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European Commission for the Efficiency of Justice

Commission européenne pour l'efficacité de la justice

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Part 2

EUROPEAN COMMISSION FOR THE EFFICIENCY OF JUSTICE (CEPEJ)

Horizontal Facility III: Towards a better evaluation of the results of judicial reform efforts in the Western Balkans

"Dashboard Western Balkans"

Data collection: 2025

Report prepared by the CEPEJ for the attention of the European Commission

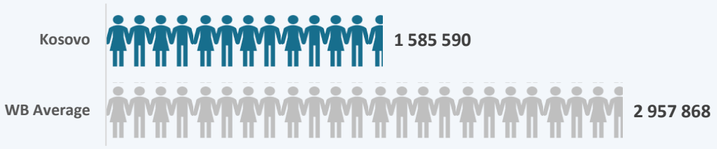
Part 2 - Beneficiary profile - Kosovo*

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

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Executive Summary - Kosovo in 2025

Population in 2025



GDP per capita in 2025



Average annual salary in 2025



€7 668

WB Average: €13 849

Judicial organisation

In 2025, the judicial system of Kosovo* comprised 11 courts as legal entities and 33 geographic locations. Courts of general jurisdiction include seven Basic Courts, one Court of Appeal and the Supreme Court, while specialised jurisdiction is exercised mainly through the Commercial Court, which operates through first- and second-instance chambers within a single institutional framework. The Administrative Court, established by law in 2023, was not yet operational during the reporting year and is therefore not included in the statistical tables. Juvenile justice and organised crime and terrorism are dealt with by specialised judges or departments within the ordinary court structure.

Budget

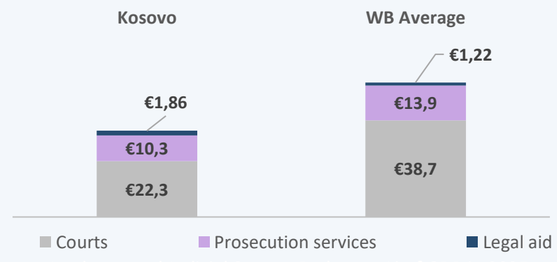
In 2025, Kosovo allocated €56,1 million to the judicial system and implemented €54,6 million, corresponding to €34,5 per inhabitant. Although the budget increased by 10,4% compared to 2024, it remained substantially below the Western Balkans average of €53,8 per inhabitant. Nevertheless, judicial expenditure represented 0,52% of GDP, slightly above the regional average (0,51%). Courts received the largest share of the implemented budget (64,6%), followed by prosecution services (30,0%) and legal aid (5,4%). Capital investments remained concentrated on court infrastructure, including construction and renovation projects.

Legal aid

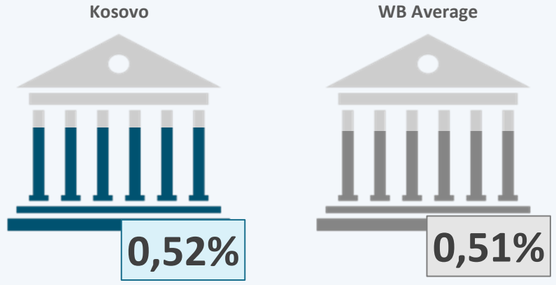
Legal aid is a constitutional right in Kosovo and is available in civil, administrative, criminal and misdemeanour matters. In 2025, the implemented legal aid budget amounted to €2,95 million (€1,86 per inhabitant), substantially above the Western Balkans median of €0,38 per inhabitant. The budget includes both the expenditure of the Free Legal Aid Agency (FLAA) and the costs related to mandatory legal representation before courts. During the year, the FLAA provided legal aid to 6 797 beneficiaries, mainly in administrative and civil proceedings.Most cases were handled directly by FLAA officials (4 064), while 733 cases were referred to lawyers. Statistics on the number of legal aid cases do not include mandatory legal representation before courts and therefore are not directly comparable with the total legal aid budget.

Budget of the Judicial System

Implemented Judicial System Budget per inhabitant in 2025

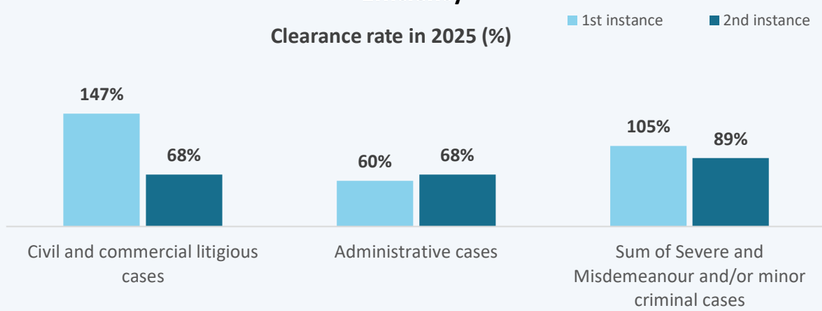


Implemented Judicial System Budget as % of GDP in 2025

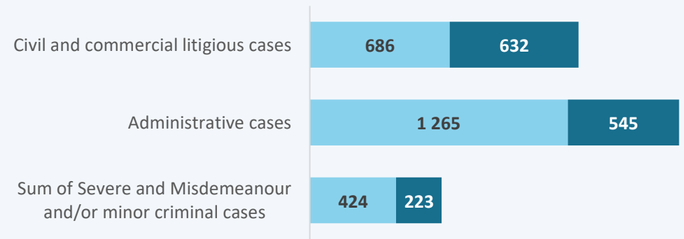


Efficiency

Clearance rate in 2025 (%)



Disposition time in 2025 (days)



Efficiency**

In 2025, Kosovo presents a mixed picture in terms of judicial efficiency. First instance courts performed particularly well in civil and commercial litigious cases, where the clearance rate increased sharply to 147% and pending cases decreased by 19,3%. According to the authorities, this improvement reflects both a lower inflow of employment-related disputes, in particular jubilee salary claims which had generated an exceptionally high number of incoming cases in 2024, and a high level of case resolution. Criminal cases also remained relatively efficient, with a clearance rate of 105% and a disposition time decreasing from 439 to 424 days. Administrative cases continue to represent the main challenge: although the clearance rate improved from 44% to 60%, it remains well below the Western Balkans average and the disposition time further increased to 1 265 days. The authorities attribute this situation mainly to the temporary shortage of judges resulting from promotions to higher judicial positions. At second instance, efficiency remains under pressure. Clearance rates for civil and commercial litigious cases and administrative cases remained below 100% (68% in both categories), while pending cases increased significantly. The growing number of appeals is partly explained by the rise in employment-related disputes and by the gradual operationalisation of the Commercial Court since 2022. Criminal cases remain comparatively stable, with a clearance rate of 89% and a disposition time of 223 days, which remains below the Western Balkans average.

Public prosecution

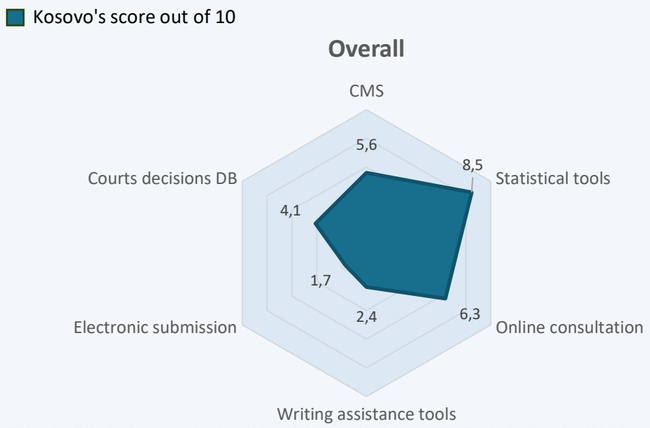
In 2025, the public prosecution services in Kosovo received 2,06 incoming first instance criminal cases per 100 inhabitants where the perpetrator was known and processed 1,90 cases per 100 inhabitants, resulting in a processing ratio of 0,92. Pending cases increased slightly, reaching 2,06 per 100 inhabitants at year-end. Proceedings concerning 63% of processed persons were brought before the courts, while 35% were discontinued and 2% were concluded through a penalty or measure imposed or negotiated by the prosecutor. The statistics are reported in persons rather than cases.

**The CEPEJ has developed two indicators to measure court's performance: clearance rate and disposition time.

Clearance Rate (CR) is the ratio obtained by dividing the number of resolved cases by the number of incoming cases in a given period, expressed as a percentage. It demonstrates how the court or the judicial system is coping with the in-flow of cases and allows comparison between systems regardless of their differences and individual characteristics. Its key value is 100%. A value below 100% means that the courts were not able to solve all the cases they received and, as a consequence, the number of pending cases increases. A CR above 100% means that the courts have resolved more cases than they received (they have resolved all the incoming cases and part of the pending cases) and, as a consequence, the number of pending cases decreases.

Disposition Time (DT) is the indicator that calculates time necessary for a pending case to be resolved and estimates the lengths of proceedings in days. It is a ratio between the pending cases at the end of the period and the resolved cases within the same period, multiplied by 365 days. More pending than resolved cases will lead to a DT higher than 365 days (one year) and vice versa.

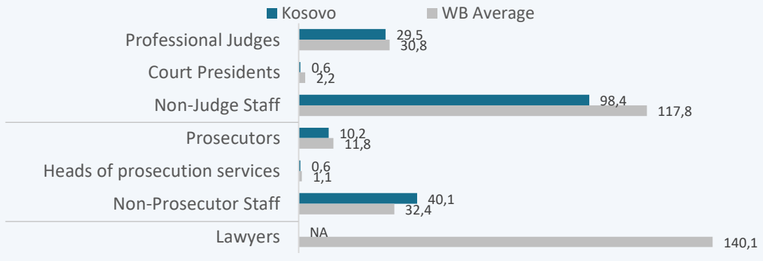
ICT Deployment indices (scale 0-10)



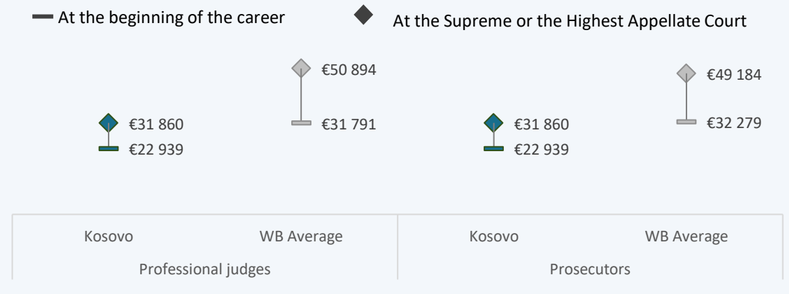
The six ICT deployment indices (CMS, Courts decisions DB, Statistical tools, Writing assistance tools, electronic submission and online consultation) range from 0 to 10 points. Their calculation is based on the features and on deployment rates reported. The methodology for calculation provides points for each feature in each case matter. They are summarised and multiplied by the deployment rate as a weight. In this way, if the system is not fully deployed, the value is decreased even if all features are existing.

Professionals of Justice

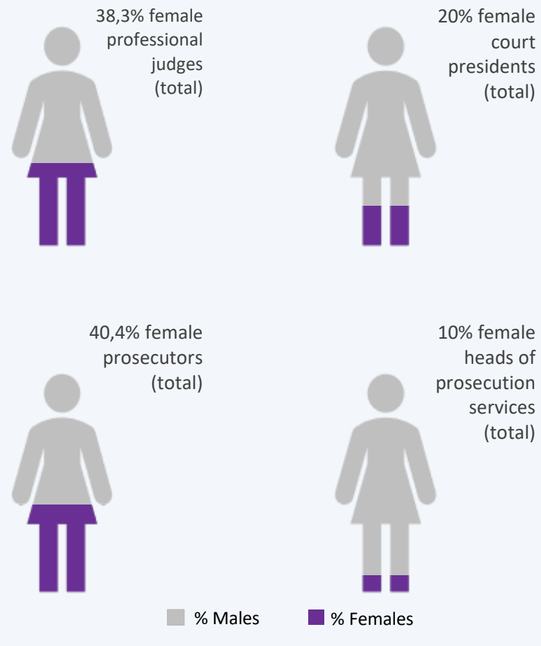
Total number of professionals per 100 000 inhabitants in 2025



Gross annual salaries of professional judges and prosecutors at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



Gender Balance



ICT Tools

In Kosovo, the Case Management Information System (CMIS) is deployed in almost all courts and covers civil, administrative and criminal matters, with deployment and usage rates above 95%. The system relies on centralised and interoperable databases and includes functionalities such as random allocation of cases, electronic transfer of cases between courts, remote access, advanced search functions and storage of electronic evidence files. Criminal cases are submitted electronically through the interoperability between the CMIS of courts and prosecution offices, allowing the real-time transfer of structured data and documents, while civil and administrative cases are still submitted on paper and subsequently digitised by court staff. In addition, parties can consult their cases online through the Case Tracking Mechanism, which provides information on case status, hearings, decisions and the length of proceedings. In 2025, the Kosovo Judicial Council announced plans to further upgrade the CMIS, expand interoperability with other public systems and implement electronic signatures.

Training

In 2025, Kosovo spent €849 387 on the training of judges and prosecutors, corresponding to €0,54 per inhabitant, below the Western Balkans average of €0,88. A total of 3 460 participants attended 188 live training sessions organised by the Academy of Justice. On average, judges and prosecutors attended 1,8 live trainings each, below the regional average. In addition, Kosovo continued to invest in specialised training, including EU law, ECHR case law and domestic violence, and future training needs are assessed annually through a structured consultation process involving judicial institutions, civil society and international organisations.

ADR

In Kosovo, mediation may be initiated by the parties or ordered by a judge, prosecutor or other public authority during judicial proceedings. Mandatory mediation is regulated by Article 9 of the Law on Mediation and applies to specific family and property disputes. In 2025, Kosovo had 104 active licensed mediators (6,6 per 100 000 inhabitants), slightly above the Western Balkans median of 6,0, although only 27,9% were women. During the year, 11 937 disputes were resolved through mediation, including 1 970 following court referrals and 2 635 following referrals from prosecution offices, while the majority (7 332) resulted from self-initiated mediation outside judicial proceedings.

European Convention on Human Rights

Although Kosovo is not a member of the Council of Europe and is therefore not subject to the jurisdiction of the European Court of Human Rights, the European Convention on Human Rights is directly applicable under Article 22 of the Constitution. The Constitutional Court applies the ECHR directly and the ordinary courts may also rely on the Convention and the case law of the ECtHR in their judicial practice. The ECHR and its case law are furthermore integrated into the training of judges and prosecutors.

Professionals and gender

In 2025, Kosovo had 29,5 professional judges and 10,2 prosecutors per 100 000 inhabitants, both figures slightly below the Western Balkans averages of 30,8 and 11,8, respectively. Since 2019, the number of judges per capita increased by 26,2%, while the number of prosecutors remained stable. The ratio of non-judge staff per judge was 3,3, below the WB average of 3,8, whereas prosecution services employed 4 non-prosecutor staff per prosecutor, considerably above the regional average of 2,6. Data on lawyers were not available in 2025.

As regards salaries, the ratio between the gross annual salary of professional judges and the average national salary was 3,0 at the beginning of the career and 4,2 at the Supreme Court level. The same ratios applied to prosecutors. In general, both entry-level and senior salaries remained below the WB averages.

Regarding gender, women represented 38,3% of professional judges and 40,4% of prosecutors, compared to WB averages of 65,6% and 56,6%, respectively. Female representation decreases at higher levels of the judiciary. Women accounted for 40,2% of judges at first instance, 31,9% at second instance and 32,4% at the Supreme Court. The gender gap is even more pronounced among court presidents and heads of prosecution services, where women represented only 20,0% and 10,0% of positions, respectively.

Reforms

In 2025, Kosovo continued its justice reform process under the Joint Declaration of Commitment, with several legislative initiatives aimed at strengthening the efficiency, independence and accountability of the justice system. The reform package includes amendments to the legislation governing the status, recruitment, performance evaluation and disciplinary liability of judges and prosecutors, as well as reforms concerning the Kosovo Judicial Council, the Kosovo Prosecutorial Council and the Academy of Justice. The laws deriving from the Joint Declaration of Commitment were consulted with the Venice Commission and the public consultation process was completed in 2026.

A major institutional development was the establishment of the Administrative Court, following the entry into force of the Law on the Administrative Court after the Constitutional Court's decision of January 2026. The new specialised court became operational on 5 May 2026 and is expected to improve the efficiency and specialisation of administrative justice.

Other reforms under discussion include the adoption of the Civil Procedure Code, amendments to the Law on Mediation, the Law on Free Legal Aid, the Criminal Code and Criminal Procedure Code, as well as legislation on the verification and confiscation of unjustifiable assets.

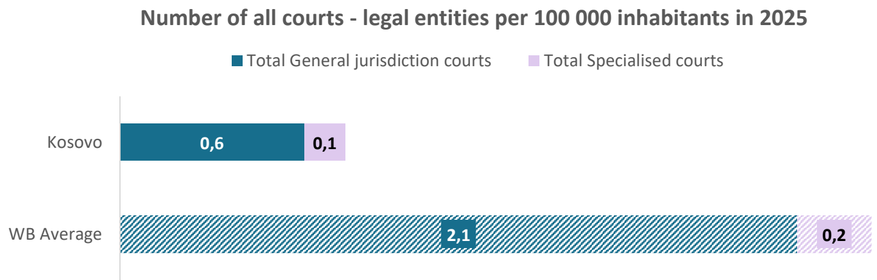
Kosovo is not included in the calculation of summary statistics

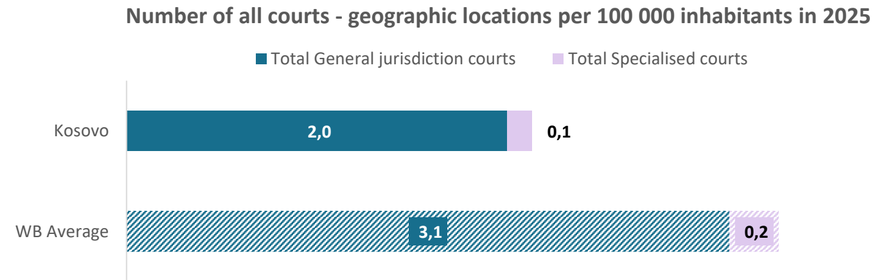
Judicial organisation in Kosovo in 2025 (Indicator 2.0)

The judicial system of Kosovo* comprises courts of general jurisdiction and specialised courts. In 2025, there were 11 courts as legal entities and 33 geographic locations. The general jurisdiction system consists of seven Basic Courts, one Court of Appeal and the Supreme Court, which is the highest judicial authority and exercises jurisdiction over the entire territory. The seven Basic Courts operate through a network of branches, ensuring full territorial coverage, although branches are not considered separate legal entities for CEPEJ purposes. Kosovo also has a specialised Commercial Court, which operates through first- and second-instance chambers within a single institutional framework and is therefore counted as two judicial levels in the CEPEJ tables. An Administrative Court was established by law in 2023 but was not operational during the reporting year and is therefore not included in the statistical tables. In addition, specialised structures exist for certain areas of law, notably juvenile justice and organised crime and terrorism.

• Number of courts - legal entities

		Number of courts - legal entities in 2025			Number of courts - geographic locations in 2025		
		Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants	Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total number of all court (1 + 2)		11	0,7	2,3	33	2,1	3,3
General jurisdiction	Total General jurisdiction courts (1)	9	0,6	2,1	31	2,0	3,1
	1st instance	7	0,4	1,6	29	1,8	2,6
	2nd instance	1	0,1	0,4	1	0,1	0,4
	Highest instance	1	0,1	0,1	1	0,1	0,1
Specialised courts	Total Specialised courts (2)	2	0,1	0,2	2	0,1	0,2
	1st instance	1	0,1	0,2	1	0,1	0,2
	2nd instance	1	0,1	0,0	1	0,1	0,0
	Highest instance	NAP	NAP	-	NAP	NAP	-





The structure and number of courts in Kosovo are defined by Law No. 06/L-054 on Courts. The judicial system is composed of seven Basic Courts operating throughout the territory of Kosovo, one Court of Appeal and one Supreme Court.
Each Basic Court operates through a number of branches distributed across the territory. The Basic Court of Prishtina has branches in Podujeva, Graçanica, Lipjan, Gllogovc and Fushë Kosovë; the Basic Court of Gjilan in Kamenica, Viti and Novobërdë; the Basic Court of Prizren in Dragash and Suharekë; the Basic Court of Mitrovica in Leposaviq, Vushtrri, Zubin Potok and Skenderaj; the Basic Court of Gjakova in Malishevë and Rahovec; the Basic Court of Peja in Istog, Klinë, Deçan and Junik; and the Basic Court of Ferizaj in Kaçanik, Hani i Elezit, Shtërpcë and Shtime. Branches are not independent legal entities and are therefore not counted separately in the CEPEJ tables. Only the main court seats are reported.
The Court of Appeal serves as the second instance for courts of general jurisdiction and exercises jurisdiction over the entire territory of Kosovo. The Supreme Court is the highest judicial authority and exercises jurisdiction over all courts, including specialised courts. It also acts as the final instance for extraordinary legal remedies. The Special Chamber, which operates through first-instance panels and an appellate college for specific categories of cases, constitutes an internal chamber of the Supreme Court and is therefore not counted as a separate court for CEPEJ purposes.
Kosovo also has a specialised Commercial Court, which operates through first- and second-instance chambers within the same institutional framework. Although institutionally unified, both chambers exercise independent jurisdiction at their respective judicial levels. For CEPEJ statistical purposes, the first-instance and second-instance chambers are therefore reported separately.
An Administrative Court was established by Law No. 08/L-291. However, it was not operational in practice during the reporting year and is therefore not included in the CEPEJ tables. Once fully operational, it is expected to exercise jurisdiction at first instance only, with appeals to be handled by the Court of Appeal.

• Specialised courts

Areas of law concerned by the specialisation in 2025	Specialised courts (legal entities)	Specialised chambers and/or judges
Commercial and insolvency	✓	
Labour	✓	
Family		
Rent and tenancies		
Enforcement of criminal sanctions		
Administrative	✓	
Juvenile		✓
Domestic violence		
Economic crime		
Corruption		
Organised crime/terrorism		
Cybercrime and internet related disputes		
Environment		
Immigration/asylum		
Other	✓	

Kosovo's Commercial Court is a specialised court with exclusive jurisdiction over commercial disputes and insolvency matters. Judges are appointed according to the general criteria applicable to all judges and no formal prior specialisation in commercial or insolvency law is required.

Labour disputes arising between natural persons and public bodies, or between public bodies, excluding publicly owned enterprises, fall under the jurisdiction of the Administrative Court once operational.

Family matters are handled within the Civil Division of the Basic Courts.

Administrative disputes fall under the exclusive jurisdiction of the Administrative Court, as foreseen by law. However, the court was not operational during the reporting year.

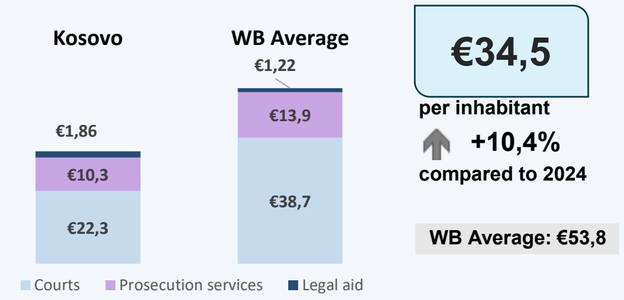
Juvenile cases are handled by specialised juvenile judges, as provided for in the Juvenile Justice Code. Juvenile judges preside over both single-judge proceedings and judicial panels and therefore constitute a formally specialised category of judges.

Cases concerning organised crime and terrorism are handled by the Special Department for Organised Crime and Terrorism within the Basic Court of Prishtina and the Court of Appeal, which have jurisdiction over the entire territory of Kosovo. Judges assigned to this department must fulfil specific criteria applicable to serious crime cases and have a positive performance evaluation. The department does not constitute a separate legal entity and judges are not formally specialised by law.

The Special Chamber operates as an internal chamber within the Supreme Court. Judges appointed to the Special Chamber must meet specific statutory requirements, including proven experience in property law, human rights law (including ECtHR jurisprudence), labour and insolvency law, and commercial law, in accordance with the Law on the Special Chamber. Both the Chamber and its judges are formally specialised.

Budget of the judicial system in Kosovo in 2025 (Indicator 1)

Implemented Judicial System Budget per inhabitant



€34,5

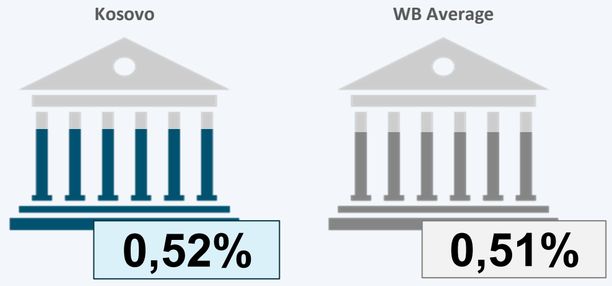
per inhabitant

+10,4%

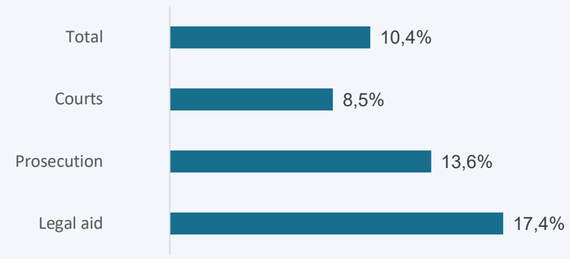
compared to 2024

WB Average: €53,8

Implemented Judicial System Budget as % of GDP



Variation of the JSB per inhabitant between 2024 - 2025



JSB = Judicial System Budget

The Judicial System Budget (JSB) is composed by the budget for courts, public prosecution services and legal aid. In 2025, the implemented JBS for Kosovo was €34,5 per inhabitant, which is substantially lower than the WB Average (€53,8). This amount reflects a +10,4% increase compared to 2024. Within this budget, €22,3 was allocated to courts, €10,3 to prosecution services, and €1,86 to legal aid. For the WB Average, the corresponding allocations were €38,7, €13,9, and €1,22 respectively. As a share of the gross domestic product (GDP), Kosovo dedicated 0,52% of its total economic output to the judicial system, which was comparable to the WB Average of 0,51%. These figures illustrate that Kosovo invests less in its judicail system per inhabitant but more as a share of GDP compared to WB Average.

• Budget allocated to the judicial system (courts, prosecution services and legal aid)

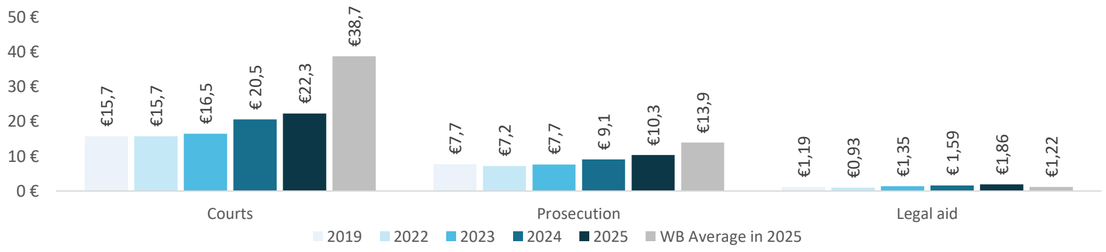
In 2025 the implemented judicial system budget reached €54 646 944.Data on the variation of the judicial system budget per inhabitant are not available. With respect to economic output, the judicial system budget accounted for 0,52% of GDP in 2025, compared to the regional average of 0,51%. Notably, this proportion decreased significantly by -0,13 percentage points since 2019 and by 0,049 percentage points since 2024.

Looking more closely at the different components of the judicial system budget, most of the judicial system budget was devoted to courts, which received 64,6% of the total, followed by prosecution services (30%) and legal aid (5,4%).The implemented budget for courts was €35 325 704, which represents per inhabitant spending of €22,3 compared with €38,7 for the WB Average. The courts' budget per inhabitant grew by 41,5% since 2019 and by 8,5% from 2024. The courts' share of GDP was 0,34%, below the regional average of 0,36%. The prosecution saw an implemented budget of €16 367 741 (€10,3 per inhabitant vs the regional average of €13,9). This budget category soared remarkably since 2019 (34,13%) and rose from 2024(13,62%). Morevoer, the prosecution's share of GDP was 0,16%, compared to the WB Average of 0,13%. Meanwhile, legal aid's implemented budget was €2 953 499, equivalent to €1,86 per inhabitant — substantially higher than the regional average. The legal aid budget rose by 56,6% from 2019 and soared remarkably (17,4%) from the previous year. Its GDP share was 0,028%, higher than the WB Average of 0,012%.

Judicial System Budget	Judicial System Budget in 2025		Implemented Judicial System Budget per inhabitant				Implemented Judicial System Budget as % of GDP			
	Approved	Implemented	Per inhabitant in 2025	WB Average in 2025	% Variation between 2019 - 2025	% Variation between 2024 - 2025	As % of GDP	WB Average in 2025	Variation (in ppt) 2019 - 2025	Variation (in ppt) 2024 - 2025
Total	€ 56 084 648	€ 54 646 944	€ 34,5	€ 53,8	40,0%	10,4%	0,52%	0,51%	-0,13	0,049
Courts	€ 36 171 338	€ 35 325 704	€ 22,3	€ 38,7	41,5%	8,5%	0,34%	0,36%	-0,08	0,027
Prosecution	€ 16 895 955	€ 16 367 741	€ 10,3	€ 13,9	34,1%	13,6%	0,16%	0,13%	-0,05	0,019
Legal aid	€ 3 017 355	€ 2 953 499	€ 1,86	€ 1,22	56,6%	17,4%	0,028%	0,012%	-0,003	0,004

PPT = Percentage points

Evolution of the implemented judicial system budget per inhabitant between 2019 and 2025 (€)

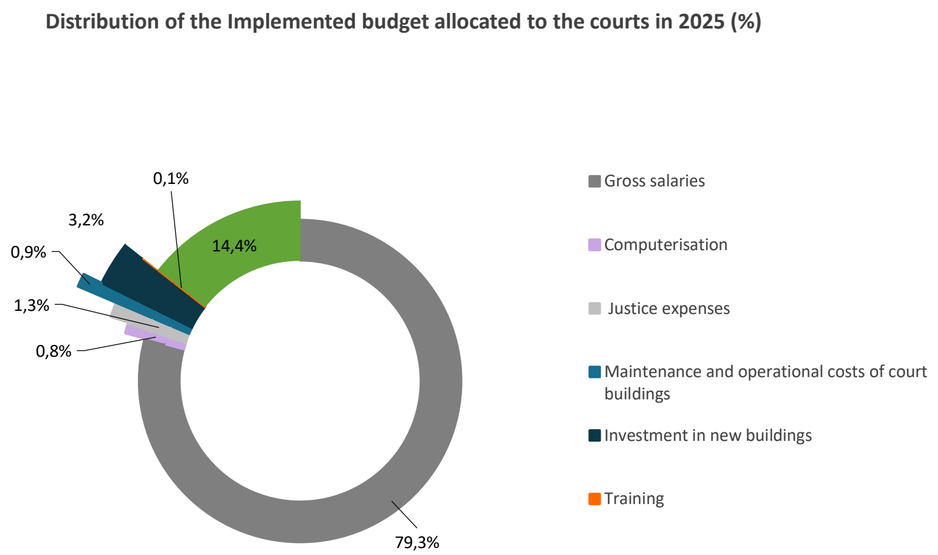


In 2025, the approved legal aid budget amounted to €3 017 355, while the implemented budget reached €2 953 499. These amounts include both the budget of the Free Legal Aid Agency (FLAA) and the expenditure related to mandatory legal representation before courts. The FLAA itself received an approved budget of €621 238 and implemented €611 654, mainly allocated to salaries and allowances (€374 278) and goods and services (€230 426). Legal aid is available in civil, administrative, criminal and misdemeanour cases and is granted either to persons meeting the eligibility criteria or to specific beneficiary categories defined by law. During the year, the FLAA provided free legal aid to 6 797 citizens, most of whom received assistance in administrative (4 254) and civil (2 194) proceedings. Of all cases, 4 064 were handled directly by FLAA officials, while 733 were referred to lawyers.

• Budget allocated to the functioning of the courts - Categories

In 2025, Kosovo spent €35 325 704 on the implemented budget for courts. The largest share of the implemented court budget (79,3%) was allocated to gross salaries, reflecting the significant proportion that staff costs occupy within the judiciary's expenditure. The next substantial category is the "other" category, which accounted for 14,38% of the total courts budget, highlighting a variety of miscellaneous costs not specified in other budget lines.
Moreover, investment in new buildings represented 3,2% of the budget, indicating a more modest approach to expanding physical court infrastructure. Justice expenses made up 1,3% while maintanance and operation costs of court buildings was allocated 0,9% of the total budget. Finally,computerisation and training were allocated 0,85% and 0,07% of the total budget, respectively.

