



# Security Council

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## 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 September 2025 to 15 March 2026.

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 extraordinary legislative elections in December, the constitution of the Assembly of Kosovo and the formation of a new government on 11 February brought a temporary resolution to a protracted period of institutional deadlock. However, after the constitutional deadline to elect a new President expired without an agreement between political parties, the President of Kosovo, Vjosa Osmani, issued a decree on 6 March to dissolve the Assembly, prompting a legal challenge by the Vetëvendosje party before the Constitutional Court. Municipal elections held in October and November 2025 were marked by the active participation of all communities and a peaceful transition of authority, including in northern Kosovo, where Kosovo Serb mayors took office for the first time since leaving Kosovo institutions in 2022.

4. The European Union-facilitated dialogue achieved some progress in advancing the implementation of agreements between Belgrade and Pristina. On 22 January, the



chief negotiators from Belgrade and Pristina, Petar Petković and Besnik Bislimi, together with the European Union Special Representative for the Belgrade-Pristina Dialogue, Peter Sørensen, convened, for the first time in a trilateral format, the Joint Commission on Missing Persons. The parties agreed on steps to operationalize the Joint Commission for the implementation of the Declaration on Missing Persons signed in May 2023.

5. On 22 October, Mr. Sørensen held separate meetings in Pristina with Mr. Bislimi and representatives of the Serbian List party. On 4 November, he met the President of Serbia, Aleksandar Vučić, in Brussels, where Mr. Sørensen called for the implementation of all dialogue agreements and constructive engagement by both parties. Following the meeting, a European Union spokesperson said that the High Representative for Foreign Affairs and Security Policy, Kaja Kallas, would convene a high-level meeting once “appropriate conditions are created”. In January and February, respectively, Mr. Sørensen visited Belgrade and Pristina to meet officials, the chief negotiators, political parties and members of the diplomatic community. He underscored that achieving progress on “Kosovo’s European Union future” and on Serbia’s European Union path required progress in the dialogue.

6. On 14 March, Mr. Sørensen again visited Pristina ahead of the implementation of the Law on Foreigners, scheduled to begin on 15 March. In a joint press conference with the Prime Minister of Kosovo, Albin Kurti, he announced that an agreement had been reached on the modalities for implementing the law, including additional measures related to residence permits and identification documents. Officials in Belgrade and Pristina, as well as members of the international community, welcomed the agreement. In her statement, Ms. Kallas pointed to new momentum in the European Union-facilitated dialogue.

7. On 15 October, as part of a regional tour, the President of the European Commission, Ursula von der Leyen, visited Pristina, where she reaffirmed the path of Kosovo to European integration and emphasized the need to build strong institutions and de-escalate tensions. On 16 December, the European Commission partially lifted the measures that the European Union had imposed on Kosovo in June 2023, enabling €34.6 million in funding for Kosovo under the Instrument for Pre-accession Assistance. Later, Ms. von der Leyen announced that, following the transition of local governance in northern Kosovo, the European Union would proceed with further lifting the measures on Kosovo, with €421 million in assistance to be released.

8. On 26 November, a European Union spokesperson stated that Serbia was in violation of its obligation under the 2023 Agreement on the path to normalization between Kosovo and Serbia, after the Minister of Internal Affairs of Serbia, Ivica Dačić, said that Serbia continued to oppose the admission of Kosovo to the International Criminal Police Organization (INTERPOL).

9. On 12 October, municipal elections were held in all 38 municipalities of Kosovo, followed by mayoral run-offs in 18 municipalities on 9 November. Voter turnout was 40.1 per cent in the first round and 32.8 per cent in the run-offs. The Vetëvendosje party and the Democratic League of Kosovo won seven mayoral races each, followed by the Democratic Party of Kosovo, which won six, and the Alliance for the Future of Kosovo, which won five, while the Social Democratic Initiative party, the Turkish Democratic Party of Kosovo and one independent candidate each secured one. The Serbian List party won mayoral races in all 10 Kosovo Serb-majority municipalities.

10. While women represented 37.4 per cent of the 5,419 candidates contesting municipal assembly seats, only 20 out of 206 mayoral candidates were women (9.7 per cent). Only one woman – representing the Serbian List party in

Ranilug/Ranillug – was elected mayor, while women secured 35.9 per cent of municipal assembly seats (338 out of 942 contested seats). The observer delegation of the Congress of Local and Regional Authorities of the Council of Europe assessed the municipal elections as calm, pluralistic and competitive. It regretted the low number of women mayoral candidates, their marginalization in media coverage and their underrepresentation as members of the election administration.

11. On 7 October, in the lead-up to the municipal elections, Mr. Kurti said that recent actions by Serbia amounted to interference in the electoral process, after Mr. Vučić announced on 5 October a recruitment process for 400 new jobs in Serbia-run healthcare institutions in Kosovo. An additional 350 vacancies were announced by Serbia in December. Kosovo Serb opposition parties criticized the timing of the recruitment announcements as pre-election campaigning in support of the Serbian List party.

12. On 7 October, the caretaker government adopted a series of social and economic measures, including subsidies for students, food and electricity. Opposition parties in Kosovo criticized the timing of the announcement, arguing that it was intended to generate support before the elections.

13. During the election campaign, several candidates representing Kosovo Serbs reported pressure by the Serbian List party to withdraw from the elections. In Klokot/Kllokot, an opposition candidate withdrew under pressure and subsequently aligned with the Serbian List party.

14. On 9 October, the Central Election Commission denied accreditation requests by 29 media outlets, including 24 Serbian-language outlets, to cover the municipal elections. The Association of Journalists of Kosovo, the European Federation of Journalists and the OSCE Mission in Kosovo criticized the decision, warning that such actions restricted media freedom and undermined language rights. On 10 October, the Central Election Commission accredited previously denied media outlets, with the exception of *Kosovo Online*. The Election Complaints and Appeals Panel upheld an appeal by *Kosovo Online*.

15. Following the suspension of proceedings of the Assembly of Kosovo until 30 September, the Constitutional Court ruled on 8 October that the Assembly had not been constituted and instructed Assembly members to elect the remaining Kosovo Serb deputy president within 12 days. On 10 October, the Assembly reconvened its constitutive session. The Serbian List party nominated each of its nine Assembly members, none of whom obtained the necessary number of votes in the Assembly to be elected. The President of the Assembly, Dimal Basha, then nominated the Kosovo Serb member from the Freedom, Justice and Survival party, Nenad Rašić, who received a majority of votes by Assembly members. Mr. Basha subsequently declared the Assembly constituted on the same day.

16. On 16 October, members of the Serbian List party contested the nomination of Mr. Rašić before the Constitutional Court, arguing that he did not have the required support of the majority of Kosovo Serb members in the Assembly. On 4 February, the Constitutional Court ruled that the election of Mr. Rašić violated constitutional and procedural safeguards of the Assembly, stating that the nomination of deputy presidents from non-majority communities “is a right of the majority of Assembly members of those communities”.

17. On 11 October, Ms. Osmani mandated Mr. Kurti to form a government. His proposed cabinet failed to secure a majority in the Assembly on 26 October. On 19 November, a second attempt to form a Vetëvendosje-led government, this time led by Glauk Konjufca, was also unsuccessful. In line with constitutional provisions,

Ms. Osmani dissolved the Assembly on 20 November and announced new elections for 28 December after consultations with party leaders.

