction to suspend the work of the Assembly until 30 September.

11. Two days later, the acting Prime Minister of Kosovo, Albin Kurti, called the Court a “political shadow of the opposition”. The European Union Office in Kosovo urged political actors and institutions “to refrain from any form of interference in the work of the judiciary, including through personal attacks”. On 12 September, the Embassy of the United States of America in Pristina announced the indefinite suspension of its Strategic Dialogue with Kosovo, citing “concerns about caretaker government actions that have increased tensions and instability”.

12. On 7 June, Serbian authorities arrested a former member of the Kosovo police for his alleged involvement in the police response to the serious security incident in 2023 in Banjska/Banjskë. Authorities in Pristina denied that the suspect could have been involved, stating that he had left the Kosovo police in November 2021. The European Union said that it was closely following the case. The individual concerned remains in custody.

13. In June, Kosovo police arrested seven Kosovo Serbs employed by the Ministry of Interior of Serbia and deported them to Serbia. Kosovo authorities revoked their Kosovo citizenship, and they were banned from re-entering Kosovo for five years. Kosovo’s Law on Citizenship requires prior authorization from Kosovo authorities for its citizens to serve in foreign security institutions. The Government of Serbia condemned the deportations. The Kosovo Force and the European Union Rule of Law Mission in Kosovo expressed concerns about procedural shortcomings, including the absence of a grace period for individuals to remedy their status. The European Union stated that it had requested the Kosovo authorities to ensure fair procedures, respect fundamental rights and provide legal remedies. UNMIK emphasized that all actions should be guided by human rights standards and the full observation of due process.

14. Pristina authorities undertook police and judicial actions against several Kosovo Serb political representatives. On 13 June, the Basic Prosecution Office in Mitrovica filed an indictment against a Serbian List party member of the Assembly of Kosovo for his alleged involvement in violence against journalists during a protest in Leposavić/Leposaviq in June 2023. The Serbian List party said that the indictment aimed to silence legitimate Serb representatives. On 17 June, the Special Prosecution Office in Pristina summoned the president of the Serbian List party as part of ongoing investigations regarding the barricades erected in northern Kosovo in 2022. On 18 August, the Special Prosecution issued arrest warrants against a former president of the Serbian List party and 11 other Kosovo Serbs for their alleged involvement in violent incidents in the barricade case. The Minister for Foreign Affairs of Serbia, Marko Đurić, condemned the summonses, referring to the joint statement of the European Union and the United States in 2022, which welcomed “the assurances of the leadership of Kosovo confirming that no lists of Kosovo Serb citizens to be arrested or prosecuted for peaceful protests/barricades exist”.

15. On 22 June, Kosovo police conducted an operation on property in Zvečan/Zveçan allegedly belonging to the president of the Serbian Democracy party, Aleksandar Arsenijević. The acting Minister for Internal Affairs, Xhelal Sveçla, stated that the police had found weapons on the compound “sufficient for a terrorist unit”. The Serbian Democracy party claimed that the weapons had been planted and that this was a warning to all Serbs in Kosovo not to speak out and not to resist, “or you will be next”. The Kosovo police issued an arrest warrant for Mr. Arsenijević, who remains outside of Kosovo.

16. On 12 June, in the lead-up to the Serbian national and religious holiday of Vidovdan, the Basic Court of Pristina annulled the decision of the municipality of Graçanicë/Gračanica to allow the national flag of Serbia to be displayed for the holiday. Serbian political parties in Kosovo criticized what they perceived as double

standards. The European Union expressed concern that the decision did not “fully guarantee the constitutional rights of Kosovo Serbs”.

17. Although Vidovdan was generally observed peacefully, on 28 June, Kosovo police detained 21 individuals, including the deputy president of the Serbian Democracy party, Stefan Veljković, for wearing T-shirts displaying the flag of Serbia and article 59 of the Constitution of Kosovo, which outlines the right of communities to use and display their symbols. Police officers also forcibly removed some of the clothing of the detainees. The individuals were subsequently released. The Serbian Democracy party subsequently filed a complaint with the Ombudsperson Institution of Kosovo, alleging human rights violations, police harassment and political persecution.

18. On 18 July, Kosovo police detained an Assistant Director of the Office for Kosovo and Metohija of the Government of Serbia, Igor Popović, at the Brnjak/Bërnjak crossing point. The arrest followed an address he gave at an event commemorating Kosovo Serb victims of the 1999 conflict in Rahovec/Orahovac, during which he reportedly stated that “KLA terrorists did not want Serbs in this area”. The Basic Court of Pristina ordered him to 30 days’ detention on remand and on charges of “inciting discord and intolerance”. In response, Belgrade announced that Serbia would suspend its participation in the dialogue with Pristina until his release.

19. UNMIK and the OSCE Mission in Kosovo underlined the importance of respecting the rule of law and ensuring that judicial proceedings were swiftly conducted in accordance with human rights standards, and called for restraint and constructive dialogue. China called for the release of Mr. Popović. France, which also called for his release, reiterated its support for the dialogue and stated that this required that negotiators and their teams could move freely and safely. Mr. Popović was released on 8 August following a plea agreement. He received a sentence of six months’ imprisonment, commuted to a €3,000 fine and a two-year prohibition on entering Kosovo.

20. On 7 August, Kosovo police detained a police officer from Novi Pazar in Serbia at the Brnjak/Bërnjak crossing point, following the discovery of ammunition in his vehicle. The officer was later released.

21. Serbian authorities arrested five Kosovo Albanians on war crimes allegations between 22 July and 9 September, two of whom were later released, while the other three remain in custody. On 12 and 17 August, Kosovo authorities arrested a Kosovo Serb and a Kosovo Albanian, respectively, on suspicion of committing war crimes against civilians.

22. In the lead-up to the local elections in October, on 21 August the Central Election Commission rejected the certification of the Serbian List and Serbian Democracy parties to participate in the local elections, after two Commission members from Vetëvendosje opposed the certification. The Quint (France, Germany, Italy, the United Kingdom of Great Britain and Northern Ireland and the United States), as well as the European Union Office in Kosovo and UNMIK, criticized the decision, warning that such actions undermined democratic principles and eroded trust in Kosovo’s institutions. The Election Complaints and Appeals Panel subsequently ordered the Commission to certify both parties, after the two Kosovo Serb parties appealed the decision. The Supreme Court rejected Vetëvendosje’s appeal against the Panel’s decision.

23. The Central Election Commission certified a total of 93 political entities, including the Serbian List and Serbian Democracy parties, to participate in the local elections. Out of 205 certified mayoral candidates, only 20 are women.

24. On 12 September, the caretaker government announced that it would begin implementing existing legislation prohibiting vehicles with foreign licence plates being driven in Kosovo for more than three months, beginning on 1 November. Kosovo Serb civil society organizations stated that the measure would jeopardize the daily functioning of the Serb community and called upon the European Union to facilitate a framework for a permanent solution to registration and related challenges.

III. Northern Kosovo

25. The security situation in northern Kosovo remained calm but fragile. Kosovo authorities continued to close Serbia-run institutions, including the Pension and Disability Insurance Fund and the National Employment Service in Leposavić/Leposaviq, and the Institute for Sports, Youth and Specialized Services and the National Employment Service in North Mitrovica. Kosovo authorities also assumed control of the sports hall in North Mitrovica, the Serbia-run city library and the premises of the city museum in North Mitrovica, the branch of the Serbian Red Cross in Zubin Potok, and the sports hall in Leposavić/Leposaviq. In May, the Kosovo-run Mitrovica Regional Water Company assumed control of the Serbia-run water supply companies in North Mitrovica and Zubin Potok.

26. International actors, including the European Union and OSCE, the Government of Serbia and Kosovo Serb political parties criticized the closures for impeding access to services and facilities by residents and affecting their social, economic and cultural rights, as adequate alternative services were not always available. The Kosovo Albanian mayor of North Mitrovica said that the actions had been undertaken to establish legality and strengthen local institutions. The Special Representative of the Secretary-General expressed her concern about these developments and reiterated her call for all outstanding issues to be addressed within the framework of the dialogue.