	2025		% Variation between 2019 and 2025		% Variation between 2024 and 2025	
	Approved budget	Implemented budget	Approved budget	Implemented budget	Approved budget	Implemented budget
Total (1 + 2 + 3 + 4 + 5 + 6 + 7)	€36 171 338	€35 325 704	24,7%	25,9%	4,7%	7,4%
1. Gross salaries	€28 003 840	€28 003 460	18,7%	18,9%	10,7%	10,9%
1.1 Salaries of professional judges	NA	NA				
1.2 Salaries of non-judge staff	NA	NA				
1.3 Salaries/remunerations of other judges	NA	NA				
2. Computerisation (2.1 + 2.2)	€300 000	€299 061	50,0%	97,3%	-51,2%	-38,0%
3. Justice expenses	€472 832	€455 705	-45,8%	-50,9%	-4,4%	-3,6%
4. Maintenance and operational costs of court buildings	€320 000	€316 514	88,2%	86,6%	68,4%	142,3%
5. Investment in new buildings	€1 714 948	€1 147 780	92,7%	1192,9%	-46,9%	-48,0%
6. Training	€32 000	€24 360	33,3%	-	0,0%	-
7. Other	€5 327 717	€5 078 822	63,7%	60,4%	14,1%	16,6%

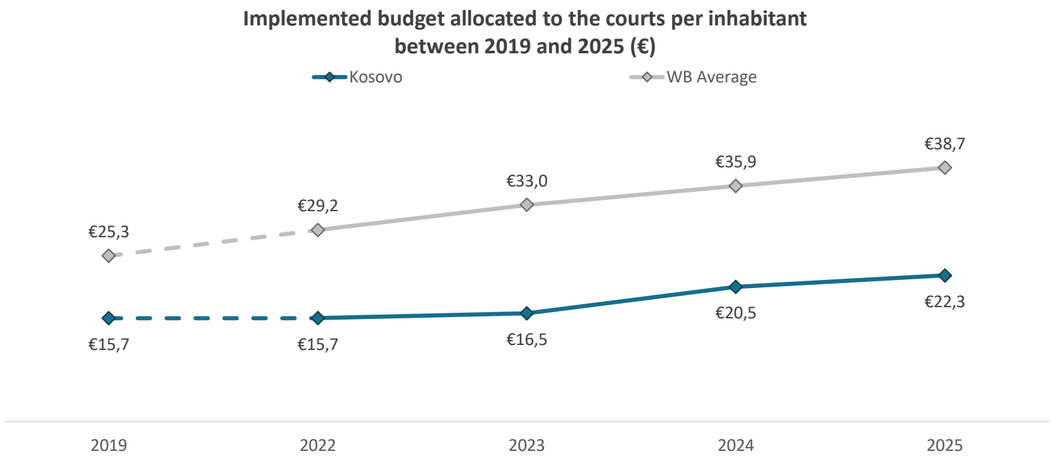


In 2025, capital investments focused mainly on court infrastructure. Construction works continued for the court buildings in Prizren and Gjilan (Viti Branch), while renovation and design works progressed for the Basic Court in South Mitrovica and the Basic Court in Peja. The "other" budget category mainly covers operational expenditures such as official travel, office supplies, heating fuel, IT expenses, equipment maintenance and utilities. In addition, the judicial system continued to benefit from donor support, notably from UNDP, GIZ and SMIL.

When reviewing the trend through the years, Kosovo's budget for courts per inhabitant was €15,7 in 2019 and attained €22,3 in 2025, representing a total growth of 41,5% over this period. The most pronounced annual change occurred between 2023 and 2024 when the budget shifted from €16,5 to €20,5, equating to a 24,4% increase.

In each year, Kosovo's budget consistently remained below the WB Average, which rose from €25,3 in 2019 to €38,7 by 2025. The gap between Kosovo and the regional average was most significant in 2023, reaching -€16,5 less per inhabitant than the WB Average. The only period of notable convergence occurred in 2019, when the gap narrowed to -€9,5 per inhabitant.

The analysis demonstrates that while Kosovo has increased its per inhabitant funding for courts over the recents years, this investment continues to be less than its regional peers.



• Budget allocated to the functioning of all public prosecution services - Categories

In 2025, Kosovo spent 16 367 741€ on the implemented budget for public prosecution services. The largest share of this budget (80,4%) was allocated to gross salaries, highlighting the substantial share of the expenditure dedicated to staff costs. The next substantial category is maintenance and operating costs of the premises, which accounted for 6,96% of the total, demonstrating continued investment in the upkeep and day-to-day functioning of public prosecution services' infrastructure.
Moreover, prosecution expenses represented 6,3% of the implemented budget, indicating the importance of expenditures that are directly tied to the functions of prosecution. Investment in new buildings made up 3,8% while computerisation was allocated 2,1% of the total budget.

	2025		% Variation between 2019 and 2025		% Variation between 2024 and 2025	
	Approved budget	Implemented budget	Approved budget	Implemented budget	Approved budget	Implemented budget
Total (1 + 2 + 3 + 4 + 5 + 6 + 7)	€16 895 955	€16 367 741	19,2%	19,3%	1,4%	12,4%
1. Gross salaries	€13 153 157	€13 152 715				
1.1 Salaries of public prosecutors	NA	NA				
1.2 Salaries of non-public prosecutor staff	NA	NA				
1.3 Salaries/remunerations of professionals with similar duties to those of public prosecutors	NAP	NAP				
2. Computerisation	€619 678	€335 882				
3. Prosecution expenses	€1 026 558	€1 026 558				
4. Maintenance and operating costs of the premises	€1 139 083	€1 139 083				
5. Investment in new buildings	€868 878	€625 573				
6. Training	€88 600	€87 928	-49,4%	-17,0%	NAP	NAP
7. Other	NAP	NAP				

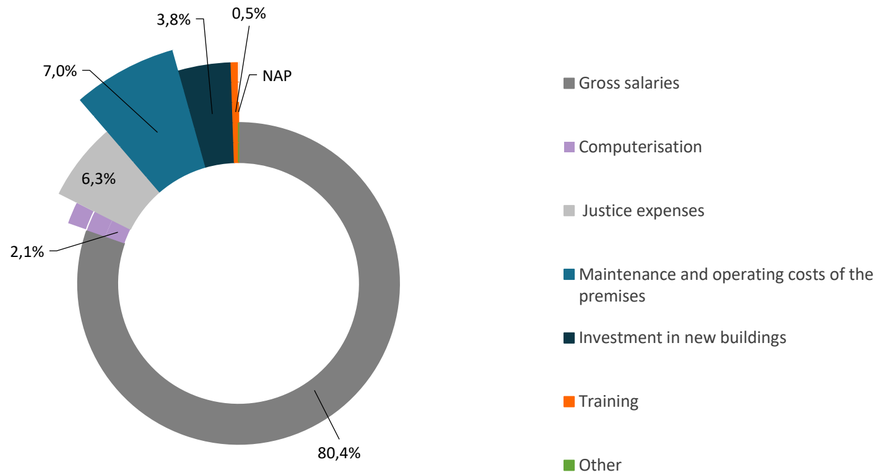
The expenditure reported under training includes travel costs related to both domestic and international training activities.

When looking at the trend through the years, Kosovo's public prosecution services budget per inhabitant was €7,7 in 2019 and attained €10,3 in 2025, representing a total growth of 34,1% over this period. The most pronounced annual change occurred between 2023 and 2024 when the budget shifted from €7,7 to €9,1, equating to a 18,7% increase.

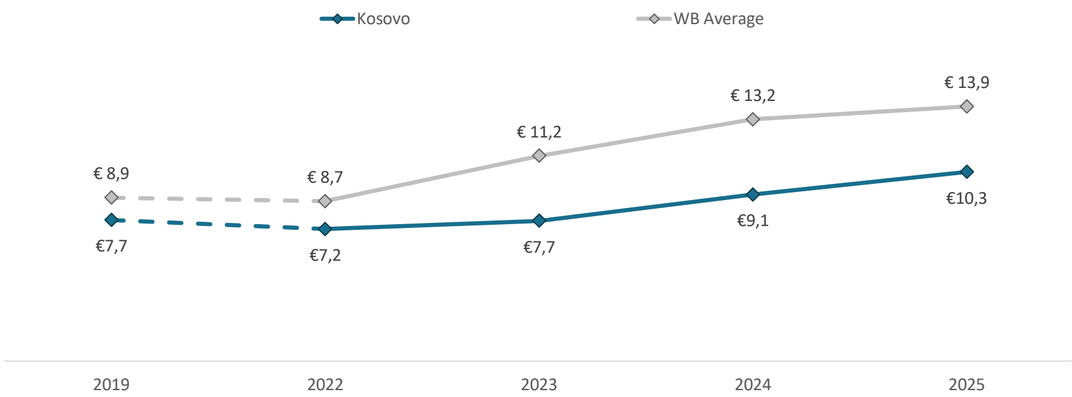
In each year, Kosovo's budget consistently remained below the WB Average, which rose from €8,9 in 2019 to €13,9 by 2025. The gap between Kosovo and the regional average was most significant in 2024, reaching -€4,1 less per inhabitant than the WB Average. The only notable convergence occurred in 2019, when the gap narrowed to -€1,2 per inhabitant.

The analysis demonstrates that while Kosovo has increased its per inhabitant funding for public prosecution services over the recents years, this investment continues to be less than its regional peers.

Distribution of the Implemented budget allocated to all public prosecution services in 2025 (%)



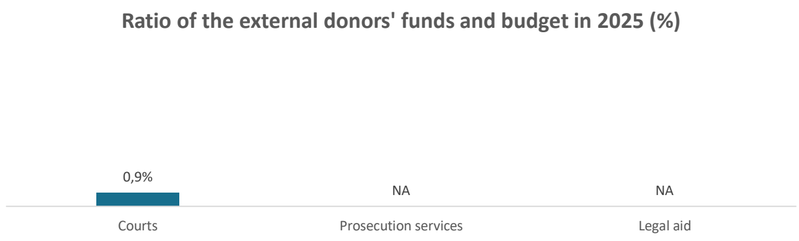
Implemented budget allocated to all public prosecution services per inhabitant between 2019 and 2025 (€)



• Budget received from external donors

The percentages represent an estimate of the ratio between external donations and respective budget. The percentage is calculated in relation to the total implemented budget of each category. However, this does not mean that the external funds cover a percentage of the budget, since donations are not included in the judicial system budget.

	Absolute value	Calculated as %
Courts	€ 315 267	0,9%
Prosecution services	NA	NA
Legal aid	NA	NA



Professionals and Gender Balance in judiciary in Kosovo in 2025 (Indicators 2)

Professional Judges

29,5

per 100 000 inhabitants

+26,2%

compared to 2019

WB Average: 30,8

38,3% female judges (total)

Prosecutors

10,2

per 100 000 inhabitants

-0,02%

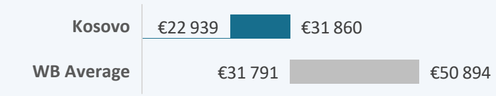
compared to 2019

WB Average: 11,8

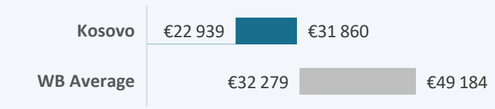
40,4% female prosecutors (total)

Salaries of judges and prosecutors

Professional judges - Gross annual salaries at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



Prosecutors - Gross annual salaries at the beginning of the career and at the Supreme or the Highest Appellate Court in 2025 (€)



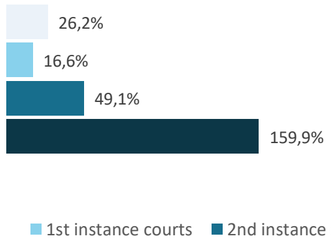
In 2025, Kosovo had 29,5 professional judges per 100 000 inhabitants and 10,2 prosecutors per 100 000 inhabitants. Both figures were below the WB Average of 30,8 and 11,8, respectively. Less than half of professional judges (38,3%) and prosecutors (40,4%) were women (the WB Average was 65,6% and 56,6%, respectively).

• Professional Judges

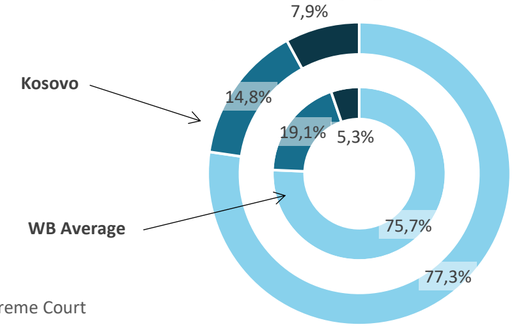
Professional judges in 2025				
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	467	100,0%	29,5	30,8
1st instance courts	361	77,3%	22,8	23,2
2nd instance courts	69	14,8%	4,4	6,0
Supreme Court	37	7,9%	2,3	1,6

For reference only: the 2024 EU median is 23,4 judges per 100 000 inhabitants.

% Variation of no. of professional judges per 100 000 inh. 2019 - 2025



Distribution of professional judges by instance in 2025 (%)



In 2025, the total number of professional judges in Kosovo was 467. This number translated to a ratio of 29,5 judges per 100 000 inhabitants, which was slightly lower than the WB Average of 30,8.

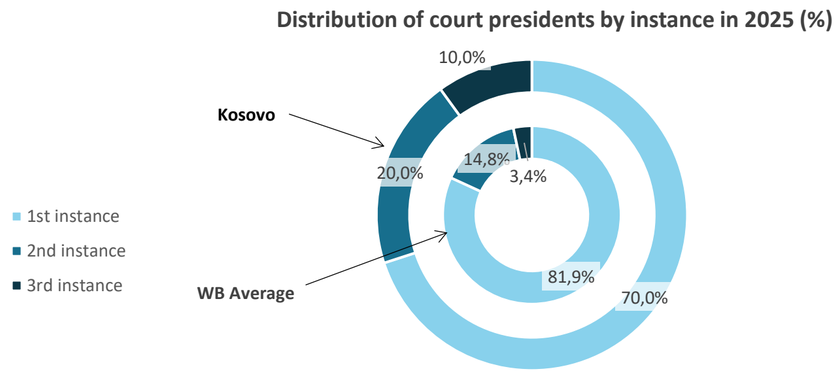
When examining the trends over the past 6 cycles, there has been an increase in the number of professional judges. Since 2019, the number of professional judges per 100 000 inhabitants rose by 26,2%.

Looking at the distribution of the professional judges by instance, 77,3% of judges are assigned to the first instance courts. This is 1,6 percentage points higher than the WB Average (75,7%).

• Court presidents

	Court presidents in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	10	100,0%	0,6	2,2
1st instance courts	7	70,0%	0,4	1,8
2nd instance courts	2	20,0%	0,1	0,3
Supreme Court	1	10,0%	0,06	0,07

In 2025, Kosovo had a total of 10 court presidents. This figure corresponds to 0,6 per 100 000 inhabitants and was remarkably lower than the WB Average of 2,2.

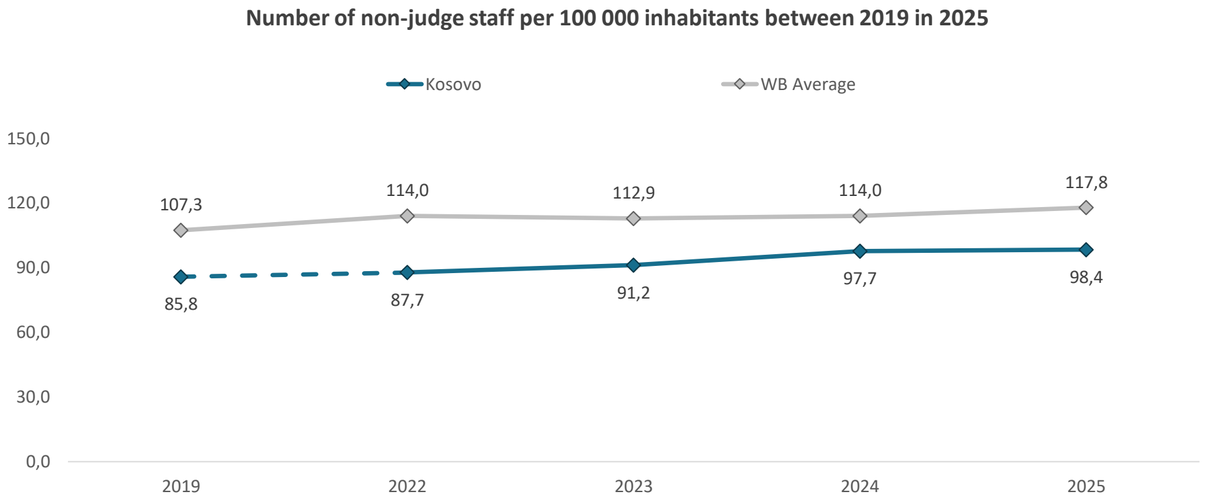


Role of the court president

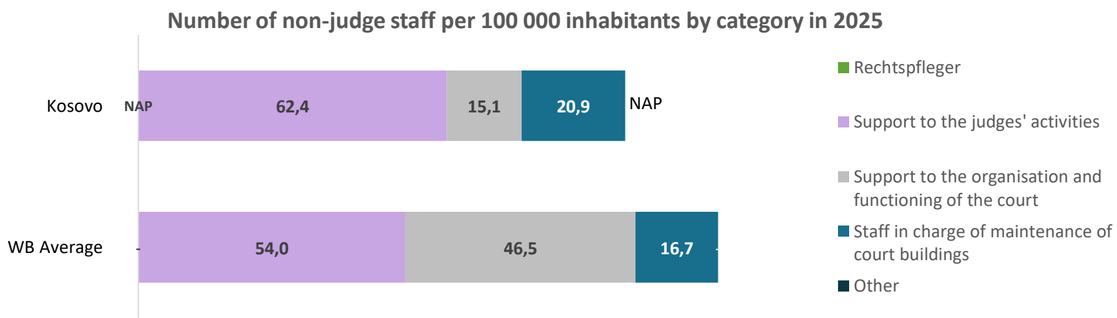
The President of the Court is responsible for the overall administration and management of the court. In particular, the President oversees the recruitment, discipline and dismissal of non-judicial staff, ensures the efficient allocation of cases and the implementation of the annual case management plan, and reports regularly to the Kosovo Judicial Council on the court's performance and challenges. The President is also responsible for ensuring the efficient administration of justice, the transparency of court proceedings and public access to courts, including for persons belonging to non-majority communities. In addition, the President convenes an annual meeting of judges to discuss the organisation and functioning of the court and may exercise other powers provided by law or delegated by the Kosovo Judicial Council.

• Non-judge staff

	Number of non-judge staff by category in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	1 560	100,0%	98,4	117,8
Rechtspfleger	NAP	NAP	NAP	-
Support to the judges' activities	989	63,4%	62,4	54,0
Support to the organisation and functioning of the court	239	15,3%	15,1	46,5
Staff in charge of maintenance of court buildings	332	21,3%	20,9	16,7
Other	NAP	NAP	NAP	-



In 2025, the total number of non-judge staff was 1 560, which represents 98,4 per 100 000 inhabitants. This figure marks a 0,7% increase compared to 2024, when non-judge staff totaled 97,7 per 100 000 inhabitants. Over the longer period from 2019 to 2025, the total number of non-judge staff per 100 000 inhabitants rose marginally by 15%.
The largest group of non-judge staff were those supporting judges' activities, accounting for 63% of the total, followed by staff in charge of maintenance of court buildings, who represented 21%.

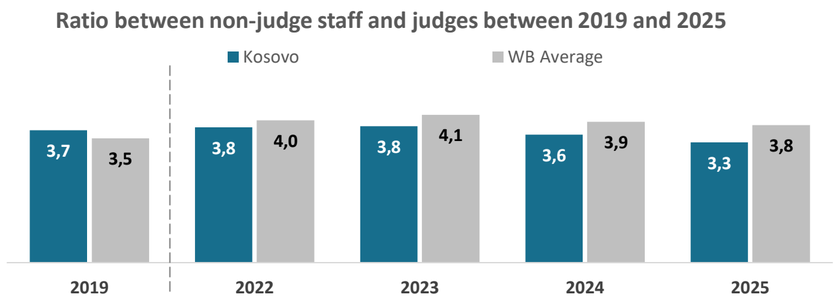


• Ratio between non-judge staff and professional judges

In Kosovo, the ratio of non-judge staff per professional judge was 3,3 in 2025, whereas the WB Average was 3,8. This decreased since 2019.

	Ratio in 2025		% Variation 2019 - 2025
	Kosovo	WB Average	Kosovo
Total	3,3	3,8	-9,1%

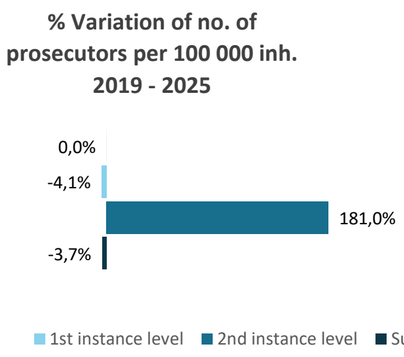
For reference only: the 2024 EU median ratio of non-judge staff per judge is 3,3.

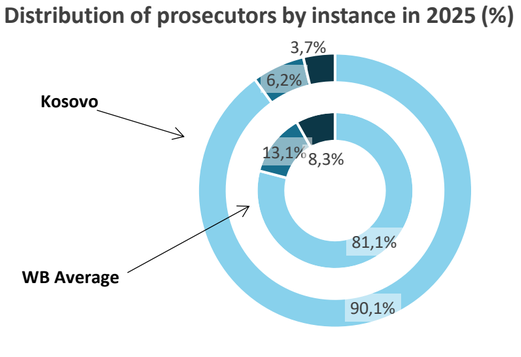


• Prosecutors

	Number of prosecutors by instance in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	161	100,0%	10,2	11,8
1st instance level	145	90,1%	9,1	9,4
2nd instance level	10	6,2%	0,6	1,8
Supreme Court level	6	3,7%	0,4	1,0

For reference only: the 2024 EU median is 11,4 prosecutors per 100 000 inhabitants.





In 2025, Kosovo had 161 prosecutors in total, which equates to 10,2 per 100 000 inhabitants. This figure was lower than the WB Average of 11,8).

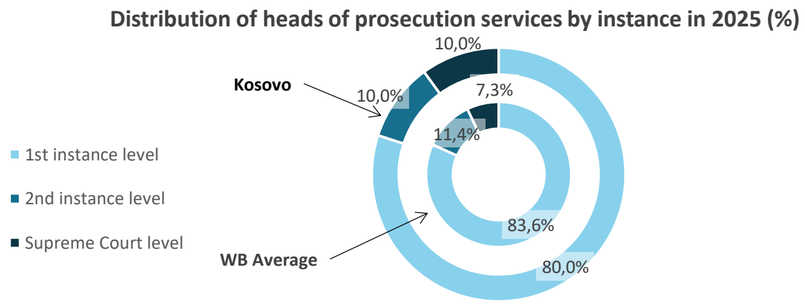
Over the period between 2019 and 2025, the total number of prosecutors per 100 000 inhabitants a slight decrease by 0% .

Looking at the distribution of the prosecutors by instance, 90,1% of prosecutors are assigned to the first instance courts. This is 12,9 percentage points higher than the WB Average (77,2%).

The total number of prosecutors in the prosecutorial system, including these positions on December 31, 2025 was 188.
In the table above the number of prosecutors is 161. This number does not include prosecutors who during 2025 have not handled cases as a result of their functions in the prosecutorial system. Prosecutors who are not included in this number are 27 prosecutors including: Chairman of the Council, Acting Chief State Prosecutor, Deputy Chairman of the Council, Chairman of the Commission for Normative Acts, Chairman of the Commission for Evaluation of Performance of Prosecutors, Chairman of Committee for Administration of Prosecution Offices, the Chief Prosecutor of the Appellate Prosecution, the Chief Prosecutor of the Special Prosecution, the Chief Prosecutors of the 7 Basic Prosecution Offices, 3 prosecutors in maternity leave, 1 prosecutor in unpaid leave and 8 prosecutors from the Serbian community who have offered their resignations.

• Heads of prosecution services

	Heads of prosecution services in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	10	100,0%	0,6	1,1
1st instance level	8	80,0%	0,5	0,9
2nd instance level	1	10,0%	0,1	0,2
Supreme Court level	1	10,0%	0,06	0,07



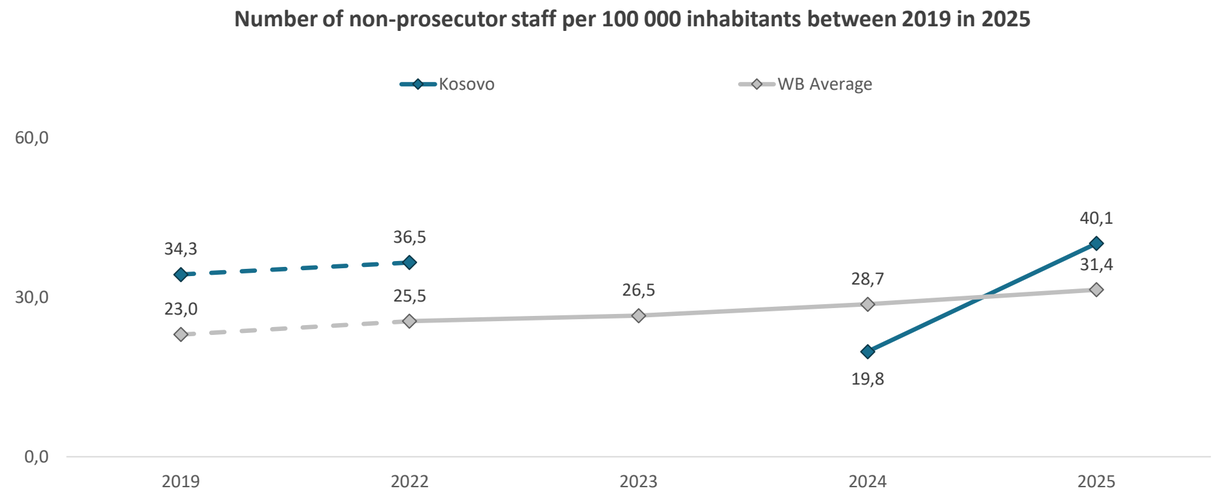
In 2025, Kosovo had a total of 10 heads of prosecution services, corresponding to 0,6 per 100 000 inhabitants. This figure was remarkably lower than the WB Average of 1,1.

Role of the Chief Prosecutors

The Chief State Prosecutor is the head of the State Prosecutor's Office and is responsible for its overall management and representation. The Chief State Prosecutor is an ex-officio member of the Kosovo Prosecutorial Council and has exclusive jurisdiction over cases before the Supreme Court and extraordinary legal remedies. In addition, the Chief State Prosecutor may issue binding written instructions and guidelines aimed at ensuring legality, efficiency and the uniform application of legislation, while respecting the functional independence of prosecutors. The Chief Prosecutors manage and represent their respective prosecution offices, supervise the work of prosecutors, issue written guidelines, conduct performance appraisals and report both to the Kosovo Prosecutorial Council on administrative matters and to the Chief State Prosecutor on operational matters. (Law No. 06/L-056 on the State Prosecutor)

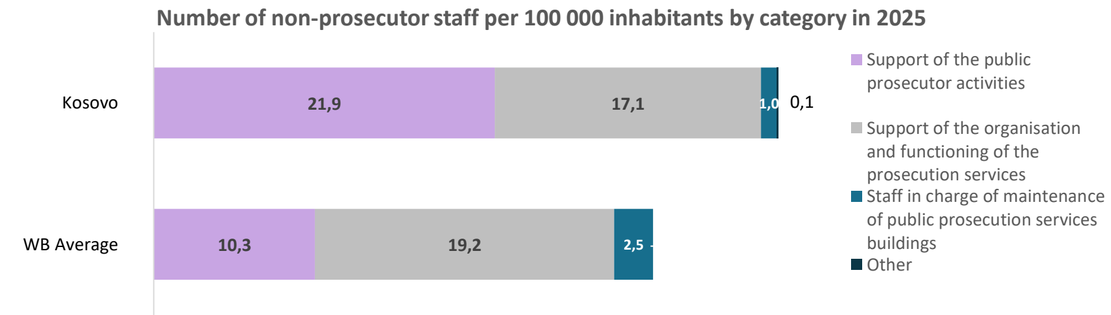
• Non-prosecutor staff

	Number of non-prosecutor staff by category in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	636	100,0%	40,1	31,4
Support of the public prosecutor activities	347	54,6%	21,9	10,3
Support of the organisation and functioning of the prosecution services	271	42,6%	17,1	19,2
Staff in charge of maintenance of public prosecution services buildings	16	2,5%	1,0	2,5
Other	2	0,3%	0,1	-



In 2025, the total number of non-prosecutor staff was 636, corresponding to 40,1 per 100 000 inhabitants. This figure represents a 102,8% increase compared to 2024, when non-prosecutor staff totaled 19,8 per 100 000 inhabitants. Over the longer term, from 2019 to 2025, the total number of non-prosecutor staff rose by 17%.
The largest category of non-prosecutor personnel consisted of those supporting the public prosecutor activities, accounting for 55% of the overall staff. This was followed by staff supporting the organisation and functioning of the prosecution services, who represented 43%.

The "other" category include two (2) officials who are part of the cabinet of Chief State Prosecutor's office. Many recruitment procedures took place during 2025, that's the reason the numbers are higher.

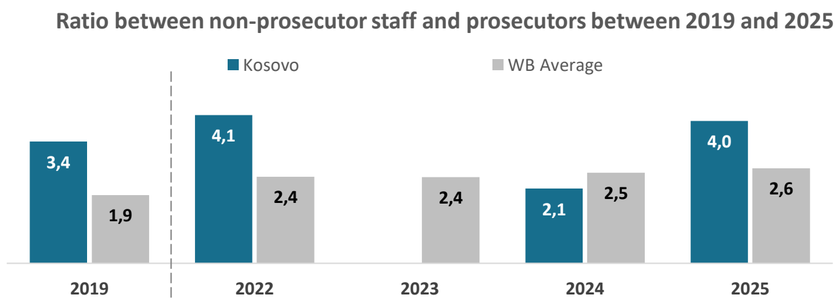


• Non-prosecutor staff and Ratio between non-prosecutor staff and prosecutors

In Kosovo, the ratio of non-prosecutor staff per prosecutor was 4 in 2025, whereas the WB Average was 2,6. This increased since 2019

	Ratio in 2025		% Variation 2019 - 2025
	Kosovo	WB Average	Kosovo
Total	4,0	2,6	17,0%

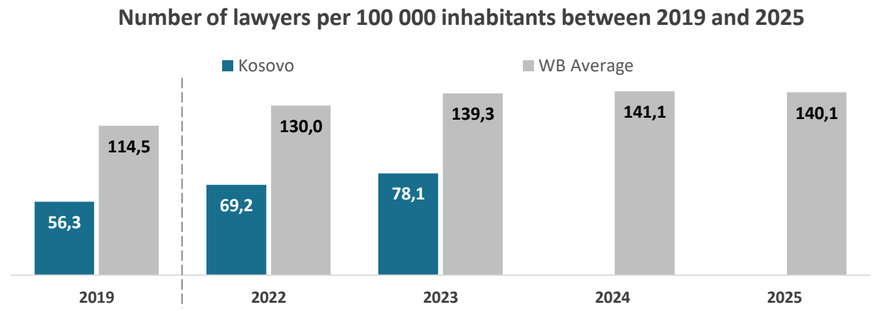
For reference only: the 2024 EU median ratio of non-judge staff per judge is 1,1.



• Lawyers

	Number of lawyers in 2025			% Variation 2019 - 2025
	Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants	Kosovo
Total	NA	NA	140,1	NA

For reference only: the 2024 EU median is 138,7 lawyers per 100 000 inhabitants.



Legal representation in courts exclusively exercised by lawyers in 2025

	First instance	Second instance	Third instance
Civil cases			
Dismissal cases			
Criminal cases – Defendant			
Criminal cases – Victim			
Administrative cases			

Yes, always
Yes, in some cases
No/NAP

In Kosovo, legal representation before courts varies depending on the type of proceedings and is regulated by the applicable procedural legislation. Under the Law No. 06/L-054 on Contested Procedure, parties to civil proceedings may represent themselves or appoint any person with full legal capacity as their representative, who does not necessarily need to be a lawyer. Such representatives may perform most procedural actions, although explicit authorisation is required for certain important acts, such as withdrawing a claim, concluding a settlement or filing and waiving legal remedies. Lawyers may also be substituted by trainees before first instance courts.

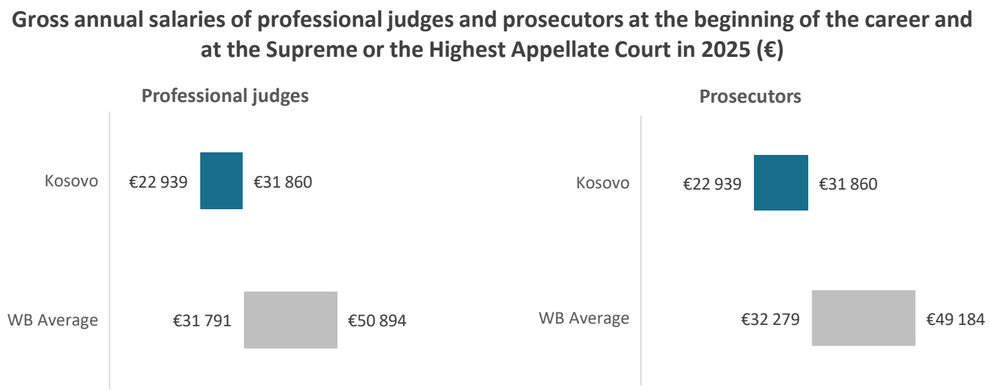
In criminal proceedings, legal representation is regulated by the Criminal Procedure Code of Kosovo (Law No. 08/L-032). Defendants may defend themselves or be represented by legal counsel. Defence counsel must be a licensed lawyer and a member of the Kosovo Bar Association. Legal representation is mandatory only in specific situations provided for by Article 56 of the Criminal Procedure Code, including vulnerable defendants, cases involving offences punishable by at least five years of imprisonment, plea agreements, trials in absentia and extraordinary legal remedies. Where mandatory representation applies and no lawyer has been appointed, a public defender is assigned at public expense. In addition, pursuant to Article 57 of the Criminal Procedure Code, defendants who cannot afford a lawyer may request legal representation at public expense when the offence is punishable by at least three years of imprisonment or when required by the interests of justice.