18. In the lead-up to the legislative elections in December, the Central Election Commission rejected the certification of the Serbian List party twice – first as a political entity and subsequently its list of candidates – after two Commission members from Vetëvendosje opposed the certification and others abstained. The Election Complaints and Appeals Panel subsequently ordered the Central Election Commission to proceed with the certification. The Ombudsperson Institution of Kosovo and the Quint (France, Germany, Italy, the United Kingdom of Great Britain and Northern Ireland, and the United States of America), as well as the European Union Office in Kosovo, the OSCE Mission in Kosovo and UNMIK, warned that politicization of the Commission risked undermining the inclusivity, impartiality and credibility of the electoral process.

19. On 28 December, the elections proceeded peacefully without incident. The preliminary voter turnout was reported at 45.36 per cent and included significant participation of members of the Kosovo diaspora. On 29 December, an observer delegation from the Parliamentary Assembly of the Council of Europe welcomed the smooth and professional conduct of the elections. The delegation noted that despite the polarized political climate, most interlocutors appreciated the campaign's softer tone, the absence of formal complaints regarding hate speech and the lack of serious incidents. However, it observed challenges related to the availability of materials in multiple languages, voter assistance and access for persons with disabilities. It noted that the issue of inflated voter lists had remained unaddressed, stemming from the lack of effective deregistration mechanisms and harmonization between census data and the civil registry.

20. On 9 January, the Central Election Commission announced the conclusion of the vote-counting process. However, the following day, the Commission identified discrepancies between candidate votes counted at municipal counting centres and those recorded on ballots during video review. The Commission decided to recount votes for candidates in 914 polling stations, including a full recount in 10 municipalities and a recount of 10 per cent of polling stations in the remaining 28 municipalities. On 19 January, after the partial recount identified discrepancies affecting more than 50,000 votes, the Commission ordered a full recount in all municipalities. Kosovo authorities subsequently questioned hundreds of individuals in 15 municipalities, including municipal counting centre commissioners, on suspicion of vote manipulation, with courts approving pre-trial detention orders for 38 of those persons.

21. On 31 January, the Central Election Commission announced the final election results for all political entities except the Serbian List party, based on a separate vote by the Commissioners on the results for this party. Two Commission members from Vetëvendosje voted against their approval, while five members abstained. The European Union, Quint representatives, and the OSCE Mission in Kosovo described the decision as a “violation of the right of citizens to democratically elect their representatives”. On 3 February, the Election Complaints and Appeals Panel upheld an appeal submitted by the Serbian List party.

22. On 9 February, the Central Election Commission announced the certified election results of all parties, including the Serbian List. The Vetëvendosje party obtained 51.1 per cent of votes (57 of the 120 seats in the Assembly). The Democratic Party of Kosovo received 20.2 per cent (22 seats), the Democratic League of Kosovo 13.2 per cent (15 seats), and the Alliance for the Future of Kosovo 5.5 per cent (6 seats). The Serbian List party secured 4.5 per cent of votes and won 9 of the 10 seats guaranteed for Kosovo Serbs; the remaining seat for Kosovo Serbs went to the

Freedom, Justice and Survival party. The 10 seats guaranteed for other non-majority communities were distributed between the Kosovo Bosniak community (three seats), Kosovo Turkish and Kosovo Egyptian communities (two seats each), and Kosovo Ashkali, Kosovo Gorani and Kosovo Roma communities (one seat each). Women secured 41 seats in the Assembly (34.2 per cent), compared with 45 seats (37.5 per cent) in February 2025, exceeding the 30 per cent gender quota.

23. On 11 February, the Assembly was constituted with the election of Albulena Haxhiu as President of the Assembly and five Deputy Presidents, including one Kosovo Serb and one Kosovo Bosniak. For the first time, the six-member Presidency of the Assembly achieved gender parity, with three women and three men.

24. On the same day, the Assembly elected the government proposed by Mr. Kurti, with 66 votes in favour, 49 against and no abstentions. The Vetëvendosje-led government is composed of Mr. Kurti as Prime Minister, three Deputy Prime Ministers, and a cabinet of 19 ministers, 5 of whom are women. The cabinet includes four representatives of non-majority communities, including a Kosovo Turk Deputy Prime Minister and three ministries headed by representatives from the Kosovo Bosniak, Kosovo Egyptian and Kosovo Serb communities.

25. On 5 March, the constitutional deadline for electing a new President of Kosovo passed without an agreement between political parties. A plenary session of the Assembly, held before the deadline to initiate the presidential election procedure, did not proceed due to lack of a quorum. On 6 March, Ms. Osmani issued a decree to dissolve the Assembly, citing a deliberate failure by political actors to meet the constitutional deadline. The Vetëvendosje party subsequently challenged Ms. Osmani's decree before the Constitutional Court, arguing that the dissolution of the Assembly is only permitted after three unsuccessful voting rounds to elect a President. On 9 March, the Constitutional Court imposed an interim measure prohibiting Ms. Osmani from taking any action related to her decree and suspending all actions of the Assembly until 31 March.

26. On 24 October, the caretaker government postponed the enforcement of the Law on Foreigners and the Law on Vehicles to 15 January. The laws set out requirements for the registration of non-residents, residency permits and the circulation of vehicles registered outside of Kosovo institutions. On 15 January, the deadline was moved to 15 March. Mr. Bislimi stated that the transitional period would be used "to initiate the process of substantive integration of the [Serbia-run] healthcare and education systems" across Kosovo. Mr. Petković characterized Mr. Bislimi's remarks as contrary to the agreements reached in the dialogue, describing the two laws as discriminatory and amounting to institutional persecution of Kosovo Serbs.

27. Kosovo Serb civil society organizations and the Serbian Orthodox Church raised concerns that the two laws, if applied without a permanent solution to registration and related challenges, would negatively impact the daily lives of residents, especially those in Kosovo Serb communities who are without or are unable to obtain Kosovo-issued documents. They warned that the measures could impact essential Serbia-run education and healthcare services and called for outstanding issues to be addressed within the European Union-facilitated dialogue. On 12 February, mayors and other representatives of the Kosovo Serb-majority municipalities adopted a declaration requesting freedom of movement for employees and students of the Serbia-run education and healthcare institutions, facilitation with obtaining personal documents, and guarantees for the use of properties.

28. On 18 September, Mr. Kurti stated his government's intention to integrate and unify the health and education systems in Kosovo, describing the current framework as "unsustainable". The Serbian List party characterized this as a "direct threat",

demanding that these matters be addressed within the framework of the European Union-facilitated dialogue, including through the establishment of the Association/Community of Serb-majority Municipalities.

### **III. Northern Kosovo**

29. The situation in northern Kosovo remained calm but fragile. In the municipal elections, the Serbian List party won all mayoral positions and obtained absolute majorities in the municipal assemblies of the four northern municipalities, marking the return of Kosovo Serbs to municipal administrations after leaving Kosovo institutions in the north in November 2022.

30. Ahead of the elections, the Ministry of Local Government Administration approved municipal decisions to name or rename most streets, a process that Kosovo Serb political representatives argued lacked meaningful engagement of the affected communities.

31. On 2 October, the then municipal administration replaced a sign in North Mitrovica municipality, exchanging Cyrillic with Latin script, accompanied by a new municipal coat of arms adopted by the Kosovo Albanian-led municipal assembly in 2024.

32. Kosovo Serb representatives described these actions as a provocation and an attack on the city's multi-ethnic character. On 16 December, the new municipal administration of North Mitrovica initiated works to restore the tricolour seats in the sports hall. Kosovo police intervened and halted the works.

33. After the local elections, the outgoing Kosovo Albanian-majority municipal assembly of North Mitrovica approved 16 requests for the conversion of land from agricultural use to construction, including 2 requests from the municipality and 14 from private owners. The mayor-elect of the Serbian List party stated that these decisions were aimed at "changing the ethnic structure of the municipality" and announced a review once the new administration assumed office.

