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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 - Serbia

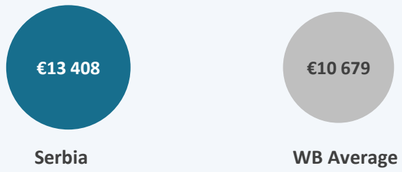
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Executive Summary - Serbia in 2025

Population in 2025



GDP per capita in 2025



Average annual salary in 2025



€15 469

WB Average: €13 849

Judicial organisation

Serbia has a multi-tiered judicial system organised into courts of general jurisdiction and specialised courts. In 2025, the country had 159 courts of law, corresponding to 2,4 courts per 100 000 inhabitants, slightly above the Western Balkans average. These include 66 Basic Courts, 25 Higher Courts, 4 Appellate Courts, 44 Misdemeanour Courts, 16 Commercial Courts, one Administrative Court and the Supreme Court. Besides specialised courts, specialisation is also ensured through dedicated chambers or judges, notably in labour and family matters, juvenile justice, domestic violence, corruption and organised crime.

Budget

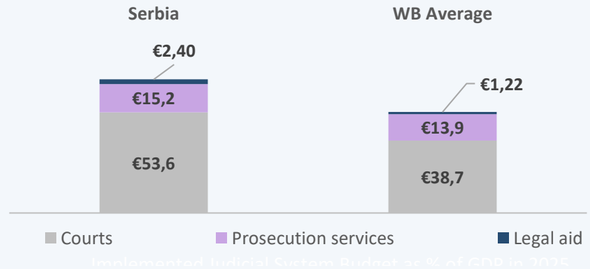
In 2025, Serbia implemented a judicial system budget (JSB) of €467 398 327, corresponding to €71,2 per inhabitant, significantly above the Western Balkans average of €53,8. The budget represented 0,53% of GDP and increased by 10,7% compared to 2024. Courts accounted for 75,3% of the total budget, followed by prosecution services (21,3%) and legal aid (3,4%). Part of the increase compared to 2024 is explained by the inclusion of the Administrative Court, the Commercial Appellate Court and the Misdemeanour Appellate Court as direct beneficiaries of budget funds.

Legal aid

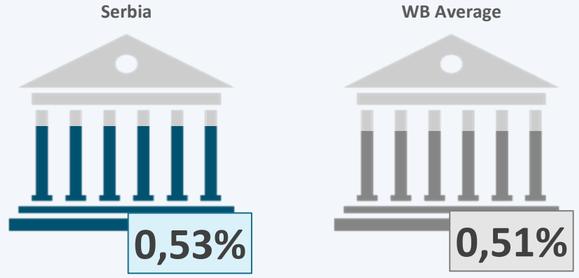
In 2025, Serbia allocated €15 730 240 to legal aid, corresponding to €2,40 per inhabitant, substantially above the WB Median of €0,38. This budget represented 3,4% of the judicial system budget and 0,0179% of GDP. The sharp increase observed since 2022 is mainly explained by a methodological change, as mandatory representation by lawyers appointed *ex officio* is now reported as legal aid expenditure in line with the CEPEJ methodology. Legal aid is available in both criminal and non-criminal matters and covers legal advice, legal assistance and representation before courts. It is granted primarily on the basis of the applicant's financial situation, while several vulnerable groups benefit from automatic entitlement. In 2025, 6 616 requests for legal aid were granted (0,10 per 100

Budget of the Judicial System

Implemented Judicial System Budget per inhabitant in 2025

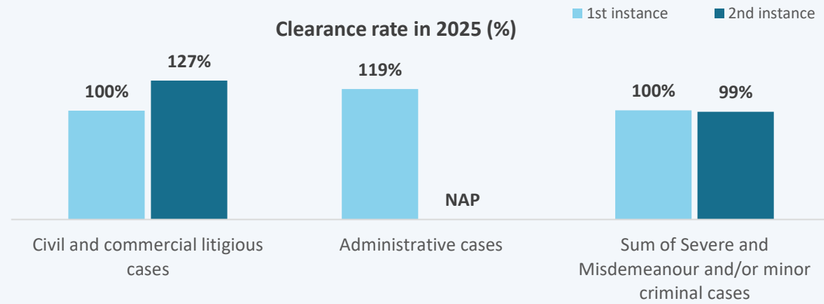


Implemented Judicial System Budget as % of GDP in 2025

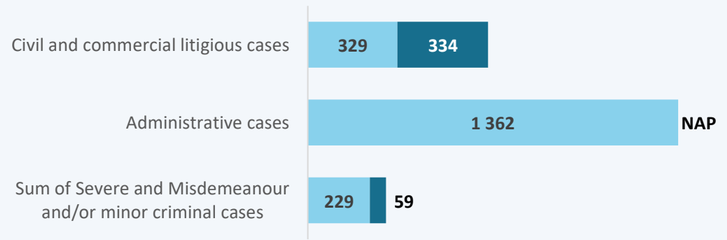


Efficiency

Clearance rate in 2025 (%)