• Salaries of professional judges and prosecutors

In 2025, the salary of a professional judge at the beginning of his/her career was €22 939 which saw no significant change by -1% since 2019. The ratio of the starting salary of professional judges to the annual gross average salary in Kosovo was 3, which was higher than the WB Average (2,4). At the Supreme Court or the Highest Appellate Court, judges in Kosovo earned 38,9% more than at the start of their careers (€31 860), which represents a smaller increase compared to the WB Average of 55,1%.

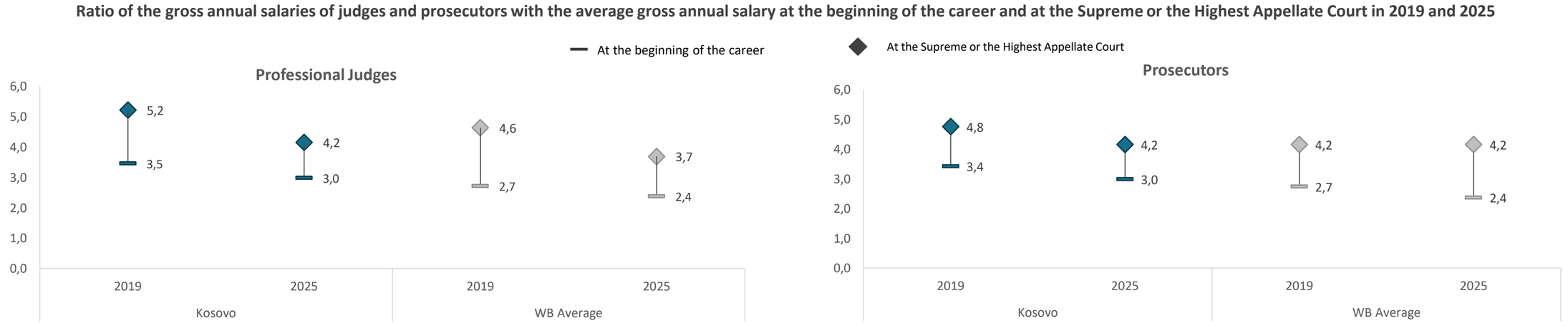
Similarly, the salary of a public prosecutor at the beginning of his/her career was €22 939 which saw no significant change by 0% since 2019. The ratio of the starting salary of prosecutors to the annual gross average salary in Kosovo was 3, which was higher than the WB Average of 2,4. Prosecutors serving at the Supreme Court or the Highest Appellate Courts earned salaries that were 38,9% higher than at the entry level (€31 860), a percentange increase that was lower than the WB Average increase of 51,1%.

		Salaries in 2025 (absolute values)			Ratio with the average gross annual salary	
		Gross annual salary in €	% Variation 2019 - 2025	Net annual salary in €	Kosovo	WB Average ratio
Professional judge	At the beginning of his/her career	22 939	-1,0%	19 642	3,0	2,4
	Of the Supreme Court or the Highest Appellate Court	31 860	-8,9%	27 269	4,2	3,7
Public prosecutor	At the beginning of his/her career	22 939	0,0%	19 642	3,0	2,4
	Of the Supreme Court or the Highest Appellate Court	31 860	0,0%	27 269	4,2	3,6



For reference only: the 2024 EU median for the ratio of judges and prosecutors' salaries with average gross annual national salary is:

- professional judges' salary at the beginning of career: 1,8
- professional judges' salary at at the Supreme Court or the Highest Appellate Court: 4,3
- prosecutors' salary at the beginning of career: 1,7
- prosecutors' salary at the Supreme Court or the Highest Appellate Court: 3,5



The salaries reported correspond to gross and net basic salaries and do not include seniority allowances, work experience supplements or any other additional payments. The salary of a public prosecutor at the beginning of his/her career corresponds to the salary of prosecutors working in the General Department of the Basic Prosecution Offices, while the salary of a public prosecutor at the highest instance corresponds to that of prosecutors working in the Office of the Chief State Prosecutor.

• Performance and evaluation of judges and public prosecutors

	Judges	Prosecutors
A mandatory formal evaluation system regulated by law	✓	✓
An optional formal evaluation system	✗	✗
An informal evaluation system (e.g., discussions with superiors, peer review)	✗	✗
Evaluation based on quantitative criteria	✓	✓
Evaluation based on qualitative criteria	✓	✓

Judges and prosecutors in Kosovo are subject to regular performance evaluations throughout their careers. Evaluation procedures differ according to the stage of the mandate and are governed by separate regulations adopted by the Kosovo Judicial Council and the Kosovo Prosecutorial Council. In addition to regular assessments, prosecutors may also be subject to extraordinary evaluations in specific circumstances.

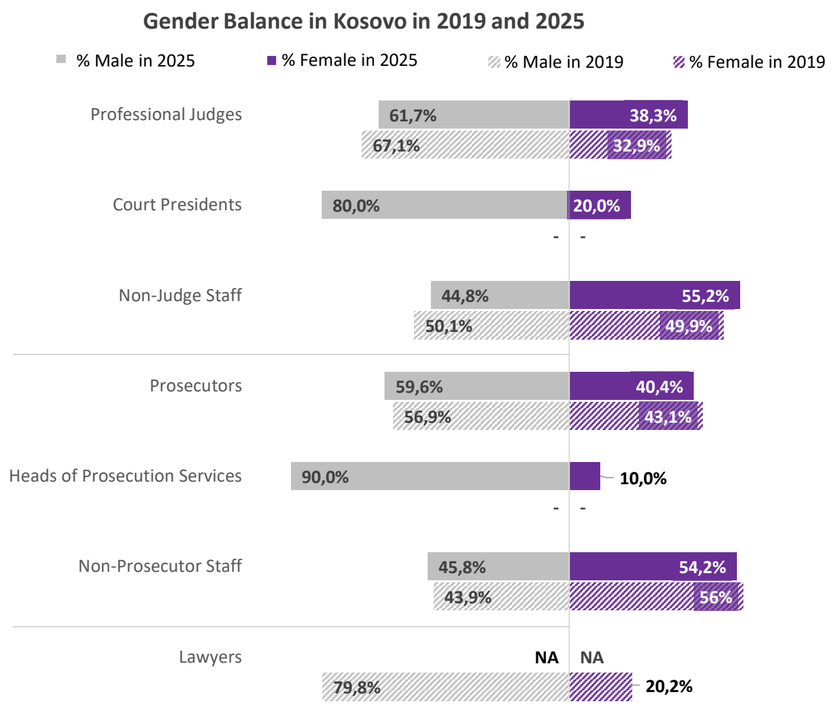
Judges: According to Regulation No. 01/2021 on the Evaluation of Judges' Performance, judges with an initial mandate are evaluated after completing the initial training at the Academy of Justice and again after three years for the purpose of reappointment. Judges holding a permanent mandate are subject to regular performance evaluations every three years.

Prosecutors: Prosecutors undergo two types of evaluation: (i) an annual work assessment carried out by their supervisor and (ii) a regular performance evaluation conducted every three years by the Permanent Committee for the Performance Evaluation of Prosecutors of the Kosovo Prosecutorial Council (KPC). Prosecutors with an initial mandate are evaluated twice: an initial assessment is carried out within six months after completion of the initial training at the Academy of Justice, taking into account the Academy file, the supervisor's assessment and other relevant reports, while a second assessment takes place before the expiry of the initial mandate. Prosecutors who are exempt from the initial training are evaluated between the first and twelfth month following their appointment. Prosecutors holding a permanent mandate are evaluated at least once every three years. To this end, one third of prosecutors in each prosecution office are selected each year, ensuring that all prosecutors are evaluated within a three-year cycle. The KPC may also order an extraordinary performance evaluation where concerns arise regarding a prosecutor's professionalism, ability or judgement, or following an insufficient supervisory assessment.

Gender Balance

	% Female in 2025		Variation of the % females between 2019 - 2025 (in ppt)
	Kosovo	WB Average	Kosovo
Professional Judges	38,3%	65,6%	5,4
Court Presidents	20,0%	47,6%	
Non-Judge Staff	55,2%	71,6%	5,3
Prosecutors	40,4%	56,6%	-2,7
Heads of Prosecution Services	10,0%	47,5%	
Non-Prosecutor Staff	54,2%	68,7%	-1,9
Lawyers	NA	38,2%	NA

PPT= Percentage points



For reference only: the 2024 EU medians on gender are among professionals are as follows: 63% women judges; 77% women non-judge staff; 63% women prosecutors; 79% women non-prosecutor staff; and 48% women lawyers.

In 2025, the percentage of female professional judges was 38,3%, which was lower than WB Average (65,6%). With a presence of 20%, the number of female court presidents in Kosovo was remarkably lower than the WB Average of 47,6%. Moreover, the percentage of female non-judge staff was 55,2%.

Also, the percentage of female prosecutors was 40,4% (lower than the WB Average of 56,6%).The number of female heads of prosecution services (10%) was remarkably lower than the WB Average (47,5%). Moreover, the percentage of female non-prosecutor staff was 54,2%.

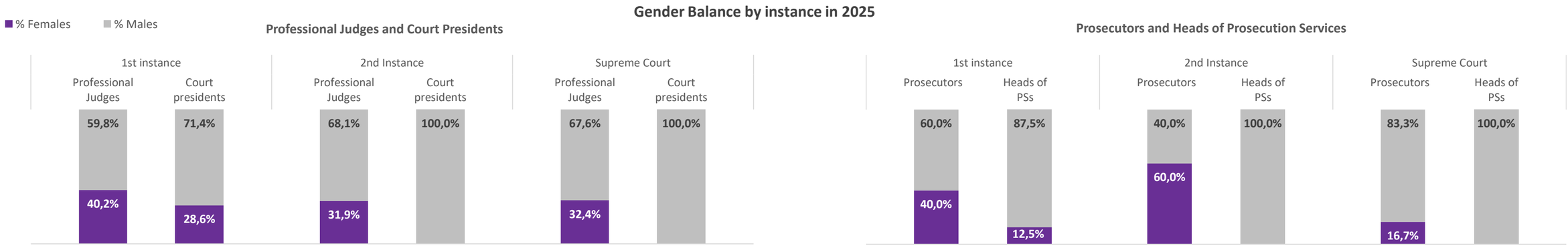
Data on female lawyers was not provided

The professional judges, court presidents, prosecutors and heads of prosecution services were the only categories with less than 50% of female presence.

	Professional Judges % Female		Court presidents % Female		Prosecutors % Female		Heads of Prosecution Services % Female	
	Kosovo	WB Average	Kosovo	WB Average	Kosovo	WB Average	Kosovo	WB Average
1st instance	40,2%	66,2%	28,6%	46,8%	40,0%	57,1%	12,5%	49,3%
2nd instance	31,9%	65,3%	0,0%	47,6%	60,0%	51,6%	0,0%	43,8%
Supreme Court	32,4%	62,6%	0,0%	53,3%	16,7%	42,7%	0,0%	58,3%

Female representation decreases at higher levels of the judiciary. In 2025, women accounted for 40,2% of professional judges at first instance, 31,9% at second instance and 32,4% at the Supreme Court level, all below the WB averages. The gender gap is even more pronounced among court presidents, where women represented 28,6% at first instance and none at second instance or at the Supreme Court.

A similar pattern can be observed in prosecution services. Women accounted for 40,0% of prosecutors at first instance and 60,0% at second instance, but only 16,7% at the highest level. Female heads of prosecution services remain particularly underrepresented, representing 12,5% at first instance and none at second instance or at the highest level.



• Gender Equality Policies

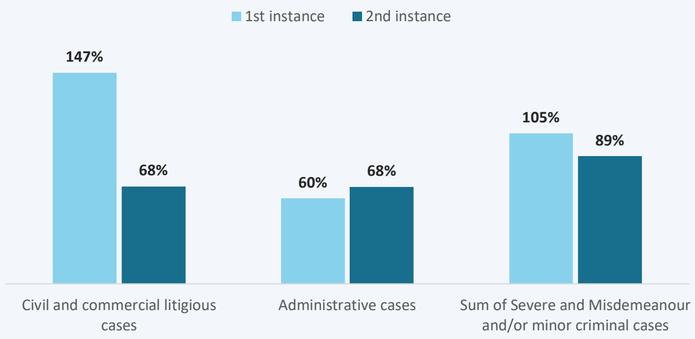
There are legal provisions aimed at ensuring equal opportunities and gender representation during recruitment and promotion within the prosecutorial system.

In particular, Article 7, paragraph 5, of the Law on the Kosovo Prosecutorial Council provides that the Council shall ensure that admission to the prosecution service is based on the principles of merit, equal opportunities, gender equality, non-discrimination and equal representation. Recruitment procedures are conducted through public vacancies and include verification of the candidates' professional qualifications and capacity to act.

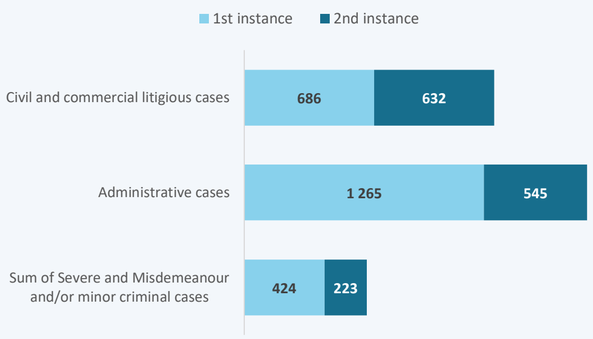
In addition, Article 20, paragraph 6, of the same Law establishes preferential measures for under-represented communities. Priority is given to candidates with equal qualifications from under-represented communities for as long as the percentage of prosecutors belonging to non-majority communities remains below 15% and/or the percentage of prosecutors belonging to the Kosovo Serb community remains below 8%.

Efficiency in Kosovo in 2025 (Indicators 3.1 and 3.2)

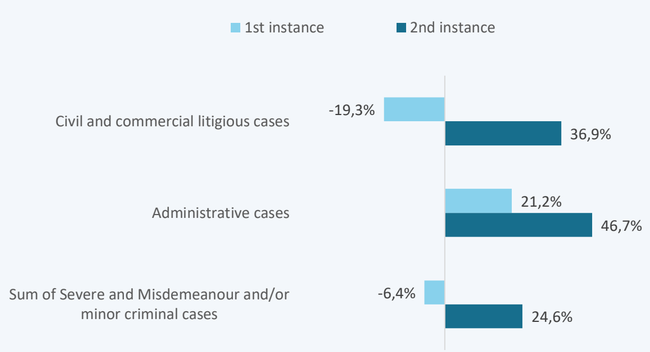
Clearance Rate in 2025



Disposition Time in 2025 (in days)



% Variation of pending cases at the end of year between 2024 and 2025



In 2025, the highest Clearance rate (CR) for Kosovo was calculated for the first instance Civil and commercial litigious cases, with a CR of 147%. However, it seems that Kosovo was not able to deal as efficiently with the first instance Administrative cases (CR of 60%). With a Disposition Time of approximately 223 days, the second instance sum of the Severe and Misdemeanour and/or minor criminal cases were resolved faster than any other type of cases.

Compared to 2024, the pending cases at the end of year increased for the second instance Administrative cases (46,7%), whereas they decreased for the first instance Civil and commercial litigious cases by -19,3%.

In 2025, Kosovo presents a mixed picture in terms of judicial efficiency. First instance courts performed particularly well in civil and commercial litigious cases, where the clearance rate increased sharply to 147% and the number of pending cases decreased by 19,3%. According to the authorities, his improvement reflects both a lower inflow of employment-related disputes, in particular jubilee salary claims which had generated an exceptionally high number of incoming cases in 2024, and a high level of case resolution.. Criminal cases also remained relatively efficient, with a clearance rate of 105% and a disposition time decreasing from 439 to 424 days.

Administrative cases continue to represent the main challenge at first instance. Although the clearance rate improved from 44% to 60%, it remains well below the WB average and the disposition time further increased to 1 265 days. According to the authorities, this situation is mainly linked to the temporary shortage of judges resulting from promotions to higher judicial positions.

At second instance, efficiency remains under pressure. Clearance rates for civil and commercial litigious cases and administrative cases remained below 100% (68% in both categories), while pending cases increased significantly. The growing number of appeals is partly explained by the rise in employment-related disputes and by the gradual operationalisation of the Commercial Court since 2022. Criminal cases remain comparatively stable, with a clearance rate of 89% and a disposition time of 223 days, which remains below the WB average.

First instance cases

Clearance rate (%) and Disposition Time (days) for first instance cases from 2019 to 2025

Second instance cases

Clearance rate (%) and Disposition Time (days) for second instance cases from 2019 to 2025

NB: For the second instance Civil and commercial litigious cases and Administrative cases: the WB Median of the Disposition Time is visualised in the graph above (instead of the WB average). Also, as per methodological note, the 2019 WB Median for the Administrative cases is not available.

• First instance cases - Other than criminal law cases

1st instance cases in 2025 (absolute values)		Kosovo (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of other than criminal law cases (1+2+3+4)		50 603	68 916	132 117	46 118	-53,5%	-31,8%	-16,8%	-7,8%
1	Civil and commercial litigious cases	42 651	62 839	118 141	43 020	-57,4%	-34,0%	-19,3%	-8,4%
2	Non-litigious cases	3 463	3 396	4 686	2 007	-3,3%	-5,3%	0,7%	2,8%
3	Administrative cases	4 489	2 681	9 290	1 091	-12,9%	19,4%	21,2%	-2,8%
4	Other cases	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

In 2025, the incoming civil and commercial litigious cases were 42 651 (2,69 per 100 inhabitants vs the WB Average of 2,36). They decreased by -57,4% between 2024 and 2025. The resolved cases were 62 839 (3,96 per 100 inhabitants) and they decreased by -34%, compared to the previous year. In 2025, the number of resolved cases was higher than the incoming cases. As a consequence, the civil and commercial litigious pending cases at the end of 2025 were less than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 147% (above the WB Average of 101%). This increased by 52,4 percentage points compared to 2024.

The Disposition Time for civil and commercial litigious cases was approximately 686 days in 2025 (above the WB Average of 457 days). This increased by 22,2% over the 2024-2025 period.

The incoming administrative cases were 4 489 in 2025 (ie 0,28 per 100 inhabitants vs the WB Average of 0,6). They decreased by -12,9% compared to the previous year.In 2025, the resolved cases were 2 681 (0,17 per 100 inhabitants, below of the WB Average of 0,75). Between 2024 and 2025, the number of resolved administrative increased by 19,4%. The number of incoming cases was thus higher than the resolved cases. As a consequence, the administrative pending cases at the end of 2025 were more than in 2024 and the Clearance rate for this type of cases was 60% (below the WB Average (109%). The CR increased by 16,1 percentage points compared to the previous year.

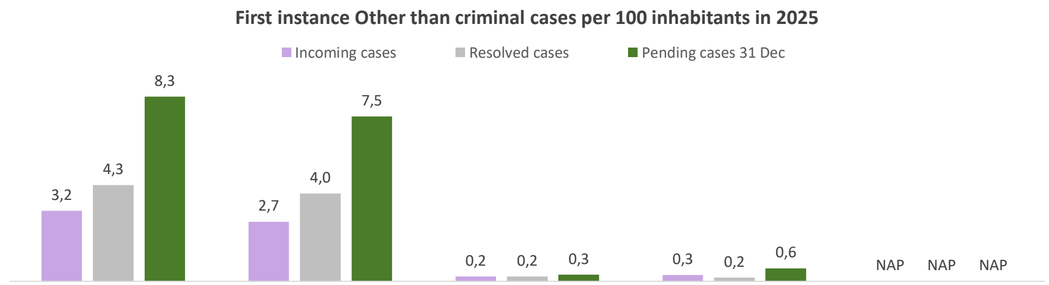
Finally, the Disposition Time for administrative cases was approximately 1 265 days in 2025. This has increased by 1,5% compared to 2024 and it was above the WB Average (590 days).

In first instance civil and commercial litigious cases, the lower number of incoming cases in 2025 compared to 2024 is mainly explained by a reduction in salary-related claims, in particular lawsuits concerning jubilee payments, which had generated a particularly high inflow in 2024. The lower number of resolved cases in 2025 is also linked to this development, as jubilee payment cases had been treated as priority cases in 2024 following a decision of the Kosovo Judicial Council.
In administrative cases, the unsatisfactory level of efficiency during the reporting period is mainly related to temporary shortages of judges. These were caused by maternity leave, promotions to higher positions and transfers of judges to other departments within the judicial system.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average
Total of other than criminal law cases (1+2+3+4)		3,2	<	10,8	4,3	<	11,5	8,3	<	14,2	2,91	<	10,85
1	Civil and commercial litigious cases	2,7	>	2,4	4,0	>	2,4	7,5	>	3,0	2,71	>	1,01
2	Non-litigious cases	0,2	<	7,5	0,2	<	7,9	0,3	<	9,8	0,13	<	9,22
3	Administrative cases	0,3	<	0,6	0,2	<	0,8	0,6	<	1,4	0,07	<	0,62
4	Other cases	NAP		0,7	NAP		0,7	NAP		0,03	NAP		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

For reference only: the 2024 EU Median was as follows:
- Incoming first instance Civil and Commercial litigious cases per 100 inhabitants: 1,8;
- incoming first instance Administrative cases per 100 inhabitants: 0,4.

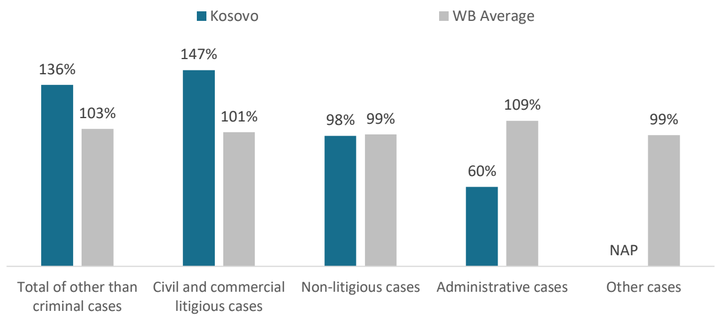


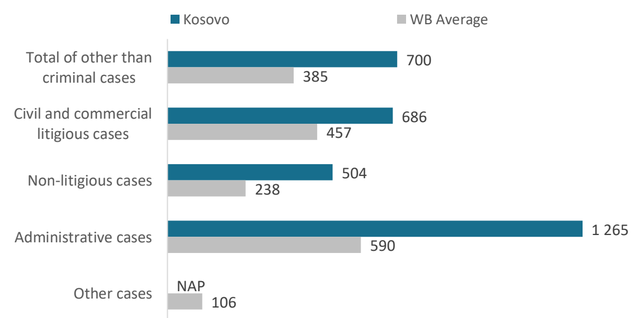
1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Kosovo	WB Average	Kosovo	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		136%	103%	700	385	43,5	22,0%
1	Civil and commercial litigious cases	147%	101%	686	457	52,4	22,2%
2	Non-litigious cases	98%	99%	504	238	-2,0	6,4%
3	Administrative cases	60%	109%	1 265	590	16,1	1,5%
4	Other cases	NAP	99%	NAP	106	NAP	NAP

PPT = Percentage points

For reference only: the 2024 EU Median for the first instance Civil and Commercial litigious cases was as follows:
- Clearance rate: 97,8%; - Disposition time: 248 days.

For reference only: the 2024 EU Median for the first instance Administrative cases was as follows:
- Clearance rate: 96,5%; - Disposition time: 327 days.





• First instance cases - Criminal law cases

1st instance cases in 2025 (absolute values)		Kosovo (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of criminal law cases (1+2+3)		52 366	54 130	58 361	16 390	5,0%	-1,2%	-5,8%	-4,2%
Sum of Severe and Misdemeanour and / or minor criminal cases (1+2)		44 184	46 470	53 925	16 390	4,7%	-3,1%	-6,4%	-4,2%
1	Severe criminal cases	16 101	16 695	29 674	13 202	-3,0%	-2,2%	-5,3%	-5,6%
2	Misdemeanour and / or minor criminal cases	28 083	29 775	24 251	3 188	9,7%	-3,6%	-7,8%	2,1%
3	Other cases	8 182	7 660	4 436	0	7,1%	11,6%	3,5%	-

In 2025, the incoming severe and misdemeanour criminal cases were 44 184 (2,79 per 100 inhabitants vs the WB Average of 4,11).They increased by 4,7% between 2024 and 2025. The resolved cases were 46 470 (2,93 per 100 inhabitants). Between 2024 and 2025, they decreased by -3,1%. The number of resolved cases was thus higher than the incoming cases. As a consequence, the severe and misdemeanour criminal pending cases at the end of 2025 were less than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 105% (above the WB Average of 99,6%). This decreased by -8,4 percentage points compared to 2024.

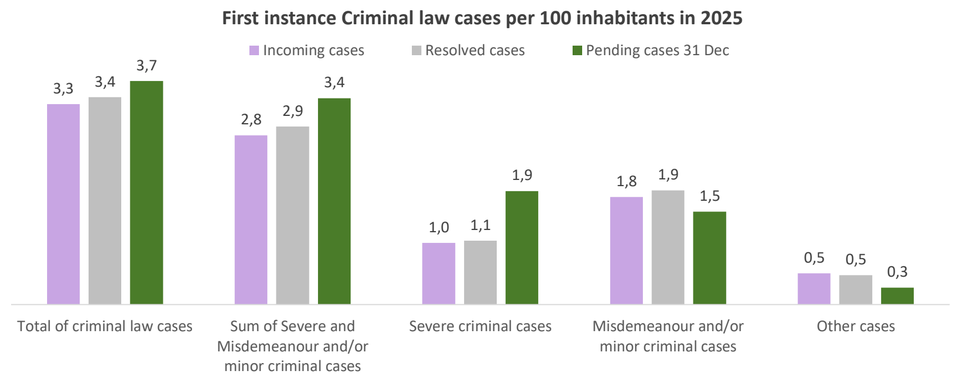
The Disposition Time for severe and misdemeanour criminal cases was approximately 424 days in 2025 (above the WB Average of 213 days). This decreased by -3,5% compared to 2024.

During 2025, the Kosovo Judicial Council continued the process of verification, cleansing and improvement of the quality of statistical data recorded in the SMIL system, with the aim of ensuring more accurate and reliable reporting. As a result of this process, cases of inaccurate reporting, duplicate registrations and categories that should not have been recorded as active cases were identified and corrected. Consequently, the number of unresolved civil and commercial cases on 1 January 2025 (138 329) was lower than the number reported on 31 December 2024 (146 387). The difference of 8 058 cases is explained by the correction of statistical records. In particular, procedural costs that had been incorrectly registered as separate enforcement cases were removed, and several procedural requests that had mistakenly been recorded as civil cases were excluded from the statistics.
A similar adjustment was made for the category "other" cases. The number of unresolved cases decreased from 4 286 on 31 December 2024 to 3 914 on 1 January 2025, following the identification of requests for the initiation of investigations that had been mistakenly reported as pending cases in the preliminary procedure. After verification, these cases were removed from the records of unresolved cases, as they should not have been considered active cases.
The process of verification and improvement of data quality in the SMIL system will continue throughout 2026, with a focus on harmonising statistical records and ensuring reporting that is accurate, transparent and compliant with judicial reporting standards.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average
Total of criminal law cases (1+2+3)		3,3	<	4,3	3,4	<	4,3	3,7	>	2,6	1,03	>	0,07
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		2,8	<	4,1	2,9	<	4,1	3,4	>	2,6	1,03	>	0,07
1	Severe criminal cases	1,0	>	0,5	1,1	>	0,5	1,9	>	0,3	0,83	>	0,06
2	Misdemeanour and / or minor criminal cases	1,8	<	3,6	1,9	<	3,6	1,5	<	2,3	0,20	>	0,02
3	Other cases	0,5		-	0,5		-	0,3		-	0,00		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

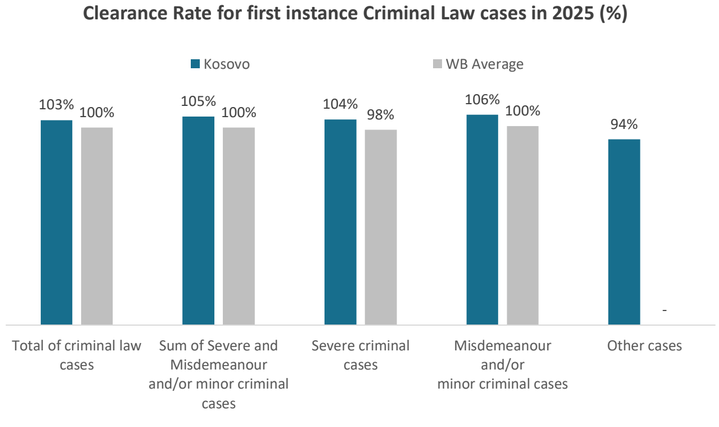
For reference only: for the first instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 1,7.

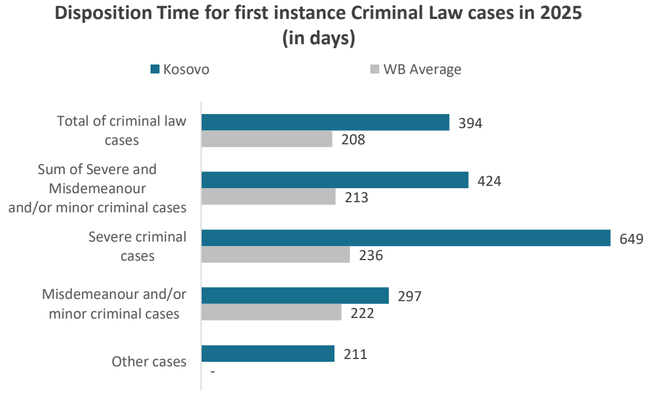


1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Kosovo	WB Average	Kosovo	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		103%	100%	394	208	-6,6	-4,6%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		105%	100%	424	213	-8,4	-3,5%
1	Severe criminal cases	104%	98%	649	236	0,9	-3,2%
2	Misdemeanour and / or minor criminal cases	106%	100%	297	222	-14,5	-4,4%
3	Other cases	94%	-	211	-	3,8	-7,2%

PPT = Percentage points

For reference only: for the first instance Total Criminal law cases, the 2024 EU Median was as follows:
- Clearance rate: 98,8%; - Disposition time: 128 days.





• Second instance cases - Other than criminal law cases

2nd instance cases in 2025 (absolute values)		Kosovo (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of other than criminal law cases (1+2+3+4)		27 839	18 903	32 991	2 392	28,0%	34,0%	36,9%	53,8%
1	Civil and commercial litigious cases	26 106	17 772	30 782	2 261	28,8%	36,7%	36,9%	52,9%
2	Non-litigious cases	386	218	845	131	14,5%	-16,2%	24,8%	72,4%
3	Administrative cases	1 347	913	1 364	0	16,7%	8,2%	46,7%	-
4	Other cases	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

In 2025, the incoming civil and commercial litigious cases were 26 106 (1,65 per 100 inhabitants vs the WB Average of 0,9).They increased by 28,8% between 2024 and 2025. The resolved cases were 17 772 (1,12 per 100 inhabitants). Between 2024 and 2025, they increased by 36,7%. The number of resolved cases was thus lower than the incoming cases. As a consequence, the civil and commercial litigious pending cases at the end of 2025 were more than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 68% (below the WB Average of 97%). This increased by 3,9 percentage points compared to 2024.
The Disposition Time for civil and commercial litigious cases was approximately 632 days in 2025 (below the WB Average of 1210 days). This increased by 0,1% over the 2024-2025 period.

The incoming administrative cases were 1 347 in 2025 (ie 0,08 per 100 inhabitants vs the WB Average of 0,15). They increased by 16,7% compared to the previous year. The resolved cases were 913 (0,06 per 100 inhabitants, below of the WB Average of 0,13). Between 2024 and 2025, the number of resolved administrative increased by 8,2%. The number of incoming cases was thus higher than the resolved cases. As a consequence, the administrative pending cases at the end of 2025 were more than in 2024 and the Clearance rate for this type of cases was 68% (below the WB Average (84%). The CR decreased by -5,4 percentage points compared to the previous year.