27. On 9 June, Mr. Kurti visited North and South Mitrovica and met the Kosovo Albanian mayors of both municipalities, emphasizing cooperation between the government and the municipalities and the importance of implementing joint projects. Three days later, a Joint Board for North and South Mitrovica was established. On 18 June, the acting Minister of Environment, Spatial Planning and Infrastructure signed memorandums of cooperation with both municipalities for infrastructure projects, including the construction of two new bridges.

28. The Serbian List party initiated a petition against the project, gathering more than 3,600 signatures and sharing them with international representatives. On 7 July, the municipality of North Mitrovica had two properties near the new vehicular bridge demolished. Residents and Kosovo Serb political representatives raised concerns about property rights and due process for affected parties who had been forced to vacate their premises on the same day.

29. On 26 August, one of the two newly-constructed bridges connecting North Mitrovica and South Mitrovica opened to traffic. Mr. Petković called the bridges a “new escalatory move that directly undermines peace in the north”.

30. Ahead of the local elections, Kosovo Albanian mayors in northern municipalities took steps to amend municipal symbols and statutes, as well as to rename streets using Albanian names only. On 22 August, the municipal assembly in Zubin Potok adopted a new statute and municipal symbols. On 25 August, the municipal assembly in North Mitrovica adopted a proposal to rename 87 streets. Street renaming processes were also under way in Leposavić/Leposaviq and Zubin Potok.

31. Municipal and central authorities continued to inspect Kosovo Serb businesses. In some cases, they confiscated goods and issued fines or temporary closures. Searches, including at two auxiliary facilities used by the Serbia-run hospital in North Mitrovica, mainly resulted in seizures of expired medicines.
32. Kosovo police continued to conduct search operations and confiscated weapons and ammunition, including on 21 July when officers seized two rocket launchers in North Mitrovica. Following the opening of branches of the Kosovo Post Office in Zubin Potok and Zvečan/Zveçan in late March, unidentified individuals threw two explosive devices into the Zvečan/Zveçan branch on 1 April, causing no significant damage.
33. On 21 May, Leposavić/Leposaviq municipality closed six collective centres for apartments, which Serbia-run institutions had funded and allocated. The municipality ordered four Kosovo Serb families to vacate their apartments. The families challenged the decision with the local authorities.
34. In May, 17 Kosovo Serb families in Lešak/Leshak received notices from Leposavić/Leposaviq municipality to vacate their houses, which were scheduled for demolition due to alleged illegal construction on land owned by the Ministry of Internal Affairs. In June, the municipality and the Kosovo government agreed to postpone the demolitions until further notice. The Kosovo Property Comparison and Verification Agency, supported by Kosovo police, carried out several evictions in North Mitrovica to implement previous adjudications made by the Agency. Those properties, used by Kosovo Serbs, were returned to Kosovo Albanian owners.
35. On 9 June, Mr. Kurti opened a new Kosovo police station in Zvečan/Zveçan, close to the administrative boundary line, saying that it strengthened the prevention of smuggling and other illegal activities. Mr. Petković criticized the move.
36. Kosovo police received several allegations of sexual harassment of Kosovo Serb women and girls. Local civil society organizations highlighted community concerns about the Kosovo police having not taken sufficient action related to those cases. The Serbian Democracy party created an informal neighbourhood watch scheme. Subsequently, the Kosovo police launched an operational plan on addressing sexual harassment, including increasing patrols, gender sensitivity training, and a task force that includes a Kosovo Serb to review reported cases.
37. On 23 May, an altercation involving a Kosovo Serb youth and a Kosovo police officer occurred during a graduation celebration in North Mitrovica. Local civil society organizations and political parties denounced the alleged use of excessive force by the officer during the incident. The Head of the European Union Rule of Law Mission in Kosovo said that he was “deeply shocked” and condemned the excessive use of force, noting that he had relayed his concerns to the Kosovo police leadership, expecting accountability. The Police Inspectorate of Kosovo launched an investigation.
38. On 29 June, the deputy president of the Serbian Democracy party reported that a Kosovo Albanian had physically assaulted him in a mixed-community neighbourhood in North Mitrovica. The Kosovo police confirmed opening a case of “slight bodily injury”.
39. On 18 July, the Police Inspectorate of Kosovo reopened its office in North Mitrovica.
40. On 10 August, Kosovo police stopped two cars in the municipality of Leposavić/Leposaviq, and an officer discharged his firearm allegedly towards one of the two Kosovo Serbs, who had fled after reportedly being asked to give up his phone. No injuries were sustained, and the young man who had fled later reported to the police

station with his parents. Both youths were released on the same day. The Police Inspectorate of Kosovo confirmed that it had opened an investigation, while the police officer who had discharged his firearm was suspended.

41. On 16 August, an explosive device caused material damage to a property owned by a Serbian List party mayoral candidate in Zubin Potok. On 27 August, Serbian authorities detained for 48 hours a Kosovo Serb member of the Kosovo Alliance party and questioned him about the incident.

42. On 24 August, local authorities painted over murals and graffiti in all four municipalities in northern Kosovo that depicted Serbian symbols, including those related to the Serbian Orthodox Church and portraits of deceased members of local communities. Kosovo authorities defended the actions, stating that the displays had violated the constitutional order and promoted division. Kosovo Serb political figures and representatives of the Serbian Orthodox Church condemned the intervention. On 2 September, graffiti reading “the dawn is rising from Kosovo, Albin Kurti will be dead” appeared in North Mitrovica. The prosecutor registered the case as a “threat”.

43. On 31 August, at the Brnjak/Bërnjak crossing, Kosovo police confiscated and tore up the flag of a women’s choir association, which contained the inscription “Kosovo and Metohija”. The following day, police arrested two children on a school bus in the Mitrovica region for wearing T-shirts bearing words deemed “offensive”.

44. On 9 September, inspectors from the municipality of North Mitrovica visited the bookstore of the Official Gazette of the Republic of Serbia and closed it down after reportedly finding several persons without the requisite documentation. Mr. Petković called the closure an “attack on children” intended to deprive students of the possibility of being educated in their mother tongue and in the curriculum of the Government of Serbia.

45. On 12 September, Kosovo police raided and closed the Serbia-run Pension and Disability Insurance Fund and the Republic Fund for Health Insurance in North Mitrovica. Mr. Đurić condemned the closures, stressing that the action struck at the most vulnerable – the sick, the elderly and the socially disadvantaged.

IV. Rule of law and human rights

Rule of law

46. Indictments and trials in absentia for war crimes related to the 1998–1999 conflict and related issues pertaining to pretrial detention, procedural challenges and allegations of politicization of the process have garnered increased attention in Kosovo.

47. On 18 May, the Kosovo Prosecutorial Council adopted amendments to the war crimes strategy of Kosovo, reaffirming that trials in absentia remained lawful under Kosovo legislation when due process standards were met. The Special Prosecution Office of Kosovo indicted 28 individuals for war crimes in 1999, requesting 27 of those to proceed in absentia.

48. On 16 June, a trial in absentia began against 53 individuals, including 50 Kosovo Serbs, accused of crimes in Mejë/Meja, Gjakovë/Đakovica. On 17 July, a Kosovo Serb was convicted in absentia and sentenced to 15 years for abduction and torture. On 28 July, the Basic Court of Pristina delivered its first wartime sexual violence verdict in absentia, sentencing two Kosovo Serb former police officers to 15 years for assault; both remain at large.

49. War crimes convictions included one Kosovo Serb for child murder and another for sexual violence, while a third was acquitted due to insufficient evidence. The Court of Appeals upheld the 12-year prison sentence of a Kosovo Serb for executing civilians in Istog/Istok in August 1999. On 31 July, the Basic Court of Pristina sentenced a Kosovo Serb to 15 years for war crimes committed in Prizren during 1998 and 1999.