Disposition time in 2025 (days)



Efficiency**

In 2025, Serbia continued to show overall solid judicial efficiency in civil and criminal matters, while administrative justice remained the main area of concern. At first instance, civil and commercial litigious cases remained stable, with a clearance rate of 100% and a disposition time of 329 days, while criminal cases also performed well, reaching a clearance rate of 100% and a slightly improved disposition time of 229 days. By contrast, administrative cases, although improving compared with 2024, continued to show the weakest results: the clearance rate rose sharply from 35% to 119%, and disposition time fell from 1 921 to 1 362 days, but this category remained by far the slowest. This improvement was supported by an increase in the number of judges in the Administrative Court and by targeted backlog-reduction measures, although a large stock of older pending cases continues to weigh on performance.

At second instance, Serbia maintained strong results overall. Civil and commercial litigious cases recorded a clearance rate of 127%, suggesting that appellate courts were not only able to keep up with incoming cases but also to reduce part of the backlog of older pending cases, although disposition time remained relatively high at 334 days. Criminal cases remained particularly efficient, with a clearance rate of 99% and a disposition time of only 59 days, well below the regional average. Administrative cases are not subject to appeal under Serbian law. Overall, the 2025 data confirm Serbia's good performance in civil and criminal matters at both instances, while also showing that administrative justice, despite recent progress, continues to face significant structural delays.

Public prosecution

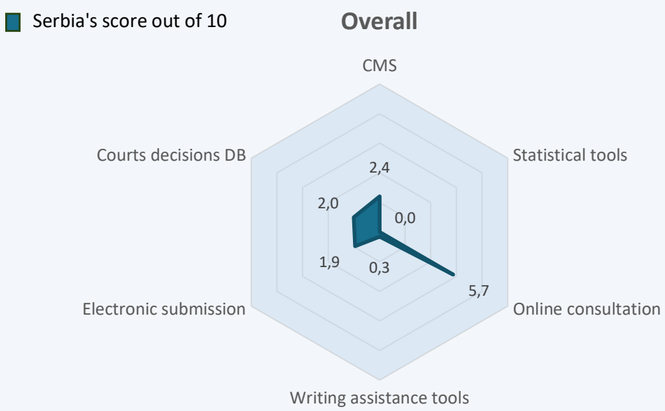
In 2025, Serbia's public prosecution services received 1,11 incoming first instance criminal cases per 100 inhabitants involving known perpetrators, processed 1,06, and had 1,49 cases pending at year-end. The clearance ratio stood at 0,95, indicating a slight deterioration compared with 2024 and suggesting that incoming cases continued to exceed processed cases. At the same time, when cases involving unknown perpetrators are also taken into account, the overall number of incoming criminal cases rose substantially, from 1,17 per 100 inhabitants in 2024 to 1,68 in 2025. Among processed cases involving known perpetrators, the majority were discontinued during the year (0,60 per 100 inhabitants), while 0,42 were brought to court and 0,04 were concluded by a penalty or a measure imposed or negotiated by the public prosecutor.

**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.

ICT tools

Serbia has a well-established but unevenly developed ICT environment in the judiciary. Case management systems are deployed and used in almost all courts and across all main case categories, while online consultation tools are also widely available and relatively well used. By contrast, electronic submission of cases remains limited to administrative matters and is used only in a small share of cases. Court decisions are published online and in internal databases across all instances, but publication rates vary considerably: administrative decisions and decisions of the highest courts are published much more systematically than civil and criminal decisions at first and second instance. Statistical functionalities exist within the judicial information system, but no quantified information on their deployment and actual use was reported for 2025. Writing assistance tools remain very limited and are confined to template-based functionalities in parts of civil and criminal case management.

ADR

In 2025, Serbia continued to provide court-related mediation supported by legal aid, but without mandatory mediation or mandatory informative sessions. A total of 6 164 court-related mediations were initiated, mainly in consumer, civil and commercial, and other disputes such as banking, insurance, compensation and workplace harassment. The number of mediators remained well above the WB median, at 18,9 per 100 000 inhabitants, although slightly lower than in 2024, and women accounted for 68,7% of all mediators. Court-related mediation may be provided by private mediators, public authorities and judges. Overall, Serbia has established a broad legal framework for mediation, conciliation and arbitration, but the practical use of ADR mechanisms remains relatively limited.