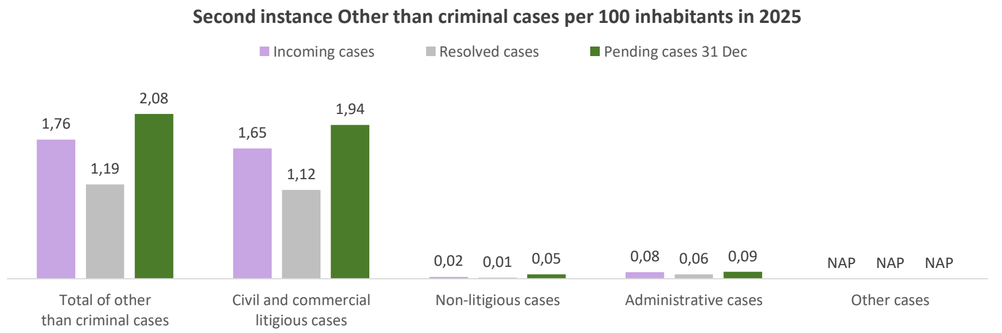
Finally, the Disposition Time for administrative cases was approximately 545 days in 2025. This has increased by 35,6% compared to 2024 and it was below the WB Average (1027 days).

Administrative cases: The lower level of efficiency observed during the reporting period is mainly linked to the temporary shortage of judges resulting from promotions to higher judicial positions.
Civil and commercial cases: Enforcement litigious cases are included in this category, as enforcement proceedings are considered contested proceedings under Article 17 of the Law on Enforcement Procedure. Registry cases are not dealt with by courts in Kosovo. At second instance, the number of civil and commercial litigious cases increased significantly, mainly due to the rise in commercial disputes related to employment rights and monetary claims arising from labour legislation, collective agreements and sectoral regulations. The increase in cases resolved at first instance has consequently led to a higher number of appeals before the Court of Appeals.
Commercial Court: The increase in the caseload of the second-instance chambers is also linked to the gradual operationalisation of the Commercial Court since 2022. Following the consolidation and full functioning of the Court, first-instance judges were able to resolve more cases, which in turn contributed to an increase in the number of appeals before the second-instance chambers.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average
Total of other than criminal law cases (1+2+3+4)		1,76	>	1,07	1,19	>	1,12	2,08	>	1,30	0,15	<	0,77
1	Civil and commercial litigious cases	1,65	>	0,90	1,12	>	0,98	1,94	>	0,96	0,14	<	0,56
2	Non-litigious cases	0,02	<	0,07	0,01	<	0,07	0,05	<	0,08	0,01	<	0,04
3	Administrative cases	0,08	<	0,15	0,06	<	0,13	0,09	<	0,37	0,00	<	0,25
4	Other cases	NAP		-	NAP		-	NAP		-	NAP		-

Key: > Higher than the WB Average; = Equal to the WB Average; < Lower than the WB Average

For reference only: the 2024 EU Median was as follows:
- Incoming Second instance Civil and Commercial litigious cases per 100 inhabitants: 0,2;
- incoming Second instance Administrative cases per 100 inhabitants: 0,1.

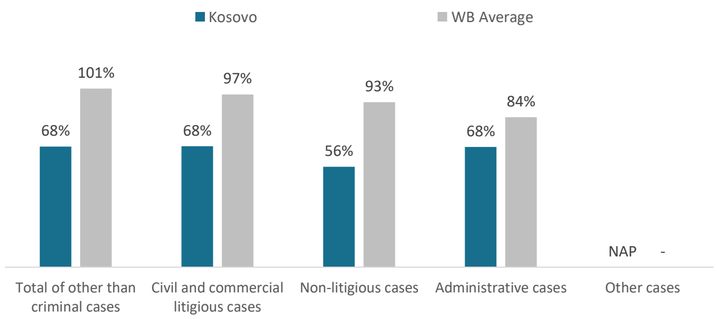


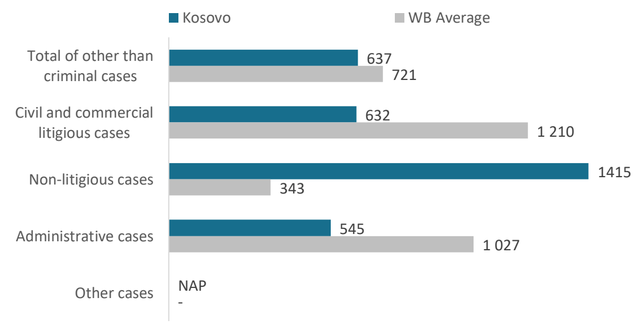
2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Kosovo	WB Average	Kosovo	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		68%	101%	637	721	3,0	2,2%
1	Civil and commercial litigious cases	68%	97%	632	1 210	3,9	0,1%
2	Non-litigious cases	56%	93%	1 415	343	-20,7	48,9%
3	Administrative cases	68%	84%	545	1 027	-5,4	35,6%
4	Other cases	NAP	-	NAP	-	NAP	NAP

PPT = Percentage points

For reference only: the 2024 EU Median for the Second instance Civil and Commercial litigious cases was as follows:
- Clearance rate: 100,8%; - Disposition time: 207 days.

For reference only: the 2024 EU Median for the Second instance Administrative cases was as follows:
- Clearance rate: 98,4%; - Disposition time: 339 days.





• Second instance cases - Criminal law cases

2nd instance cases in 2025 (absolute values)		Kosovo (2025)				% Variation between 2024 and 2025			
		Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years	Incoming cases	Resolved cases	Pending cases 31 Dec	Pending cases over 2 years
Total of criminal law cases (1+2+3)		7 760	7 407	2 144	0	0,3%	5,2%	19,7%	NA
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		3 901	3 480	2 130	0	4,9%	14,4%	24,6%	NA
1	Severe criminal cases	3 258	2 850	1 943	0	6,0%	13,1%	26,6%	NA
2	Misdemeanour and / or minor criminal cases	643	630	187	0	-0,2%	20,5%	7,5%	NA
3	Other cases	3 859	3 927	14	0	-3,9%	-1,8%	-82,9%	NA

In 2025, the incoming severe and misdemeanour criminal cases were 3 901 (0,25 per 100 inhabitants vs the WB Average of 0,48).They increased by 4,9% between 2024 and 2025. The resolved cases were 3 480 (0,22 per 100 inhabitants). Between 2024 and 2025, they increased by 14,4%. The number of resolved cases was thus lower than the incoming cases. As a consequence, the severe and misdemeanour criminal pending cases at the end of 2025 were more than in 2024. Indeed, the 2025 Clearance rate for this type of cases was 89% (above the WB Average of 88,8%). This increased by 7 percentage points compared to 2024.

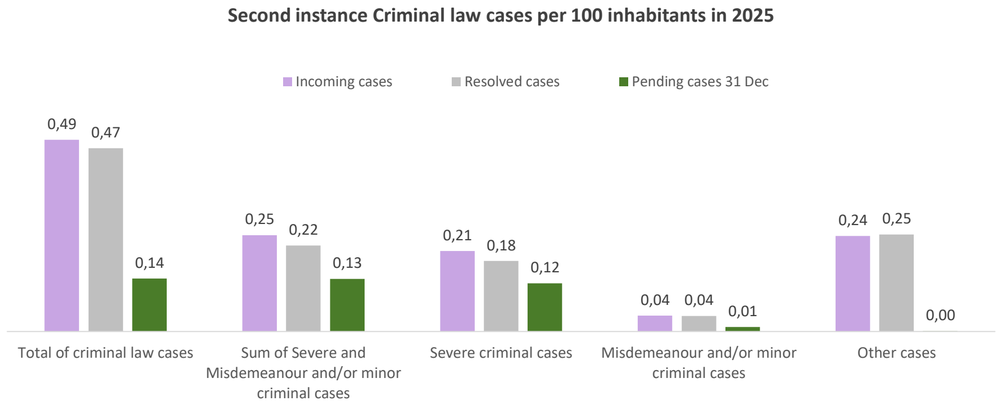
According to the authorities, in the Criminal Department at second instance, achieving a clearance rate of 100% is not always possible due to the nature of the case flow and the timing of incoming cases. A considerable number of appeals are received during the last quarter of the year, which limits the possibility of reviewing and adjudicating them within the same calendar year and has a direct impact on the court's efficiency indicators.

The Disposition Time for severe and misdemeanour criminal cases was approximately 223 days in 2025 (below the WB Average of 395 days). This increased by 9% over the 2024-2025 period.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average	Kosovo		WB Average
Total of criminal law cases (1+2+3)		0,49	>	0,48	0,47	>	0,45	0,14	<	0,21	0,00	<	0,10
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		0,25	<	0,48	0,22	<	0,45	0,13	<	0,21	0,00	<	0,10
1	Severe criminal cases	0,21	<	0,25	0,18	<	0,21	0,12	<	0,18	0,00	<	0,09
2	Misdemeanour and / or minor criminal cases	0,04	<	0,23	0,04	<	0,24	0,01	<	0,04	0,00	<	0,01
3	Other cases	0,24		-	0,25		-	0,00		-	0,00		-

For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 0,1.

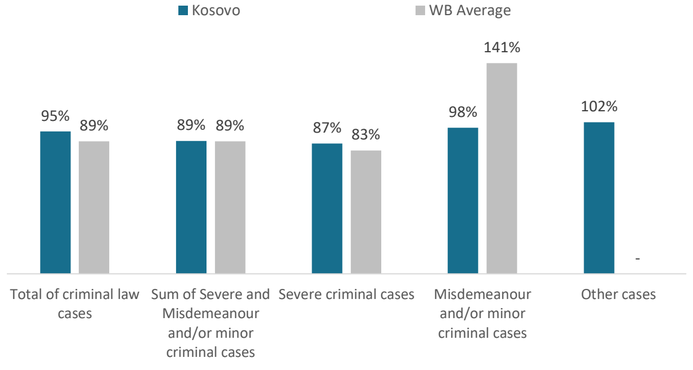
Key: > Higher than the WB Average
= Equal to the WB Average
< Lower than the WB Average

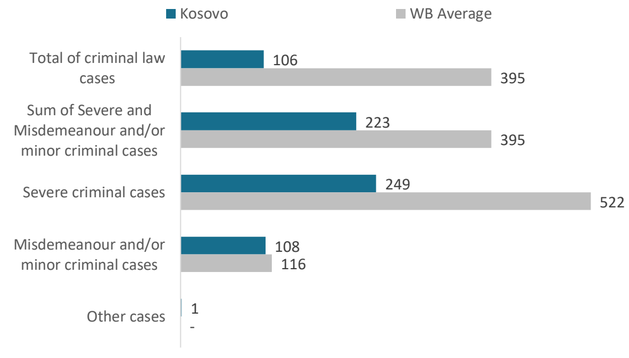


2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Kosovo	WB Average	Kosovo	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		95%	89%	106	395	4,4	13,8%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		89%	89%	223	395	7,4	9,0%
1	Severe criminal cases	87%	83%	249	522	5,5	11,9%
2	Misdemeanour and / or minor criminal cases	98%	141%	108	116	16,8	-10,8%
3	Other cases	102%	-	1	-	2,2	-82,6%

PPT = Percentage points

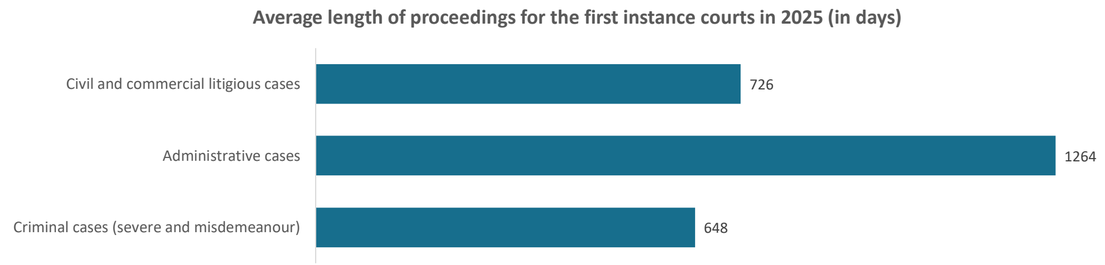
For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Clearance rate: 99,5%; - Disposition time: 121 days.





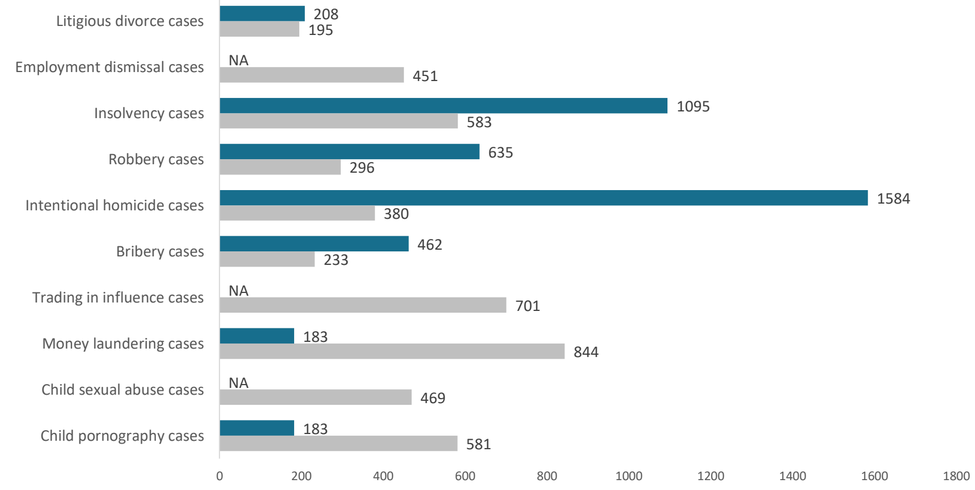
• Specific category cases

	Average length of proceedings (in days)							
	2025				% Variation between 2024 and 2025			
	First instance	Second instance	Third instance	Total	First instance	Second instance	Third instance	Total
Civil and commercial litigious cases	726	672	NA	NA	NA	NA	NA	NA
Administrative cases	1 264	545	NA	NA	NA	NA	NA	NA
Criminal cases (severe and misdemeanour)	648	180	NA	NA	NA	NA	NA	NA

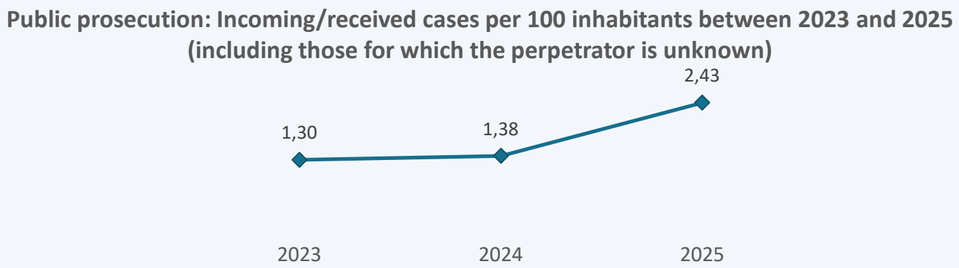


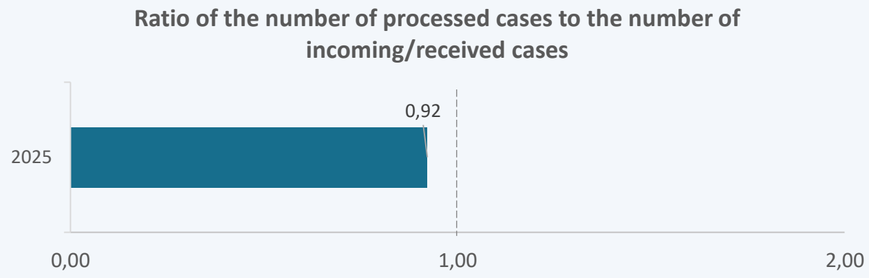
The average length of cases corresponds to the average length of resolved cases at a certain instance within the reference year.

First instance specific cases in 2025						CR (%)		DT (days)	
	Kosovo								
	Pending cases on 1 Jan. ref. year	Incoming cases	Resolved cases	Pending cases on 31 Dec ref. year	Pending cases older than 2 years from the date the case	Kosovo	WB Average	Kosovo	WB Average
Litigious divorce cases	1323	1 875	1 923	1 097	380	103%	103%	208	195
Employment dismissal cases	NA	NA	NA	NA	NA	NA	105%	NA	451
Insolvency cases	11	5	4	12	NA	80%	91%	1095	583
Robbery cases	54	20	27	47	20	135%	109%	635	296
Intentional homicide cases	180	72	47	204	102	65%	103%	1584	380
Bribery cases	6	26	15	19	4	58%	98%	462	233
Trading in influence cases	NA	NA	NA	NA	NA	NA	108%	NA	701
Money laundering cases	4	2	4	2	1	200%	67%	183	844
Child sexual abuse cases	NA	NA	NA	NA	NA	NA	101%	NA	469
Child pornography cases	2	4	4	2	NA	100%	79%	183	581



Public Prosecution in Kosovo in 2025 (Indicators 3.1.1)





Kosovo was able to distinguish criminal cases where the perpetrator is known from those where the perpetrator is unknown. In 2025, the public prosecution services in Kosovo received 2,1 incoming first instance cases per 100 inhabitants (where the perpetrators were known), processed 1,9 cases per 100 inhabitants, and had 2,1 cases per 100 inhabitants pending at the end of the year. Between 2023 and 2025, the incoming/received cases in the public prosecution offices more than doubled from 1,3 to 2,43 per 100 inhabitants. Despite a brief increase, the general trend over these years indicates a significant downward movement. Additionally, in 2025, the ratio of the number of processed cases to the number of incoming cases was 0,92.

Status of public prosecution services

In Kosovo the public prosecution office is part of the judicial power but enjoys functional independence.
State Prosecutors and the Kosovo Prosecutorial Council are independent institutions whose independence is guaranteed by the Constitution and by law.

Based on the Constitution of Kosovo, the independence of the prosecution service is guaranteed under Chapter VII on the Justice System.
Article 109 of the Constitution provides that the State Prosecutor is an independent institution with the authority and responsibility to prosecute persons charged with criminal offences and other acts specified by law.
Article 110 establishes the Kosovo Prosecutorial Council as a fully independent institution in the performance of its functions. The Council is responsible for ensuring equal access to justice for all persons and for guaranteeing that the State Prosecutor is independent, professional and impartial. The Constitution also requires that the prosecution service reflects the multi-ethnic character of Kosovo and respects the principles of gender equality.

Different authorities involved in a pre-trial stage of criminal proceedings

	Police	Public prosecutor	Investigating judge	Judge	Other
Receive a complaint	✓	✓			
Initiate investigation		✓			
Conduct investigation	✓	✓			
Supervising investigation		✓	✓		
Dismiss a case at the pre-trial stage		✓			
Bring a case to court		✓			
Decide an alternative to prosecution		✓	✓		
Close a case by imposing or negotiating a penalty or measure		✓	✓		

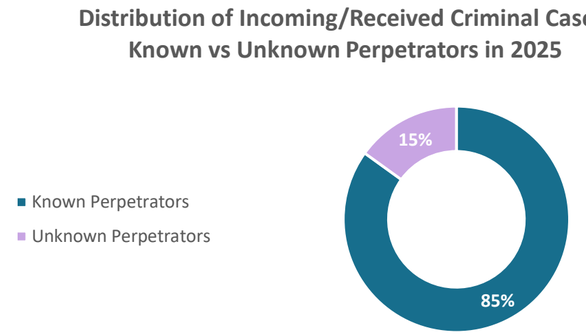
During the preliminary phase of criminal proceedings, the State Prosecutor plays the central role and is the sole authority competent to initiate, conduct and terminate investigations. Criminal complaints may be submitted by victims, citizens, public or private institutions, or the media. Upon receiving information indicating that a criminal offence may have been committed, the police may begin preliminary investigative actions with the authorisation of the State Prosecutor.
The State Prosecutor initiates a formal investigation by issuing a decision to initiate investigations where there is reasonable suspicion that a criminal offence has been committed. The police do not have the authority to initiate formal investigations; they act as an auxiliary body, carrying out investigative actions under the guidance and supervision of the prosecutor and without the power to make final procedural decisions. Investigative measures such as searches, witness questioning and seizure of evidence are conducted in accordance with the prosecutor's instructions.
The State Prosecutor is also responsible for supervising investigations and ensuring that investigative actions are lawful, that the rights of suspects are respected and that the police act within their legal powers.
The State Prosecutor may dismiss criminal charges or terminate investigations where the legal conditions are met, including cases where there is insufficient evidence, where the act does not constitute a criminal offence prosecuted ex officio, where criminal prosecution is time-barred, where amnesty or pardon applies, where the case has already been finally adjudicated, where the suspect enjoys immunity, or where other circumstances exclude criminal liability.
Following the investigation, the State Prosecutor decides whether to bring the case before the court by filing an indictment. An indictment is filed when the evidence collected gives rise to a well-founded suspicion that the defendant has committed a criminal offence. For offences punishable by a maximum sentence of up to three years of imprisonment, the prosecutor may file an indictment without previously issuing a decision to initiate investigations.

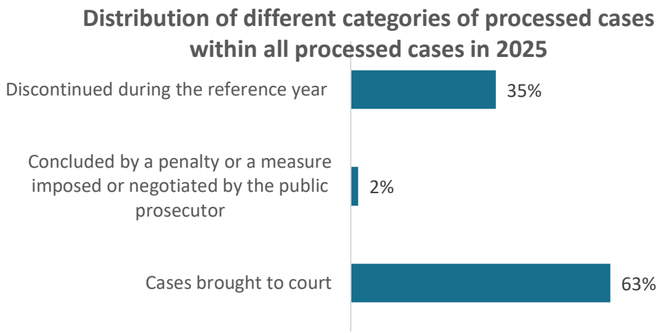
The State Prosecutor may also decide on alternatives to prosecution, including mediation, temporary suspension of proceedings and other situations where prosecution is not mandatory. In addition, the prosecutor may close a case through mediation, dismissal of criminal charges or termination of investigations, in accordance with the law.
The pre-trial judge supervises the legality of criminal proceedings during the investigation phase. The pre-trial judge decides on security measures concerning the defendant, appeals and requests submitted by the prosecutor, including orders for special investigative measures and temporary seizure of assets. The competence of the pre-trial judge ends once the indictment is filed.
In criminal proceedings involving minors, diversion measures are imposed by the State Prosecutor, while educational measures, mandatory treatment measures and juvenile sanctions are imposed by the court following a reasoned proposal by the State Prosecutor.

• Public prosecution: first instance criminal cases

Kosovo was able to distinguish criminal cases where the perpetrator is known from those where the perpetrator is unknown. The table below shows only those cases in which the perpetrator is known.

Public prosecution: 1st instance criminal cases in 2025			Absolute number in 2025	Per 100 inhabitants
1	Pending cases on 1 Jan. ref. Year		30 184	1,90
2	Incoming/received cases		32 735	2,06
3	Processed cases (3.1 + 3.2 + 3.3)		30 184	1,90
	3.1	Discontinued during the reference year (3.1.1 + 3.1.2 + 3.1.3)	10 627	0,67
		3.1.1. Discontinued by the public prosecutor due to the lack of an established offence	NAP	NAP
		3.1.2 Discontinued by the public prosecutor for reasons of opportunity	482	0,03
		3.1.3 Discontinued for other reasons	10 145	0,64
	3.2	Concluded by a penalty or a measure imposed or negotiated by the public prosecutor	553	0,03
	3.3	Cases brought to court	19 004	1,20
4	Pending cases on 31 Dec. ref. year		32 735	2,06





The statistics reported in the table refer to persons rather than cases.

At the beginning of 2025, criminal proceedings concerning 30 184 persons (adults and juveniles) were pending before prosecution services, while new proceedings concerning 32 735 persons were received during the year.

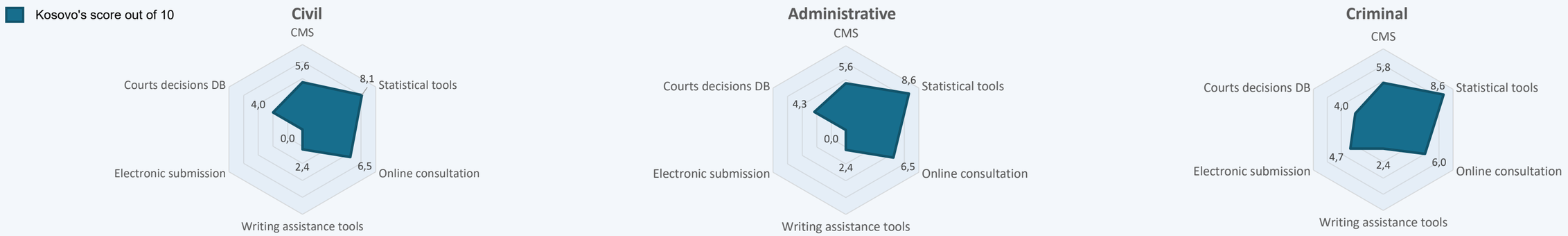
Proceedings concerning 10 627 persons were discontinued. Of these, 482 juvenile cases were discontinued by the public prosecutor for reasons of opportunity, while 10 145 proceedings were discontinued for other reasons. The latter include the dismissal of criminal reports (5 774 adults and 451 juveniles), termination of investigations (1 947 adults), cases transferred to another competent authority (1 605 adults), termination of the preparatory procedure (119 juveniles), cases resolved in other ways (236 juveniles) and 13 adult cases terminated due to the expiry of the statutory limitation period.

In addition, proceedings concerning 553 persons were concluded through a penalty or measure imposed or negotiated by the public prosecutor. These included compulsory treatment measures (135 persons), mediation (133 juveniles) and diversity measures (285 juveniles).

Finally, cases concerning 19 004 persons were brought before the courts for trial. These comprised 7 433 direct indictments, 1 786 indictments requesting the issuance of a punitive order and 8 654 indictments filed following an investigative procedure. In juvenile proceedings, prosecutors submitted proposals for disciplinary measures (204 persons), intensive supervision measures (755 persons), institutional measures (117 persons), fines (17 persons), community service orders (10 persons) and juvenile imprisonment sentences (28 persons).

Information and communication technology tools in Kosovo in 2025 (Indicator 3.3)

The six ICT deployment indices (CMS, Courts decisions DB, Statistical tools, Writing assistance tools, electronic submission and online consultation) range from 0 to 10 points. Their calculation is based on the features and on deployment rates reported. The methodology for calculation provides points for each feature in each case matter. They are summarised and multiplied by the deployment rate as a weight. In this way, if the system is not fully deployed, the value is decreased even if all features are existing.



In 2025, ICT deployment in Kosovo is characterised by particularly high scores for Statistical tools (8,1 in civil matters and 8,6 in administrative and criminal matters), followed by Online consultation (6,5 in civil and administrative matters and 6,0 in criminal matters). Case management systems are well developed across all case categories (5,6 in civil and administrative matters and 5,8 in criminal matters), while Writing assistance tools remain limited (2,4). Electronic submission is available only for criminal matters (4,7), whereas Court decisions databases show a moderate level of deployment (4,0 in civil and criminal matters and 4,3 in administrative matters).

In Kosovo, there exists an overall Information and Communication Technology (ICT) strategy in the judicial system and there are plans for a significant change in the present IT system in the judiciary in 2025.

The Kosovo judicial system currently operates a single Case Management Information System (CMIS), which has been in use for between five and ten years and is used for registering and managing judicial proceedings.
In the coming years, the Kosovo Judicial Council (KJC) plans to further upgrade the CMIS technology, extend its interoperability with other systems, including the police system for minor offence cases, the cadastre and the prison administration, expand online services and implement electronic signatures.
In parallel, the Kosovo Prosecutorial Council (KPC) carried out in 2025 a survey among prosecutors and administrative staff of the Basic Prosecution Offices in Prishtina, Prizren and Mitrovica to identify users' practical needs and further develop the CMIS according to operational requirements. Based on the results of this survey, the planned developments for 2026 include simplifying workflows by reducing the number of steps and tasks within the system, improving and standardising templates, and enhancing the electronic exchange of data and documents with courts and the Kosovo Police in order to increase efficiency and reduce manual procedures.

• Electronic case management system

The Case Management Information System (CMIS) is deployed and used in almost all courts and covers civil, administrative and criminal matters to a similar extent, with deployment and usage rates above 95%. The system relies on centralised and interoperable databases and includes a wide range of functionalities, such as active case management dashboards, random allocation of cases, identification of cases across judicial instances through unique or linked identifiers, electronic transfer of cases between courts, remote access for telework, advanced search functions, protected log files and the storage of electronic evidence files.
The CMIS is interoperable with the prosecution system for criminal matters and with other public registers and databases. Electronic signatures are currently available in administrative and criminal matters but not yet in civil matters. AI-based tools for case categorisation, allocation or case analysis are not yet implemented.

	Deployment rate	Usage rate	Centralised and/or interoperable CMS databases	Active case management dashboard	Random allocation of cases	Case weighting	Identification of a case between instances (unique or linked id number)	Electronic transfer of a case to another instance/court	Anonymisation of decisions to be published	Interoperability with prosecution system	Interoperability with other systems (civil register, tax register, insolvency register)	Remote access for telework	Access to closed/resolved cases	Advanced search engine	AI-based categorization and allocation of incoming cases	AI-based case analysis tool	Protected log files	Electronic signature	Storage of the electronic evidence file	Other special functionality
Civil	95-100 %	95-100 %	✓	✓	✓		✓	✓			✓		✓	✓			✓		✓	
Administrative	95-100 %	95-100 %	✓	✓	✓		✓	✓			✓		✓	✓			✓		✓	✓
Criminal	95-100 %	95-100 %	✓	✓	✓		✓	✓		✓	✓		✓	✓			✓		✓	✓

The CMIS is web application, developed in .net Microsoft technology, and its database is in SQL. Database is cartelized with one database. System is accessible only from internal courts ICT infrastructure. Users can access system only from office. System is not accessible from Internet.
Regarding the functionalities, CMIS supports work processes in the court for all types of cases in three court instances. Workflow includes action with the case from receiving, selecting the judge, resolving, execution, until archiving.

• Database of court decisions

The database of court decisions in Kosovo covers civil, administrative and criminal matters across all judicial levels, with publication rates varying by case type and instance. Coverage is highest at the highest instance, where all three categories reach 95–100%, while first- and second-instance publication remains more limited, especially for civil cases.

	1st instance												
			Functionalities										
	Percentage of decisions published	Modalities of publication	AI anonymisation	Manual anonymisation	Free public online access	Link to the case law of the European Court of Human Rights (ECHR)	Open data	Advanced search engine	AI-based (LLM) exploration tool	Machine-readable content	Structured content	Metadata	European Case Law Identifier (ECLI)	Other special functionality
Civil	50-75 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Administrative	50-75 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Criminal	50-75 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		

	2nd instance												
Civil	75-95 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Administrative	95-100 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Criminal	75-95 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		

	Highest Instance												
Civil	95-100 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Administrative	95-100 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		
Criminal	95-100 %	Published online (public website)		✓	✓	✓	✓	✓			✓	✓		

In Kosovo, court decisions are published online through a public website across civil, administrative and criminal matters. Publication rates vary depending on the type of case and the judicial level. At first instance, publication stands at 50–75% across all three case categories. At second instance, coverage is stronger for administrative cases (95–100%) than for civil and criminal cases (75–95%). At the highest instance, publication is extensive across all matters, reaching 95–100%. The database provides manual anonymisation, free public online access, links to the case law of the European Court of Human Rights, open data, an advanced search engine, structured content and metadata. No AI anonymisation, machine-readable content, AI-based exploration tools or ECLI were reported.

Decisions are published online through a public website and are freely accessible to the public. The database provides open data access, an advanced search engine and decisions in machine-readable and structured formats accompanied by metadata. A link to the case law of the European Court of Human Rights (ECHR) is also available, allowing users to consult relevant supranational jurisprudence directly from the database.

• Statistical tools

The statistical tools are developed and deployed in almost all courts, with a deployment rate between 95% and 100% for civil, administrative and criminal matters. The tools are largely harmonised across the three case categories and provide similar functionalities. They allow the generation of both predefined and customised statistical reports and are connected to the Case Management System (CMS). Statistical information is available through internal dashboards and external public webpages, with real-time data and automatic consolidation of information at national level.

	Deployment rate	Functionalities									Data available for statistical analysis								
		Integration/connection with the CMS	Business intelligence software	Generation of predefined statistical reports	Generation of customised statistical reports	Internal page and/or dashboard	External page with statistics (public website)	Real-time data availability	Automatic consolidation of data at the national level	Other special functionality	Case flow data (number of incoming, resolved, pending)	Age of a pending case	Length of proceedings	Number of hearings	Cases per judge	Case weights	Number of parties in a case	Indicator of appeal	Result of the appeal
Civil	95-100 %	✓		✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓	✓	
Administrative	95-100 %	✓		✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓	✓	✓
Criminal	95-100 %	✓		✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓	✓	✓

• Writing assistance tools

The writing assistance tools are developed and deployed in almost all courts, with a deployment rate between 95% and 100% for civil, administrative and criminal matters. The available functionalities are similar across all case categories and are integrated into the Case Management Information System (CMIS). No AI-based tools for drafting decisions or reasoning, document summarisation, speech-to-text functionalities or electronic signatures are currently available within the working assistance tools.

	Deployment rate	Functionalities						
		Templates	Automatically generated text	AI generated proposal for a decision and/or reasoning	AI for summarization of documents	Speech-to-text	Electronic signature	Other special functionality
Civil	95-100 %	✓	✓					
Administrative	95-100 %	✓	✓					
Criminal	95-100 %	✓	✓					

The system provides templates for all court documents, containing predefined text as well as automatically generated case-related information. These templates facilitate the preparation of judicial documents and contribute to the standardisation of court practices.

• Electronic submission of cases

Electronic submission of cases is currently available only for criminal matters. Civil and administrative cases are still submitted exclusively in paper form.