50. Kosovo authorities arrested eight individuals, including one Kosovo Albanian, for war crimes based on warrants from the Special Prosecution Office of Kosovo.

51. Judicial proceedings related to the September 2023 Banjska/Banjskë case continued in Kosovo, while no progress has been made in Serbia. On 18 April, the Basic Court of Pristina denied the request of the prosecution to try 42 of 45 indictees in absentia, citing ongoing efforts to secure their presence through summonses. Proceedings against the three detained individuals continued, while others reportedly remain at large, some allegedly seen in Belgrade.

52. Kosovo authorities arrested a Kosovo Albanian on 6 May, and a Kosovo Serb on 17 July, both suspected of espionage. A third espionage suspect, a Kosovo Serb, was charged on 4 September, and has remained in detention since being arrested in February. Serbian authorities detained a Kosovo Serb at the Merdarë/Merdare crossing point on 28 July, also on suspicion of committing espionage.

53. On 30 July, the Special Prosecution Office of Kosovo indicted a Kosovo Serb on suspicion of attacking and seriously threatening several officers of the Kosovo police and the Kosovo Force with hard objects, Molotov cocktails, improvised explosive devices and firearms outside the Zvečan/Zveçan municipality building on 29 May 2023. On 24 August, another Kosovo Serb was arrested on related charges.

54. On 7 July, a Kosovo Albanian died during his arrest by Kosovo police in Lipjan/Lipljan. The Police Inspectorate of Kosovo launched an investigation, resulting in the detention of five police officers for suspected negligent homicide. The incident, which provoked public protests and the resignation of the local Kosovo police commander, remains under investigation.

55. The Police Inspectorate of Kosovo is increasingly investigating reports of police misconduct. It recommended the suspension of 76 police officers between March and August, including several senior officers, due to allegations of domestic violence, murder, espionage and other offences.

56. On 7 April, the Ministry of Justice appointed 82 new notaries, including 7 in the northern municipalities, exclusively Kosovo Albanians. To mitigate language barriers, Serbian-speaking assistants were made available for a fee to be borne by clients. The lack of non-majority appointments has continued to raise concerns about language rights, inclusivity and equal access to essential legal services for non-majority communities. The Ombudsperson accepted a complaint filed by Kosovo Serb civil society organizations on 1 July to review potential violations of language rights.

57. On 11 July, 280 Kosovo police cadets graduated and joined the police force, including 261 Kosovo Albanians, 11 Kosovo Serbs, 4 Kosovo Bosniaks, 2 Kosovo Egyptians and 2 Kosovo Turks.

58. UNMIK supported legal aid services that assisted 135 individuals (53 women and 82 men), including 119 Kosovo Albanians and 17 from non-majority communities (4 Kosovo Serbs, 1 Kosovo Egyptian, 2 Kosovo Ashkali, 7 Kosovo Roma and 2 Kosovo Bosniaks).

59. In partnership with UNMIK and the United Nations Development Programme (UNDP), 16 legal officers (13 women, including 3 from non-majority communities and 1 with a disability, and 3 men) digitized more than 270,000 minor offence and 96,000 civil cases across seven basic courts and the Court of Appeals to improve court operations.

60. UNMIK supported the Basic Prosecution Office in Mitrovica in its handling of 317 criminal reports, 130 trials and over 150 legal documents, with translation services provided for over 2,300 pages. Translators and legal associates supported over 100 legal aid clients, focusing on civil rights cases. UNMIK assisted the monitoring of 238 court cases in Serbian, highlighting translation issues that hinder equal access to justice. To raise awareness, UNMIK facilitated the production of legal media content in both Albanian and Serbian, including weekly television programmes and five prime-time debates.

61. UNMIK and UNDP provided equipment to the Kosovo Forensic Agency to strengthen its capacity to deliver digital forensic reports and evidence in line with international and European standards. The Mission also trained members of the Association of Women in the Kosovo Police on gender-responsive planning and gender-responsive leadership.

62. The Mission facilitated the issuance of 53 Red Notices and 16 extradition requests from the International Criminal Police Organization (INTERPOL) related to Kosovo. UNMIK opened 806 new documentation cases based on requests for information. A total of 1,981 cases related to the territory or habitual residents of Kosovo remain open.

63. UNMIK continued to provide other document certification services, processing more than 1,600 documents. These included more than 600 documents relating to pensions and more than 1,000 to civil status, such as degree diplomas and marriage, birth and death certificates.

Human rights

64. On 16 April, the Kosovo government approved its action plan for the advancement of the rights of the Kosovo Roma and Kosovo Ashkali communities for the period 2025–2026.

65. On 23 April, the Constitutional Court found the Law on the Independent Media Commission adopted in July 2024 to be unconstitutional, citing violations of the right to legal remedy and media freedom. The Board of the Commission continues to operate without a quorum.

66. The decision of the Ministry of Internal Affairs to enable the registration of births, deaths and marriages with Serbia-issued documents expired on 30 April. The limited three-month period for civil registration allowed for 4,988 cases to be resolved, but left numerous cases unaddressed, negatively affecting rights linked to legal identity and civil status, and the integration of non-majority community members.

67. Following the suspension in 2024 of child allowances for many residents, and subsequent complaints from Kosovo Serbs, the Ombudsperson found on 29 May that the decision put non-majority community children, especially Kosovo Serbs, “in an unequal and unfavourable position”. This was mainly due to the Ministry of Finance, Labour and Transfers not recognizing documents issued by Serbia, which those beneficiaries had initially submitted. The Ministry denied allegations of ethnic discrimination. The Kosovo Statistics Agency then extended, on an exceptional basis, the census process for Kosovo Serbs, first until 31 August and then until the end of

2025, making registration in the census a prerequisite to obtain social benefits beyond proof of residence.

68. On 16 June, Kosovo police reportedly held the Kosovo Serb mayor of Klokot/Klllokot at the Dheu i Bardhë/Bela Zemlja crossing and released him after several hours without explanation.

69. Ms. Osmani initiated the establishment of the Presidential Commission on Transitional Justice, as provided for in Kosovo's transitional justice strategy. Previously, on 6 July, the Ombudsperson had reiterated his concerns regarding the fair trial rights of those accused before the Kosovo Specialist Chambers.

70. On 26 June, delegations from Belgrade and Pristina met within the framework of the Working Group on persons who are unaccounted for in connection with events in Kosovo for the first time in 2025, while its sub-working group on forensic issues met in March and July. The Joint Commission on Missing Persons has not yet held its inaugural meeting. There are still 1,590 missing persons (262 women and 1,328 men) connected to the 1998–1999 events in Kosovo.

71. On 14 April, a Kosovo Albanian publicly shared his experience of conflict-related sexual violence in Kosovo, becoming the first male survivor to do so. The same day, the Kosovo government extended the mandate of the Government Commission on Recognition and Verification of the Status of Sexual Violence Victims until 2028. Since its establishment in February 2018, the Commission has granted survivor status to 1,840 applicants (1,737 women and 103 men). It has rejected 351 applications (295 women and 56 men).

72. The Association of Journalists of Kosovo registered 53 verbal and physical attacks against journalists. Its annual report found an increase in strategic lawsuits against public participation and online attacks. On 10 April, the Association of Journalists of Kosovo and Metohija, the Kosovo-based branch of the Association of Journalists of Serbia, noted that Serbian speakers in Kosovo had been without print media for nearly two years. Although in October 2024 the Kosovo authorities partially eased the import restrictions on Serbian goods imposed in June 2023, newspapers and books are subject to delays at the crossings, rendering them out of date.

73. The 2025 World Press Freedom Index of Reporters without Borders, published in May, noted that Kosovo had fallen 24 places, to ninety-ninth place.

74. On 16 May, the Klan Kosova television company sued Mr. Kurti for defamation after he had called it "Klan Serbia" during the election campaign in February. The Association of Journalists of Kosovo and civil society organizations condemned the dismissal in August of six editors from Radio Television of Kosovo.