Training

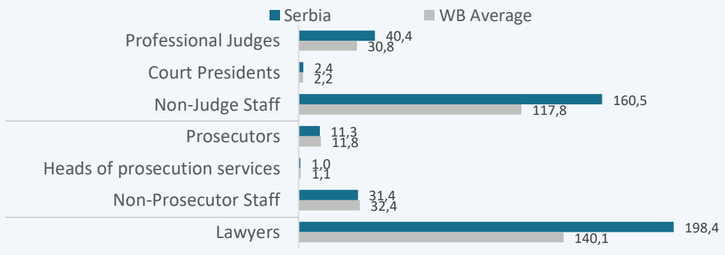
In 2025, Serbia allocated € 7 160 046 to judicial training, corresponding to € 1,09 per inhabitant, above the WB average of € 0,88. A total of 2 755 participants, including 1 258 judges and 568 prosecutors, took part in 220 live training sessions. Participation levels nevertheless remained low by regional standards, with an average of 0,5 live trainings per judge and 0,8 per prosecutor, both well below the WB averages. Internet-based training expanded compared to 2024, with 29 trainings delivered through the Judicial Academy's e-learning platform and 567 participants in total. While there is no mandatory annual minimum of in-service training, some specialised functions remain conditional on the completion of compulsory training, and unjustified absence from mandatory training may constitute a disciplinary offence. The relatively low average number of participants per session (12,5) reflects the prevalence of targeted small-group trainings.

ECHR

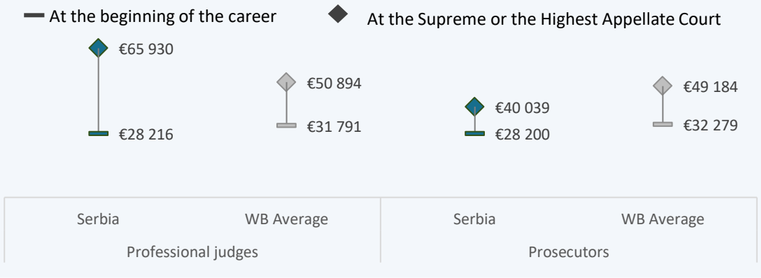
In 2025, the European Court of Human Rights allocated 1 122 applications to a judicial formation for Serbia, a figure broadly stable compared to 2024. At the same time, the number of judgments finding at least one violation more than doubled, rising from 11 to 24, including 7 concerning the right to a fair trial and 2 concerning the length of proceedings. The number of

Professionals of Justice

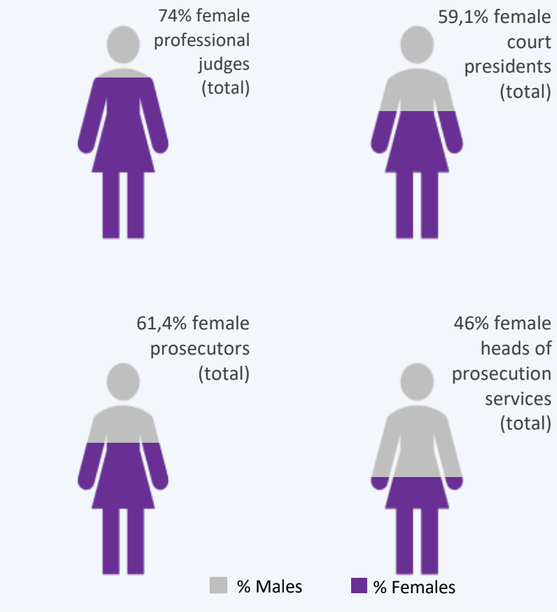
Total number of professionals per 100 000 inhabitants in 2025



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



Professionals and gender

In 2025, Serbia had 40,4 professional judges per 100 000 inhabitants, significantly above the WB average of 30,8, while the number of prosecutors stood at 11,3 per 100 000, slightly below the regional average of 11,8. Since 2019, the number of judges increased by 4,1%, while the number of prosecutors remained broadly stable. The ratio of non-judge staff per judge rose to 4,0, above the WB average of 3,8, while the ratio of non-prosecutor staff per prosecutor increased sharply to 2,8, also above the regional average of 2,6. Serbia continues to display a strong feminisation of the judiciary: women represented 74% of judges and 61,4% of prosecutors, both above WB averages. Female representation was also high among court presidents (59,1%), while slightly below the regional average among heads of prosecution services (46%). Starting salaries for judges and prosecutors remained below the WB average in relative terms, at 1,8 times the national average salary in both cases, while end-of-career judicial salaries reached 4,3 times the national average salary.