	Deployment rate	Usage rate	Electronic or paper			Submitted by:				Data integration	
			Paper submission is still possible	Paper submission is not possible anymore (electronic submission is the only way)	Double submission (paper must accompany the electronic submission)	Public prosecutor (only for criminal)	Lawyer	Party not represented by a lawyer	Other	The data are electronically transferred to the Case Management System (CMS)	The data are manually re-entered in the CMS
Civil	NAP	NAP									
Administrative	NAP	NAP									
Criminal	95-100 %	95-100 %			✓	✓				✓	

Once received by the court, the court clerk enters the reference data into the Case Management Information System (CMIS), scans the documents and uploads them to the system.

By contrast, criminal cases are transferred electronically from prosecution offices to courts through the interoperability of the CMIS used by the judiciary and the prosecution service. The system enables the real-time transfer of structured data and electronic documents and covers almost all criminal cases, with both deployment and usage rates above 95%. Once the electronic file has been transferred, the prosecution office also sends the paper file to the court. The court CMIS automatically links the court case number with the prosecution case number, allowing real-time communication and exchange of information throughout the proceedings.

• Online consultation

Online consultation tools are widely deployed and used across all types of cases, with deployment and usage rates above 95% for civil, administrative and criminal matters.

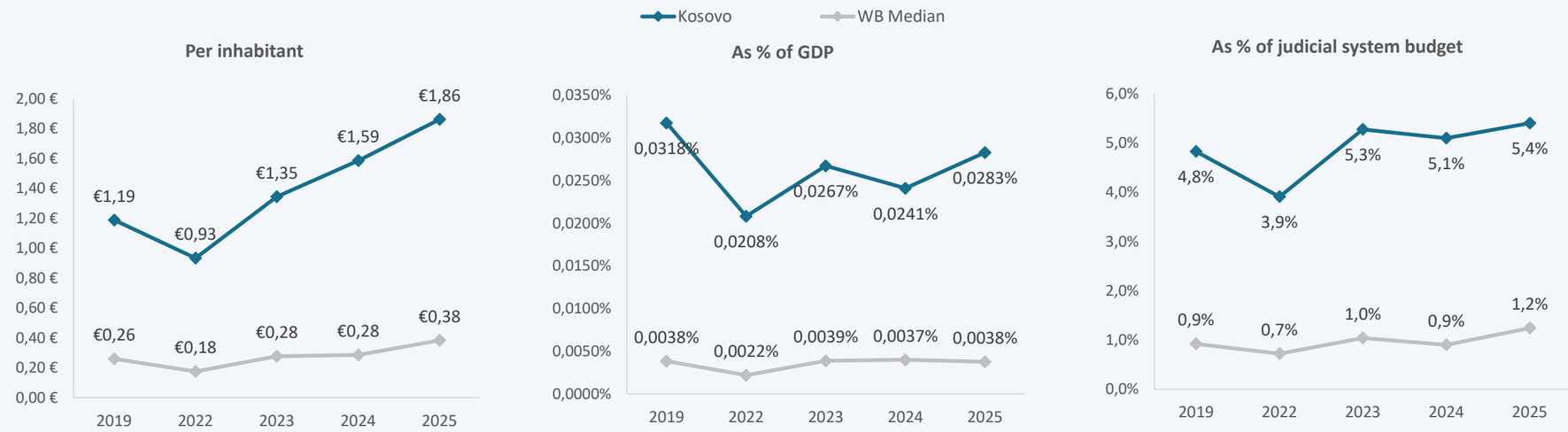
	Deployment rate	Usage rate	Content						Access				Consultation format		
			Case status	Documents	Notifications	Events/calendar	Court decision	Other	Public prosecutor (only for criminal)	Lawyer	Party not represented by a lawyer	Other	Electronic access at the court premises	Electronic access from any location	Other
Civil	95-100 %	95-100 %	✓		✓	✓		✓		✓	✓			✓	
Administrative	95-100 %	95-100 %	✓		✓	✓		✓		✓	✓			✓	
Criminal	95-100 %	95-100 %	✓		✓	✓		✓		✓	✓			✓	

Through the Case Tracking Mechanism (CTM), users can consult the status of their cases, court documents, notifications and court decisions. Access is available to lawyers, parties not represented by a lawyer and public prosecutors, and can be obtained remotely through the Kosovo Judicial Council portal and the eKosova platform.

The CTM is connected to the Case Management Information System (CMIS) and provides real-time information on cases handled by the Basic Courts, the Court of Appeals and the Supreme Court. After secure identification through eKosova, users can consult information such as the unique case number, date of initiation, assignment to a judge, hearing schedules, decisions and the length of proceedings. The system is read-only: it enables users to monitor the progress of their cases online but does not allow them to initiate actions or submit documents electronically.

Legal Aid in Kosovo in 2025 (Indicator 4)

Total implemented budget for Legal Aid between 2019 and 2025



Number of cases for which LA has been granted in 2025



0,43

per 100 inhabitants

WB Average: 0,28

WB Average: 0,28

In 2025, the implemented budget for legal aid spent by Kosovo was €2 953 499. Between 2019 and 2025, it soared remarkably from €1,19 to €1,86 per inhabitant. Over the same period, the trend indicates a significant upward movement in the amount allocated per inhabitant. Compared to the WB Median, which stood at €0,38 in 2025, Kosovo's value was substantially higher than the regional reference point.
Moreover, the implemented budget for legal aid as a percentage of GDP had a some decrease, starting at 0,0318% in 2019 and reaching 0,0283% in 2025. This value was substantially higher than the WB Median of 0,0038%, indicating a Considerably higher national investment relative to economic output.
Looking at legal aid as a share of the judicial system budget, the percentage had a slight increase from 4,83% in 2019 to 5,4% in 2025. In 2025, the share was substantially higher than the WB Median of 1,2%.

• Organisation of the legal aid system (1/2)

Legal aid in Kosovo is a constitutional right. Article 31(6) of the Constitution of the Republic of Kosovo guarantees free legal aid for persons who lack sufficient financial resources where such aid is necessary to ensure effective access to justice.
The legal aid system is primarily organized and implemented by the Free Legal Aid Agency (FLAA), an executive agency within the Ministry of Justice. The Agency operates under the Law on Free Legal Aid and its subsequent amendments, which establish a functional state system to provide access to justice for persons in need.
Free legal aid is available in civil, criminal, administrative, and misdemeanor proceedings. Services include legal information and advice, drafting of submissions and documents, and representation before courts and administrative bodies.
Institutionally, FLAA provides services through a network of 7 regional offices and 23 mobile legal aid offices covering municipalities throughout Kosovo. These offices are funded by the state budget and ensure broad geographical access to services.
To further expand access, FLAA with the support of UNDP operates a Mobile Office (minibus) that delivers legal aid in areas where the Agency has no permanent presence. This unit also conducts awareness and information campaigns to inform citizens about their legal rights and available services.
In addition, FLAA has signed cooperation agreements with eight non-governmental organizations, which provide legal aid in municipalities without FLAA offices or fort the support of specific vulnerable groups, including victims of conflict-related sexual violence, repatriated persons, asylum seekers, stateless persons, and members of non-majority communities

• Organisation of the legal aid system (2/2)

Legal aid is applied to:

	Criminal cases	Other than criminal cases
Representation in court	✓	✓
Legal advice, legal assistance and other legal services	✓	✓

Criteria for granting or refusing legal aid

	Criminal cases	Other than criminal cases
Legal aid granted based on the financial situation	✓	✓
Legal aid may be refused for cases lacking merit, such as frivolous actions or those with no reasonable chance of success	✓	✓

Legal aid in Kosovo may be granted in both criminal and non-criminal cases on the basis of financial criteria, qualification criteria and legal criteria, in accordance with Law No. 04/L-017 on Free Legal Aid. In addition, legal aid is granted regardless of financial status to several categories of beneficiaries, including survivors of wartime sexual violence, victims of domestic violence, gender-based violence, sexual violence and trafficking in human beings, juvenile victims, children living in social care institutions, children under guardianship seeking to initiate proceedings against their legal guardian, persons whose rights have been violated through discrimination, as well as journalists and media professionals working for media outlets licensed by the Independent Media Commission or affiliated with the Press Council of Kosovo.

Legal aid may be refused in both criminal and non-criminal matters where the case lacks merit, including frivolous actions or cases with no reasonable chance of success.

Legal aid is automatically granted

	Status of the recipient	Category of the case
Legal aid automatically granted	✓	✓

Legal aid in Kosovo may be granted automatically either on the basis of the beneficiary's status or the category of the case, without the applicant having to fulfil the standard eligibility criteria established by the Law on Free Legal Aid (Law No. 04/L-017).
Automatic legal aid based on status is granted, in particular, to beneficiaries of social assistance and persons in a similar socio-economic situation under the primary legal aid scheme.

In addition, following the amendments introduced by Law No. 08/L-035, legal aid is automatically granted to specific vulnerable categories regardless of their financial situation. These include persons sexually abused during the 1998–1999 war, victims of domestic violence, gender-based violence and trafficking in human beings, juvenile victims, children living in social care institutions, children under guardianship seeking to initiate proceedings against their guardians, persons whose rights have been violated through discriminatory acts, and journalists meeting the conditions established by law.
Furthermore, the legislation provides for immediate legal aid in exceptional situations, such as for persons who are arrested or detained, in order to guarantee prompt access to legal counsel before the standard eligibility criteria are assessed.
These provisions are intended to ensure effective access to justice for vulnerable individuals and for cases of particular social importance.

Timeframes of the procedure for granting legal aid

	Criminal cases (days)	Other than criminal cases (days)
Maximum duration prescribed in law/regulation	5	5
Actual average duration	1	3

Timeframe of the procedure for granting legal aid, in relation to the duration from the initial legal aid request to the final decision on the legal aid request is defined in the Law no. 04/L-017 for Free Legal Aid, article no. 32, paragraph no. 5. The Free Legal Aid Agency takes the final decision on who is granted the free legal aid.

• Implemented budget for legal aid

	Implemented budget for legal aid in €				Total implemented budget for legal aid per inhabitant		Total implemented budget for legal aid as % of GDP		Total implemented budget for legal aid as % of the judicial system budget	
	Total (a+b)	% Variation 2019 - 2025	Cases brought to court (a)	Cases not brought to court (b)	Kosovo	WB Median	Kosovo	WB Median	Kosovo	WB Median
Total (1+2)	€2 953 499	39,3%	NA	NA	€1,86	€0,38	0,0283%	0,0038%	5,4%	1,2%
In criminal cases (1)	€2 341 845	NA	€1 443 067	€898 778						
In other than criminal cases (2)	€611 654	NA	NA	NA						

In 2025, the total implemented budget for legal aid, which covers both cases brought to court and those not brought to court, stood at €2 953 499. There has been a significant increase in the legal aid budget, with a 39,3% rise from 2019 to 2025. For criminal cases, Kosovo spent €2 341 845 while for other than criminal cases, it spent €611 654.

When evaluating the budget on a per capita basis, the amount dedicated to legal aid in 2025 was €1,86 per inhabitant, which was substantially higher than the WB Median of €0,38. This suggests that, compared to the other beneficiaries, Kosovo allocated a higher share of its resources to legal aid for each resident.

Examining the legal aid budget as a proportion of the GDP, the figure stood at 0,0283%. This percentage was substantially higher than the WB Median of 0,0038%.

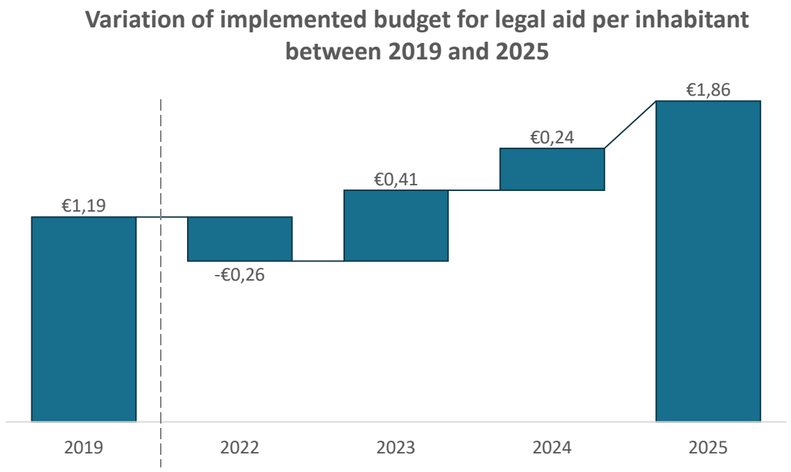
Additionally, the portion of judicial system budget set aside for legal aid was 5,4%, substantially higher than the WB Median of 1,2%. Over the period between 2019 and 2025, the trend of this percentage stayed relatively stable.

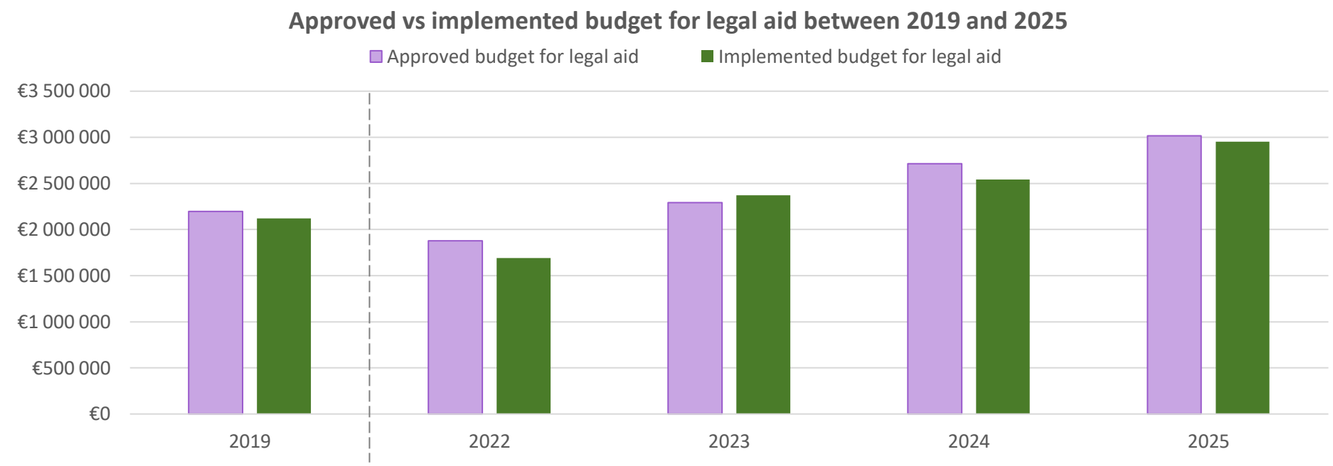
The budget of the Free Legal Aid Agency (FLAA) represents only one component of the overall legal aid expenditure reported by Kosovo in the CEPEJ questionnaire. The total legal aid budget also includes expenditure related to mandatory legal representation before courts, which accounts for the largest share of legal aid expenditure.

According to Law No. 08/L-332 on Budgetary Allocations for the Budget of the Republic of Kosovo for 2025, the FLAA was initially allocated a budget of 563 418 €, which was subsequently increased to 621 238 €. By the end of the year, the Agency had implemented 611 654 €.

The FLAA budget is not divided between criminal and non-criminal matters. Legal aid is provided in all fields of law – civil, administrative, criminal and misdemeanour – to persons fulfilling the eligibility criteria established by Law No. 04/L-017 on Free Legal Aid, as amended by Law No. 08/L-035.

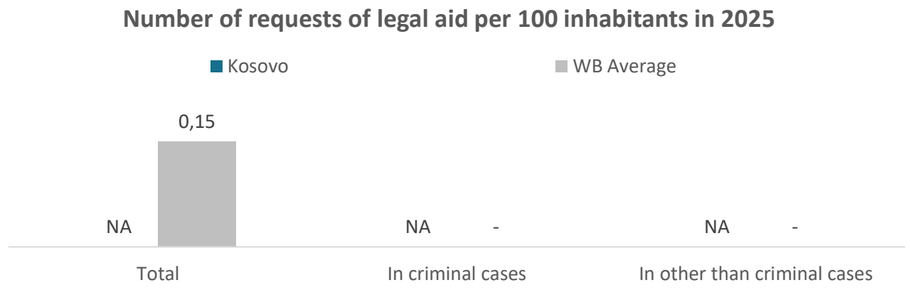
During 2025, the Agency provided free legal aid to 6 797 citizens: 4 254 in administrative proceedings, 2 194 in civil proceedings, 280 in criminal proceedings and 69 in misdemeanour proceedings. Out of the total number of cases handled, 4 064 were dealt with directly by FLAA officials, while 733 cases were referred to lawyers, mainly in civil matters. In 2025, expenditure related to representation and advocacy amounted to €143 815, with a small amount of outstanding payments processed through the 2026 budget.





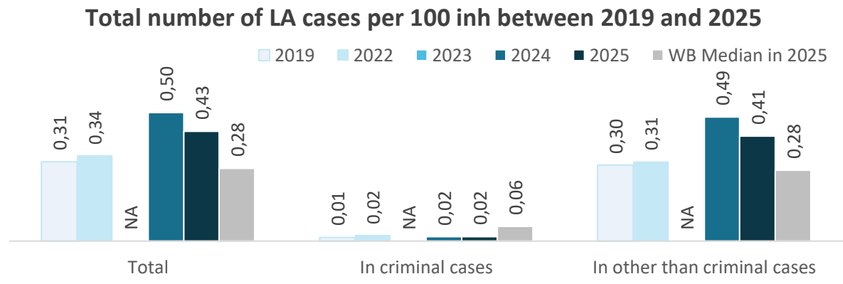
• Number of request for legal aid and number of cases for which legal aid has been granted

	Number of requests of legal aid				
	Total (a+b)			Cases brought to court (a)	Cases not brought to court (b)
	Absolute number	Per 100 inh.	WB Average		
Total (1+2)	NA	NA	0,15	NA	NA
In criminal cases (1)	NA	NA	-	NA	NA
In other than criminal cases (2)	NA	NA	-	NA	NA



The statistics reported by the Free Legal Aid Agency (FLAA) include only cases in which legal aid was granted and effectively provided to beneficiaries. Requests that did not result in the provision of legal aid services are not included in the database. Furthermore, the statistics do not include cases of mandatory legal representation before courts, which are financed separately and constitute a significant component of the overall legal aid expenditure reported by Kosovo to the CEPEJ. Therefore, the figures presented refer exclusively to confirmed beneficiaries assisted directly by the FLAA or through lawyers appointed by the Agency.

	Number of cases for which legal aid has been granted					Amount of LA granted per case (€)		
	Total (a+b)			Cases brought to court (a)	Cases not brought to court (b)	Total	Cases brought to court	Cases not brought to court
	Absolute number	Per 100 inh.	% Variation 2019 - 2025					
Total (1+2)	6 797	0,43	37,9%	3 876	2 921	€434,5	NA	NA
In criminal cases (1)	280	0,02	25,4%	244	36	€8 363,7	€5 914,2	€24 966,1
In other than criminal cases (2)	6 517	0,41	38,5%	3 632	2 885	€93,9	NA	NA

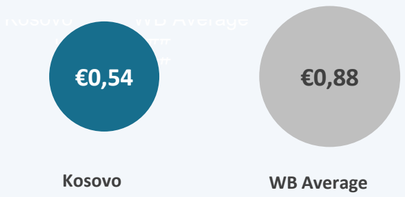


In 2025, the number of cases for which legal aid was granted was 6 797, which was 37,9% more compared to 2019. The number of criminal cases were 280, and the other than criminal cases were 6 517. The total cases brought to court were 3 876, while the total cases not brought to court were 2 921. On average, the amount granted per legal aid case was 434,5€.

Note: While the budget data for legal aid includes ex officio (mandatory) representation cases, these cases are not counted in the reported number of legal aid cases. As a result, it is not possible to calculate the average amount of legal aid spent per criminalcase.

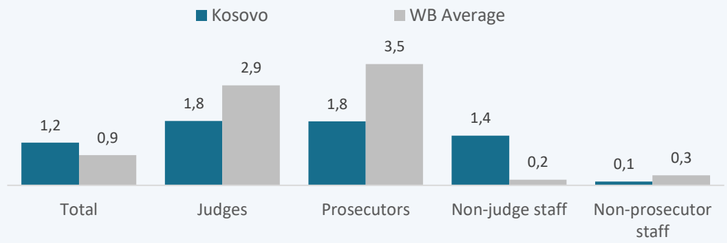
Training of judges and prosecutors in Kosovo in 2025 (Indicator 11)

Total budget for training per inhabitant



Average number of live training participations per professional

Please see the definition of the indicator on page 2.



Average number of participants per delivered training



The total budget for training of judges and prosecutors in Kosovo was €0,54 per inhabitant, significantly lower than the WB Average of €0,88 per inhabitant.

In 2025, a total of 3 460 participants - including 862 judges and 296 prosecutors - took part in 188 live training sessions held in-person, hybrid or via video conferences. Regarding the internet-based trainings (not-live), 2 trainings were provided on the e-learning platform of the training institution for judges and prosecutors, whereas 2 trainings was completed by justice professionals on other e-learning platforms such as HELP, EJTN, and the UN. The total number of participats was 22 for the institutional platform and 22for the external platforms. There were 22 participants in internet-based trainings. This shows that the participation on live trainings is higher than the participation in internet-based trainings.

On average, each judge in Kosovo attended 1,8 live trainings in 2025, which was below the WB Average (2,9). Each prosecutor participated in an average of 1,8 live trainings, less than the WB Average (3,5).

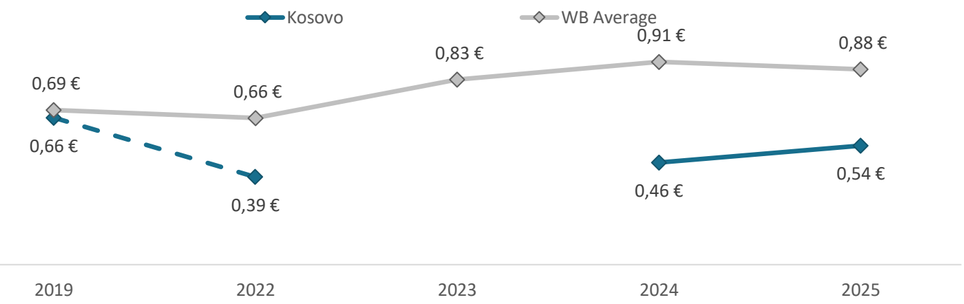
Additionally, both judges and prosecutors in Kosovo are required to attend a minimum of 3 days of in-service compulsory training.

• Budget for training

This part analises the budget of training institution(s) for judges and prosecutors but also the budgets of courts and prosecutions dedicated to training (when applicable)

	Absolute Number	Per inhabitant		% Variation 2019 - 2025	% Variation 2024 - 2025
		Kosovo	WB Average		
Total (1 + 2 + 3)	€849 387	€0,54	€0,88	-19,0%	16,7%
(1) Budget of the training institution(s)	€737 099				
(2) Budget of the courts allocated to training	€24 360				
(3) Budget of the prosecution allocated to training	€87 928				

Evolution of the Total Training Budget per inhabitant from 2019 to 2025



In 2025, Kosovo spent in total €849 387 for training for judges and prosecutors, which represents €0,54 per inhabitant. This value was considerably lower thanthe WB Average of €0,88. Over the period between 2019 and 2025, it dropped by -19%, while it soared remarkably by 16,7% since 2024.

The Academy of Justice is the only public and independent institution responsible for the training of judges, prosecutors and judicial and prosecutorial administrative staff in Kosovo. When possible and upon request, the Academy also provides training to other legal professionals, such as state attorneys, bankruptcy administrators, mediators, enforcement officers and notaries, although these professions are primarily served by their own institutions.
The Academy operates with a unified budget and does not allocate separate budget lines to specific categories of beneficiaries. In 2025, its final budget amounted to 737 099 €, of which 218 560 € were dedicated exclusively to education and training services.
In addition, 49 out of the 190 continuous training activities organised during the year were funded directly by donors. The Academy does not hold information on the financial value of these activities, as they were managed outside its budgetary framework. Donor support was provided by several national and international partners, including the Council of Europe, GIZ, OSCE, UNDP, UNHCR, UNODC, the European Union, IRZ and other organisations active in the justice sector.
The training expenditure reported by courts and prosecution services also includes travel expenses incurred for training activities carried out both within and outside the country.

• Number of in-service live trainings and participants

Organisation of the trainings (number, duration and average number of participants on trainings)

	Live (in-person, hybrid, video conference) trainings (2025)						
	Number of delivered trainings	Delivered trainings in days	Number of participants	Average duration of trainings in days		Average number of participants per delivered training	
				Kosovo	WB Average	Kosovo	WB Average
Total	188	231	3 460	1,2 <	1,2	18,4 >	14,4
Judges	83	123	862	1,5 >	1,2	10,4 <	11,8
Prosecutors	48	110	296	2,3 >	1,3	6,2 <	10,2
Non-judge staff	87	87	2 231	1,0 <	1,5	25,6 >	15,2
Non-prosecutor staff	4	4	71	1,0 <	1,1	17,8 >	2,8

CEPEJ distinguishes these types of trainings:
"A live" training shall be understood as a training conducted in real time. This means that both trainers and participants are physically present in one location or several locations assisted with information technology (digital tools).
"Internet-based" trainings are all trainings that take place over internet, irrespective of the format of the training (such as trainings via specifically designed LMS - Learning Management System platforms, webinars, podcasts and other forms of downloadable lectures and self-learning digital tools). The internet-based training shall be understood as e-training that is implemented according to participant own pace and time of training.

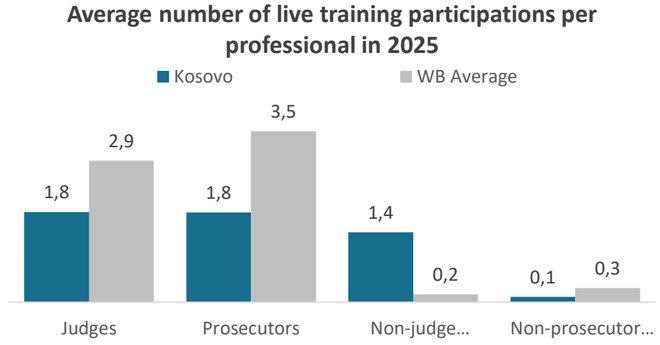
Key: > Higher than the WB Average
= Equal to the WB Average
< Lower than the WB Average

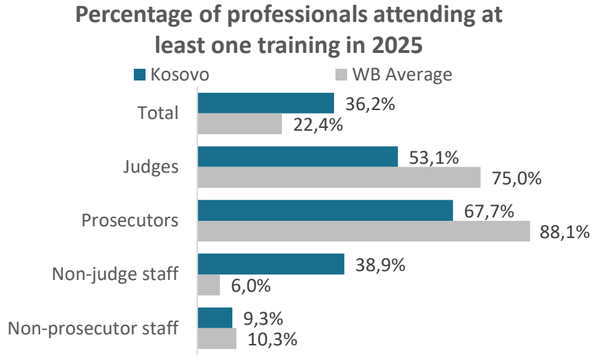
In 2025, the average duration of trainings for judges in Kosovo was 1,5 days (above the WB Average of 1,2). During the same period, the average duration of training for prosecutors was 2,3 days.

In 2025, a total of 83 training sessions were organised, of which 48 were joint sessions for judges and prosecutors. Out of these joint sessions, two were held exclusively for prosecutors. In addition, 87 training activities were organised specifically for judicial administrative staff and four for administrative staff of the prosecutorial system.
Furthermore, 11 joint training activities were conducted for professional associates and legal officers working in courts and prosecution offices, as well as three joint trainings for administrative staff from both institutions.
Through the HELP platform, two additional joint online courses were delivered in 2025 on Human Rights and the Environment and The Right to Liberty and Security – Article 5 of the European Convention on Human Rights. These courses were attended by judges, prosecutors, professional associates and legal officers from courts and prosecution offices.

Indicators on training participation: Number of training participations per professional and unique participants

	Average number of live training participations per professional		Professionals attending at least one training (unique participants)		
			Number	% of total professionals by category	
	Kosovo	WB Average		Kosovo	WB Average
Total	1,2 >	0,9	1 023	36,2% >	22,4%
Judges	1,8 <	2,9	248	53,1% <	75,0%
Prosecutors	1,8 <	3,5	109	67,7% <	88,1%
Non-judge staff	1,4 <	0,2	607	38,9% >	6,0%
Non-prosecutor staff	0,1 <	0,3	59	9,3% <	10,3%





Average number of live training participations per professional

This indicator is calculated as follows: the number of participants in live trainings is divided by the number of professionals for that category. For example, the WB Average for judges is 3,4. This means that, on average, each judge in the region participated to 3,4 live trainings. This indicator should also be analysed together with the indicator on percentage of professionals attending training,shown in the table as well. Indeed, this analysis allows to better understand how long a professional was trained on average and if all were trained.

Looking at the average participations on live trainings, the highest average was for judge (1,8 live training participations per judge). Hence, compared to the other professionals, Kosovo gave priority to the trainings for judge; while in the region, the highest priority was given to train prosecutor (indeed, theWB Average number of live training participations per prosecutor was 3,5).

In 2025 the highest priority for live training was given to the training of Judges (1,8 participations on trainings per judge). At the same time, the percentage of judge attending at least one training was 53,1%.

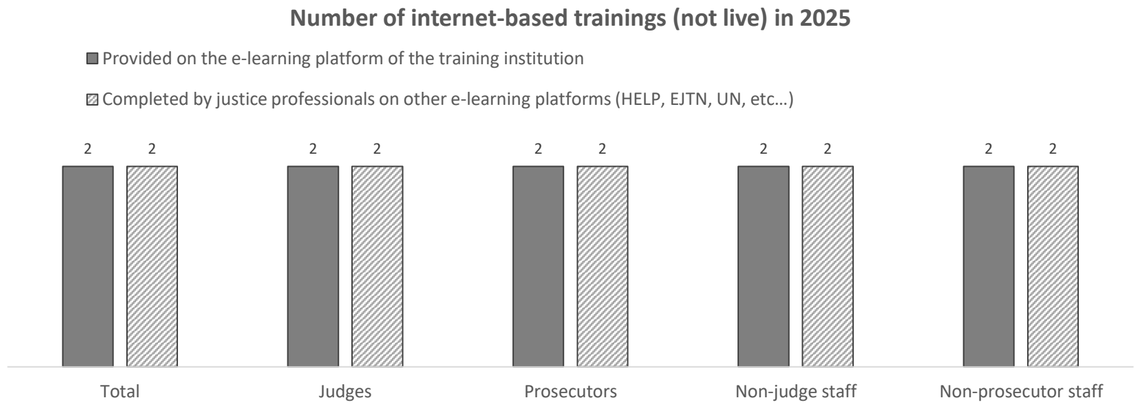
In addition to the categories specified in the previous table, other legal professionals from various institutions—such as mediators, free legal aid officers, victim advocates, probation officers, police officers, and others—also participated in the training programs. As a result, the number of participants increased from 3,460 to a total of 4,456 across all training activities during 2025.

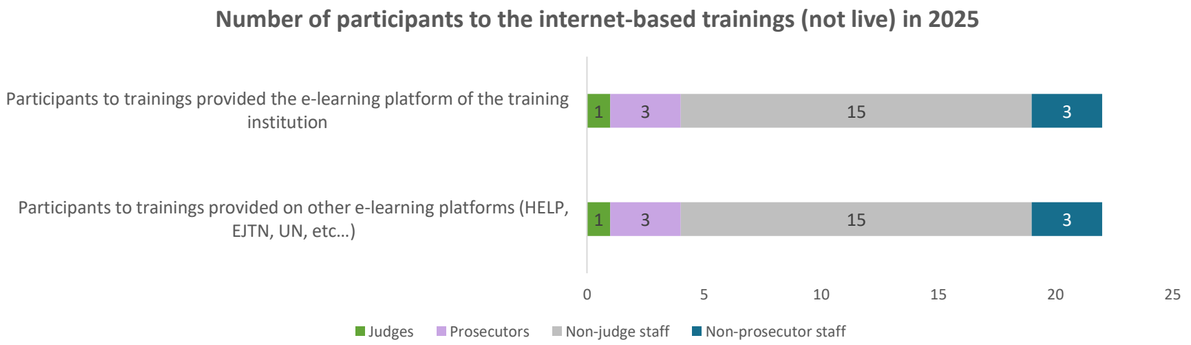
Participation shall be understood as one attendance of a person to a training.