34. On 5 December, municipal assemblies in all four northern municipalities held their inaugural sessions. The four new mayors from the Serbian List party informed UNMIK that municipal buildings showed signs of damage and neglect, and lacked basic equipment. They reported that municipal archives and documents from previous administrations were dispersed across the buildings or missing. They further stated that municipal operations were constrained by limited funds and raised concerns about recent hiring practices exacerbating language barriers, with many recently hired staff not speaking Serbian. On 13 February, the Minister of Local Government Administration convened all 10 Kosovo Serb mayors in Pristina for a discussion on these issues. The municipality of North Mitrovica also reported concerns about unannounced visits by the Kosovo police related to administrative and employment issues, which it said exceeded the scope of law enforcement.

35. On 17 December, Mr. Kurti and the mayor of South Mitrovica, Faton Peci, opened a newly constructed pedestrian bridge connecting North Mitrovica and South Mitrovica. The new mayor of North Mitrovica held that the opening of the bridge served political purposes and had not been done in consultation with the impacted community.

36. On 18 December, during their first regular sessions, the municipal assemblies in the northern municipalities voted to withdraw from the Association of Kosovo Municipalities, which they had joined under the previous municipal administrations. The Acting Minister of Local Government Administration stated that the agenda item

concerning the withdrawal had been unlawfully proposed. In January and February, the municipal assemblies of the four northern municipalities again adopted decisions to withdraw from the Association of Kosovo Municipalities. In addition, the municipal assembly of North Mitrovica endorsed the annulment of a decision by the previous administration on street renaming, citing procedural irregularities and the absence of public consultations.

37. On 6 January, on the occasion of Serbian Orthodox Christmas, the municipality of North Mitrovica placed a religious banner with a logo of the Serbian List party in the town centre after receiving a permit from the newly elected mayor from the same party. Kosovo police intervened, stating that the municipality did not have the approval of the central level authorities required for the display. The police subsequently returned the banner and allowed the display without the logo of the Serbian List party and without the colours of the flag of Serbia. On 4 March, the mayor of North Mitrovica testified at the Basic Court of South Mitrovica after receiving a summons over the placement of the original banner.

38. On 10 February, several individuals delivered a notice from the Dean of the University of Pristina to the Serbia-run University in North Mitrovica requesting the voluntary release of a faculty building or the initiation of a bilateral legal arrangement for its use within 30 days. On 16 February, the Rector of the University of Pristina stated that several university properties in North Mitrovica were occupied illegally, which is denied by the Serbia-run University in North Mitrovica.

39. In October, Kosovo officials laid the foundation for two Kosovo government-run primary schools for 860 children in North Mitrovica, projects worth several million euros. On 7 November, Mr. Kurti announced that the Ministry of Justice had allocated €640,000 for the construction of a shelter for victims of domestic violence in North Mitrovica in a building under construction intended for a Serbia-run school for Kosovo Roma children.

40. The Kosovo police continued to conduct search operations in northern Kosovo and confiscated weapons, military equipment and ammunition, including explosives and various types of rifles, found in private and uninhabited properties.

41. On 19 September, employees of Serbia-run healthcare institutions held a peaceful protest regarding a search carried out by the Kosovo police the previous day in a Serbia-run health centre in North Mitrovica. The Kosovo police stated that the operation had been conducted to search for illegal weapons and that none had been found.

42. On 8 October, the Kosovo police detained a 15-year-old Kosovo Serb for wearing a sweatshirt with the inscription “Gendarmerie” and the Serbian coat of arms. The minor was fined €300 for disturbing public order and peace and for displaying obscene and assaulting material.

43. On 10 October, two Kosovo Albanian men reportedly attempted to abduct a Kosovo Serb minor girl while she was walking with her mother in Zvečan/Zveçan. Kosovo police apprehended two suspects and initiated a case of “attempted kidnapping”.

44. Kosovo police reported that a Kosovo Serb was allegedly attacked and abducted by Serbian security forces on 1 November in Leposavić/Leposaviq municipality near the administrative boundary line, and that the individual was wounded and taken in an ambulance to Serbia. Ms. Osmani called on the international community to react and described the incident as “another act of aggression by Serbia that threatens peace and stability in the region”.

45. On 23 January, the Trepça/Trepča joint stock company started the verification process of its properties. In northern Kosovo, the Trepça/Trepča inventory includes 704 land parcels (with a total surface area of 382.79 hectares) for lease agreements, some of which are currently used by Serbia-run education institutions.

## **IV. Rule of law and human rights**

### **Rule of law**

46. On 20 November, the Kosovo Prosecutorial Council dismissed the Acting Chief Prosecutor, Besim Kelmendi, prompting concerns from civil society and the European Union Office in Kosovo regarding procedural compliance and possible setbacks to prosecutorial reform. On 16 December, the Supreme Court annulled the decision as unlawful and unfounded, returning the matter to the Kosovo Prosecutorial Council for reconsideration.

47. On 9 January, the Constitutional Court annulled, due to procedural violations, 12 laws adopted by the Assembly in December 2024, including legislation related to anti-money laundering and the Special Prosecution Office.

48. Civil society and international actors, including the European Union Rule of Law Mission in Kosovo and the European Commission, voiced concern about frequent procedural delays, inefficiencies in judicial proceedings and excessive use of pre-trial detention. Civil society and the European Union Rule of Law Mission also noted that, despite the adoption of prevention and protection measures, shortcomings in the adjudication of gender-based violence cases persisted, including lenient sentencing and inadequate judicial responses, with gender stereotypes often impacting judicial decision-making.

49. Anti-corruption efforts continued, with the arrest of several officials, including judicial personnel and a former minister, for alleged corruption and abuse of office.

50. Indictments and trials in absentia for war crimes related to the 1998–1999 conflict remained in focus. The Special Prosecution Office issued at least 30 indictments, the majority of which included requests to proceed in absentia. These include four persons indicted for events that took place on 15 January 1999 in the village of Reçak/Raçak, in which 45 Kosovo Albanian civilians were killed and around 20,000 expelled from the village and surrounding areas. On 26 February, a court in Belgrade convicted and sentenced a Kosovo Albanian in absentia to 15 years of imprisonment for war crimes committed in June 1999 near Peja/Peć, including the killing of three persons and the wounding of a Serbian civilian. On 2 March, the Kosovo Court of Appeals ordered a retrial for a war crimes case that had proceeded in absentia and resulted in a guilty verdict, with the Court stating that the Basic Court had not undertaken reasonable efforts to notify the accused or secure his presence.

51. In trials for war crimes where the defendant was present, a Kosovo Gorani was sentenced on 11 November to 10 years of imprisonment, having been found guilty of war crimes by participating as a police officer in the killing, arrest, torture and inhuman treatment of Kosovo Albanian civilians in Prizren. On 2 February, the Basic Court of Pristina found a Kosovo Albanian guilty of war crimes in a retrial, sentencing him to 13 years of imprisonment. On 3 February, the same court convicted a Kosovo Serb of war crimes and sentenced him to 12.5 years in prison.

52. Arrests for alleged war crimes continued, including a Kosovo police operation on 1 March in which five Kosovo Serb individuals were arrested for their purported involvement in the killing of six Kosovo Albanian civilians from May to June 1998

in the village of Syriganë/Suvo Grlo. The Serbian Orthodox Church called for international monitoring of the case.

53. On 21 November, Serbian authorities released a former member of the Kosovo police who had been arrested in Serbia on 7 June for alleged involvement in the Kosovo police response to the violence in 2023 in Banjska/Banjskë. Serbian authorities stated that they had ended investigations due to lack of evidence.