75. Kosovo Serbs and other residents raised concerns about language rights in April following the installation of exclusively Albanian-language traffic signs in Zvečan/Zveçan municipality. Several civil society organizations stated that websites of Kosovo institutions had systematically disregarded the Law on the Use of Languages, thereby hindering equal access to public information. The position of Language Commissioner has remained vacant since December 2024.

76. UNMIK continued to monitor hate speech on social media, a significant share of which was ethnically based and was often intertwined with religious vilification, homophobic undertones and references to past violence. Several public officials and representatives were subjected to intense hate speech campaigns, including the Kosovo Albanian mayor of Pejë/Peć after he visited a Serbian Orthodox church for Easter. On 21 April, a Kosovo Albanian adult assaulted a Kosovo Ashkali minor playing in a football match in Fushë Kosovë/Kosovo Polje. The Kosovo football authorities condemned the attack and issued fines.

77. On 20 June, the Basic Court of Pristina issued a landmark judgment in sentencing three individuals to three years of imprisonment for aggravated injury against a member of the LGBTQI+ community.

78. On 4 September, a journalist from Klan Kosova accused the civil society organization Aktiv of espionage concerning a report it had published in December 2024 documenting allegations of Kosovo police officers displaying Albanian nationalist symbols. Aktiv stated that all data in the report were publicly available and based on open sources, while announcing its intention to file criminal charges against the television channel and the journalist. On 5 September, the European Union Office in Kosovo expressed concern about the case, describing it as an attempt to “intimidate and criminalize the work of NGOs”. The embassies of Switzerland and the United Kingdom expressed similar concerns.

79. On 5 September, 18 Kosovo Serb civil society organizations sent an open letter urging the Commissioner for Human Rights of the Council of Europe to visit Kosovo to witness “serious, systematic violations of the rights of non-majority communities”. The letter cites breaches of the Council’s Framework Convention for the Protection of National Minorities, including bans on national symbols, arrests for political expression, obstacles to political participation, voter list manipulation and the denial of language rights.

V. Other key developments

80. On 18 March, Kosovo signed a joint declaration on defence with Albania and Croatia, committing to strengthening trilateral security and defence cooperation to enhance regional security. The Government of Serbia denounced the declaration, stating that it posed a security threat to the Serbian people and the entire region while escalating a regional arms race.

81. On 26 March, Kenya recognized Kosovo’s independence, following a formal decision signed by the President of Kenya. On 12 April, Ms. Osmani said that the Sudan had also officially recognized Kosovo’s independence, following her meeting with the Minister for Foreign Affairs of the Sudan during the Antalya Diplomacy Forum.

82. On 9 July, the Kosovo government allocated €2 million to support employment initiatives for non-majority employment and €250,000 to 11 non-governmental organizations that offer supplementary schooling for non-majority children at approximately 30 learning centres.

83. On 15 July, the Supreme Court annulled an administrative instruction issued by the acting Minister of Finance, Labour and Transfers. The Court stated that a caretaker government was authorized “to carry out only essential and pre-planned activities”, which would exclude the adoption of new normative sublegal acts. The ruling reaffirmed that holding the positions of member of the Assembly and Minister simultaneously was prohibited. The caretaker government criticized the ruling as “constitutionally flawed”. In line with the Court’s decision, the European Union sent a letter to Mr. Kurti on 8 August relaying that European Union officials would refrain from holding meetings inside Kosovo government buildings until a new government was formed.

VI. Returns, reconciliation, cultural heritage and community relations

84. The Office of the United Nations High Commissioner for Refugees (UNHCR) registered 17 voluntary returns from members of non-majority communities who had been displaced within and outside Kosovo. The returnee numbers include nine Kosovo Roma, seven Kosovo Serbs and one Kosovo Albanian (overall eight women and nine men). This brings the total number of displaced persons of the non-majority communities who have found durable solutions in Kosovo since 2000 to 29,490, including 14,473 women and 15,017 men (12,867 Kosovo Serbs, 7,786 Kosovo Egyptians and Ashkali, 4,115 Kosovo Roma, 1,887 Kosovo Bosniaks, 1,464 Kosovo Gorani, 1,326 Kosovo Albanians, 21 Kosovo Montenegrins, 19 Kosovo Turks and 5 Kosovo Croats). There remain 15,533 displaced persons within Kosovo (7,154 women and 8,379 men), as well as 69,627 persons with displacement-related needs across the Western Balkans, out of the approximately 200,000 displaced persons from Kosovo residing in the region, most of them in Serbia.

85. UNHCR continued to support Kosovo Ashkali, Kosovo Egyptian and Kosovo Roma individuals in obtaining personal documentation and resolving civil status issues and provided legal aid to 48 individuals (18 women and 30 men).

86. The Kosovo authorities received 68 asylum claims (16 women and 52 men). UNHCR ensured that all asylum-seekers received free legal aid and psychosocial support, as well as interpretation services.

87. Kosovo's independent commission for the verification of degrees issued by the University in North Mitrovica has verified 63 out of 85 received applications.

88. UNMIK recorded numerous incidents affecting Serbian Orthodox and Catholic sites in non-majority areas. These include suspected vandalism of windows at the Serbian Orthodox church in Varosh/Varoš in Ferizaj/Uroševac on 9 April, suspected vandalism of tombstones in the Serbian Orthodox cemetery in Bresje in Fushë Kosovë/Kosovo Polje on 25 April, and illegal construction near the ruins of the Serbian Orthodox monastery of Ubožac in Močare/Moçar in Kamenicë/Kamenica on 29 April.

89. In May and in June, an Albanian national forcibly intruded into the Serbian Orthodox church of Sveti Arhangel Mihailo in Rakinicë/Rakinica and reportedly caused minor damage. According to the Diocese, the Kosovo police initially refused to accept the complaint and on 28 May interrogated the two diocesan secretaries who had brought the complaint to the police station for "spreading religious hatred and discord". A previous complaint filed by the Kosovo Prosecutor's Office against the same individual, who reportedly disputes the religious denomination of the site, for the first intrusion in 2023, was dismissed in October 2024.

90. On 23 July, the Diocese of Raška and Prizren condemned a religious ceremony held by a Kosovo Catholic priest within the special protective zone of the Serbian Orthodox monastery of the Holy Virgin of Hvosno, located in Studenicë/Studenica. The Diocese stated that the event had occurred without its consent and violated the Law on Special Protective Zones, and claimed that the Catholic priest had used inflammatory language in his speech. On 1 August, the Catholic Diocese in Kosovo stated it was neither aware of nor involved in the organization of the ceremony.

91. On 14 July, two Kosovo Albanian suspects were arrested for stealing electrical installations from the Catholic church in Vërnakollë/Vrnavokolo village inhabited by Kosovo Croats in Viti/Vitina municipality.

92. Further incidents occurred at Muslim religious sites across Kosovo in areas where the affected community constitutes the majority, mainly related to theft from donation and charity boxes.

93. Kosovo authorities undertook actions that affected several Serbian Orthodox Church properties. During the Orthodox Easter holiday, the Kosovo police opened an investigation against Metropolitan Archbishop Teodosije of Raška-Prizren over alleged illegal construction at the farm of the Gračanica monastery and interrogated him. The Diocese stated that it had acted following temporary municipal permissions and that it had sought the necessary permits but did not receive any response from the Kosovo authorities for several years.

94. On 29 May, the Kosovo police halted construction in the courtyard of the Serbian Orthodox church of Saint Anne in Zubin Potok. In June, the Kosovo police halted restoration works at a Serbian Orthodox church in Goraždevac/Gorazhdevc (Pejë/Peć). The Diocese insisted that it had the legal right to maintain its property.

95. A footpath is under construction, and a café/restaurant was built, within the “Vojinović medieval/old bridge” special protective zone in Vushtrri/Vučitrn, without the required prior consultation with the Implementation and Monitoring Council. Although the municipality sought the Council’s consent after the Ministry of Culture, Youth and Sports temporarily halted the roadworks earlier in 2025, no actual consultation has yet occurred.