Reforms

In 2025, Serbia continued the implementation of judicial reforms aimed at strengthening judicial independence, improving efficiency, reducing backlogs and modernising court administration in line with European standards. The constitutional and legislative framework introduced in recent years to reinforce the independence and budgetary autonomy of the High Judicial Council and the High Prosecutorial Council remained in place, while implementation focused on court and prosecution management, judicial network optimisation, digitalisation and case management. Particular attention continued to be paid to backlog reduction through the implementation of the Unified Backlog Reduction Programme 2021–2025. During 2025, preparatory work also started on a new backlog reduction programme for 2026–2030, based on the analysis of court performance and aimed at further strengthening efficiency and timely adjudication.

Kosovo is not included in the calculation of summary statistics*

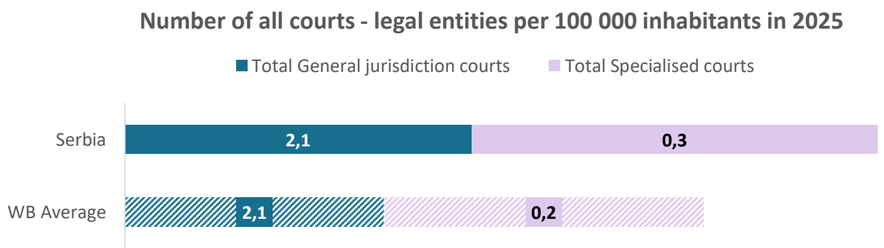
* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

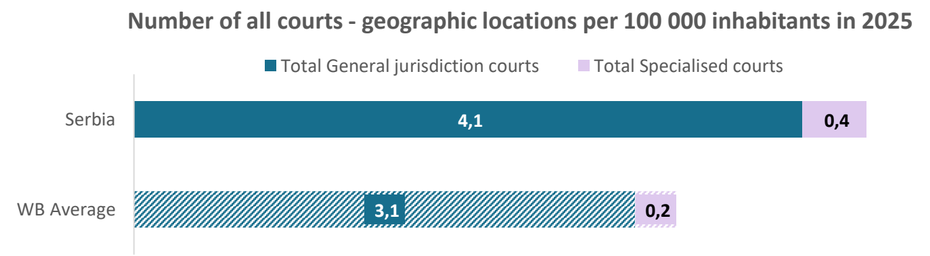
Judicial organisation in Serbia in 2025 (Indicator 2.0)

The judicial system of Serbia is organised into courts of general jurisdiction and specialised courts, with the Supreme Court acting as the highest judicial authority. The Supreme Court decides on extraordinary legal remedies in civil and criminal matters and is also the highest instance for cases originating from specialised courts.
Courts of general jurisdiction comprise 66 Basic Courts acting as first-instance courts, 25 Higher Courts and 4 Appellate Courts acting as second-instance courts, as well as the Supreme Court. In addition, misdemeanour cases are dealt with by 44 Misdemeanour Courts at first instance and by one Misdemeanour Appellate Court seated in Belgrade.
The specialised court system consists of 16 Commercial Courts, one Commercial Appellate Court and one Administrative Court. Commercial courts deal with disputes between business entities, insolvency proceedings and commercial offences, while the Administrative Court has nationwide jurisdiction over disputes concerning the legality of administrative acts adopted by public authorities.
In 2025, Serbia had a total of 159 courts as legal entities and 297 court locations. General jurisdiction courts accounted for 141 legal entities and 271 locations, while specialised courts represented 19 legal entities and 26 locations. With 2,4 courts per 100 000 inhabitants, Serbia was slightly above the Western Balkans average of 2,3.
Besides the existence of specialised courts, specialisation is also ensured through dedicated chambers and judges within ordinary courts. Specialised chambers or judges exist, inter alia, for labour and family matters, enforcement of criminal sanctions, juvenile justice, domestic violence, economic crime, corruption and organised crime. In particular, specialised departments for the suppression of corruption operate within the Higher Courts of Belgrade, Novi Sad, Niš and Kraljevo, while organised crime and terrorism cases are concentrated in specialised departments of the Higher Court and the Appellate Court in Belgrade.