• Number of in-service internet-based trainings and participants

	Number of internet-based trainings (not live) in 2025			
	Provided on the e-learning platform of the training institution		Completed by justice professionals on other e-learning platforms (HELP, EJTN, UN, etc…)	
	Number of trainings	Number of participants	Number of trainings	Number of participants
Total	2	22	2	22
Judges	2	1	2	1
Prosecutors	2	3	2	3
Non-judge staff	2	15	2	15
Non-prosecutor staff	2	3	2	3

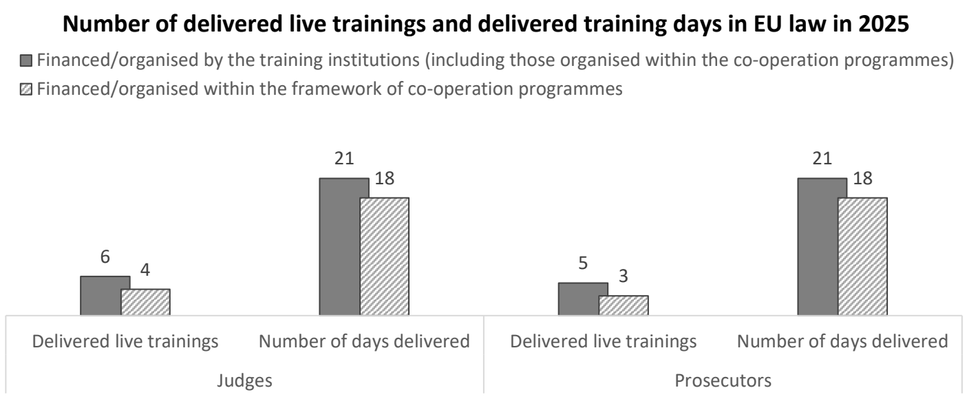
In 2025, the Academy of Justice offered two internet-based training courses through its own e-learning platform and justice professionals also completed two online courses on external e-learning platforms, namely the HELP platform. The total number of participants was 22 for each type of platform. Most participants were non-judge staff (15), followed by prosecutors and non-prosecutor staff (3 each), while only one judge participated in these online courses. The two HELP courses covered the topics Human Rights and the Environment and The Right to Liberty and Security – Article 5 of the European Convention on Human Rights.





• Number of EU law training courses and participants

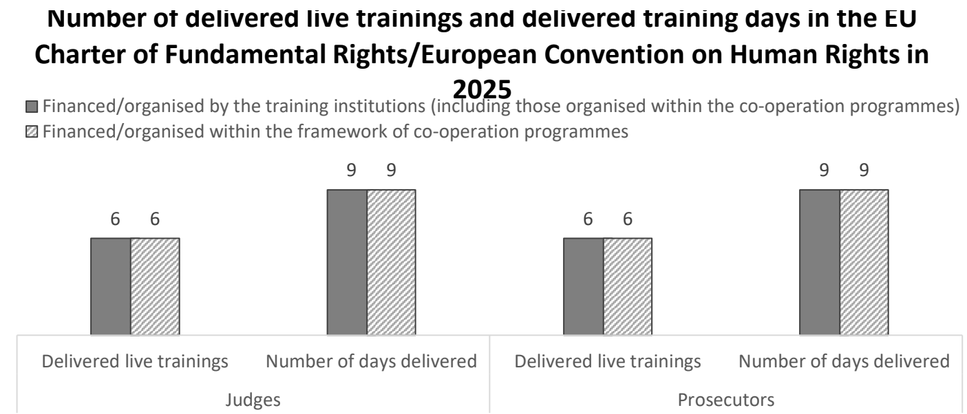
	Training in EU law			
	By the training institutions for judges and prosecutors		Within the framework of co-operation programmes	
Live trainings (2025)	**Judges**	**Prosecutors**	**Judges**	**Prosecutors**
Number of delivered live trainings	6	5	4	3
Number of days delivered	21	21	18	18
Number of participants	10	4		
Internet-based trainings (2025)				
Number of available trainings	1	1	0	0
Number of participants	5	0		



In 2025, judges in Kosovo received a total of 6 live trainings in EU law, including 4 delivered within the framework of co-operation programmes. Prosecutors received 5 live trainings in total, including 3 delivered within the framework of co-operation programmes. Judges participated in 21 training days with 10 participants, while prosecutors took part in 21 training days with 4 participants.Moreover, 1 internet-based trainings were available for judges and 1 were available for prosecutors.

In 2025, the Academy of Justice organised two training activities specifically dedicated to EU law. The first training focused on Judicial and Law Enforcement Cooperation in Criminal Matters in the EU and was delivered in person, while the second training, Fundamental Aspects of EU Law, was organised online. Both trainings were attended jointly by judges and prosecutors.
In addition, the Academy facilitated the participation of judges and prosecutors in EU law trainings organised by regional and European judicial training institutions. These included courses on EU Law against Discrimination, EU Law on Gender Equality and Procedural Safeguards in Criminal Proceedings in the EU, with a Focus on the Directive on Children.
Overall, Kosovo participated in eight EU law–related training activities in 2025. Six of them were organised by the Academy of European Law (ERA) and one by the European Judicial Training Network (EJTN). No additional online trainings on EU law were organised beyond the online course on Fundamental Aspects of EU Law already mentioned above.

	Training in the EU Charter of Fundamental Rights/European Convention on Human Rights			
	By the training institutions for judges and prosecutors		Within the framework of co-operation programmes	
Live trainings (2025)	**Judges**	**Prosecutors**	**Judges**	**Prosecutors**
Number of delivered live trainings	6	6	6	6
Number of days delivered	9	9	9	9
Number of participants	74	20		
Internet-based trainings (2025)				
Number of available trainings	2	2	0	0
Number of participants	1	3		



In 2025, judges in Kosovo received a total of 6 live trainings in the EU Charter of Fundamental Rights/European Convention on Human Rights, all delivered within the framework of co-operation programmes. Prosecutors received 6 live trainings in total, all delivered within the framework of co-operation programmes. Judges participated in 9 training days with 74 participants, while prosecutors took part in 9 training days with 20 participants.Moreover, 2 internet-based trainings were available for judges and 2 were available for prosecutors.

During 2025, 6 trainings on the ECHR were conducted, which were joint for judges and prosecutors with specific topics as follows: Training European Standards: Protection of Reputation, Defamation and SLAPP Lawsuits conducted on 20-21 February 2025-supported by Chemonics. Use and reference of the jurisprudence of the ECHR when writing court decisions conducted on 29-30 April 2025-supported by the EC; Effective Legal Remedies under Article 13 of the ECHR: Case law of the ECHR in civil and criminal matters conducted on 20 May 2025-supported by the EC; Conference - Freedom of Expression conducted on 17 June 2025-supported by PROFREX; Article 5 of the ECHR conducted on 11 September 2025-in AD cooperation with EC; Trial within a reasonable time under Article 6 of the ECHR: Unreasonable Length of Civil and Criminal Proceedings in the Case Law of the ECtHR, 18-19 November 2025 - supported by the EC.

• Type of trainings

		Types of training	
		Judges	**Prosecutors**
	Initial training	Compulsory for all	Compulsory for all
In-service training	**General**	Optional	Optional
	Specialised judicial functions	Compulsory for some	Optional
	Management functions of the court	Compulsory for some	Compulsory for some
	Use of computer facilities in courts	Optional	Optional
	On ethics	Compulsory for all	Compulsory for all
	On child-friendly justice	Optional	Optional
	On gender equality	Optional	Optional
	On prevention of corruption	Optional	Optional
	On conflicts of interest	Optional	Optional
	Other	Optional	Optional

In 2025, in-service training for judges was mandatory only in specific circumstances defined by law. Besides the compulsory initial training for newly appointed judges, mandatory training may be required in cases of substantial legislative changes, promotion to a higher judicial level, appointment to a specialised field, appointment as court president, or following performance evaluations and strategic priorities. The Academy of Justice designs and delivers these programmes upon request from the Kosovo Judicial Council (KJC). In 2025, the Academy received one request from the KJC for mandatory training following a performance evaluation. Accordingly, seven training sessions were organised, corresponding to 21 hours of instruction.

In principle, continuous (in-service) training for prosecutors is voluntary. However, prosecutors are required to attend mandatory training in specific circumstances, including ethics, legislative changes, promotion to a higher position, transfer to another department, appointment to a management position, or following the results of performance evaluations. All mandatory training activities are organised by the Academy of Justice upon request from the Kosovo Prosecutorial Council (KPC). In 2025, the Academy did not receive any requests from the KPC for mandatory in-service training of prosecutors. The only compulsory training delivered concerned the initial training programme for 24 newly appointed prosecutors, representing the eleventh generation of prosecutors enrolled in the Academy.

In Kosovo, sanctions are foreseen if judges and prosecutors do not attend the compulsory training sessions.

In Kosovo, sanctions are foreseen if judges do not attend compulsory training sessions. According to Regulation No. 06/2017 on Judge Training, ethics training is mandatory for all judges and a minimum number of training activities is determined depending on the judges' professional experience, generally corresponding to three to four trainings per year. The Academy of Justice is responsible for designing and delivering the training programmes requested by the Kosovo Judicial Council (KJC), while the KJC monitors attendance and compliance. The Academy does not have the authority to impose sanctions; however, pursuant to the Law on Disciplinary Liability of Judges and Prosecutors, the continuous failure to attend mandatory training without reasonable justification may constitute a disciplinary offence. The Kosovo Judicial Council is responsible for conducting disciplinary proceedings.

Prosecution offices have prosecutors specially trained in domestic violence. Moreover, they have prosecutors specially trained in sexual violence.

In Kosovo, sanctions are also foreseen if prosecutors do not attend compulsory training sessions. Regulation No. 01/2020 on Trainings and Professional Development in the Prosecutorial System establishes mandatory training requirements and provides that failure to comply with these obligations may result in disciplinary liability. The Academy of Justice is responsible for designing and delivering training programmes upon request from the Kosovo Prosecutorial Council (KPC) and for reporting on attendance, but it does not have the authority to impose sanctions. Under the Law on Disciplinary Liability of Judges and Prosecutors, the continuous failure to attend mandatory training without reasonable justification may constitute a disciplinary offence. The Kosovo Prosecutorial Council is responsible for conducting disciplinary proceedings.

Comment 2024-79:In all prosecution offices of Kosovo, domestic violence coordinators are appointed from among the prosecutors. Usually, the Justice Academy when organizing trainings of this nature targets the coordinators for participation, who based on their working agenda participate in the respective trainings. This year, 16 trainings have been conducted on the criminal and civil aspects of domestic violence, in which prosecutors from all prosecution offices of the Republic of Kosovo have participated with over 25

In all prosecution offices of Kosovo, domestic violence coordinators are appointed from among prosecutors. These prosecutors receive specialised training on domestic violence and, where relevant, on sexual violence. The Academy of Justice gives priority to these coordinators when organising specialised training activities. In 2024, 16 training sessions covering both the criminal and civil aspects of domestic violence were organised, with the participation of prosecutors from all prosecution offices in Kosovo and more than 25 prosecutors receiving specialised training.

• Minimum number of compulsory trainings

	Initial compulsory training		In-service compulsory trainings	
	Minimum number of trainings	**Minimum number of days**	**Minimum number of trainings**	**Minimum number of days**
Judges	1	245	3	3
Prosecutors	1	245	3	3

For judges out of the 245 days of compulsory training, 117 days are theoretical training at the Academy of Justice and 128 days are practical training (120 days in the respective courts of appointment and 8 in other non-judicial institutions). Whereas, for prosecutors, out of the 245 days of compulsory training, 100 days are theoretical training at the Academy of Justice and 145 days are practical training (137 days in the respective prosecutor's offices of appointment and 8 in other non-judicial institutions).
During 2025, four generations of newly appointed judges and one generation of newly appointed prosecutors attended initial training. The XI, XII, XIII, and XIV generations comprised a total of 86 new judges, while the XI generation of prosecutors included 24 newly appointed members. The XI and XII generations of judges successfully completed all theoretical and practical training sessions during 2025. The XIII and XIV generations are still in progress, with their programs scheduled to continue into 2026. Similarly, the XI generation of prosecutors is currently undergoing theoretical and practical training, which will extend into January 2026 until the completion of all sessions in accordance with the program.

• Quality of judicial training

Kosovo identifies (collects information about) future in-service training needs via:

Target audience itself	✓	Relevant judicial institutions	✓
Previous participants in trainings	✓	Ministry of Justice	✓
Trainers	✓	Other (Other mechanisms such as the perspe	✓
Courts/prosecutor's offices	✓		

Future in-service training needs are assessed annually and constitute the basis for the preparation of the continuous training programme of the Academy of Justice. The assessment relies on a broad range of sources, including strategic and policy documents, reports on the work of courts and prosecution offices, recommendations from the Office for the Performance Evaluation of Judges and Prosecutors, the legislative agenda of the Assembly, media monitoring of the judiciary, recommendations from the Ombudsman, proposals from the Academy's governing bodies and staff, as well as recommendations from NGOs, civil society organisations and national and international institutions, including the European Commission.

The list of mechanisms used to assess training needs is regularly updated to reflect new developments and priorities. For initial training, the programme is reviewed and updated for each new generation of judges and prosecutors in order to incorporate legislative developments and improvements in training methodology.

In-service training activities are evaluated immediately after their delivery. The results of these evaluations are taken into account when preparing subsequent training programmes. Conclusions and recommendations are derived from dedicated evaluation forms and are used by the Academy of Justice to improve both the quality of training programmes and the experience of their beneficiaries, while ensuring that the findings remain relevant for judicial practice.

The result of the training evaluation process is used:

To prepare a training evaluation report with recommendations	✓	To suppress a training course	✓
To improve the training course which, according to the report, needed improvements	✓	To introduce a new course	✓
To replace the trainers that failed to meet expected learning outcomes/were negatively evaluated	✓	Other	✗

For all the presented options a special report is drafted on the training impact before and after the training.

Alternative Dispute Resolution in Kosovo in 2025 (Indicator 9)

Legal aid for court-related mediation or related mediation provided free of charge ✗

Mandatory informative sessions with a mediator ✓

Mandatory mediation with a mediator ✓

↓

Ordered by the court, the judge, the public prosecutor or a public authority in the course of a judicial proceeding

Mediators

6,6

per 100 000 inhabitants

WB Median: 6,0



59,6% female mediators

Total number of court-related mediations

Number of cases for which the parties agreed to start mediation	NA
Number of finished court-related mediations	4 605
Number of cases in which there is a settlement agreement	NA

In Kosovo, legal aid for court-related mediation or related mediation provided free of charge could not be granted. The judicial system provides for mandatory mediation with a mediator ordered by the court, the judge, the public prosecutor or a public authority in the course of a judicial proceeding. There are also mandatory informative sessions with a mediator. In 2025, the number of mediators was 6,6 per 100 000 inhabitants, which was above the WB Median (6 per 100 000 inhabitats). Only 27,9% were female mediators.

• Court-related mediation procedures

Court related mediation is the mediation which includes the intervention of a judge, a public prosecutor or other court staff who facilitates, directs, advises on or conducts the mediation process. For example, in civil disputes or divorce cases, judges may refer parties to a mediator if they believe that more satisfactory results can be achieved for both parties. In criminal law cases, a public prosecutor (or a judge) can refer a case to a mediator or propose that he/she mediates a case between an offender and a victim (for example to establish a compensation agreement). Such mediation may be mandatory either as a pre-requisite to proceedings or as a requirement of the court in the course of the proceedings.

Mandatory mediation in Kosovo is regulated by Article 9 of the Law on Mediation. The law provides that, in specific categories of disputes, the judge must inform the parties about mediation and oblige them to attempt mediation before continuing judicial proceedings.
Mandatory mediation applies to disputes arising from family relations, including maintenance (alimony), child custody, child contact and child support, as well as the division of joint marital property. It also applies to disputes concerning ownership rights and obligations deriving from servitudes (easements) and to claims for compensation for expropriated property.
Following the preliminary examination of the claim, the judge directs the parties to mediation. The parties must meet with a mediator and have 30 days to attempt mediation. They remain free not to continue the mediation procedure and may return to judicial proceedings within this period. Before returning to court, they must provide written evidence, signed by both the parties and the mediator, confirming that mediation has been attempted.
Mandatory mediation does not deprive the parties of their right to judicial proceedings or arbitration, and no settlement may be imposed against their free will.

• Other ADR methods

Mediation other than court-related mediation	Arbitration	Conciliation (if different from mediation)	Other ADR
✓	✓	✓	✗

• Mediators and court-related mediations

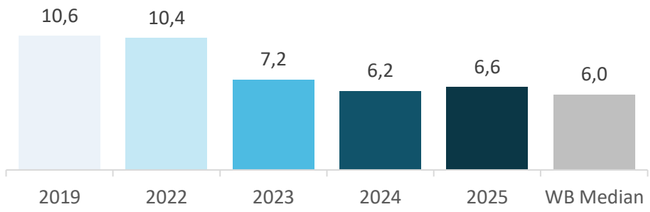
Requirements and procedure to become an accredited or registered mediator:

The requirements for becoming a licensed mediator are laid down in Law No. 06/L-009 on Mediation. Candidates must hold a university degree, have full legal capacity and successfully complete mediation training, including practical case work under the supervision of a licensed mediator. Upon successful completion of the training, candidates receive a certificate enabling their registration in the Register of Mediators.
Certification and licensing are carried out by the Ministry of Justice. In addition to the training requirements, candidates must have no criminal convictions and must demonstrate a high professional reputation and moral integrity.

Accredited/registered mediators for court-related mediation			% Variation between 2019 and 2025
Absolute number	Per 100 000 inhabitants	WB Median per 100 000 inhabitants	
104	6,6	6,0	-45,0%

For reference only: the 2024 EU median is 19,2 mediators per 100 000 inhabitants.

Accredited/registered mediators for court-related mediation per 100 000 inhabitants between 2019 and 2025

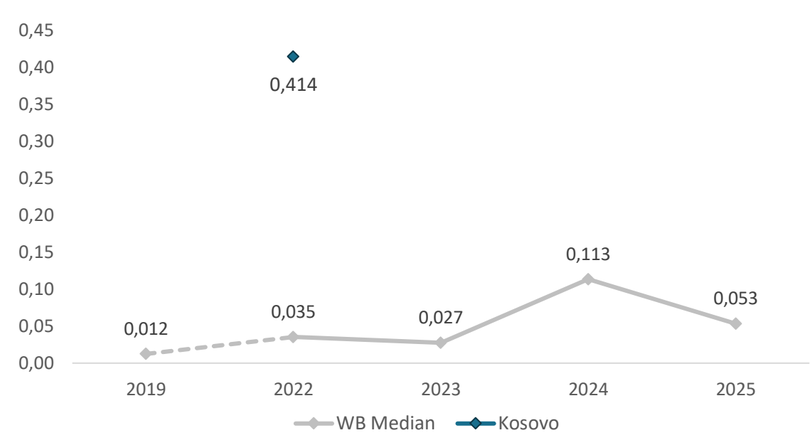


In 2025, the total number of mediators in Kosovo was 104, which is -45% less than in 2019.The number of mediators per 100 000 inhabitants was 6,6, which is more than the WB Median of 6.

Since the introduction of mediation in Kosovo, 189 mediators have been licensed. Over time, some mediators have changed profession, emigrated or passed away. As of 2025, the Chamber of Mediators of Kosovo counts 104 active licensed mediators, of whom 75 are men and 29 are women.

Number of court-related mediations				Providers of court-related mediation services			
Number of cases for which the parties agreed to start mediation	Number of finished court-related mediations	Number of cases in which there is a settlement agreement		Private mediator	Public authority (other than the court)	Judge	Public prosecutor
Total (1 + 2 + 3 + 4 + 5+ 6)	NA	4 605	NA				
1. Civil and commercial cases	NA	NA	NA	✓	✓	✗	✗
2. Family cases	NA	NA	NA	✓	✗	✗	✗
3. Administrative cases	NA	NA	NA	✓	✓	✗	✗
4. Labour cases incl. employment dismissals	NA	NA	NA	✓	✓	✗	✗
5. Criminal cases	NA	NA	NA	✓	✗	✗	✗
6. Consumer cases	NA	NA	NA	✗	✓	✗	✗
7. Other cases	NA	NA	NA				

Evolution of the number of court-related mediation for which parties agreed to start mediation per 100 inhabitants between 2019 and 2025



Court related mediations are provided by private mediators and public authorities (other than the court).

In Kosovo, it is not possible to receive legal aid for court-related mediation or receive these services free of charge.

During 2025, a total of 11 937 cases were resolved through mediation in Kosovo. Of these, 1 970 cases were resolved following referrals from courts and 2 635 following referrals from public prosecutor's offices. The remaining 7 332 cases were resolved through self-initiated mediation, outside courts and prosecution offices, where parties accessed mediation directly without prior judicial or prosecutorial involvement.

Statistics on the nature of the disputes resolved through mediation are not available.

European Convention on Human Rights in Kosovo in 2025 (Indicator 10)

European Convention on Human Rights – Article 6 – Right to a fair trial (extract):
In the determination of his civil rights and obligations or of any criminal charge against him, everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law. Judgment shall be pronounced publicly but the press and public may be excluded from all or part of the trial in the interests of morals, public order or national security in a democratic society, where the interests of juveniles or the protection of the private life of the parties so require, or to the extent strictly necessary in the opinion of the court in special circumstances where publicity would prejudice the interests of justice.

Although Kosovo is not a member of the Council of Europe and is therefore not subject to the jurisdiction of the European Court of Human Rights, the European Convention on Human Rights and several international human rights instruments are directly applicable under Article 22 of the Constitution of Kosovo. The Constitutional Court applies the ECHR directly and the ordinary courts may also rely on the Convention and the case law of the ECtHR in their judicial practice.

• ECHR

Follow-up at national level to the established violations by the European Court of Human Rights (ECHR)

Raising awareness	
ECHR case law is part of judge's and public prosecutors' training	✓
Publication of the ECHR case law on official judicial internet pages	✗
Annual report before the Parliament on ECHR case law	✗
Integration of the ECHR case law in the annual courts' report	✗
Other	✗

Information / dissemination of the ECHR decisions within the judicial system	
Within the Ministry of Justice	✗
Within other public institutions	✗
Within courts	✓
Within higher instance courts only	✗
Within public prosecution services	✓
Other	✓

The right to claim damages before national courts (besides the just satisfaction due by the State)	
The right to claim damages before national courts (besides the just satisfaction due by the State)	✓
The right to have the case reopened before national courts	✓
Request for annulment of the national court's judgment	✗
Other	✗

Article 22 of the Constitution of Kosovo provides that several international human rights instruments are directly applicable in the domestic legal order. These include, among others, the Universal Declaration of Human Rights, the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR) and its Protocols, the International Covenant on Civil and Political Rights, the Framework Convention for the Protection of National Minorities, the Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the Convention on the Rights of the Child, the Convention against Torture, and the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention).
ECHR case law forms part of the training of judges and prosecutors. The Constitutional Court applies the ECHR directly and the regular courts may also rely on ECHR provisions and case law in their judicial practice.
The Constitution of Kosovo further provides that individuals may submit a case to the Constitutional Court after exhausting all available legal remedies or, exceptionally, where no effective legal remedy exists. Following a finding of a violation, the Constitutional Court may refer the case back to the regular courts or establish the right of the applicant to seek compensation before the competent courts.

Appointment, recruitment and promotion of judges and prosecutors in Kosovo in 2025 (Indicators 12 and 13)

Judges

Description of the specific procedure of recruitment

According to Regulation No. 03/2021 on Recruitment, Appointment and Re-appointment of Judges, candidates for judicial office must fulfil a number of eligibility requirements, including Kosovo citizenship, a law degree recognised in Kosovo, successful completion of the Bar and judicial examinations, at least three years of legal experience, a high professional reputation and personal integrity, and the absence of criminal convictions other than offences committed through negligence.

Judicial recruitment is organised by the Kosovo Judicial Council (KJC) through an open and merit-based procedure. Candidates who meet the eligibility criteria participate in a competitive examination composed of three successive stages: a qualifying test, a written examination and an oral interview, which also includes an essay. Candidates must successfully complete each phase before progressing to the next stage. The qualifying test covers different branches of law, including criminal and civil law as well as administrative, economic and constitutional law, professional ethics and human rights. The written examination consists of practical assignments in criminal and civil law, while the oral interview aims to assess candidates' professional skills and overall suitability for judicial office.

After the evaluation process is completed, the scores obtained at each stage are aggregated and a final ranking list is prepared by the Recruitment Commission. The final results are published on the official website of the KJC and include the scores obtained in the different phases of the examination. On the basis of the proposal of the Recruitment Commission, the Council appoints and assigns successful candidates to courts and branches. According to the Regulation, only the highest-ranked candidates have the right to choose the court and branch in which they will serve.

By clean criminal record is meant the candidate has not been convicted of a criminal offence nor is under criminal investigation(has an indictment)

Authority competent during the entry selection (without judicial Academy)

Judicial Council

In Kosovo, there exists the possibility for non pre-selected judge candidates to appeal to this decision without the Judicial Academy. The body is competent to decide on appeal is the Judicial Council and The Review Commission, established by the Kosovo Judicial Council, responsible for examining candidates' appeals in the judge recruitment process.

Unsatisfied candidates that were not selected, have the right to appeal. In the event that the Review Committee of the KJC, after evaluating the complaint, finds that there have been violations of the rules regarding the organization of the qualifying test, the written test, the essay and the oral interview, as defined in this regulation, it may decide to repeat the part opposed to the exam to which the candidates from the list who have met the conditions to be submitted to the relevant part of the exam will be submitted. If the Review Committee of the KJC decides to repeat the relevant part of the exam, the exam will be organized within five (5) days from the decision of the Review Committee. In the event that the Review Committee finds that technical errors have been made in the calculation of the points of the qualifying test, the written test, the essay and the oral interview, while in the case of reviewing the complaint it is verified that the candidate is ranked in the group of candidates who have not passed the relevant part of the exam, that candidate will be included in the list of candidates who have passed that part of the exam. After reviewing the complaints for the qualifying test, the written test, and the oral interview, the Council compiles the final list of the exam, as determined by this regulation, which is published on the Council's official website. There are three different Commissions working on the recruitment process: first, the recruitment commission which is consisted of five (5) members, three (3) of whom are members of the KJC; second, there is a Review Commission consisting of 3 (three) members, of which at least one (1) member is from among the judges of the Supreme Court, one (1) judge from the Court of Appeal and one (1) a member of the KJC Judges; and third, the Qualification Test Drafting Commission which is composed of nine (9) members whose mandate ends with the preparation of the Qualifying Test with which they have been assigned as the Commission. So, the commission who drafts the exam, the recruitment commission and the review commission are three different bodies. The Review Commission refers to the Commission established by the Kosovo Judicial Council, responsible for examining candidates' appeals in the judge recruitment process.

Eligibility

WJA	Pre-conditions:	WJA **
✓	Basic law studies	✓
	Advanced law studies (masters or PhD)	
✓	Judicial exam/bar exam	✓
	Average grades in education	
✓	Years of work experience	✓
	Relevance of previous work experience	✓
✓	Citizenship	✓
	Age	
✓	Clean criminal record	✓
	Foreign language knowledge	
✓	Entry test / exam	✓
✓	Other	✓

**WJA = Without Judicial Academy

Prosecutors

Description of the specific procedure of recruitment

The recruitment of prosecutors is conducted through a competitive and merit-based procedure organised by the Kosovo Prosecutorial Council (KPC) in accordance with the Law on State Prosecutor, the Law on the Kosovo Prosecutorial Council and the Regulation on the recruitment of prosecutors. The procedure begins with a public call for applications published by the KPC. The Council establishes a Recruitment Committee responsible for managing the selection process, including the preliminary assessment of applications, the preparation and evaluation of examinations, the conduct of interviews and the submission of the list of the most successful candidates to the Council. In parallel, a Review Committee is established to examine complaints lodged by candidates against decisions of the Recruitment Committee.

Following the closing of the application period, the Recruitment Committee reviews the applications and publishes the list of candidates who fulfil the eligibility criteria. Candidates who are not admitted to the competition may challenge this decision before the Review Committee. Eligible candidates are then required to undergo a multi-stage selection process, including a qualifying test, a written examination and an oral interview. The qualifying test is intended to assess the candidates' basic eligibility, while the written examination evaluates their legal knowledge and practical skills. Candidates who successfully complete these stages undergo integrity and eligibility checks before being invited to the interview, during which their professional competence, ethics and overall suitability for prosecutorial office are assessed.

Candidates have the right to appeal the results of the qualifying test, written examination and oral interview, as well as alleged violations of the rules governing the recruitment procedure. After all appeals have been examined, the KPC compiles and publishes the final ranking list on its official website. On the basis of the final results, the highest-ranked candidates are proposed to the President of Kosovo for appointment as State Prosecutors.

The clean criminal record is defined as follows: "have not been convicted of a criminal offence".

Authority competent during the entry selection (without judicial Academy)

Judicial/Prosecutorial Council

In Kosovo, there exists the possibility for non pre-selected prosecutor candidates to appeal to this decision without the Judicial Academy. The body is competent to decide on appeal is the Judicial/Prosecutorial Council and The recruitment committee established by the Council.

According to Article 14 of Regulation No. 02/2022 on the recruitment of prosecutors, applications are reviewed by the Recruitment Commission, assisted by the support staff. Candidates whose applications are rejected are informed of the reasons for rejection and may lodge an appeal within three days. Appeals are examined by the Review Committee within five days. After the review of complaints, the Kosovo Prosecutorial Council publishes the list of candidates admitted to the examination.

Article 29 of Regulation No. 02/2022 further provides candidates with the right to appeal against the organisation of the examination as well as the results of the qualifying test, written examination and oral interview. The Review Committee may order the repetition of the contested part of the examination if it finds violations of the applicable rules. In cases of technical errors in the calculation of scores, the results may be corrected accordingly. Candidates have the right to access their examination papers before lodging an appeal. After all complaints have been examined, the Kosovo Prosecutorial Council compiles and publishes the final list of successful candidates on its official website.

Similarly, Article 25 of Regulation No. 07/2015 on State Prosecutors' Recruitment, Examination, Appointment and Reappointment provides candidates with the right to appeal against the results of the qualifying test, written examination and interview within three days following the publication of the results. Appeals are reviewed by the Review Committee of the Kosovo Prosecutorial Council within five days from the expiry of the appeal deadline.

Judges

According to Article 20 of the Law on the Kosovo Judicial Council, the selection of judges is based on several criteria, including professional knowledge, work experience and performance, knowledge of and respect for human rights, legal reasoning skills, professional ability demonstrated in previous positions, analytical skills, the ability to perform duties impartially, honestly and responsibly, communication skills and personal integrity. The assessment of candidates includes the verification of the information and documents submitted by the candidate, as well as checks of relevant public registers, including criminal records.

OTHER: Evaluation of the essay

Selection

WJA	Criteria	WJA
✓	Results/score from Judicial Academy training Additional testing for non-Academy graduates	✓
	Relevance of previous work experience	
	Duration of previous work experience	
✓	Interview evaluation	✓
	Performance appraisal (from previous employer)	
✓	Other	✓
	Automatic selection of each successful candidate from the Judicial Academy / Every pre-selected experienced candidate outside the Judicial Academy	

Authority competent during the entry selection (without judicial Academy)

Judicial Council

Prosecutors

According to Regulation No. 02/2022 on the Recruitment, Examination, Appointment and Re-appointment of State Prosecutors, candidates who meet the eligibility criteria undergo a multi-stage selection process consisting of a qualifying examination, a written examination, an integrity and eligibility verification stage and an oral interview. The qualifying examination is used to determine whether candidates may proceed to the next stage, while the written examination and the interview assess legal knowledge, practical skills and overall suitability for prosecutorial office. The integrity and eligibility verification includes checks of the information and documents submitted by the candidates and of relevant public records.

Article 28 of Regulation No. 02/2022 provides that the final result is calculated on the basis of the points obtained during the recruitment process. After the completion of the evaluation process, the results are verified, candidates are ranked according to the points obtained and the final list of successful candidates is published on the official website of the Kosovo Prosecutorial Council.

Authority competent during the entry selection (both via or without Judicial Academy)

Prosecutorial Council

The competent authority is the Kosovo Prosecutorial Council

The Kosovo Prosecutorial Council (KPC) is the competent authority for the recruitment and selection of prosecutors. It establishes a Recruitment Committee, which is responsible for conducting the recruitment procedure, and a Review Committee, which examines appeals lodged by candidates. Based on the reports submitted by these two committees, the KPC decides on the final list of the most successful candidates.

According to Article 34 of Regulation No. 02/2022 on the Recruitment, Examination, Appointment and Re-appointment of State Prosecutors, the appointment and allocation of prosecutors to the Basic Prosecution Offices is carried out by the KPC upon the proposal of the Recruitment Commission. Candidates are ranked according to the results achieved during the recruitment process and only the top one-fifth of candidates on the final list have the right to choose the prosecution office to which they will be appointed. Nevertheless, the KPC retains the authority to appoint prosecutors taking into account the needs of the prosecution service. The final list of successful candidates is subsequently transmitted to the Office of the President of the Republic of Kosovo, which formally appoints prosecutors by decree.

Appointment

Judges

Authority competent for the final appointment

President of the State

Has a right to appoint some and reject some among the selected (proposed)

At the end of these procedures, in accordance with the proposal of the KJC, the President of Kosovo decrees the new judges.
The President of the State in Kosovo is not part of the executive power.
According to Article 22 of the Law on the Kosovo Judicial Council and Article 84 of the Constitution, judges are appointed by the President of the Republic of Kosovo upon the proposal of the Kosovo Judicial Council (KJC). Judges are initially appointed for a three-year mandate.
Within 60 days of receiving the proposal from the KJC, the President issues a decree appointing the candidate as judge. If the President does not appoint the proposed candidate within this period, the KJC may resubmit the proposal together with supplementary written reasoning. Thereafter, the President appoints the judge upon the proposal of the KJC. Before issuing the decree, the Office of the President may verify the information concerning the proposed candidate.

In Kosovo, there exists the possibility for non-selected judge candidates to appeal to this decision.