54. Judicial proceedings related to the September 2023 Banjska/Banjskë case continued in Kosovo. Members of the international community continued to call on Serbia to cooperate with the ongoing investigations and to ensure that perpetrators were held accountable.

55. In November, the Special Prosecution Office filed an indictment against an individual in connection with alleged acts of violence and threats against Kosovo Force personnel in Zvečan/Zveçan in May 2023. In January, the Special Prosecution Office announced the arrest of another suspect on suspicion of involvement in attacks against Kosovo Force and Kosovo police personnel during the same period.

56. On 16 February, three defendants accused of responsibility for the November 2024 attack on the Ibër-Lepenc/Ibar-Lepanac water canal pleaded not guilty at the Basic Court of Pristina.

57. UNMIK continued to provide document certification services. The Mission processed a total of 2,087 documents, of which 820 related to pensions, 1,185 related to marriage, birth and death certificates and 82 to diplomas. The Mission also facilitated the issuance of 162 Red Notices and 44 extradition requests from INTERPOL to Kosovo. UNMIK opened 822 new documentation cases based on requests for information. A total of 2,133 cases related to the territory or habitual residents of Kosovo remain open.

58. UNMIK-supported legal aid services provided free legal aid to 67 vulnerable individuals, primarily through legal advice, the drafting of submissions, and court representation. Of the beneficiaries, 33 were women and 34 were men. Most of the beneficiaries were Kosovo Albanians (61), with three Kosovo Roma, two Kosovo Egyptians and one Kosovo Turk. In support of access to justice, the Kosovo Law Institute monitored 84 cases and anonymized 349 judicial judgments in cooperation with the Kosovo Judicial Council.

### **Human rights**

59. On 29 October, the Supreme Court of Kosovo ruled that a 2014 administrative instruction regarding the ban of headscarves in public educational institutions was in line with the Constitution of Kosovo and the jurisprudence of the European Court of Human Rights.

60. On 31 October, the caretaker government announced an increase in the minimum wage, which was instituted on 1 January. As of November, the caretaker government significantly increased social welfare benefits, including pensions, disability allowances and child benefits.

61. On 10 December, the Ombudsperson Institution submitted its annual report on the implementation of the Law on Protection from Discrimination to the Assembly. The report noted continuing challenges related to discrimination across multiple areas, including ethnicity, age, gender, religion and disability. It highlighted institutional gaps in implementing the Law, such as the absence of anti-discrimination mechanisms, registers and trained staff.

62. On 23 December, the Ombudsperson Institution presented its report on the human rights situation in Kosovo for 2025. The most frequent complaints to the Institution concerned the right to legal remedies, fair and impartial trials, equality before the law, and labour and children's rights. The Ombudsperson Institution emphasized that the implementation of its recommendations by Kosovo institutions remained a concern.

63. There are still 1,582 missing persons (261 women and 1,321 men) connected to the 1998–1999 events in Kosovo.

64. Since its establishment in 2018, the commission of the Kosovo government responsible for the verification and recognition of the status of conflict-related sexual violence survivors has granted survivor status to 1,903 applicants (1,792 women and 111 men). The commission has rejected 370 applications (305 women and 65 men).

65. On 28 September, a civil society organization based in North Mitrovica published a report on the use of official languages. It found that Serbian-language content was often missing, incomplete, outdated or poorly translated, thereby limiting access to information and services for Serbian-speaking communities and impacting their language rights. In several cases, municipal authorities issued permits and public calls only in Albanian and required Kosovo Serb community members to provide official documents in Albanian. The position of Language Commissioner has remained vacant since January 2025.

66. In January, the Association of Journalists of Kosovo stated that it had recorded 69 verbal and physical attacks against journalists in 2025. These included hate speech, dehumanizing language, institutional hostility, disparaging rhetoric from politicians, sexist comments, and attempts to limit media freedom. The Association of Journalists of Kosovo and Metohija noted challenges for Serbian-language journalists in Kosovo, reporting harassment in 20 recorded cases. The European Federation of Journalists and the Ombudsperson Institution of Kosovo condemned the increasingly derogatory language used in public discourse vis-à-vis journalists in Kosovo. On 18 February, several international press freedom organizations raised concerns regarding the funding of the Kosovo public broadcaster, Radio-Television Kosovo.

67. On 3 December, a member of the Central Election Commission called journalists "contract killers" and accused the Association of Journalists of Kosovo of acting as an "alliance of criminal groups". The European Union Office in Kosovo condemned the verbal attack and called for such practices to end. On 29 January, the Association of Journalists of Kosovo condemned death threats against a journalist, which were reported to the police. On 24 February, the Basic Prosecution Office in Gjilan/Gnjilane filed an indictment against an individual who had allegedly threatened three journalists inside a courtroom in Viti/Vitina on 30 January. On 2 March, the Association of Journalists of Kosovo condemned a physical attack on a journalist by several individuals in Pristina.

68. On 22 December, the Basic Court of Pristina annulled the election of the Chairperson of the Board of the Independent Media Commission, which had been held on 17 January 2025 after expeditiously amending the rules of procedure.

69. On 30 January, the Constitutional Court ruled in favour of a Kosovo Serb business owner from Zubin Potok, confirming the right of his company to use the Serbian language in proceedings before the Tax Administration and the Commercial Court. The Constitutional Court determined that previous proceedings in the Albanian language had infringed upon his right to language and a fair and impartial trial.

## V. Other key developments

70. On 16 October, a convoy of Kosovo Security Force vehicles temporarily entered North Mitrovica without authorization from the Commander of the Kosovo Force. The Kosovo Security Force afterwards stated that the unit had mistakenly deviated from its route and was escorted south by the Kosovo police. Mr. Petković stated that “sending the Kosovo Security Force to North Mitrovica is a direct violation of NATO’s firm guarantees”.

71. On 29 October, the Syrian Arab Republic announced recognition of Kosovo. On 19 December, The Bahamas also announced recognition of Kosovo, followed by an agreement between Pristina and Nassau on the mutual abolition of visa requirements, signed on 20 January.

72. On 8 December, the leaders of the Islamic community, the Serbian Orthodox Church, the Catholic Church, the Jewish community and the Evangelical Protestant Church signed the Joint Declaration of Religious Leaders in Kosovo on Gender-based Violence and Human Dignity.

73. On 22 January, Ms. Osmani announced the participation of Kosovo in the Board of Peace initiative led by the United States, upon signing the initiative’s charter. On 30 January, Mr. Kurti announced the intention for the Kosovo Security Force to participate in the International Stabilization Force in Gaza.

74. At the Kosovo Specialist Chambers, the trial of Hashim Thaçi, Kadri Veseli, Rexhep Selimi and Jakup Krasniqi has entered its final phase, with closing statements delivered in February. The Specialist Prosecutor’s Office sought convictions on 10 counts of war crimes and crimes against humanity and the imposition of a single sentence of 45 years of imprisonment for each of the four accused. The proceedings generated strong public reactions, including protests in Pristina, Tirana and Skopje, under the slogan, “justice, not politics”.

## VI. Returns, reconciliation, cultural heritage and community relations

75. The Office of the United Nations High Commissioner for Refugees (UNHCR) registered 26 voluntary returns from members of non-majority communities who had been displaced within and outside Kosovo. The returnee numbers include 22 Kosovo Serbs, 3 Kosovo Roma and 1 Kosovo Albanian (total of 14 women and 12 men). This brings the total number of displaced persons of the non-majority communities who have found durable solutions in Kosovo since 2000 to 29,516, including 14,487 women and 15,029 men (12,889 Kosovo Serbs, 7,786 Kosovo Egyptians and Ashkali, 4,118 Kosovo Roma, 1,887 Kosovo Bosniaks, 1,464 Kosovo Gorani, 1,327 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.