96. On 17 April, Patriarch Porfirije of the Serbian Orthodox Church visited Kosovo for three days during Orthodox Easter.

VII. Trust-building, partnership and cooperation

97. As part of its trust-building agenda, the Mission continued to undertake activities and projects by prioritizing inter-ethnic dialogue and countering divisive narratives across Kosovo. Several of these projects and activities are mentioned in other sections of the present report.

98. The Barabar Centre remains a flagship programme, devoting special attention to empowering vulnerable and marginalized groups, through educational and vocational initiatives. The Centre hosted 37 events and welcomed over 3,000 participants during the reporting period.

99. In other activities, UNMIK facilitated in April a conference for approximately 50 representatives of ombudspersons institutions and civil society from across the Western Balkans to exchange best practices and strengthen cooperation in protecting and promoting human rights. In addition, UNMIK promoted the right to know of families of missing persons by organizing information sessions, providing psychosocial assistance and facilitating an intergenerational reunion of families from Kosovo and Serbia. The Mission supported efforts to empower survivors of conflict-related sexual violence and combat stigmatization. UNMIK continued to support the University of Pristina’s postgraduate degree programme in human rights and its human rights clinic.

100. To help counter negative intercommunity narratives, UNMIK supported a collaboration between the KoSsev news portal and the Gorazdevac Media Group to produce a five-part television series that promoted inter-ethnic dialogue on issues in Kosovo. The series, broadcast between February and June, garnered over 250,000 views and was translated into English.

101. As part of a Peacebuilding Fund project, the United Nations Children's Fund, in partnership with the International Organization for Migration, continued to support student participation, leadership, policy dialogue, advocacy and conflict resolution.

VIII. Women and peace and security

102. UNMIK and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) organized a forum on 12 May, bringing together more than 150 women and men from government institutions, civil society and the international community to develop strategies and recommendations to institutionalize women's participation in governance and peacebuilding.

103. UNMIK supported two projects to strengthen women's economic resilience and intercommunal trust. In addition, UNMIK and UN-Women concluded a pilot mentorship programme in June in collaboration with the University of Pristina, pairing 27 young women with senior decision makers, including the Special Representative of the Secretary-General, over a period of six months.

104. On 2 and 3 June, Ms. Osmani hosted the third edition of the international forum on women and peace and security, which convened over 1,000 participants from more than 45 countries.

IX. Youth and peace and security

105. Between March and September, 300 young women and men from diverse communities participated in an UNMIK-supported empowerment project implemented by a multi-ethnic network of young peacebuilders. UNMIK supported municipal-level workshops to enhance youth participation in decision-making and support the development of recommendations on youth and peace and security.

106. The 2025 United Nations Youth Assembly in Kosovo was held on 3 and 4 June and brought together 150 local and regional youth delegates (81 women and 69 men). Participants from various ethnic communities discussed the role of young people in fostering sustainable peace, social inclusion and resilient institutions across the Western Balkans. A key component was the Youth4Youth project competition, through which UNMIK funded four youth-led teams to implement initiatives benefiting young people from diverse communities.

X. Observations

107. I welcome the progress made towards constituting the Assembly of Kosovo and call upon all parties to cooperate to complete the process in an inclusive manner and in line with Kosovo's constitutional standards.

108. In the run-up to the October local elections, I urge all political actors in Kosovo to create the necessary conditions for an inclusive and peaceful process.

109. I urge Belgrade and Pristina to reaffirm their commitment to the European Union-facilitated dialogue and to refrain from actions that fuel mistrust between communities and institutions. Outstanding issues should be addressed constructively and in good faith within the dialogue. Ensuring the full, equal and meaningful participation of women in the dialogue is essential to advance prospects for sustainable progress.

110. I welcome the first meeting in 2025 between Belgrade and Pristina within the framework of the Working Group on persons who are unaccounted for in connection with events in Kosovo and urge the parties to genuinely engage in clarifying the fate of missing persons in support of the right to know.

111. Concerns raised by non-majority communities, in particular the Kosovo Serb community in northern Kosovo, regarding the closure of institutions and facilities providing essential services need to be addressed through engagement with those affected. Safeguarding the economic and social rights of non-majority communities, especially the most vulnerable, remains crucial.

112. I urge the Kosovo authorities to safeguard and advance human rights and uphold the rule of law. It is important that competent bodies apply legal provisions – especially regarding arrests, detention and property issues – in strict accordance with the rule of law and with full respect for due process and international human rights standards, including the rights of children as enshrined in the Convention on the Rights of the Child and other international standards. The credibility of institutions responsible for upholding the law in Kosovo needs to be protected and consistently respected.

113. I call upon all relevant authorities to cooperate and take transparent, timely and effective measures to hold accountable those responsible for the serious security incident in 2023 in Banjska/Banjskë, as well as the attack in 2024 on the Ibër-Lepenc/Ibar-Lepenac water canal in northern Kosovo.

114. I call upon the judicial institutions of Kosovo to ensure adequate representation of non-majority communities among judges, prosecutors, notaries and other related public legal functions, in accordance with the legal framework of Kosovo. This is a key element for advancing the principles of justice, fairness and inclusivity in Kosovo's multi-ethnic society as well as for building trust and social cohesion among communities.

115. I urge the Assembly of Kosovo, upon its constitution, to review and debate the findings of the annual reports of the Ombudsperson for 2023 and 2024 and to ensure that the relevant institutions implement the recommendations.

116. I encourage the Kosovo authorities to preserve freedom of expression and of the media and to ensure equality before the law of all communities, especially when tackling discriminatory rhetoric and hate speech.

117. I reiterate my call for the prompt appointment of a Language Commissioner in the interest of promoting and protecting language rights for all communities, as an integral part of the development of society as a whole.

118. I appeal once again for voluntary contributions to the United Nations trust fund to enhance support for the Kosovo Roma, Kosovo Ashkali and Kosovo Egyptian communities, who remain among the most vulnerable in Kosovo.

119. Finally, I express my deep appreciation to my outgoing Special Representative, Caroline Ziadeh, and the entire UNMIK team for their unwavering efforts in fostering dialogue and building trust. I welcome the continued and vital cooperation between the Mission and the United Nations Kosovo team. The enduring collaboration with our partners in Kosovo, including the Kosovo Force, OSCE and the European Union, remains invaluable.

Annex I: Report of the High Representative of the Union for Foreign Affairs and Security Policy to the Secretary-General on the activities of the European Union Rule of Law Mission in Kosovo from 16 March to 15 September 2025

Summary

The reporting period saw an overall calm, albeit volatile security situation, especially in northern Kosovo, which EULEX closely monitored amid a prolonged institutional deadlock caused by repeated failed attempts to constitute the Assembly of Kosovo following February 2025 parliamentary elections. At the same time, the outgoing Kosovo government continued its efforts to close, seize or evict Serbia-run structures and services in northern Kosovo.

The Mission closely observed the security developments in light of the construction of two new bridges over the Ibar/Ibër River connecting Mitrovica North and Mitrovica South and expropriation procedures of private and public land affected by it. Ahead of regular local elections to be held on 12 October, EULEX will deploy a Reserve Formed Police Unit (RFPU) to reinforce the Mission's patrolling and Crowd and Riot Control (CRC) capacities and enhance the work of its Formed Police Unit (FPU) across Kosovo.