The Court is competent to decide on the appeal

The recruitment of judges involves three separate bodies. The Recruitment Commission, composed of five members, including three members of the Kosovo Judicial Council (KJC), is responsible for conducting the recruitment procedure. The Review Commission, composed of three members, including at least one judge of the Supreme Court, one judge of the Court of Appeal and one member of the KJC, is responsible for reviewing appeals lodged by candidates. In addition, the Qualification Test Drafting Commission, composed of nine members, is responsible for preparing the qualifying test and its mandate ends upon completion of this task.

Integrity checks through:

✓ Criminal records	✓
✓ Disciplinary proceedings and sanctions	✓
Intelligence investigation	
✓ Integrity assessment test	
Psychological assessment	
Other	

Based on Article 27 point 1.8 of Law no. 06/L-055 Law on the Judicial Council, personal integrity is required, which is in accordance with the Constitution and the criteria defined by the Law.

In Kosovo, judges are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is also a probation period for them. The Judicial Council is competent to decide on the appeal and it is not possible to appeal against this decision.
Based on **Article 25, paragraph 1, of Law No 06/L-055, it is stipulated that judges may be dismissed from office** due to a conviction for a criminal offense or for a serious failure to perform their duties.

Prosecutors

Authority competent for the final appointment

President of the State

Has a right to appoint some and reject some among the selected

According to Article 35 of Regulation No. 02/2022 on the Recruitment, Examination, Appointment and Re-appointment of State Prosecutors, the Kosovo Prosecutorial Council (KPC) decides, by a simple majority of votes, on the proposal of candidates for appointment as prosecutors to the President of the Republic of Kosovo. Where the KPC decides not to propose a candidate, it issues a reasoned decision in writing.
Pursuant to Article 23 of the Law on the Kosovo Prosecutorial Council, prosecutors are appointed and reappointed by the President of the Republic of Kosovo upon the proposal of the KPC. Within 60 days of receiving the proposal, the President issues a decree appointing the candidate as prosecutor. If the President does not appoint the proposed candidate within this period, the KPC may resubmit the proposal together with supplementary written reasoning. Thereafter, the President appoints the prosecutor upon the proposal of the KPC.
The Law amending and supplementing Law No. 06/L-056 on the Kosovo Prosecutorial Council further provides that an aggrieved party may appeal against the Council's decision on appointment or reappointment to the Supreme Court within 15 days from the date of the decision.

In Kosovo, there exists the possibility for non-selected prosecutor candidates to appeal to this decision.

The Court is competent to decide on the appeal

The Kosovo Prosecutorial Council establishes a Recruitment Committee responsible for conducting the recruitment procedure and a Review Committee responsible for examining appeals lodged by candidates.
Candidates can appeal during all phases of the selection and recruitment process; however, they cannot appeal against the decree of the President.
Non-selected candidates have the right to appeal to the Basic Court.

According to Article 20(5) of the Law on the Kosovo Prosecutorial Council and Article 25 of Regulation No. 02/2022 on the Recruitment, Examination, Appointment and Re-appointment of State Prosecutors, all candidates admitted to the interview stage are subject to a personal and professional integrity verification. The assessment is based on the verification of the information and documents submitted by the candidates, as well as on data obtained from relevant public registries, including criminal records.
Under the authority of the Kosovo Prosecutorial Council and the supervision of the Recruitment Committee, the support staff is responsible for collecting the information necessary for the integrity assessment. Candidates have the right to access the documents contained in their file before the oral interview, subject to the limitations provided by law. The assessment of personal integrity and professional skills forms part of the oral interview, during which candidates may comment on, complete or contest the information collected during the verification process.

In Kosovo, prosecutors are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is also a probation period for them, for 3 and it is not possible to appeal against this decision.
According to Article 27 of the Law on State Prosecutor, the mandate of a prosecutor may terminate by resignation, dismissal, death, upon reaching the retirement age, or in case of non-reappointment after the probation period or the initial mandate. Dismissal may also result from disciplinary proceedings.
The reappointment procedure is regulated by Article 37 of Regulation No. 02/2022 on the Recruitment, Examination, Appointment and Re-appointment of State Prosecutors. The Commission for Performance Evaluation submits a reasoned recommendation to the Kosovo Prosecutorial Council (KPC) regarding the reappointment or non-reappointment of prosecutors serving their initial mandate. The KPC decides on the reappointment within 45 days in accordance with the criteria and procedures established by law and notifies the prosecutor through a reasoned written decision. Before making its proposal, the KPC requests the opinion of the relevant prosecution office. The name of the prosecutor proposed for reappointment with a permanent mandate is then submitted to the President of the Republic of Kosovo for appointment.

Promotion

Judges

Authority competent for the promotion

Judicial Council

First, the Vacancy announcement is published by a KJC decision and posted on the KJC website and is displayed in notification board of each court. Announcement of vacancies contains relevant information for each position, including: number of vacancies for each level,job description for each position, criteria on qualification for each position, guideline for using the application, and deadline for submission of application. Then, application review panel is established, from the Appointment Committee (five judges, two of them are KJC members). The panel reviews all received applications and publishes on the official website the list of all candidates who meet the criteria for each position, while the candidates who are not shortlisted are be informed personally in a reasoned writing notice and they are given an opportunity to submit a request for reconsideration of his/her application within a deadline of five days. This is followed by the collection of information and interview. After the interview, the panel drafts and signs the final ranking table of candidates and notifies all candidates in writing regarding their results. Unsatisfied candidates have the right to submit a request for reconsideration within five working days after receiving the notice.
Upon the announcement of the competition by the Judicial Council (KGJK), a Panel – an ad hoc commission – is established by the Council, which is responsible for reviewing applications, conducting interviews, evaluating, and recommending judicial candidates for promotion to the Council.

Procedure

	Judges	Prosecutors
Competitive test / Exam		
Previous individual evaluations	✓	✓
Other procedure(s) (interview or other)	✓	✓
No special procedure		

According to the applicable legislation, prosecutors may be promoted provided that they hold a permanent mandate, have received a positive performance evaluation, have not been subject to disciplinary measures during the previous five years, with the exception of a non-public reprimand, are not subject to a criminal investigation, enjoy a high professional reputation and have participated in professional training and academic activities. Additional eligibility criteria apply depending on the prosecution office concerned, including specific requirements regarding professional experience and performance assessment.
The promotion procedure is regulated by an internal Regulation. When needed, the Kosovo Prosecutorial Council (KPC) decides to open an internal competition for the promotion of prosecutors, which is published on the official website of the prosecutorial system. The KPC establishes a Commission for Promotion and Transfer of Prosecutors, which reviews the applications and supporting documents submitted by candidates, as well as the performance data provided by the Prosecution Performance Review Unit. After reviewing the documentation, the Commission compiles a list of candidates who meet the promotion criteria and proceeds with the evaluation and interviews.
Following the interviews, the Commission prepares a final report containing the ranking of candidates according to the points obtained and submits it to the KPC for approval. Candidates may appeal against the final report within the deadlines established by the Regulation. The KPC examines the appeal and, if it considers it justified, may request the Commission to re-evaluate the report and prepare a revised version. The final decision on promotion or transfer is taken by the KPC by majority vote and is published on the official website of the prosecutorial system.

Criteria

	Judges	Prosecutors
Years of experience	✓	✓
Professional skills (and/or qualitative performance)	✓	✓
Performance (quantitative)	✓	✓
Subjective criteria (e.g. integrity, reputation)	✓	✓
Other		
No criteria		

These criteria are specified in the Law on courts

In Kosovo, the decision on the promotion of judges could be appealed.

The Review Commission – the ad hoc Commission established by the Kosovo Judicial Council is body competent do decide on the appeal

Appeals may be submitted to the Review Commission – the ad hoc Commission established by the Kosovo Judicial Council, responsible for examining requests submitted by candidates against the decisions of the Panel.

The Panel reviews the applications, collects additional information and interviews shortlisted candidates. Following the interviews, it prepares a final ranking list and submits it to the KJC for the final decision. Unsuccessful candidates may request reconsideration before the Review Commission.

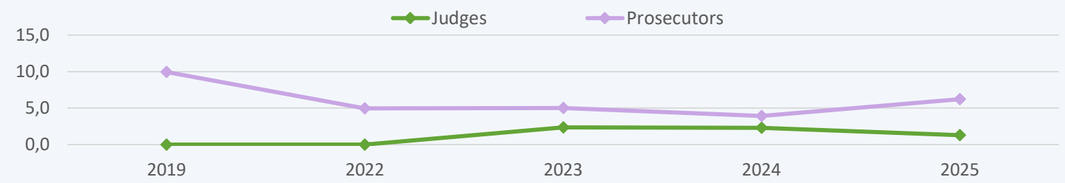
In Kosovo, the decision on the promotion of prosecutors could be appealed.

The Judicial/Prosecutorial Council is competent to decide on the appeal

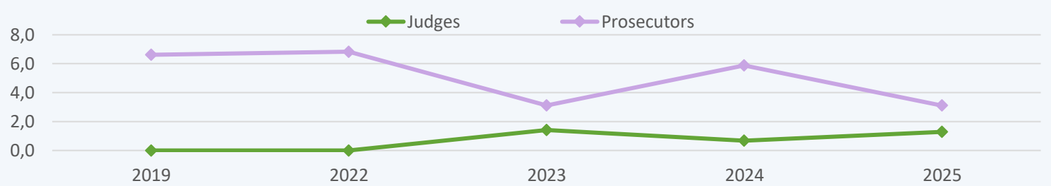
The appeal bench is the KPC. All appeals are directed to the KPC and then, the KPC takes decisions on each case by voting. The KPC member who is also a member of the Commission on Transfer and Promotion does not vote. Prosecutors have the right of objection in writing against the final report of the Commission on Transfer and Promotion, within 7 days of receipt of the decision. The KPC shall decide on the objection within 10 days of its receipt or in the first upcoming meeting of the KPC. If the decision of the KPC results in the amendment of the Committee's report regarding promotion or transfer of a prosecutor who has filed an objection, the KPC shall publish the final decision along with the amended report. KPC shall decide with a simple majority of votes regarding the promotion or transfer of prosecutors. KPC's decision shall be published on the official website of the KPC and State Prosecutor. The Commission drafts the final report with the list of candidates proposed to the Council for transfer or promotion based on their ranking according to the points earned. Prosecutors have the right to appeal against the final report of the commission within 7 days. KPC decides on the appeal in the first meeting or no later than 30 days from the day the appeal was received. If KPC approves the appeal, it obliges the Commission to re-evaluate the report and prepare a final report for the KPC. KPC decides with a majority of votes regarding the promotion or transfer of prosecutors. The decision of the KPC is final.

Accountability in Kosovo in 2025 (Indicator 14)

Number of initiated disciplinary proceedings against judges/prosecutors between 2019 and 2025 (per 100 judges/100 prosecutors)



Number of disciplinary sanctions against judges/prosecutors between 2019 and 2025 (per 100 judges/100 prosecutors)



• Promotion of integrity and prevention of corruption

Legal provisions guaranteeing the independence of judges and prosecutors

In Kosovo, the independence of judges and prosecutors is guaranteed by the Constitution and Law 06/L-054 on Courts and Law on State Prosecutor

The independence of judges is guaranteed by Article 102 of the Constitution of Kosovo, which provides that the judiciary is unique, independent, fair, apolitical and impartial, ensuring equal access to courts. The Constitution further stipulates that judges must be independent and impartial in the exercise of their functions. In addition, Article 4 of the Law on Courts provides that courts adjudicate in accordance with the Constitution and the applicable laws, and that judges are independent and not subject to influence by any natural or legal person, including public authorities.

According to Articles 109 and 110 of the Constitution, the State Prosecutor and the Kosovo Prosecutorial Council are independent institutions. The State Prosecutor exercises its functions impartially and is responsible for the prosecution of criminal offences and other acts specified by law. The Kosovo Prosecutorial Council is responsible, inter alia, for recruiting, promoting, transferring, reappointing and disciplining prosecutors in accordance with the law. Furthermore, Article 4 of the Law on State Prosecutor establishes that any interference with or attempt to influence prosecutors in the exercise of their functions is prohibited.

Number of criminal cases and sanctions against judges and prosecutors in 2025

	Number of initiated cases	Number of completed cases	Number of sanctions pronounced
Judges	1	0	NA
Prosecutors	18	NA	NA

Measures to prevent corruption

	Gift rules	Specific training	Internal controls	Safe complaints mechanisms	Other	No mechanism in place
Judges	✓	✓	✓	✓	✗	✗
Prosecutors	✓	✓	✓	✓	✗	✗

For the latest GRECO Evaluation Report on Prevention of corruption in respect of judges and prosecutors, please click here:
https://www.coe.int/en/web/greco/evaluations/round-4

Integrity of court staff

In Kosovo, legislation provides for various breaches of integrity in respect of court staff, including conflicts of interest, unauthorized disclosure of confidential or sensitive information on court cases and procedures, non-timely or incomplete asset declarations and breaches of Codes of Conduct.

Training on ethics and prevention of corruption

	Training on ethics	Training on prevention of corruption
Judges	Compulsory for all	Optional
Prosecutors	Compulsory for all	Optional

Training on ethics is compulsory for judges and prosecutors. For judges, mandatory ethics training applies in particular cases, including appointment to specialised or managerial positions and following performance evaluations. Judges receiving lower performance ratings are required to attend ethics training together with additional courses identified by the Performance Evaluation Committee.

For prosecutors, in-service training is generally voluntary; however, all prosecutors are required to attend at least three training sessions per year, including one on ethics. Additional mandatory training may be required following legislative changes, promotion, transfer to another department or appointment to a management position, as well as on the basis of performance evaluations. Mandatory trainings are organised by the Academy of Justice upon request of the Kosovo Prosecutorial Council.

Code of Ethics

In Kosovo, there exists a Code of Ethics applicable for both judges and prosecutors. For judges, there exists an institution/body giving guidelines and/or opinions on ethical questions of their conduct. Its members are only judges. Its guidelines and/or opinions are publicly available and, in 2025, it provided 2 guidelines/opinions. For prosecutors, there exists an institution/body giving guidelines and/or opinions on ethical questions of their conduct. Its members are only prosecutors . Its guidelines and/or opinions are publicly available and, in 2025, it provided 0 guidelines/opinions. The Kosovo Judicial Council has established an Advisory Committee on Judicial Ethics composed of judges selected by the Council. The Committee provides guidance on situations or future behaviours that may be considered contrary to the Code of Professional Ethics for Judges. During 2025, the Committee issued two advisory opinions.

In 2024, the Kosovo Prosecutorial Council established an Advisory Committee on Ethics Issues, which provides advisory opinions to prosecutors on ethical questions and dilemmas. According to Regulation No. 01/2023 on the Advisory Committee on Ethics Issues for Prosecutors, the Kosovo Prosecutorial Council elects an Advisory Committee composed of three prosecutors, two from the Office of the Chief State Prosecutor and one from the Appellate Prosecution Office, as well as two reserve members. Members of the Committee must have a high professional reputation, high moral integrity and professional ethics, must not be subject to disciplinary investigations and must not have been sanctioned during the previous five years. Their mandate is three years and may be renewed once.The Committee is responsible for providing advisory opinions on ethical questions and dilemmas raised by the Kosovo Prosecutorial Council and its bodies, chief prosecutors or prosecutors at all levels. Its opinions concern future situations or conduct and are separate from disciplinary proceedings concerning alleged past misconduct. The Committee may reject unfounded requests or requests concerning matters falling within disciplinary proceedings. Advisory opinions are not binding and are issued within 30 days from the receipt of the request. No opinions are yet published or issued.

Recusal of judges

In Kosovo, there exists a procedure to effectively challenge a judge (recusal), if a party considers that the judge is not impartial.

Total number of initiated procedures	NA
Total number of recusals pronounced	NA

In civil procedure, this matter is regulated by Article 68.1 of the Law on Contested Procedure, which states that a party must submit a request for the disqualification of a judge as soon as they become aware of any grounds for disqualification, but no later than the conclusion of the hearing on the case. If no hearing has taken place, the request must be submitted before the issuance of the meritorious decision.
In criminal procedure, this is regulated by Articles 39 and 40 of the Criminal Procedure Code. Article 39 stipulates that a judge must submit a request to the President of the Court if they determine that grounds for disqualification exist. Article 40 outlines the parties' right to request the disqualification of judges.

Transparency in distribution of court cases

Organisation of the distribution of court cases	
Automatic allocation	
Random allocation	✓
Other type of allocation	
Specific allocation for priority cases	
Possibility to exclude a judge from the allocation	
All interventions on the system irreversibly logged / registered	✓

In Kosovo, court cases are, in principle, randomly allocated by a computer algorithm. There are no exceptions to the general method allocating of priority cases.The system does not anticipate situations in which a judge could be excluded from the allocation of cases. Finally, the system provides for all alterations to the allocation process to be logged/registered. This ensures adherence to the rules and maintains transparency in the distribution of cases.

The system records every action undertaken within the system.

	Reasons for reassigning a case	Number of reassignments
Conflict of interest declared by the judge or by the parties	✓	24851
Recusal of the judge or requested by the parties	✓	481
Physical unavailability (illness, longer absence)	✓	NAP
Other		NAP

Method to reassign a case	
Automatic allocation	
Random allocation	✓
By discretion of a president of a court	✓
Other	

Specific circumstances may include:
1. The judge to whom the case has been assigned has been suspended from duty due to the imposition of a disciplinary measure or is under criminal prosecution;
2. The judge to whom the case has been assigned is unavailable and urgent action is required in that case;
3. Other circumstances that ensure the interests of justice.

Judge on long leave / judge no longer works at the court: 1947; Retirement of the judge : 632; Suspension of the judge : 4; Assignment / distribution of cases to a new judge: 13 795
Other: 10 575, In this category of reassignment are cases reassigned with the KJC decision for the old cases. The KJC has approved a strategy for reducing backlogs. Part of the strategy plan was to reassign backlogs to judges, with the aim of equally burdening judges with backlogs and giving them priority for resolution.

In Kosovo, the reassigment of cases is required to be reasoned in all circumstances.

The President of the court, in a decision on the assignment or reassignment made based on the specific circumstances referred to in Question 160, shall provide the reasoning for the reassignment.

• Disciplinary procedures against judges/prosecutors

Judges

In Kosovo, the authorities with disciplinary powers over judges are the Court, the Higher Court / Supreme Court, the Judicial Council and the disciplinary court or body.

According to Article 14 of the Law on Disciplinary Liability of Judges and Prosecutors, at the investigation stage the Kosovo Judicial Council establishes a panel of three judges to gather evidence, analyse the facts and prepare a report. Based on the report, the Council decides whether the alleged disciplinary offence has been committed and, where appropriate, imposes the disciplinary sanction.

According to the article 12 of the Law on DISCIPLINARY LIABILITY OF JUDGES AND PROSECUTORS, Kosovo Judicial Council shall initiate disciplinary procedures based on a request submitted pursuant to Article 9, paragraph 1 of the same Law.

Who is authorised to initiate of a disciplinary proceedings

	Judges	Prosecutors
Relevant Court / Head of the organisational unit or hierarchical superior	✓	✓
High Court (Supreme Court) / Prosecutor General (State public prosecutor)	✓	✓
Judicial Council / Public Prosecutorial Council	✓	✓
Disciplinary court		✗
Disciplinary body		
Parliament		
Executive power		
Other		
This is not possible		✓

Prosecutors

In Kosovo, the authorities with disciplinary powers over prosecutors are the Public prosecutorial Council (Judicial Council) and the disciplinary court or body.

In the initial phases in order to treat the complaint received the role of each body is as follows:
1.4. the Chief State Prosecutor concerning alleged disciplinary offences of Chief Prosecutors;
1.5. the Chief Prosecutor concerning alleged disciplinary offences of prosecutors employed at the prosecution office for which the Chief Prosecutor is responsible; 1.6. the Kosovo Prosecutorial Council concerning alleged disciplinary offenses of the Chief State Prosecutor

The Kosovo Prosecutorial Council initiates disciplinary proceedings upon a request submitted by the competent authority. Natural and legal persons may submit complaints to the competent authority. Complaints may also be submitted to the Ombudsperson, who forwards them to the competent authority within five working days and may request the Council to initiate disciplinary investigations in the cases provided by law.Within 15 working days of receiving the request, the Council establishes an Investigation Panel or may dismiss the request if it is manifestly unfounded, not related to a disciplinary offence or time-barred. The Investigation Panel is composed of three prosecutors from different prosecution offices and is appointed on an ad hoc basis from a list of prosecutors previously approved by the Council. The Investigation Panel is responsible for establishing the facts and collecting evidence related to the alleged disciplinary offence. The prosecutor concerned and the authority requesting the investigation may submit evidence, propose witnesses and request documents held by other persons or institutions. The investigation is completed within three months, which may be extended by up to two additional months in exceptional circumstances. Upon completion of the investigation, the Panel submits a written report to the Council. Following the submission of the report, the Council holds a hearing to examine the case. The prosecutor concerned has the right to defend him or herself, to be represented by a lawyer and to have access to the evidence and case file. The Council decides whether a disciplinary offence has been committed and, where appropriate, imposes the disciplinary sanction provided by law. The Council shall initiate disciplinary procedures based on a request submitted pursuant to Article 9, paragraph 1 of the Law on DISCIPLINARY LIABILITY OF JUDGES AND PROSECUTORS Any natural or legal person can submit a complaint to the respective head of the prosecution office where the prosecutor is employed. When the complaint is sent to the non-competent authority, such authority transfers the complaint to the competent authority. Put differently, citizens can file complaints to the Council and the Ombudsman can request the Council to initiate disciplinary investigations, but the Council is the sole competent authority to formally start disciplinary proceedings. The disciplinary procedures against prosecutors are based on the Law on Disciplinary liability of judges and prosecutors and Regulation for disciplinary procedures against prosecutors. Natural and legal persons may submit complaints against a judge or prosecutor concerning an allegation of a disciplinary offense to the following authorities (hereinafter the “Competent Authority”): •the Chief State Prosecutor concerning alleged disciplinary offences of Chief Prosecutors; • the Chief Prosecutor concerning alleged disciplinary offences of prosecutors employed at the prosecution office for which the Chief Prosecutor is responsible; • the Kosovo Prosecutorial Council concerning alleged disciplin offenses of the Chief State Prosecutor.
The competent authority shall request the Council to initiate disciplinary procedures against a prosecutor also ex-officio when it has reasonable grounds to believe that a prosecutor has committed a disciplinary offence.
Natural and legal persons may also submit complaints against a judge or prosecutor to the Ombudsperson. In case the Ombudsperson receives a complaint, it shall forward the complaint within five (5) working days to the Competent Authority. The Ombudsperson may request the Council to initiate disciplinary investigations against a Court President or the Chief Prosecutor if they have reasons to believe that they have committed a disciplinary offense pursuant to Article 9, paragraph 7 of this Law. The Ombudsperson may also request the Council to initiate disciplinary investigations against a judge or prosecutor if they consider that a Competent Authority has decided to dismiss a complaint against such judge or prosecutor in contradiction with Article 9, paragraph 5 of the law, in which case they shall provide a reasoning why the complaint should not have been dismissed.

A judge may present an argumentation in hearing and written submission. He/she has also the possibility to appeal against the disciplinary decision.

The Higher Court / Supreme Court is the authority competent to decide on the appeal

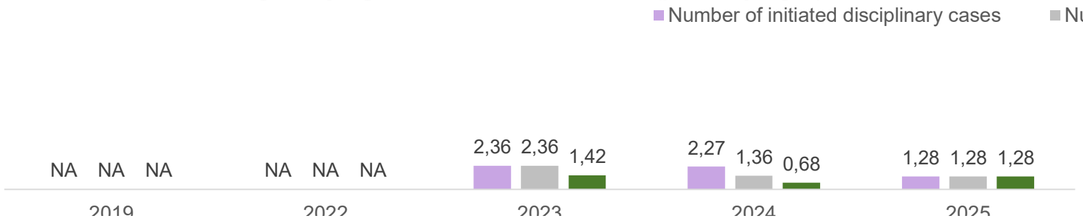
According to article 15 of the Law on DISCIPLINARY LIABILITY OF JUDGES AND PROSECUTORS, parties shall have the right to appeal against the disciplinary decisions of the Council, directly to the Supreme Court of Kosovo, within fifteen (15) days from the day of receipt of the decision. Other courts in Kosovo shall not have the competence to review and decide on the disciplinary procedure against judges and prosecutors.

A prosecutor may present an argumentation in hearing and written submission. He/she has also the possibility to appeal against the disciplinary decision.

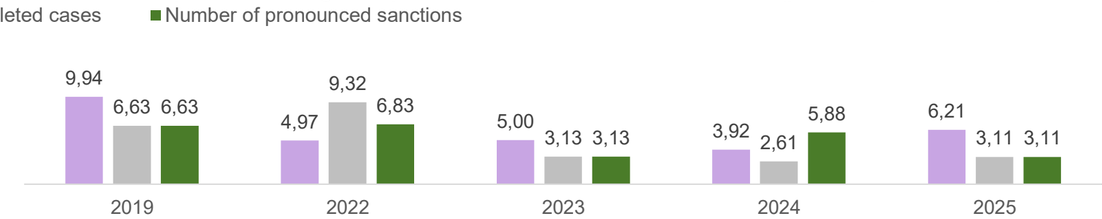
The Supreme Court is the authority competent to decide on the appeal

Parties shall have the right to appeal against the disciplinary decisions of the Council, directly to the Supreme Court of Kosovo, within fifteen (15) days from the day of receipt of the decision.

Total number of initiated and completed disciplinary cases and number of sanctions pronounced against judges between 2019 and 2025 (per 100 judges)



Total number of initiated and completed disciplinary cases and number of sanctions pronounced against prosecutors between 2019 and 2025 (per 100 prosecutors)



According to article 4 of the Law on disciplinary liability of judges and prosecutors, judges and prosecutors shall be subject to disciplinary liability for disciplinary offences, in accordance with procedures set forth in this law. Article 5 enumerates the disciplinary offences in respect of judges.

During 2025, the Council received 10 requests for initiation of disciplinary procedures against prosecutors by the Competent Authorities. For 5 of those requests, the Council established the investigative panels, 2 requests were rejected by the Council and 3 requests were dismissed by the Council.

The legal bases or grounds on which the ten (10) requests for initiation of disciplinary proceedings were initiated are: 1. Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors, paragraph 1, subparagraph 1.2 “A prosecutor commits a disciplinary offense if he or she violates the law“; 2.Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors; paragraph 2, subparagraphs 2.8 (provides false or misleading information in matters related to disciplinary proceedings and prosecution related administrative procedures, including promotion and transfers, except if otherwise provided by Law); and 2.10 (engages in behaviour while on duty or in private which harms the honour and dignity of the State Prosecutor or which may harm public confidence in the impartiality or credibility of the State Prosecutor); 3. Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors, paragraph 2, subparagraph 2.1 “continuously, fails to take any prosecutorial action required by the Law into force or fails to exercise prosecutorial within the deadlines foreseen by Law, except when the seriousness of failure to act or the level of the offense serves as a basis for initiation of the disciplinary procedures for a single violation“; 4.Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors paragraph 2, subparagraph 2.10 (engages in behaviour while on duty or in private which harms the honour and dignity of the State Prosecutor or which may harm public confidence in the impartiality or credibility of the State Prosecutor); 5. Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors paragraph 1, subparagraph 1.2, in conjunction with paragraph 2, subparagraph 2.1 “continuously, fails to take any prosecutorial action required by the Law into force or fails to exercise prosecutorial within the deadlines foreseen by Law, except when the seriousness of failure to act or the level of the offense serves as a basis for initiation of the disciplinary procedures for a single violation;” 6. Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors paragraph 2, subparagraph 2.1 “continuously, fails to take any prosecutorial action required by the Law into force or fails to exercise prosecutorial within the deadlines foreseen by Law, except when the seriousness of failure to act or the level of the offense serves as a basis for initiation of the disciplinary procedures for a single violation”; 7. Article 6, of the Law on Disciplinary Liabilit of Judges and Prosecutors paragraph 2, subparagraph 2.10 “engages in behaviour while on duty or in private which harms the honour and dignity of the State Prosecutor or which may harm public confidence in the impartiality or credibility of the State Prosecutor”; 8.Article 6, of the Law on Disciplinary Liability of Judges and Prosecutors paragraph 2, subparagraph 2.1 “continuously, fails to take any prosecutorial action required by the Law into force or fails to exercise prosecutorial within the deadlines foreseen by Law, except when the seriousness of failure to act or the level of the offense serves as a basis for initiation of the disciplinary procedures for a single violation”; 9. violation of the Code of Conduct and Professional Ethics, point (and point I; 10. In a request from the Ombudsman, the legal basis for the alleged disciplinary violations was not determined.

4 of the 5 cases completed are the cases which were received in 2025, and 1 of the completed cases was received in 2024. 1 of the 5 cases received in 2025 is still ongoing.

According to Article 7 of the Law on Disciplinary Liability of Judges and Prosecutors, the disciplinary sanctions that may be imposed on prosecutors include a non-public or public written reprimand, a temporary wage reduction of up to 50% for a period of up to one year, temporary or permanent transfer to a lower-level prosecution office, and a proposal for dismissal. Disciplinary sanctions are imposed in accordance with the principle of proportionality, taking into account, inter alia, the seriousness and consequences of the offence, the circumstances in which it was committed, the overall performance and behaviour of the prosecutor and his or her cooperation during the disciplinary proceedings. Final decisions imposing disciplinary sanctions, except for non-public reprimands, are published on the website of the Kosovo Prosecutorial Council. The Council also maintains a register of disciplinary investigations and sanctions.

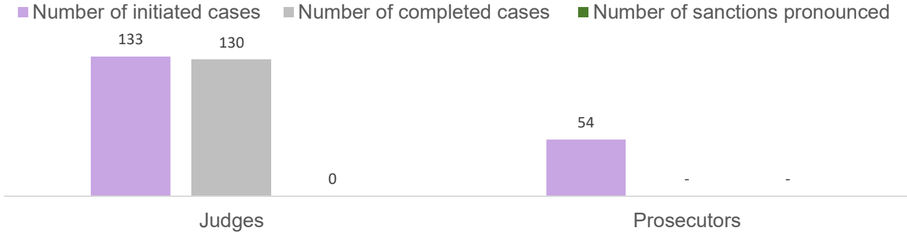
• Declaration of assets

Declaration of assets for judges and prosecutors

In Kosovo, Law No. 08/L-108 on Declaration, Origin and Control of Assets and Gifts requires a declaration of assets by judges and prosecutors.
Other items as described in the form of Declaration of Assets "Others" mean: any other function that the Judge might be engaged; and his/her financial debt to any legal or natural person. Law on declaration, origin and control of assets and gifts, Articles 6 and 25.
For further reference, see Article 6 of the Law No. 08/L-108 on the Declaration, Origin, and Control of Property and Gifts.
According to the Article 7 of the Law on declaration of assets:
The declaration of assets by the declaring entities is made in the following cases:
1.1. declaration upon assumption of duty; 1.2. regular annual declaration; 1.3. declaration after termination or dismissal from public office. 2. In cases where the declaring subject moves from one declaring position to another declaring position, there is no obligation to make the declaration upon taking office. The same should only make the declaration regular annual as provided by this law.
Other: at the request by the Anti-Corruption Agency
According to Article 14 of the Law on Declaration of Assets:
Declaring subjects are obliged to declare the assets of the family members with whom he lives in a family community.
2.The family members for whom the declaring entity declares the assets, are as follows: 2.1. spouse; 2.2. extramarital spouse; 2.3. parents; and 2.4. children.
Other family members: parents who live in the same household
Regarding children, the declaration concerns children with whom he/she lives in the same householdThe authority that receives and verifies the declaration is the Agency for the Prevention of Corruption (APC). The APC is an independent body specialized in the prevention of corruption and operates under the oversight of the Assembly of the Republic of Kosovo. The Agency shall be managed by the Director, who is appointed by the Assembly of Kosovo. The appointment procedure is stipulated in Article 11 of Law No. 08/L-017 on the Agency for the Prevention of Corruption.
The Agency verifies the content of each asset declaration. "Unexplained financial discrepancies ": article 18 § 11 of the Law on declaration, origin and control of assets and gifts refers to the control of discrepancies in the data of the assets from the previous year. Besides, § 2 of article 18 specifies that the control of the declarations implies also checking data against information from previous forms.
There exists a register of the declaration of assets for judges and prosecutors. Moreover, the declarations are published on internet.
A register of asset declarations is established and maintained through an electronic asset declaration system, in accordance with Article 11 of Law No. 08/L-108 on Asset Declaration.
It is published on the Website of the Anti-Corruption Agency and in the internal database of the Agency
The sanctions for judges and prosecutors foreseen in case of non-declaration of assets (including non-submission of declaration) are: a fine and other criminal sanction.
According to Article 28 of the Law on Declaration, Origin and Control of Assets and Gifts, the Agency is competent to impose sanctions on declaring entities that fail to submit declarations of assets upon appointment, during their mandate or upon termination of office, or that fail to provide the information and supporting documents requested by the Agency. The Agency may impose a fine of up to 30% of the net monthly salary of the declaring entity, up to a maximum of EUR 500. If the obligation is not fulfilled after the imposition of the fine, the Agency files a criminal report with the competent prosecution office.
Furthermore, Article 430 of the Criminal Code provides that a person who is legally obliged to declare assets, income, gifts or other financial benefits and fails to do so may be punished by a fine or imprisonment of up to three years. False declarations or omissions of required information are punishable by a fine and imprisonment from six months to five years. In addition, the value of non-declared or falsely declared assets, income, gifts or other material benefits is subject to confiscation.
According to the Law on Declaration, Origin and Control of Assets and Gifts, the Agency imposes a fine on declaring entities that fail to submit the asset declaration within the deadlines prescribed by law. If the obligated person continues to fail to comply after the fine has been imposed, the Agency files a criminal complaint with the competent prosecution office.
Furthermore, Article 430 of the Criminal Code provides that any person legally obliged to declare assets, income, gifts or other financial benefits who fails to do so may be punished by a fine or imprisonment of up to three years.
During the reporting period of 2025, 133 judges and 54 prosecutors were randomly selected for full verification of their asset declarations through the electronic system. For judges, 30 cases had been completed without any violations being identified and three cases were still under verification. For prosecutors, all verifications had been completed and no violations or sanctions were recorded.