76. UNHCR continued to support Kosovo Ashkali, Kosovo Egyptian and Kosovo Roma individuals in obtaining personal documentation and resolving civil status issues. It provided legal aid to 13 individuals (6 women and 7 men).

77. The Kosovo commission for the verification of degrees issued by the University in North Mitrovica verified 104 diplomas. On 19 December, the caretaker government extended the mandate of the commission by three months.

78. UNMIK recorded several incidents affecting Serbian Orthodox, Catholic and Islamic sites. Kosovo police initiated investigations in all cases affecting religious sites, which in some cases remain challenging due to a lack of evidence or the inability of witnesses to identify perpetrators.

79. Incidents at religious sites of non-majority communities include the theft of church bells from a Catholic church in Ferizaj/Uroševac on 28 October, and theft from Catholic churches in Brus on 13 January, in Paralovo/Parallovë on 10 February and in Viti/Vitina on 22 February. Other reported incidents include damage and theft at a Catholic cemetery in Osek Pashë/Osek Paša on 30 October.

80. Incidents at sites of the Serbian Orthodox Church include theft from a church in Livadë/Livagjë on 8 January, the removal of a flag on 4 December from a church in Lipjan/Lipljan, which is a special protective zone, and theft from charity boxes in churches in Dobrotin/Dobratin and Gornja Gušterica/Gushtericë e Epërme on 20 and 21 February. On 16 December, Kosovo police arrested six individuals, including five minors, in connection with damages to graves in the Serbian Orthodox cemetery in Plemetin/Plemetina.

81. On 20 October, the Serbian Orthodox Draganac monastery in Novobërdë/Novo Brdo, which is a special protective zone, reported another incident of disposal of illegal waste on the road leading to the monastery. This was the fourth complaint of illegal waste disposal since the beginning of 2025.

82. On 6 December, the newly elected mayor of Zvečan/Zveçan reported that Serbian Orthodox Church icons had been found damaged inside the municipal building, with eyes having been carved out of icons.

83. On 28 December, the Court of Appeals instructed the Basic Court of Pristina to proceed with a trial against an Albanian citizen posing as an Orthodox priest and his associate on charges of “inciting discord and intolerance”. The two defendants are accused of breaking into the Serbian Orthodox church in Rakitnicë/Rakitnica, in Podujevë/Podujevo, where they reportedly held a liturgy and declared the church an “Albanian Orthodox” entity. A hearing scheduled for 2 March was postponed due to the absence of one of the defendants and two witnesses.

84. Further incidents occurred at various Muslim religious sites, mainly related to thefts. In October, unauthorized private demolitions were reported within the special protective zone of the historic centre of Prizren. In January, the Grand Mufti of Kosovo condemned the burning of copies of the Qur’an in Gjakovë/Đakovica. Kosovo police launched an investigation into the case.

85. On 21 and 23 October, a Kosovo Serb female returnee, who had returned to Videjë/Vidanje in Klinë/Klina municipality on 22 August 2025, was threatened by two unknown individuals. In the same municipality, a Kosovo Serb internally displaced person reported the illegal occupation of his property on 20 November. A similar case of illegal occupation of property was reported by a Kosovo Serb returnee in Bablak/Babljak in Ferizaj/Uroševac municipality on 29 October. On 4 December, a Kosovo Albanian man was arrested on suspicion of forging documents to obtain seven hectares of land owned by a Kosovo Serb in Ferizaj/Uroševac.

86. On 13 January, a Kosovo Albanian man shot two Kosovo Serbs and a Kosovo Albanian lawyer, who were having a conversation in Serbian in a bar in Deçan/Deçani. The Basic Court of Pejë/Peć imposed pre-trial detention for the suspect.

## VII. Trust-building, partnership and cooperation

87. The Mission continued to undertake trust-building activities, prioritizing inter-ethnic dialogue and countering divisive narratives across Kosovo. The Barabar Centre in Pristina continues to serve as an inclusive inter-ethnic hub for trust-building, dialogue and community-led initiatives. During the reporting period, the Centre hosted 52 events, with over 2,700 participants, 55 per cent of whom were women. Among the activities, two working groups convened 50 participants from all communities in Kosovo to produce a joint policy paper on equality and social inclusion, with particular emphasis on women and marginalized groups, which will be shared with the government.

88. UNMIK supported the drafting of Kosovo's new Programme for the Protection and Promotion of Human Rights and Fundamental Freedoms. UNMIK further supported the Academy of Justice in drafting a training programme on transitional justice for judicial personnel and facilitated two capacity-building sessions for the Kosovo police on freedom of expression, hate speech and prevention of discrimination.

89. To advance community-level conflict resolution, UNMIK facilitated a training programme for 40 Kosovo Albanian, Kosovo Serb and Kosovo Bosniak mediators on social justice, human rights and the rights of women and children. UNMIK also supported the development of a hiking trail connecting the Kosovo Serb village of Bajë/Banja and the Kosovo Albanian village of Radishevë/Radiševo.

90. As part of a project supported by the Peacebuilding Fund, the United Nations Children's Fund and the United Nations Population Fund helped to strengthen student councils and peer-mediation clubs, trained several hundred teachers in inclusive practices, and promoted youth engagement by conducting peace education initiatives in several municipalities.

## VIII. Women and peace and security

91. UNMIK and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) supported the drafting of the Kosovo Programme for Gender Equality 2025–2035 with the Agency for Gender Equality.

92. In November, UNMIK donated a vehicle to the Women's Inclusive Centre in Novo Brdo/Novobërdë, in order to help women and child victims of domestic violence access the shelter's support services safely and quickly.

93. To mark the twenty-fifth anniversary of the women and peace and security agenda, on 10 December, UNMIK, in partnership with UN-Women, held a roundtable discussion with 25 women leaders from across Kosovo to identify recommendations to advance implementation of the agenda. Participants called for the removal of the application deadline for conflict-related sexual violence reparations, the expansion of shelter services in rural and northern areas, and enhanced coordination among authorities, donors and civil society.

## IX. Youth and peace and security

94. On 9 December, UNMIK, together with the United Youth Task Force, a youth-led multi-ethnic network of young peacebuilders from Kosovo, held an event to mark the tenth anniversary of the youth and peace and security agenda. The event comprised workshops and a panel discussion with over 80 participants from youth

organizations, civil society, Kosovo institutions, the diplomatic community and United Nations entities.

95. Since January, UNMIK, in cooperation with the OSCE Mission in Kosovo, has begun supporting municipal administrations with the launch of local youth councils, supporting the integration of young people from non-majority communities into local decision-making.

96. UNMIK supported an environmental project that brought together 100 young participants from communities across Kosovo for educational visits, outdoor activities and dialogue on sustainability challenges.

## **X. Observations**

97. Despite initial progress in resolving the prolonged institutional deadlock, the failure of the Assembly to elect a President led to renewed political uncertainty. Lasting political stability remains essential for creating the conditions in which economic opportunity, social progress, and community well-being can thrive. Through constructive engagement and leadership, the institutions and political actors of Kosovo can help build the trust and predictability that are vital for a more prosperous future for all communities.

98. I commend the peaceful conduct of the municipal and legislative elections and note the active participation of all communities, including Kosovo Serbs in northern Kosovo. Independent electoral redress mechanisms continued to play an important role in safeguarding a fair and inclusive democratic process and in upholding constitutional standards.