Pursuant to its mandate, EULEX continued its regular robust monitoring of selected cases and trials, with a specific focus on high-profile cases, inter-ethnic incidents, arrests of Kosovo Serbs and other sensitive issues. Following the publication of the public Justice Monitoring Report 2024, the Mission advocated for the implementation of its previous recommendations with the relevant police, prosecutorial, and judicial authorities. The Mission continued to advise and support the Kosovo Correctional Service (KCS) and the Kosovo Probation Service (KPS). In addition to co-operation and coordination with the Kosovo police (KP), the EULEX Police Advisors North (PANs), stationed in all four central police stations in northern Kosovo, contributed to advancing community policing efforts through advising activities and workshops, particularly focused on addressing sexual harassment and promoting de-escalation techniques as well as gender sensitive communication. The FPU Specialised Element worked across Kosovo to increase the Mission's situational awareness. At the same time, EULEX maintained its support to the KP in relation to international police cooperation through Interpol and Europol, while the Forensic Medicine Team (FMT) continued to play a vital role in the search for and identification of missing persons in Kosovo.

Monitoring

Following the publication of the public Justice Monitoring Report in November 2024, during the reporting period, the Mission advocated for the implementation of the recommendations contained therein with the relevant police, prosecutorial and judicial authorities; in May 2025 it handed over the Braille version of the report to the Kosovo Association of the Blind. EULEX continued to conduct its robust monitoring of selected cases along the entire chain of justice, especially focusing on high-profile or sensitive cases.

The Mission monitored the continuation of the criminal proceedings related to the attack in Banjska/Banjskë of September 2023 which resulted in the death of a KP officer and three assailants, assessing the administration of the main trial thus far as efficient.

In June, the Mission paid attention to several Kosovo Serbs working for the Serbian Ministry of Internal Affairs or other Serbian security institutions who were apprehended at various Common Crossing Points. In some cases, their Kosovo citizenship was revoked after which they were immediately deported from Kosovo and imposed a five-year entry ban due to alleged security concerns.

On 22 June, the KP carried out a search on a property in Valaç/Vallaq, Zvečan/Zvečan municipality which according to the KP is linked to the President of the Serbian Democracy Aleksandar Arsenijević. The KP found a range of weaponry in an unused horse stable. A criminal investigation was opened on suspicion of “unauthorised ownership, control or possession of weapons” against Arsenijević, who is currently in Serbia and categorically denies any connection to the found weapons. EULEX was neither informed nor present when the search began but monitored the operation at a later stage with one of its police monitors.

In July, the Mission monitored developments in several prominent cases. The Basic Court of Pristina after a main trial that lasted 11 months sentenced Milun Milenković and Aleksandar Vlajić to five years imprisonment for committing a terrorist offence in co-perpetration in relation to the attack on the premises of the Municipal Election Commission in Mitrovica North on 6 December 2022. Dejan Pantić, whose arrest led to the barricade crisis of December 2022, was found guilty of “participation in a crowd committing a criminal offense and hooliganism” and sentenced to two years in prison. The fourth defendant, Miomir Vakić, was acquitted of all charges.

Regarding the case concerning the December 2022 barricades crisis, interviews with some high-ranking Srpska Lista representatives have been conducted without incidents, and no suspects have been arrested until now.

The same month, the Mission’s case monitoring and correctional experts closely followed up on the arrest and detention of the Assistant Director of the Serbian Government Office for Kosovo, Igor Popović,

including by visiting him at the Gjilan/Gnjilane Detention Centre. He was arrested following a speech he held during a ceremony in Velika Hoča/Hoçë e Madhe village in Rahovec/Orahovac municipality. On 20 July, the Basic Court of Pristina ordered one-month pre-trial detention based on charges of “inciting discord and intolerance”. On 8 August, the Basic Court of Pristina accepted the plea agreement reached by the defendant and the prosecution for the criminal offence “inciting discord and intolerance” and ordered his immediate release from the pre-trial detention. This included a sentence of six months imprisonment replaced with a fine of EUR 3,000 as well as the accessory punishment of “expulsion of a foreigner from the territory of Kosovo” for two years.

Regarding the violent protests in Zvečan/Zveçan in May 2023, the Mission monitored the court hearing in August in which the Basic Court of Pristina accepted the plea agreement and sentenced Miloš Antović to four years and eleven months in prison, while imposing a EUR 20,000 fine.

The Mission also intensified its monitoring of cases involving allegations of ill-treatment and excessive use of force by KP officers, including several that occurred during the reporting period such as the death of a 27-year-old Kosovo Albanian man in Lipjan/Lipljan during a KP arrest. These monitoring spans the entirety of the KP accountability process, from the early stages of investigations led by the Police Inspectorate of Kosovo (PIK) to possible judicial proceedings and also includes monitoring the detention conditions of KP officers detained on remand. In this regard, EULEX has remained engaged in discussions with the KP leadership in relation to addressing possible shortcomings in KP officers’ performance related to their adherence to rule of law principles and human rights standards.

Importantly, EULEX was invited, together with PIK, to monitor the work of a new Task Force established by the KP General Director to address instances of misconduct and unprofessional behaviour by KP officers in northern Kosovo. The Mission welcomed this step as a reaction to the concerns raised by international partners, including EULEX, regarding allegations of ill-treatment and excessive use of force.

The Mission organised a series of meetings and roundtable discussions with prosecutors and other service providers (police, centers for social welfares and municipal coordination mechanisms) working on prevention and handling of domestic violence cases.

With the aim of advancing community-oriented policing efforts, PANs furthermore advised the KP on necessary measures to counter a reported rise in incidents of sexual harassment targeting Kosovo Serb women and girls in Mitrovica North, allegedly perpetrated by Kosovo Albanian men entering the area, mainly, by car. In response, the KP with the support of EULEX adopted an operational plan that, inter alia, foresees zero tolerance against sexual harassment and increased presence of KP officers at the most sensitive spots in town.

Additionally, the Mission organised a series of workshops for over 200 newly recruited KP officers aimed at enhancing their skills in deescalating tactics and gender sensitive communication. Moreover, 19 KP officers from northern Kosovo benefited from improving their language skills through Mission facilitated Serbian, Albanian, and English courses.

Throughout the reporting period, the Mission maintained its strong commitment to promoting gender equality and implementing the Women, Peace and Security Agenda by supporting the Association of Women of the Kosovo Police and Association of Women in Kosovo Correctional Service through a series of professional development workshops. Through this partnership, EULEX contributed to advancing and enhancing female representation in leadership and decision-making positions. Between April and June, EULEX intensified its engagement with civil society and implemented several project activities focused on prevention and handling of technology-facilitated gender-based violence. In July, the second meeting of the joint EULEX-UNICEF initiative on combating sexual violence against children in Kosovo took place with the participation of many international partners.

The Mission continued to closely track, and where possible address, security related challenges linked to the preservation and protection of cultural and religious heritage. It proactively engaged in cases where cultural and religious heritage in Kosovo appeared under threat of unlawful appropriation, infringements, or damage. With an eye to inter-communal discord, EULEX remained proactively involved in the joint, continual tracking mechanism of ‘potentially ethnically motivated incidents’ with UNMIK and the OSCE that allows for both up-to-date and longitudinal awareness.

The Mission has furthermore continued monitoring visits to correctional facilities in Kosovo, focusing on the wellbeing of juvenile and adult female and male prisoners, especially in the context of high-profile and sensitive cases, including those with an inter-ethnic component. Meanwhile, the Mission continued its advising activities to the KCS in managing the vulnerable prison population through training of trainers and to the KPS particularly in the fields of the use of alternative sentences and diversion measures for juveniles, and rehabilitation and treatment of radicalised prisoners.

Operations

The Mission has conducted regular reconnaissance patrols across Kosovo to enhance situational awareness and further assess the security situation, particularly in the north, while reassuring the population through its presence also in remote areas. Despite underlying tensions due to the continued closures of Serbia-run institutions and the construction of two new bridges over the Ibar/Ibër River adjacent to the highly symbolic Austerlitz Bridge in Mitrovica, the situation remained relatively calm with few incidents

recorded. The most serious incident recorded was a hand grenade attack on a Kosovo Post office building in Zvečan/Zveçan on 1 April. EULEX closely monitored the investigation; perpetrators have not yet been identified. To complement PANs efforts in addressing sexual harassment in Mitrovica North, FPU increased its patrolling presence to monitor the situation in the most sensitive areas, an action welcomed by the local community. At the same time, the FPU Specialised Element contributed to EULEX's situational awareness and facilitated the establishment of meaningful contacts with the local population in northern Kosovo and other non-majority communities elsewhere in the territory, collecting relevant information and increasing Mission's presence.