	Judges	Prosecutors
Items to be declared		
Assets	●	●
Financial interests	●	●
Sources of income	●	●
Liabilities	●	●
Gifts	●	●
Other	●	●
Moment for the declaration		
At the beginning of the term of office	●	●
At the end of the term of office	●	●
When there is a significant change in the items	●	●
Other	●	●
Declaration concerning the members of the family		
Spouse	●	●
Partner	●	●
Children (under legal age)	●	●
Adult children	●	●
Other family members	●	●
Same declaration as for the judge/prosecutor	●	●
Declaration of assets verified as regards:		
Timeliness	●	●
Completeness	●	●
Accuracy of the content	●	●
Unexplained financial discrepancies	●	●

Number of proceedings due to violations/discrepancies in the declaration of assets 2025



• Conflict of interest and Accessory functions/activities

Procedures/mechanisms for managing (potential) conflicts of interest in 2025		
Regulations / procedures:	Judges	Prosecutors
On reporting a (potential) conflict of interest	✓	✓
For recusal/withdrawal from a case	✓	✓
On receiving gifts	✓	✓
On combining the profession of a judge/ prosecutor with other functions/professional activities	✓	✓
Other	✓	✓

In Kosovo, judges need to an authorisation given by the court in question and the Judicial Council to perform these accessory activities. Prosecutors need to an authorisation given by the public prosecution office in question and Judicial/Prosecutorial Council to perform them.

According to Law No. 06/L-011 on Prevention of Conflict of Interest in Discharge of a Public Function, the Agency for Prevention of Corruption is the central authority and responsible for supervising the implementation of the provision of this law. The law itself regulates the whole procedures of conflict of interest, the identification of conflict of interest and the source of information, the obligation for prevention and resolutions of conflict of interest, restrictions on high officials in the exercise of other activities in addition to a public function, Incompatibility with the discharge of public functions etc. Article 20, par. 3 of the Law on Prevention of Conflict of Interest in Discharge of a Public Function stipulates that: Institutions within their internal regulations, prescribe and implement specific rules in order to prevent conflict of interest, depending on the field of activity of such institution.

Law No. 06/L – 057 on Disciplinary Responsibility of Judges and Prosecutors, in Article 5, paragraph 1, point 1.3, also defines as a disciplinary violation the cases when a judge fails to perform his duties intentionally or due to gross negligence. In point 2.6, a violation of this nature is foreseen in cases where a judge does not report potential recusal situations as required by law. Furthermore, the procedures regarding complaints, investigations, and disciplinary proceedings are regulated by Chapter III of Law No. 06/L – 057 on the Disciplinary Responsibility of Judges and Prosecutors.

Accessory functions / activities	With remuneration		Without remuneration	
	Judges	Prosecutors	Judges	Prosecutors
Teaching	✓	✓	✓	✓
Research and publication	✓	✓	✓	✓
Arbitrator				
Consultant				
Cultural function		✓		✓
Political function				
Mediator				
Other		✓		✓

Pursuant to Law No. 06/L-054 on Courts:
1. Judges, with prior approval from the Council, are entitled to participate in professional organizations and scientific meetings that promote judicial independence and safeguard the professional interests of judges.
2. Judges, with the approval of the Presidents of Courts, and Presidents, with the approval of the Council, may engage in such activities only outside of official working hours, provided that the activities comply with the Code of Ethics and Professional Conduct for judges.
3. In accordance with the Code of Ethics and Professional Conduct, judges may undertake professional and scientific writing; however, they are prohibited from publishing content derived from judicial files during or after their tenure, unless expressly authorized by law or by a sub-legal act issued by the Council.
4. Judges may receive remuneration for the activities described in this article, which shall not exceed twenty-five percent (25%) of their base salary. Judges must notify the President of their Court regarding such remuneration, while Court Presidents must notify the Council.

For judges, the approval of the President of the respective Court is required, whereas for the President of the Court, the approval of the High Judicial Council (HJC) is required.

The prevention of conflicts of interest, the declaration of assets and gifts and related integrity obligations are regulated by the Law on Prevention of Conflict of Interest in Discharge of a Public Function and by the Law on Declaration, Origin and Control of Assets and Gifts. Additional safeguards are provided by the Criminal Procedure Code, the Law on State Prosecutor and the Code of Ethics and Professional Conduct of Prosecutors.

According to Article 37 of the Law on State Prosecutor, prosecutors may participate in professional organisations, scientific meetings and other activities compatible with the Code of Ethics, subject to prior approval by the Chief Prosecutor or, in the case of Chief Prosecutors, by the Kosovo Prosecutorial Council. They may also engage in professional and scientific writing, provided that they do not disclose information from prosecutorial case files unless expressly authorised by law. Remuneration for such activities may not exceed 25% of the basic salary and must be duly notified to the competent authority. Prosecutors may not engage in political activities, hold political office or use their status or the reputation of the State Prosecutor to advance personal interests.

	Regulations on the proceedings for:			
	Breaches of rules on conflicts of interest		Sanctions for breaches of the rules	
	Judges	Prosecutors	Judges	Prosecutors
Law on prevention of conflict of interest	✓	✓	✓	✓
Criminal procedure code				
Criminal code				✓
Civil procedure code				
Civil code				
Code of ethics		✓		✓
Law on judges / public prosecutors (public prosecution)				
Law on the Judicial / Prosecutorial Council				
Other	✓		✓	

According to Article 22 of the Law on Prevention of Conflict of Interest, the Anti-Corruption Agency may initiate administrative proceedings concerning conflicts of interest ex officio, upon request of a senior official, the employing institution, or on the basis of information provided by third parties, including anonymous reports. Proceedings cannot be initiated more than two years after the relevant act, unless otherwise provided by law.

Where there are reasonable grounds to suspect a conflict of interest, the Agency initiates an administrative procedure and informs the official concerned. The procedure is confidential and only the final results are made public. If the Agency finds that an official exercises an activity or function incompatible with the public office, it requires the official to cease the incompatible activity or resign from the position within seven days. If the official fails to comply, the Agency requests the employing institution to initiate dismissal proceedings.

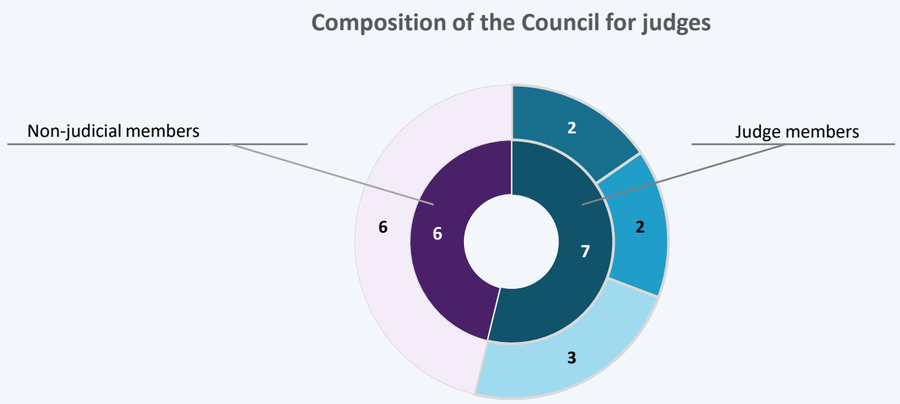
The Agency's decisions on conflicts of interest are binding on officials and institutions and are published on its official website. The Agency may also request the review, revocation or annulment of decisions adopted in a situation of conflict of interest. From the moment the Agency requests the review of a decision, any action towards its implementation is suspended until the competent body decides on its validity. Decisions of the Agency are final in the administrative procedure. The Agency decides on cases initiated through responsible authorities within 45 days, while other cases are subject to the deadlines established by the Law on the Anti-Corruption Agency.

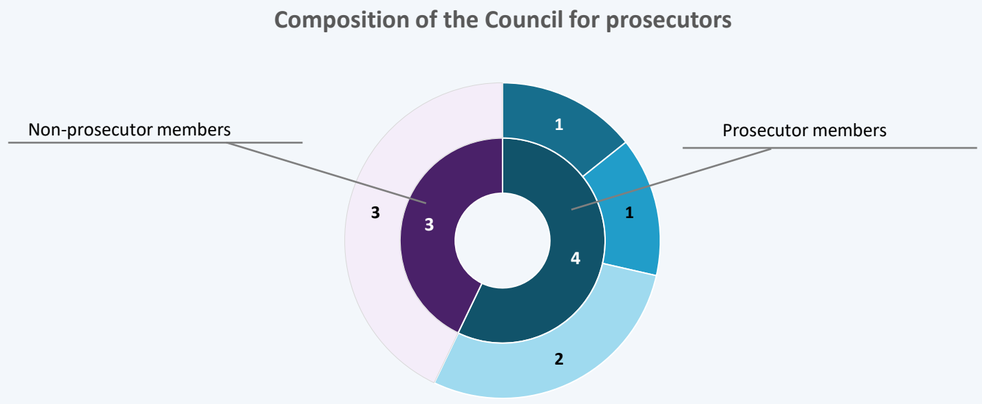
When a prosecutor is concludes or has reasons to believe that he/she has breached the rules on conflict of interest, he/she is obliged to inform his/her supervisor. He/she should immediately suspend all activities related to that particular issue. In case his/her supervisor is not convinced or is in doubt whether the prosecutor has breached the rules on conflict of interest, he/she shall refer the case to the Anti-Corruption Agency. In case when there exist reasons to believe that a prosecutor has breached this rules, the disciplinary case is initiated by the chief prosecutor of that particular prosecution service. If the prosecutor is aware that he/she has committed such breach of rules, and he/she does not inform his supervisor, a disciplinary procedure is initiated accordingly with the actual Law.

Procedures for breaches of rules on conflict of interest	Judges					Public prosecutors				
	2019	2022	2023	2024	2025	2019	2022	2023	2024	2025
Number of initiated cases	11	0	0	0	NA	2	NA	0	NA	NA
Number of completed cases	11	NA	0	0	NA	2	NA	0	13	13
Number of sanctions pronounced	0	NA	0	0	NA	0	NA	0	0	0

There were 13 cases completed against 17 persons. 1 case with 1 person termination of investigation, 12 cases with 16 persons dismissal of criminal reports.

Council for Judiciary / Prosecutorial Council(s) in Kosovo in 2025 (Indicator 15)





In Kosovo, the Council for judges is composed by 13 members, 7 of which are proposed by judge members (3 proposed by the first instance courts, 2 by the second instance courts and 2 by the highest instance courts) and 6 by non-judicial members (6 proposed by Other). This suggests that the council is almost equally composed of judge and non-judicial members, with the first instance courts and Other playing the main role in proposing the judge and non-judicial members respectively. The Council for prosecutors consists of 4 prosecutor members (2 proposed by the first instance courts, 1 by the second instance courts and 1 by the highest instance courts) and 3 non-prosecutor members. These are proposed as follows: 3 proposed by Other. This council is thus almost equally composed of judicial and non-prosecutor members, with the first instance courts having the main influence among nominations for prosecutor members and Other being the primary source for non-prosecutor nominations.

The council consists of 13 members, 7 members will be judges elected by members of the judiciary, 2 judges of the Supreme Court, 2 judges of the Court of Appeal and 3 new judges of the Basic Court, and two (2) members elect the deputies of the Assembly from representatives of other communities, one of these two must be a judge, and two (2) members elect MPs from representatives of the Serbian community, at least one must be a judge.

According to Article 9 of the new Law on the Kosovo Prosecutorial Council, the Council is composed of seven members: the Chief State Prosecutor as an ex officio member, three prosecutors elected by their peers and three non-prosecutor members elected by the Assembly. Of the three elected prosecutors, two are elected from among the Basic Prosecution Offices, while one is elected from among prosecutors of the Special Prosecution Office, the Appellate Prosecution Office or the Office of the Chief State Prosecutor. Consequently, the distribution of prosecutor members among the different prosecution levels may vary depending on the office from which the third elected prosecutor originates.
The three non-prosecutor members are elected by the Assembly through a public competition and must meet a number of requirements relating to citizenship, education, professional experience, integrity and political independence. More specifically, they must hold a university degree in law, criminology, economics, management or public administration and have at least five years of professional experience in one of these fields. They must demonstrate high integrity and managerial skills, must not have exercised political functions during the previous five years and must not have close family ties with prosecutors, members of the Assembly, members of the Government or the President of Kosovo. In addition, they must not have exercised the function of prosecutor during the previous five years, must not have an indictment filed against them and must not have been convicted of a criminal offence, except for offences committed through negligence.
According to Article 108 of the Constitution, the Kosovo Judicial Council consists of 13 members. Seven judges are proposed by their peers, including two judges from the Supreme Court, two from the Court of Appeal and three from the Basic Courts. The remaining six members are non-judges elected by the Assembly, including two general members, two representatives of the Serbian community and two representatives of other communities. For positions reserved for minority communities, if the responsible Council members do not propose a candidate after two consecutive sessions, any other member of the Council may propose a candidate.

Moreover, the non-judge/non-prosecutor members in the council(s) are subject to some selection criteria.

According to Article 10, points 3 to 10, of Law No. 06/L-055 on the Kosovo Judicial Council and Article 9 of the Law on the Kosovo Prosecutorial Council, the non-judicial and non-prosecutorial members of the Councils are elected by the Assembly in accordance with Article 65(10) of the Constitution, through a secret ballot and by a majority vote of the deputies present and voting.
In the case of the Kosovo Prosecutorial Council, the three non-prosecutor members are selected from a list of candidates proposed by the relevant bodies and include one member from the Kosovo Chamber of Advocates, one professor from a law faculty of the Republic of Kosovo and one representative of civil society. The civil society representative is selected through a public competition announced by the Assembly and must possess high professional qualifications, proven knowledge in the field of justice and human rights, at least five years of experience in legal matters and the support of at least five civil society organisations active in the field of justice.

KPC: The candidate for appointment as a non-prosecutor member of the Council must be a citizen of the Republic of Kosovo, hold a university degree in law, criminology, economics, management or public administration and have at least five years of professional experience in one of these fields. Candidates must demonstrate high integrity and managerial skills, must not have exercised political functions during the previous five years and must not have close family ties with prosecutors, members of the Assembly, members of the Government or the President of Kosovo. In addition, they must not have exercised the function of prosecutor during the previous five years, must not have an indictment filed against them and must not have been convicted of a criminal offence, except for offences committed through negligence.

KJC: Non-judicial members of the Council must possess professional qualifications and expertise relevant to the functioning of the courts in Kosovo. They may include experts in fields such as management, finance, information technology or social sciences and must be able to contribute effectively to the work of the Council. Their appointment should reflect the multi-ethnic composition of Kosovo and comply with the principles of gender equality. They are recommended by the members of the Council elected by the Assembly, in accordance with Articles 8.3–8.5 of Law No. 06/L-055.

• Councils characteristics

Council for Judges

Procedure for nomination, election and dismissal of the Council members by the Assembly: 1. The procedure for the election of Council members by the Assembly begins six (6) months before the expiry of the mandate of the member. 2. Notwithstanding paragraph 1. of this Article, when the mandate expires prematurely, as determined by this Law, the procedure for the election of the member begins within thirty (30) days from the day the position is vacant. 3. The Assembly announces the open vacancy for the election of Council members in the official languages in written and electronic media. 4. The relevant Assembly Committee (hereinafter: the Committee) shall set out the requirements for the election of a member. The vacancy announcement cannot be shorter than fifteen (15) days and longer than twenty (20) days. 5. After the expiration of the vacancy announcement provided for in paragraph 4. of this Article, the Committee shall, within a period of fifteen (15) days, assess whether candidates meet the requirements to be elected as Council members, and shall reject candidates that do not meet the requirements defined in the vacancy announcement. 6. The Committee conducts an interview with each candidate who meets the requirements to be elected as Council member and, on the basis of the received information and the results of the interview, prepares a shortlist of candidates. 7. The list for the Assembly meeting consists of two (2) candidates for one position. 8. The Assembly elects the Council members through a secret voting. 9. If in the first round, the candidates proposed by the respective Assembly Committee do not receive the majority of votes of all the present and voting deputies, then in the second round the candidate with the highest number of votes shall be considered as elected. 10. The dismissal of the members elected by the Assembly shall be done by the Assembly with majority of the votes of all deputies of the Assembly, upon the proposal of the respective Committee or Council.

• Mandate: Members of then Judicial Council are elected for a five (5) year term without the right t reappointment as Council members.
• Chair, Vice-Chair, and three full-time committee chairs: The Chair, Vice-Chair, Chair of th Normative Committee, Chair of the Performance Evaluation Committee, and Chair for Court Administration serve full-time in the Council and suspend their judicial duties during their mandate. The Chair and Vice-Chair are elected from among the Council's members for a three (3) year term, which does not extend the member's 5-year term. They may be re-elected as Chair or Vice-Chair within their 5-year membership term.
• Performance evaluation: All members of the Council are subject to performance evaluation i accordance with the respective decisions of the High Judicial Council (KGJK).
• Part-time members: Members who are not Chair, Vice-Chair, or one of the three full-tim committee chairs serve part-time.

Term of office: 5 years

Body appointing the members

Judges/ prosecutors members are appointed by:	
✓	**Judges/Prosecutors Assemblies** ✓
✓	**Other** ✓
Non-judge/non-prosecutors members are appointed by:	
	Constitutional Court
✓	**Parliament** ✓
	Ministry of Justice
	Academic institution(s)
	Bar Association
	Other

Conditions for the term of office

	Term of office of members renewable
✓	**Full-time position** ✓
✓	**Members subject to evaluation procedures**

Council for Prosecutors

Prosecutor members. The Chief State Prosecutor is an ex officio member of the Kosovo Prosecutorial Council. The election of the other prosecutor members is based on the principles of competition, non-discrimination, transparency, integrity and objectivity. Elections are announced by the Council at least six months before the expiry of the mandate and are administered by an Election Commission established by the Council and supported by its Secretariat. After verifying the eligibility of candidates, the Election Commission organises the voting at the General Conference of State Prosecutors, where voting is secret. Candidates may appeal against the decisions of the Election Commission and, after the examination of appeals, the Council announces and certifies the final results of the election process.
Non-prosecutor members. The procedure for the election of members by the Assembly begins six months before the expiry of the mandate or, in case of premature termination, within 30 days after the vacancy arises. A special Committee composed of representatives of the Assembly, the Kosovo Prosecutorial Council, the Kosovo Judicial Council, the Consultative Council for Communities and the Anti-Corruption Agency is responsible for administering the selection process. The Committee announces the vacancy, verifies whether candidates meet the eligibility criteria, conducts interviews and prepares a shortlist based on the results of the evaluation. The three non-prosecutor members are elected by the Assembly through a secret ballot and by a majority vote of the deputies present and voting.

The Prosecutorial Council members shall remain in office for a five (5) year mandate, without the right of
re-election in the next regular term.
The Council members, other than the Chief State Prosecutor, shall serve in the Council on a full-time basis.
Council members, except the Chief State Prosecutor can not simultaneously exercise the duty of the chief prosecutor of any prosecution office. The Council prosecutor members, other than the Chief State Prosecutor, shall suspend the duty of prosecutor during their service as the Council members, but they shall not lose the status of prosecutor and shall have the right to be reinstated to service as prosecutor of the Prosecution Office in which they were appointed before the commencement of the term of Council member.
During the exercise of the function of Council member, the same cannot get promoted as well as cannot be appointed Chief Prosecutor of the respective Prosecution Office. Unless otherwise provided by the Law, a Council member shall not, during the term, exercise the function of a judge, lawyer, employee of the administration, including the performance of duties in the Government or in administrative bodies, institutions established by the Constitution or Law.

Term of office: 5 years

The Chief State Prosecutor as an ex-officio member stays in the Council until his mandate as Chief State Prosecutor ends (7 years).

According to Administrative Instruction No. 04/2025 on the Content of the Website of the Kosovo Judicial Council and Courts of the Republic of Kosovo, the Judicial Council publishes on its website, inter alia, sub-legal acts and strategic documents, disciplinary decisions and related Supreme Court decisions, work plans, statistical reports on the efficiency of judges and courts, reports of the Council's Committees, calendars and agendas of meetings, decisions of the Parole Panel, opinions of the Ethics Committee, employment opportunities, as well as news and other documents approved by the Council.

The Administrative Instruction also establishes specific deadlines for publication. Council decisions are published within five days of their approval, disciplinary decisions and Supreme Court decisions on related appeals within 15 days, work plans and statistical reports within 15 days of approval, and Ethics Committee opinions within seven days of their issuance. Agendas of meetings are published at least 48 hours in advance, while reports on hearings and published decisions are made available on a monthly basis.

https://www.gjyqesori-rks.org/raportet/

Accountability measures	
✓	Published activity reports
✓	Published decisions
✓	Reasoned decisions
✓	Other

Decisions are published after each KPC meeting (within a deadline of 15 days as foreseen by law). The decisions are reasoned.
Annual reports and work plans are published annually.
For every meeting there is a public release.
The publications are done in the web portal of the prosecutorial system:

https://prokuroria-rks.org/

Council for Judges

Duties and Responsibilities of the Council
According to the Law on the Kosovo Judicial Council, the Council is responsible for the organisation, management and administration of the judiciary and for overseeing the functioning of courts. It proposes to the President the appointment, reappointment and dismissal of judges and the appointment and dismissal of the President of the Supreme Court, while it decides on the appointment and dismissal of the President of the Court of Appeal, Presidents of Basic Courts and supervisory judges.
The Council is also responsible for organising judicial recruitment procedures, setting and monitoring admission and evaluation criteria, deciding on the number of judges and judicial positions, as well as on the promotion, transfer and disciplinary measures of judges. In addition, it prepares and oversees the judiciary's budget, conducts judicial inspections, determines court caseloads and ensures the efficient functioning of courts.
Furthermore, the Council establishes policies and standards regarding the training of judges and judicial staff, approves the codes of ethics applicable to judges and judicial staff, manages the central criminal records system, adopts sub-legal acts necessary for the exercise of its functions and cooperates with national and international institutions in matters relating to the judiciary.
The Council also ensures that recruitment procedures comply with the principles of merit, equal opportunities, gender equality and non-discrimination, decides on the organisation of competitions and examinations for judicial positions, and determines criteria regarding the ethnic composition of courts and reserved positions for non-majority communities.

Competences of the Council(s)

Council for Prosecutors

According to the Law on the Kosovo Prosecutorial Council, the Council is responsible for the organisation, management, administration and supervision of prosecution offices. It proposes to the President the appointment, reappointment and dismissal of prosecutors, as well as the appointment and dismissal of the Chief State Prosecutor, while it decides on the appointment of Chief Prosecutors, Deputy Chief Prosecutors and Heads of Departments.
The Council ensures that recruitment procedures comply with the principles of merit, equal opportunities, gender equality, non-discrimination and equal representation. It announces vacancies, organises examinations for candidates, determines the number of prosecutors in each prosecution office and establishes criteria regarding the ethnic composition of prosecution offices and the representation of non-majority communities.
The Council is also responsible for preparing and supervising the budget of the State Prosecutor and the Council, deciding on the promotion, transfer and discipline of prosecutors, setting criteria for the evaluation of prosecutors and prosecution offices, and ensuring the efficient functioning of prosecution offices. Furthermore, it establishes policies and standards regarding the training of prosecutors and other staff, approves the codes of professional ethics applicable to prosecutors, Council members and administrative staff, and ensures that prosecutors perform their functions independently, professionally and impartially.
In addition, the Council cooperates with national and international institutions, supervises the Secretariat and the Prosecution Performance Review Unit, adopts sub-legal acts and internal regulations, establishes committees as necessary and prepares annual reports on the activities and expenditures of the State Prosecutor and the Council.

Competence of the Council(s) in cases of evident breach of independence or impartiality of judges or in cases of pressure on prosecutors

In Kosovo, the Council for judges is competent in cases of evident breaches of indipendence or impartiality of judges. Moreover, the Council for prosecutors is competent in cases of pressure on prosecutors.
Article 3 of Law on Kosovo prosecutorial council: https://gzk.rks-gov.net/ActDetail.aspx?ActID=2709
The Council: 1.1. is a fully independent institution in the exercise of its functions in order to provide an independent, professional and impartial prosecutorial system as defined by the Constitution and by law;
1.2. ensures that the Prosecution Offices reflect the multi-ethnic nature of the Republic of Kosovo and takes the necessary measures in increasing the number of prosecutors from non-majority communities in Kosovo, in accordance with internationally accepted gender equality principles; 1.3. ensures that all the persons have equal access to justice; 1.4. ensures that the Prosecution Offices respect the principles of non-discrimination and proportionality, as well as human rights and gender equality, guaranteed by the Constitution and international agreements and instruments applied in the Republic of Kosovo; 1.5. in exercising duties and competencies, the Council acts in a manner that respects and preserves the independence of prosecutors while they perform their prosecution functions. The Council shall not order or influence, attempt to influence or otherwise undertake any action or make any statement which could reasonably be considered as an interference or attempt to interfere with the independence of the prosecution function in relation to any person, investigation or subject.

Kosovo Judicial Council: Competence of the Council regarding threats to judges' independence or impartiality
The Council is competent to act when it is evident that the independence or impartiality of a judge is being threatened by an external party. This competence is regulated under Article 32 of Administrative Regulation No. 03-2020 on the Organization and Functioning of the Kosovo Judicial Council.
•Requests for intervention can be submitted by judges, court presidents, or Council members.
•The Council evaluates the request, gathers relevant information, and votes on a Resolution.
•In urgent cases, the Resolution may be adopted electronically.
•Once approved, the Resolution is immediately published on the Council's official website and/or announced through a press release.
This procedure ensures that any external interference with a judge's independence or authority is addressed formally and transparently.
KPC Comment: Regarding security and independence of prosecutors, KPC, in its Strategic Plan 2025-2027 has foreseen as a first objective the commitment to avoiding undue influence on the work of the prosecutorial system. This objective has foreseen the establishment of mechanisms to track and report cases of undue influence, advancing capacity building programs for prosecutors and staff to recognize and resist undue influence, strengthen whistle-blower protection, enhance security measures for prosecutors facing threats or undue pressure in cooperation with Kosovo Police. During the last years the prosecutorial system was faced with cases of attempts of political influence through public declarations towards cases that were treated by prosecutors especially those of high level, and also towards activities of members of KPC. Also, there were cases of threats against prosecutors as a result of their work. In this regard, KPC from 2022 until now has published a total of 37 public releases in the form of reactions towards these actions that attempted to put pressure on the work of prosecutors or threaten them which came as a result of prosecutors' actions towards the completion of their constitutional and legal mandate. We also have the Association of Prosecutors which also reacts in such cases and stands in the protection of the work of prosecutors.
When there are more serious cases of threats against the security of prosecutors, close protection is provided to the prosecutors and their families, when necessary.
In the Republic of Kosovo, close protection (or "special protective/security measures") for prosecutors who are threatened is regulated by the Law on the State Prosecutor.
Article 36 of the Law on the State Prosecutor states that prosecutors "have the right to request from the Kosovo Prosecutorial Council (KPC) special protective measures for themselves and their families when the threat to their life or the life of a family member arises as a result of exercising prosecutorial duties."
Special protective measures are executed by the Kosovo Police, typically through a specialized close-protection unit, who provide physical protection to the prosecutor and their family. This is confirmed by several publicly known cases where threatened prosecutors were placed under 24-hour police protection.
Special protection may be requested and granted when there is a credible threat to the life or physical safety of a prosecutor or their family, arising from cases handled in the line of duty.

Reforms in Kosovo in 2025

The **Kosovo Judicial Council** (KJC), in cooperation with other justice institutions, has initiated the drafting and finalization of legislation derived from the Joint Declaration of Commitment,(the reform package), with the aim of advancing judicial reforms. The legislative drafts have been reviewed with particular focus on enhancing the efficiency, independence, and transparency of the judicial system.
The Civil Procedure Code for Kosovo is a legislative initiative aimed at harmonizing and modernizing civil procedures by consolidating them into a comprehensive document. The drafting process so far has involved joint work among the Ministry of Justice, the KJC, international partners, and other stakeholders, with a focus on efficiency, legal clarity, and practical implementation. The KJC has been part of the working group and has made significant contributions in this regard, providing recommendations and expertise. The Code is in the final stages of drafting. Establishment of the Administrative Court in Kosovo
The establishment of the Administrative Court is part of the reforms under the Strategy for the Rule of Law and the Declaration of Commitment, aiming to increase efficiency and specialization in handling administrative cases.
Steps taken by the KJC:
The KJC has identified secondary legislation derived from the Law on Administrative Conflicts:
1. Regulation No. 01/2026 – On internal organization and the systematization of positions in the Administrative Court 2. KJC Decision No. 156/2026 – Approves Version 3 of the criteria for case distribution in the courts of the Republic of Kosovo through the Ca Management Information System (SMIL) and the manner of implementation, supplemented with criteria for the Administrative Court 3. KJC Decision No. 155/2026 – Determines the conditions for transferring cases to the Administrative Court Professional judges an collaborators have been transferred to the Administrative Court. The KJC has decided that the Administrative Court will commence operations on May 5, 2026.

During 2025, the new Law on **Kosovo Prosecutorial Council** entered into force. This law changed the composition of the KPC, where from 13 members it now is foreseen to have 7 members. Also the permanent Committees of the KPC were reduced from 4 to 3. The changes with this law affected the administration as well. The Prosecutors' performance review unit was removed from the law. In this regard, KPC is in the process of finalizing all sublegal acts that had to be changed because of these legal changes.

Under discussion/in the process of adoption:
The Joint Commitment Statement is one of the key reforms that Kosovo is taking in the justice sector.
The Joint Commitment Statement includes laws on recruitment, performance evaluation, integrity control, and status of judges and prosecutors; amendments to the laws on the Kosovo Judicial Council, Kosovo Prosecutorial Council, disciplinary liability of judges and prosecutors, the Academy of Justice, and the administration of the judicial and prosecutorial systems.
In November 2024, the Ministry requested an opinion from the Venice Commission on the draft laws, focusing on performance evaluation, asset declarations and integrity checks, retirement age, and disciplinary procedures. Between January and March 2025, consultations were held with Venice Commission experts, resulting in three opinions adopted at its 142nd Plenary Session. A final opinion on the Prosecutorial Council law was received on 14 October 2025.
These draft laws finished public consultation process on 28 April 2026.
Adopted and implemented:
The reform of the administrative justice has taken its final shape. Following the Decision of the Constitutional Court issued on 9 January 2026, the Law on the Administrative Court, which was drafted by the Ministry of Justice, entered into force. This law establishes for the first time a specialized Administrative Court in the Republic of Kosovo. The Court exercises first-instance jurisdiction over all administrative disputes and labor disputes between natural persons and public bodies, as well as disputes between public bodies. It was functionalized officially on 5 May2026.
Pending adoption:
The Law on the State Bureau for Verification and Confiscation of Unjustifiable Assets, the Decision of the Constitutional Court issued on 9 January 2026, provided that the parliamentary procedure for its approval was not in accordance with the Constitution, therefore the Law could not enter into force.
Following the establishment of the new Government, on 30 March 2026, the Government of the Republic of Kosovo approved the Draft Law on the State Bureau for Verification and Confiscation of Unjustifiable Assets. The Draft Law was approved in First Reading in the Assembly on 17 April 2026, and remains under review by the Assembly, pending approval in Second Reading following the completion of these reviews. However, this draft law differs from the existing legislation, as its scope is limited to the verification of wealth in the context of civil proceedings.
The draft law establishes, organizes and determines the powers of the State Bureau for Verification and Confiscation of Unjustifiable Assets, a specialized authority responsible for monitoring, verifying and initiating confiscation proceedings concerning unjustifiable wealth, as well as determining the procedure for the verification and confiscation of unjustifiable assets. It establishes clear rules regarding the categories of persons subject to asset verification, the scope of assets to be declared, the timing and manner of declarations, and the institutional responsibilities for verification and confiscation.
The draft law is broadly aligned with the EU acquis and, in particular, with the safeguards deriving from the Charter of Fundamental Rights of the European Union. It is also aligned, mutatis mutandis, with relevant secondary EU legislation, including Regulation (EU) 2018/1805, Directive 2014/42/EU and Directive (EU) 2024/1260, notwithstanding that these instruments primarily regulate criminal confiscation regimes.
Additionally other planned reforms are:
Approval of the Civil Code;
The amendment of the Law on Mediation;
The drafting and approval of the Civil Procedure Code;
Amendment of the Law on Free Legal Aid;
Amendment of the Criminal Code and Criminal Procedure Code;
The amendment of the Law on Courts.

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