99. I encourage Belgrade and Pristina to reaffirm their commitment to the European Union-facilitated dialogue and the implementation of existing agreements with a view to normalizing relations. Sustained and trust-based engagement remains important, including efforts to ensure that the concerns of the Kosovo Serb community and other non-majority communities, particularly those regarding healthcare and education, are taken into account. I also note that greater participation of women and young people in the dialogue process would add an important dimension.

100. The European Union-facilitated agreement on the implementation of the Law on Foreigners marks a constructive step forward, which will help sustain people's access to education and healthcare and support a conducive environment for dialogue, trust and stability. Together with our international partners, I encourage continued efforts to ensure that the implementation of this law safeguards the rights and well-being of non-majority communities.

101. I welcome the first meeting of the Joint Commission on Missing Persons within the framework of the European Union-facilitated dialogue. Continued engagement in this area represents an important opportunity for Belgrade and Pristina to advance efforts to clarify the fate of missing persons, contributing to reconciliation and building trust and respect for human rights.

102. The peaceful transition of authority across all municipalities in Kosovo following the local elections illustrated that cooperation and dialogue between municipal administrations and central-level institutions, conducted in good faith, remain essential for strengthening governance, fostering trust and improving quality of life for all residents.

103. I welcome ongoing efforts towards strengthening the protection of human rights while upholding the rule of law. Safeguarding the independence of the judicial and prosecutorial institutions and ensuring adequate representation of non-majority

communities among judges, prosecutors, notaries and other related public legal functions remain key elements, in accordance with the legal framework of Kosovo. Such representation contributes to access to justice, language rights, and inclusivity in the multi-ethnic society of Kosovo.

104. I reiterate the need for cooperation by all relevant authorities in Belgrade and Pristina to ensure that all those responsible for the attacks in Banjska/Banjskë in 2023 and on the Ibër-Lepenc/Ibar-Lepenac water canal in 2024 are held accountable, through transparent judicial proceedings conducted in accordance with due process.

105. Freedom of expression and media freedom remain essential pillars of a democratic society. Efforts to safeguard these rights, including by addressing reported incidents of attacks or intimidation against journalists, would help further strengthen public confidence and ensure equality before the law for all communities.

106. The appointment of a Language Commissioner has been a repeated call by the United Nations and international partners, as this would help advance the protection and promotion of language rights, especially for non-majority communities.

107. 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.

108. Finally, I express my deep appreciation to my new Special Representative, Peter Due, 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. I also express my gratitude to our partners, including the European Union, the Kosovo Force and OSCE, for their close collaboration.

**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 September 2025 to 15 March 2026****1. Summary**

During the reporting period, the security situation remained calm, albeit fragile. EULEX robust monitoring across the entire chain of justice, visible presence on the ground and close communication with all actors continues to be a key stabilising factor, especially in northern Kosovo, where it contributed to preventing, and at times defusing, potential tension triggers.

In line with its mandate, EULEX continued its robust monitoring of the justice system, focusing on high profile cases, inter-ethnic incidents, and human rights aspects. In November, the Mission presented its fifth public Justice Monitoring Report, highlighting progress made and ongoing systemic shortcomings. The Mission also closely followed proceedings and detention conditions in several prominent cases and tracked investigations into alleged vote manipulation related to the 28 December parliamentary elections. In its advisory capacity, the Mission continued to support the Kosovo Correctional Service (KCS) and the Kosovo Probation Service (KPS) via monitoring visits, capacity building training, and assistance in developing guidelines and regulatory frameworks.

In addition to cooperation and coordination with the KP, EULEX continued to advise the Regional Police Directorate in Mitrovica North and the four police stations under its command on community policing and contributed to building their capacities. The FPU and RFPU Specialised Element enhanced EULEX's situational awareness and facilitated contact with residents across Kosovo. EULEX facilitated the exchange of information between the KP and INTERPOL, EUROPOL and Serbia in the field of international police cooperation, while the Forensic Medicine Team (FMT) remained vital in searching and identifying missing persons from the 1998-2000 period.

Before, during, and following the local elections held on 12 October, and subsequent runoffs on 9 November, EULEX reinforced its patrolling and Crowd and Riot Control (CRC) capacities through the deployment of its Reserve Formed Police Unit (RFPU), complementing the work of the Formed Police Unit (FPU) in order to ensure EULEX's capacity to effectively respond as second security responder within Kosovo's three-tiered security mechanism at all times.

EULEX especially increased its FPU and RFPU presence on the ground on 5 December, during the transfer of local governance in the four Kosovo Serb-majority municipalities in the north of Kosovo with the goal to deter potential disturbances to public peace and order and to ensure the enjoyment of the right to security by members of all communities.

Given the stable security situation during this period, the Mission withdrew the RFPU on 19 December as initially foreseen and monitored the security situation on the parliamentary election day on 28 December through its FPU only. No significant security incidents were recorded in the context of both local and parliamentary elections. EULEX police and correctional monitors stood also ready to monitor any situation and to follow up possible cases.

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## 2. Justice and Corrections Component

During the reporting period, EULEX continued its robust monitoring of the justice system, especially focusing on selected thematic areas such as war crimes and gender-based violence, high-profile and inter-ethnic cases. On 19 November, EULEX publicly presented its fifth public Justice Monitoring Report, including findings and recommendations based on the extensive monitoring of around 400 cases, complemented by the collection of data from interlocutors. The report highlights progress that has been achieved, alongside areas where shortcomings persist and improvement is required to promote further alignment with international human rights standards, legal certainty, and public trust in the justice institutions.

The Mission monitored the continuation of court proceedings in several prominent cases and detention conditions of high-profile detainees, including those linked to the violent protests in Zvečan/Zveçan in May 2023 and the violent events in Banjska/Banjskë in September 2023. In December, the Mission monitored the proceedings and detention conditions of three Kosovo Serb men in the context of the case related to the attack on the Ibar-Lepenac/Ibër-Lepenc water canal on 29 November 2024.

The Mission also closely monitored cases with inter-ethnic elements, including the stoning of a bus transporting Serbian Orthodox pilgrims on 21 September in Mitrovica South, the alleged harassment of a 16-year-old Kosovo Serb girl on 10 October in Zvečan/Zveçan and the shooting of three men, a Kosovo Serb, a Serbian citizen and a Kosovo Albanian lawyer, on 13 January in Deçan/Deçane. Likewise, EULEX closely monitors incidents and cases related to the Serbian Orthodox Church (SOC) and its cultural heritage in Kosovo.

After the Central Election Commission (CEC) in January 2026 ordered a full recount of all ballots cast at the 28 December parliamentary elections, due to identified discrepancies and suspected vote manipulation, the Chief State Prosecutor's Office instructed Basic Prosecution Offices to initiate preliminary investigations across multiple municipalities. EULEX closely monitored detention hearings and conditions of those placed in police custody, temporarily in Detention Centre in Gjilan/Gnjilane and in unused premises at the Juvenile Correctional Centre in Lipjan/Lipljan due to lack of police cells. Considering this extraordinary situation, EULEX visited them while in police custody.

EULEX continued supporting the KCS and the KPS in institutional and managerial development. The Mission continued regular monitoring visits to all correctional facilities in Kosovo, focusing on the wellbeing of both juvenile and adult, female and male, prisoners, especially in the context of high-profile and sensitive cases, including those with an inter-ethnic component. The Mission continued its advising and training efforts by supporting the establishment and delivery of training programs for KCS management and staff on investigation techniques, while launching refresher trainings for KPS probation officers on managing radicalised prisoners, and supporting the KCS in developing sentence plan guidelines and drafting regulations and internal rules.