On 28 June, Vidovdan (Saint Vitus Day) celebrations – one of the main Serbian and religious holidays in remembrance of the Battle of Kosovo in 1389 – concluded without any major incidents and with lower participation than in previous years. While in Gračanica/Graçanicë the KP maintained a low profile, at the Gazimestan site, KP officers used crowd control barriers at the entrance. The KP strictly regulated the flow of participants by searching for every person entering and stopping people with items interpreted as provocative and/or nationalist on a case-by-case basis. In line with its mandate as second security responder, the Mission maintained its full operational capacity to monitor the situation at all relevant locations and coordinated closely with the KP and KFOR.

The construction of two new bridges over the Ibar/Ibër River adjacent to the highly symbolic Austerlitz Bridge connecting Mitrovica North and Mitrovica South, one vehicular and one pedestrian, was met with strong objections from the Kosovo Serb community and raised concerns among the international community. The Austerlitz Bridge has been at the center of tensions in the past. It currently has a static KFOR presence and is closed for vehicle traffic. Its revitalization and opening has been subject to multiple EU-facilitated Dialogue Agreements. Human rights concerns arose with respect to the abrupt demolition of two houses in Mitrovica North in July to make an immediate way for one of the new bridges. In August, as the works were well underway, the outgoing Kosovo government-initiated expropriation procedures of private and public land affected by the construction project. In response to the construction, since the beginning of July, EULEX enhanced its presence through its FPU patrols to closely observe security developments in Mitrovica North.

The EULEX FMT continued to support the Institute of Forensic Medicine (IFM) in searching, exhuming, and identifying remains of missing persons from the 1998-2000 period through 23 field operations, which resulted in six exhumations. During the reporting period, FMT activities resulted in 15 new identifications with five reported as missing persons, as well as in six reassociations to previously identified individuals. The remains of 14 individuals were handed over to the families or authorities, of which 13 were reported as missing persons.

In parallel, the FMT supported efforts to enhance the outreach capabilities of the IFM, with the aim of improving communication and engagement with families of missing persons from all communities.

In June, EULEX moderated an information session for family members from Kosovo and Serbia where representatives of several Kosovo institutions briefed participants about ongoing work on the process of search and identification of missing persons as well as the investigation and prosecution of war-related crimes. In July, the FTM participated in a meeting with the International Committee of the Red Cross in preparation for the Sub-Working Group – a technical mechanism related to the “Working Group on persons who are unaccounted for in connection with events in Kosovo” – initially scheduled to take place in Belgrade on 29 July. Following the arrest and pre-trial detention of the Assistant Director, Igor Popović, by Kosovo authorities, the meetings were postponed.

EULEX also continued its support to Kosovo institutions in relation to international police cooperation, facilitated by the UNMIK INTERPOL Liaison Officer. The EULEX International Police Cooperation Unit facilitated the data exchange in Kosovo communication with INTERPOL, EUROPOL and Serbia.

The Mission continued to provide logistical and operational support to the Specialist Chambers and Specialist Prosecutor’s Office in all their activities in Kosovo.

Finally, on 14 March, EULEX and the NATO-led KFOR mission signed Revised Joint Operational Procedures along with a Memorandum of Understanding governing KFOR’s support and assistance to EULEX. This was done with the aim of enhancing mutual cooperation and understanding between the two missions in the context of potential joint operations, in full accordance with their respective mandates as security responders. EULEX participated in the regular KFOR-led ‘Golden Sabre’ exercise on 9-10 June to test the implementation of crisis management procedures of the three-tiered security mechanism involving KP, EULEX, KFOR. EULEX supported KFOR with the organisation of the Regional Conference on Women, Peace and Security in Greece on 27-28 May that brought together over 60 participants from NATO allies, partners, Kosovo institutions, international organisations, NGOs, civil society, and academia.

Annex II: Specialist Chambers and Specialist Prosecutor's Office

The Specialist Chambers (SC) and the Specialist Prosecutor's Office (SPO) reached significant milestones during the reporting period, including the issuance of a second appeal judgment involving war crimes, the conclusion of the Prosecution case and the initiation of the Defence case in the senior leadership war crimes case Specialist Prosecutor v. Hashim Thaçi et al., as well as the conclusion of an enforcement agreement with Belgium.

On 15 April 2025, the SPO announced the closure of its case in the war crimes and crimes against humanity case of the Specialist Prosecutor v. Hashim Thaçi et al. Since the start of trial hearings, on 3 April 2023, the SPO has called 125 witnesses to testify in person and 118 witnesses provided their testimony in writing. On 23 April 2025, the Panel held a status conference and ordered deadlines for the next procedural steps. On 12 June 2025, the Defence teams filed a joint motion for a request to dismiss part of the charges, in accordance with Rule 130 of the Rules of Procedure and Evidence Before the Kosovo Specialist Chambers. The Defence challenged one aspect of the SPO's case, requesting the Panel to dismiss "charges" which according to the Defence fell outside the scope of the armed conflict alleged by the SPO. In view of the narrow scope of the request, the Panel ordered Victims' Counsel to be ready to present his case in July 2025, and set 16, 17 and 18 July 2025 as the dates for the victims' case. By oral decision issued 16 July 2025, the Panel dismissed the Defence's motion in its entirety.

On 16 July 2025, the case of the Victims' Counsel commenced with the calling of two expert witnesses, reporting on the psychological harm suffered by the participating victims. The report covered the psychological consequences of torture and inhumane treatment, the loss of a loved one through enforced disappearance or murder, and on symptoms commonly encountered by victims of trauma. The expert report was admitted into evidence and the expert witnesses' testimony concluded on 17 July 2025.

The Defence teams of Mr Thaçi and Mr Jakup Krasniqi subsequently confirmed that they will each present a defence case, while the Defence teams for Mr Kadri Veseli and Mr Rexhep Selimi notified that they do not intend to present any Defence evidence. On 25 July 2025, the Panel set Monday 15 September 2025 as the date for the opening of the Defence case.

The four accused are charged with six counts of crimes against humanity each – persecution, imprisonment, other inhumane acts, torture, murder and enforced disappearance of persons – and four counts of war crimes – illegal or arbitrary arrest and detention, cruel treatment, torture and murder.

The number of participating victims changed during the reporting period. In April 2025, one victim withdrew from participation in the case for safety concerns. In May and June 2025, five new victims were admitted to participate in the proceedings. With these developments and the passing of

two victims, at the end of the reporting period the total number of participating victims in the *Thaçi et al.* case is 155.

On 14 July 2025, the Court of Appeals Panel pronounced the Appeal judgement in the case of the Specialist Prosecutor v. Pjetër Shala. The Panel affirmed Mr Shala's conviction for the war crimes of arbitrary detention, torture and murder. The Panel however granted in part three of the 14 grounds raised by Mr Shala in his appeal and consequently reduced the initially imposed sentence of 18 years of imprisonment to a single sentence of 13 years of imprisonment with credit for time served.

In the war crimes case of the Specialist Prosecutor v. Salih Mustafa, on 17 April 2025, the Specialist Chambers of the Constitutional Court (SCCC) delivered its judgment on the first referral made by Mr Mustafa, finding that there had been no violation of the Kosovo Constitution or the European Convention for the Protection of Human Rights and Fundamental Freedoms. On 9 July 2025, the SCCC dismissed a second referral by Mr Mustafa alleging that his 15-year sentence for the war crime of murder violated Article 33(3) of the Kosovo Constitution and that it was disproportional to the criminal offense. Prior to these judgments, on 25 February 2025, the Specialist Chamber of the Supreme Court had rejected the requests for protection of legality submitted by Mr Mustafa and the SPO. These requests were filed in connection with the Court of Appeals' ruling from 10 September 2024, which had imposed a 15-year sentence on Mustafa.