Overall, the Mission continued to monitor recruitment processes within the judicial and correctional services, including those reserved for non-majority communities.

Furthermore, 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 36 field operations which resulted in 10 exhumations. During the reporting period, FMT activities resulted in 14 new identifications with six reported as missing persons, as well as in 17 reassociations to

previously identified individuals. The remains of seven individuals were handed over to the families or authorities, of which four were reported as missing persons.

On the issue of the fate of missing persons, on 18 September and 18 November EULEX participated in meetings of the Sub-Working Group and Analytical Team with delegations both from Pristina and Belgrade, held under the Working Group on Persons who are unaccounted for in connection with events in Kosovo chaired by the International Committee of the Red Cross (ICRC). Moreover, on 25 September, EULEX contributed to the roundtable discussion “Paths to Closure: Families and Societies Facing the Legacy of the Missing”, organised in Mitrovica North by local NGOs. It was attended by missing persons’ families, civil society, and representatives of institutions, to discuss current efforts and ways to strengthen cooperation among stakeholders to shed light on the fate of missing persons.

Throughout the reporting period, the Mission continued its work towards the advancement of gender equality and the Women, Peace and Security (WPS) Agenda in Kosovo by supporting professional development workshops for women in the KP and KCS to help strengthening their leadership representation. On 11 November, EULEX supported the Association of Women in the KP in marking the 25th Anniversary of the WPS Agenda at the high-level Discussion Forum “From Resolution to Action: 25 Years of Women Transforming Peace and Security in Kosovo”. On 25 November, the Mission launched its participation in the “16 Days of Activism Campaign against Gender-Based Violence” through several events organised in partnership with the EU Family and local NGOs, bringing together Kosovo institutions and youth.

Within the scope of its mandate, the Mission continued to closely track and address security related challenges linked to the preservation and protection of cultural and religious heritage in Kosovo, monitoring cases where this heritage appeared under threat of unlawful appropriation, infringements, or damage.

### **3. Police Information and Operations Component**

The Mission has conducted regular reconnaissance patrols across Kosovo to enhance situational awareness and further assess the security situation in real time, particularly in northern Kosovo. Between 19 September and 19 December, the FPU patrolling and CRC capacities were reinforced by the 6th RFPU rotation in order to ensure EULEX capacity to effectively react as second security responder within Kosovo’s three-tiered security mechanism at all times. The RFPU was deployed under the auspices of the European Gendarmerie Force (EUROGENDFOR) and composed of 85 police officers from France, Italy, Poland, Portugal and The Netherlands. Moreover, the FPU and RFPU Specialised Elements contributed to EULEX’s situational awareness and facilitated contacts with the local population in northern Kosovo and south of the Ibër/Ibar River, collecting information on human security concerns.

Before and after the local elections on 12 October, and subsequent runoffs on 9 November, FPU and RFPU patrols ensured appropriate levels of presence and operational readiness across Kosovo, through coordinated patrolling and reconnaissance. On the election days, EULEX monitored the overall security situation, covering Common Crossing Points (CCPs), main roads, and areas around polling centres, while maintaining close coordination with KP and KFOR.

On 5 December, when the new Kosovo Serb mayors were sworn in, EULEX increased its presence on the ground through patrolling by FPU and RFPU both in northern Kosovo and in areas with a Kosovo Serb majority population south of the Ibër/Ibar to deter potential disturbances to public order and to ensure the enjoyment

of the right to security by members of all communities. The Mission closely liaised with the KP, who on 4 December informed EULEX that the Special Operations Units (SOUs) were withdrawn from the municipal buildings that same morning. The Mission noted that the withdrawal took place quietly, without drawing media or public attention.

In accordance with the Mission's low security risk assessment, the RFPU withdrew to their respective seconding states on 19 December, as initially scheduled, and EULEX monitored the security situation on the parliamentary election day on 28 December through its FPU only, which remained calm.

On 17 December, the new pedestrian bridge over the Ibar/Ibër River, connecting Mitrovica North and Mitrovica South, was officially opened. The Mission's FPU observed that the ceremony proceeded calmly. On 4 February 2026, the Mayor of Mitrovica South unveiled a memorial plaque on the bridge commemorating Kosovo Albanian victims from violent events in February 2000. Again, the FPU maintained situational awareness and reported no incidents.

In accordance with its mandate, the Mission maintained close cooperation with the KP. On 20 January 2026, the last EULEX-KP Joint Security Assessment Meeting, as foreseen in the Bratislava Agreement, took place. As the meetings have proven beneficial to both the KP and EULEX, the parties have agreed to continue this coordination mechanism through monthly meetings aimed at jointly considering police and security matters.

The Mission has continued to advise the Regional Police Directorate in Mitrovica North and the four police stations under its command on community policing and contribute to building their capacities through workshops on de-escalating tactics and gender-sensitive communication, as well as language courses. EULEX maintains close contact with the KP to gather information on KP plans and posture related to the upcoming strict enforcement of the Laws on Foreigners and Vehicles, as announced by the Kosovo government.

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 exchange of information between the KP and INTERPOL and EUROPOL, and between the Serbian Ministry of Internal Affairs and the KP according to the Protocol on Police Cooperation.

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

On 20 and 21 November, EULEX participated in the joint exercise "Golden Sabre 2025/2" with KFOR and KP, in line with the Kosovo three-tiered security responder mechanism. The exercise, involving EULEX FPU and RFPU platoons, tested the implementation of crisis management procedures in different security scenarios, allowing for a joint response with KFOR on tactical situations.

## Annex II\*

### Specialist Chambers and Specialist Prosecutor's Office

The Specialist Chambers (SC) and the Specialist Prosecutor's Office (SPO) reached important milestones during the reporting period. In the senior leadership war crimes case the Specialist Prosecutor v. Hashim Thaçi et al. the Defence presented their case and the parties' closing statements were heard. Trial proceedings began in the case of the Specialist Prosecutor v. Thaçi et al. for offences against the administration of justice.

In the case of the *Specialist Prosecutor v. Hashim Thaçi et al.*, the Prosecution case was closed on 15 April 2025, the Victims' Counsel concluded his case on 17 July 2025, and the Defence opened their case on 15 September 2025. Having called seven witnesses to testify in court, the Defence closed their case on 2 December 2025. In total 134 witnesses have testified in person and 164 witnesses provided their testimony in writing.

On 18 December 2025, the Trial Panel in this case announced the closure of the evidentiary proceedings. The Panel also scheduled the closing statements to take place from 9 to 13 February 2026, with 16 and 18 February 2026 as reserve dates if needed. Prior to this decision, the Panel denied the SPO's request to present rebuttal evidence, finding that the requirements for the admission of such evidence had not been met. The Panel also denied the Defence request for leave to appeal its earlier decision rejecting a separate sentencing procedure, confirming that any sentencing, if applicable, will be addressed together with the trial judgment.

Earlier in the autumn, on 10 October 2025, the Trial Panel made public its decision in which it denied the SPO's request to modify the detention conditions of Mr Thaçi. The Panel dismissed the request, concluding that prohibiting certain individuals from visiting Mr Thaçi was neither necessary nor proportionate. For the same reasons, it also rejected the second proposed measure—to prohibit Mr Thaçi from discussing matters related to the separate administration of justice case against him during non-privileged visits. With respect to this second measure, the Panel recalled that the same issue had already been addressed by the Pre-Trial Judge in that case, who had previously rejected such restrictions.

The closing statements in the *Hashim Thaçi et al.* case were delivered between 9 and 16 February and on 18 February 2026 attracting significant public and media interest. Over 80 persons followed the statements in-person from the public gallery and a total of 53 media representatives reported from the SC premises. In addition, the public streaming on the SC website gained 45,000 views during the closing statements. Following the delivery of the closing statements, the Trial Panel has 90 days to deliberate with the possibility for an extension of another 60 days. The judgement in this case is therefore expected during the next reporting period.

The four accused, Mr Hashim Thaçi, Mr Kadri Veseli, Mr Rexhep Selimi and Mr Jakup Krasniqi, 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.

In the administration of justice case of the *Specialist Prosecutor v. Thaçi et al.*, the five accused Mr Hashim Thaçi, Mr Bashkim Smakaj, Mr Isni Kilaj, Mr Fadil Fazliu and Mr Hajredin Kuçi, are charged with six counts of criminal offences against

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public order and 13 counts of criminal offences against the administration of justice and public administration.

The Appeals Panel denied on 28 October 2025 Mr Thaçi's appeals against the "Decision on the Thaçi Defence Preliminary Motion on Jurisdiction" and the "Decision on Preliminary Motions for Adjournment and Severance of the Proceedings" wherein the Pre-Trial Judge rejected Mr Thaçi's motions. On 30 December 2025, the SC President assigned a Constitutional Court Panel to rule on a referral filed by Mr Thaçi on the same day. This referral follows the Appeals Court decision from 28 October 2025, denying Mr Thaçi's two appeals.

The administration of justice case was transmitted by the Pre-Trial Judge to the Single Trial Judge on 12 November 2025, who held a trial preparation conference on 28 November 2025.

On 22 December 2025, the Single Trial Judge, having received submissions from the parties, adopted guidelines on the conduct of proceedings and scheduled the proceedings to commence on 24 February 2026. On 28 January 2026, the Trial Judge partially granted a request by the Thaçi Defence and ordered that the date for the commencement of the trial proceedings be rescheduled to 27 February 2026.

The trial hearings, which began on 27 February 2026, are planned to continue until 6 March 2026. During the first days of trial, the five accused in this case confirmed their not guilty pleas, the SPO and the Defence Counsels of Mr Smakaj and Mr Kilaj delivered their opening remarks, and the hearing of evidence commenced.

Of the four detained accused in this case, Mr Kilaj was released on 10 December 2025 in Kosovo subject to certain conditions, followed by the release of Mr Smakaj and Mr Fazliu on 10 February 2026 also subject to conditions. Mr Thaçi is detained at the SC Detention Facilities in The Hague.

In the witness intimidation case of the *Specialist Prosecutor v. Sabit Januzi et al.*, Mr Sabit Januzi and Mr Ismet Bahtijari completed serving their sentences on 4 October 2025. Following the service of two thirds of their two-year prison sentence, their sentences were modified by the SC President and they were released to Kosovo on 21 February 2026, subject to certain conditions.

Mr Haxhi Shala, the third convicted person in the case, was sentenced to three years of imprisonment. On 11 December 2025, the SC President decided not to commute or modify Mr Shala's sentence after he had served two thirds thereof. The President noted that Mr Shala did not express any remorse and stated that she will again consider a possible modification of Mr Shala's sentence in two months' time. Mr Shala was returned to Kosovo on 10 February 2026 and released on conditions following the SC President's decision of 2 February 2026.

The three convicted persons in this case admitted guilt to one charge of obstructing official persons in performing official duties, and one charge of intimidation in criminal proceedings. In addition to their prison sentences of two and three years, the convicted persons agreed to pay the total sum of 500 Euros in reparations to the participating victim. These were the first plea agreements entered before the SC.

In the war crimes case of the *Specialist Prosecutor v. Pjetër Shala*, Mr Shala filed a request for protection of legality with the Supreme Court Panel on 14 October 2025. The SPO and the Victims' Counsel filed their responses on 3 December 2025 and Mr Shala filed his reply on 16 January 2026.

Furthermore, the Court of Appeals Panel issued on 29 January 2026 the first decision of the SC on an appeal against a reparation order when it affirmed the reparation order entered by the Trial Panel against Mr Shala following his conviction for the war crimes of arbitrary detention, torture and murder. A total of eight victims participated in the proceedings and claimed reparations. On 29 November 2024, the Trial Panel ordered Mr Shala to pay a sum of 208,000 Euros as compensation for the physical, mental and material harm suffered by the participating victims.

In the war crimes case of the *Specialist Prosecutor v. Salih Mustafa*, the Single Judge decided on 16 July 2025 that an interest of eight percent (8%) per year would start accruing on the part of the Reparation Order which had not been executed yet. However, on 5 December 2025, the Court of Appeals Panels granted one aspect of Mr Mustafa's appeal against the Single Judge's decision. The Panel found that, by ordering post-judgment interest on the unpaid portion of the compensation, the Single Judge acted outside the scope of his competence, and the Panel therefore reversed the decision insofar as it concerned the application of interest and the related obligations.

Mr Mustafa was found guilty of the war crimes of arbitrary detention, torture and murder on 16 December 2022. He was ultimately sentenced to 15 years of imprisonment.

The proceedings before the SC have reached an advanced stage. In preparation for the orderly downsizing of the staff at the court, the SC and SPO Principals announced internally the adoption of a detailed administrative framework to ensure that the staffing level is adjusted to the operational needs. Specifically, this framework outlines transparent principles and procedures that apply to the downsizing of staff. Following reviews of all posts and consultations with staff and Principals, the Registrar's decisions on the first step of downsizing were communicated to affected postholders on 17 September 2025. The two identified milestones triggering this first downsizing exercise are the final arguments and the judgement in either of the two ongoing cases before the Basic Court, whichever comes later.

During the six-month reporting period, 1,476 filings and 345 written orders and decisions were processed, 208 documents totalling 6,228 pages translated, and 778 items disclosed between the parties in all the cases before the SC. A total of 26 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, nine witnesses provided their testimonies before the SC during the reporting period.

There are 172 participating victims in three of the 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 120 persons of whom 76 are practising in the *Hashim Thaçi et al.* war crimes case.

On 10 and 11 December 2025, the SC and the SPO Principals provided updates on the most recent developments to the EU Member States and Third Contributing States in Pristina and at the SC premises.

The SPO litigated the presentation of evidence by Defence Counsel in the *Thaçi et al.* trial, involving former President Hashim Thaçi and three others, between 15 September 2025 and 18 November 2025, over the course of 15 days of court proceedings. It also drafted its final trial brief, which was submitted on 19 January 2026, and it presented closing statements between 9 and 18 February 2026.

The SPO prepared for trial in the *Thaci et al.* administration of justice proceedings and presented its case over the course of six days between 27 February 2026 and 6 March 2026. This case involves former President Thaçi and four others.

Throughout the reporting period, the SPO continued to investigate matters related to obstruction of justice to maintain the integrity of the SC proceedings, with a view to prosecuting all who intimidate or interfere with witnesses, victims or provide financial or other support to such criminal offences.

**Annex III\*****Composition and strength of the police component of the United Nations Interim Administration Mission in Kosovo (as at 15 March 2026)**

<i>Country</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
Austria	1	–	1
Jordan	1	1	2
Nepal	–	2	2
Pakistan	–	1	1
Türkiye	–	1	1
<b>Total</b>	<b>2</b>	<b>5</b>	<b>7</b>

**Composition and strength of the military liaison component of the United Nations Interim Administration Mission in Kosovo (as at 15 March 2026)**

<i>Country</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
Austria	–	1	1
Hungary	–	1	1
Moldova	–	1	1
Poland	1	-	1
Slovenia	–	1	1
Türkiye	–	1	1
<b>Total</b>	<b>1</b>	<b>5</b>	<b>6</b>

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