A Single Judge continues to oversee the execution of the Reparation Order in this case, as it remains to be fully implemented. Mr Mustafa has been ordered by the Trial Panel to pay an overall sum of 207,000 Euro as compensation for the harm inflicted on the eight victims of the crimes for which he is convicted. During the reporting period, it was made public that the Reparation Order has been partially implemented, with partial payments from certain funds of Mr Mustafa being made twice, on a pro rata basis, to seven victims, as the eighth victim waived any reparation payment. The Judge found that this waiver will not change the terms of the Reparation Order. On 16 July 2025, at the request of Victims' Counsel and having received information from the Kosovo Ministry of Justice, the Single Judge found that as a matter of principle, interest should be paid by Mr Mustafa on the amounts owed as reparations to the victims, to ensure that awards are not economically devalued with the passing of time. The Judge therefore decided that an interest rate of eight percent (8%) per year shall start to accrue on the part of the Reparation Order which has not yet been executed, at the date on which the decision was notified to Mr Mustafa. Mr Mustafa has appealed the decision. The SC Registrar continues to implement and report annually on the outstanding amounts and interest accrued as requested by the Single Judge.

In the case of the Specialist Prosecutor v. *Thaçi et al.* for offences against the administration of justice, on 14 April 2025, the Pre-Trial Judge confirmed an additional mode of liability with respect to Mr *Thaçi* in relation to the three charges of obstruction of official persons in performing official duties. On 16 April 2025, upon the order of the Pre-Trial Judge, the SPO filed

an amended indictment to which Mr Thaçi pleaded not guilty on 24 April 2025.

Throughout the reporting period, the case has advanced through the pre-trial stage, with preliminary motions decided upon, pending appeal, and the disclosure of evidence process reaching an advanced state.

On 19, 24 and 30 June 2025, the Pre-Trial Judge rejected the Defence's preliminary motions challenging the jurisdiction of the Court, alleging defects in the amended confirmed indictment, and requesting adjournment and severance of the proceedings. On 23 July 2025, the Pre-Trial Judge granted Mr Thaçi leave to appeal the decisions concerning jurisdiction, and adjournment and severance of proceedings. The Court of Appeals granted in part Mr Thaçi's request for an extension of time to file his appeals, with the new deadline being set for 18 August 2025.

To ensure an efficient and streamlined organisation of the remaining pre-trial proceedings and the swift transmission of the case file to a Trial Panel, on 25 July 2025, the Pre-Trial Judge ordered submissions from the Parties by 25 August 2025 on remaining and upcoming steps, including indications as to when the Parties will be ready for trial. The Pre-Trial Judge also set 19 September 2025 as the deadline for the SPO to submit its pre-trial brief and list of witnesses and exhibit, and for the Defence to file their respective pre-trial briefs, should they wish to do so, by 20 October 2025.

In the witness intimidation case of the Specialist Prosecutor v. Sabit Januzi et al., the Trial Panel approved on 4 February 2025 the plea agreements reached between the SPO and the three accused in this case, in which they admitted guilt to one charge of obstructing official persons in performing official duties, and one charge of intimidation in criminal proceedings. In line with the plea agreements, the Trial Panel sentenced Mr Sabit Januzi and Mr Ismet Bahtijari to two years imprisonment, and Mr Haxhi Shala to three years of imprisonment. Furthermore, the accused agreed to pay the total sum of 500 Euros as reparations to the participating victim. These were the first plea agreements entered before the SC.

On 19 February 2025, the SC President modified the sentences of Mr Januzi and Mr Bahtijari. These decisions come after they had served two thirds of their two-year imprisonment sentence and had thus become eligible for commutation, modification or alteration of sentence, in accordance with Article 51(2) of the Law on the Specialist Chambers and Specialist Prosecutor's Office. On 21 February 2025, Mr Januzi and Mr Bahtijari were released to Kosovo by the Registry under specific conditions. The conditions set by the President will remain in place for the duration of the sentences imposed, namely until 4 October 2025. The Registrar reports on a bi-monthly basis to the President on the adherence by the two Convicted Persons to the set conditions. The SC President may revoke her decisions in case of non-compliance with one or more of the conditions set forth in the decisions. Mr Shala continues serving his sentence at the SC Detention Facilities.

On 12 June 2025, the SC and the Kingdom of Belgium formalized an Agreement on the Enforcement of Sentences. The agreement was signed by the SC Registrar and the Head of the Central Authority for Cooperation with International Criminal Courts, at Belgium's Ministry of Justice.

Under this agreement, individuals convicted by the SC may serve their prison sentences in Belgium, subject to the designation of the SC and Belgium's approval. The 2014 Exchange of Letters between the High Representative of the European Union for Foreign Affairs and Security Policy and the President of Kosovo, as well as Article 162 of the Kosovo Constitution provide that final sentences before the SC should be served outside Kosovo. Furthermore, in line with the Host State Agreement, sentences cannot be served in the Netherlands. The conclusion of agreements on the enforcement of sentences is essential for the completion of the SC's mandate.

During the six-month reporting period, 1,137 filings and 288 orders and decisions were processed, 490 documents totalling 5,794 pages translated, and 1,303 items disclosed between the parties in all the cases before the SC. A total of 12 hearings took place and were streamed on the SC website in the three official languages of the court – Albanian, Serbian and English. The recordings thereof are available on the SC YouTube channel. In all, four witnesses provided their testimonies before the SC during the reporting period.

Two custodial visits on compelling humanitarian grounds were carried out in March 2025 following the Panels' decisions. So far, 14 such visits by detainees to Kosovo have been ordered by the Judges of the SC and managed by the court.

There are 172 participating victims in three of four cases before the SC: eight in the case against Mr Mustafa, eight in the case against Mr Shala, 155 in the case against Mr Thaçi et al., and one in the case against Mr Januzi et al.

There are currently 246 persons on the publicly available List of Counsel eligible to practise before the SC. Of these persons, 118 are qualified to represent victims. The Defence teams consist of 116 persons of whom 74 are practising in the Thaçi et al. case.

The SC President travelled to Kosovo between 12 and 14 May 2025, during which she met with stakeholders, including representatives of European Union Member States, the European Union Special Representative in Kosovo and the EULEX Head of Mission.

The President also met with the SRSG of UNMIK, the Ambassador of the United Kingdom, and the Kosovo Ombudsperson to provide public information about the court's mandate, administration and current activities. A press conference for journalists planned for 13 May 2025 in Pristina, had to be cancelled in the interest of public safety and based on advice of the Kosovo Police. The aim of this event was to inform the public in Kosovo about the legal proceedings in The Hague, sharing updates and providing

objective and transparent information, as well as offering journalists the opportunity to ask questions to the SC President. The SC issued a statement on the cancellation, stating that the event could not be held due to protests by war veterans and others involving smoke bombs, which were carried out with the aim to prevent the meeting from taking place.

On 28 March 2025, the SC Judges gathered for their tenth annual Plenary at the SC premises. During the plenary, the Judges visited the Netherlands Forensic Institute, were updated by the President on ongoing institutional matters and were provided with an update from the Registrar.

Annex III

Composition and strength of the police component of the United Nations Interim Administration Mission in Kosovo (as at 15 September 2025)

<i>Country</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
Austria	1	-	1
Canada	—	1	1
Finland	1	-	1
Germany	—	1	1
Jordan	—	1	1
Nepal	—	2	2
Slovenia	—	1	1
Total	2	6	8

Composition and strength of the military liaison component of the United Nations Interim Administration Mission in Kosovo (as at 15 September 2025)

<i>Country</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
Austria	—	1	1
Czechia	1	-	1
Hungary	—	1	1
Moldova	—	1	1
Poland	2	-	2
Romania	—	1	1
Slovenia	—	1	1
Türkiye	1	—	1
Total	4	5	9