• 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)		159	2,4	2,3	297	4,5	3,3
General jurisdiction	Total General jurisdiction courts (1)	141	2,1	2,1	271	4,1	3,1
	1st instance	110	1,7	1,6	237	3,6	2,6
	2nd instance	30	0,5	0,4	33	0,5	0,4
	Highest instance	1	0,0	0,1	1	0,0	0,1
Specialised courts	Total Specialised courts (2)	19	0,3	0,2	26	0,4	0,2
	1st instance	17	0,3	0,2	24	0,4	0,2
	2nd instance	1	0,0	0,0	1	0,0	0,0
	Highest instance	1	0,0	-	1	0,0	-





The judicial system of Serbia is organised into courts of general jurisdiction and specialised courts. Courts of general jurisdiction comprise 66 Basic Courts, 25 Higher Courts, 4 Appellate Courts and the Supreme Court. Misdemeanour cases are dealt with by 44 Misdemeanour Courts and one Misdemeanour Appellate Court. The Supreme Court is the highest judicial authority and decides on extraordinary legal remedies in civil and criminal matters, including cases originating from specialised courts.
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• 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		✓

Commercial and insolvency – Serbia has 16 Commercial Courts and one Commercial Appellate Court. Commercial courts adjudicate disputes between business entities, insolvency and reorganisation proceedings, commercial offences, as well as disputes concerning intellectual property rights and related enforcement measures.

Labour – Labour disputes are dealt with by specialised judges within the civil departments of Basic and Higher Courts. The Appellate Court in Belgrade has five specialised labour chambers.

Family and domestic violence – Basic and Higher Courts have specialised family departments staffed by judges who have received specific training in children's rights. These departments also deal with domestic violence cases and urgent protective measures.

Enforcement of criminal sanctions – Each Higher Court appoints a specialised judge responsible for the enforcement of criminal sanctions.

Administrative – The Administrative Court is a specialised court with nationwide jurisdiction over disputes concerning the legality of administrative acts adopted by public authorities.

Juvenile – Higher and Appellate Courts have specialised juvenile departments. Proceedings against juveniles are conducted by specially trained judges and chambers with expertise in children's rights and juvenile delinquency.

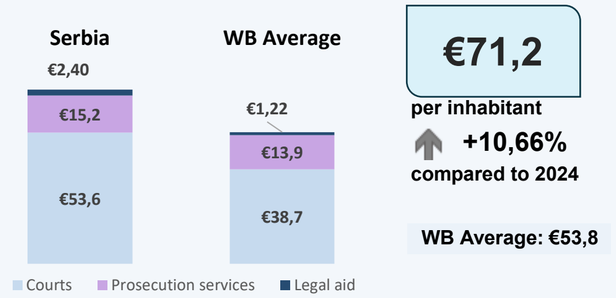
Economic crime and corruption – Special departments for the suppression of corruption operate within the Higher Courts of Belgrade, Novi Sad, Niš and Kraljevo and are competent for corruption and economic crime cases.

Organised crime and terrorism – A specialised department for organised crime operates within the Higher Court in Belgrade, with appeals handled by a specialised department of the Appellate Court in Belgrade.

War crimes – A specialised War Crimes Department operates within the Higher Court in Belgrade.

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

Implemented Judicial System Budget per inhabitant



€71,2

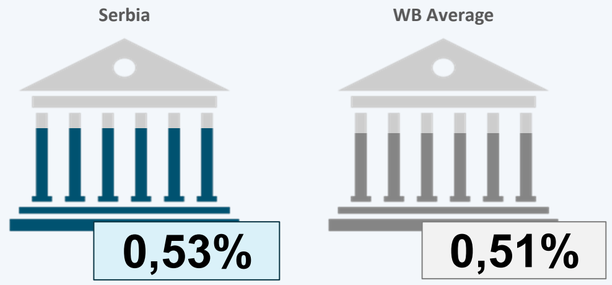
per inhabitant

+10,66%

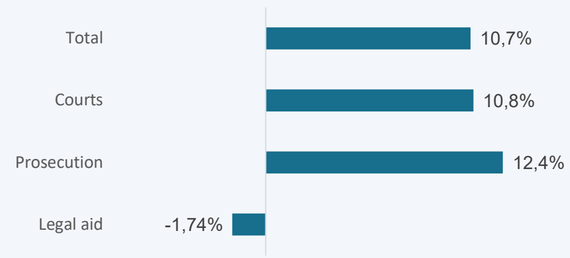
compared to 2024

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 Serbia was €71,2 per inhabitant, which is significantly higher than the WB Average (€53,8). This amount reflects a +10,66% increase compared to 2024. Within this budget, €53,6 was allocated to courts, €15,2 to prosecution services, and €2,4 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), Serbia dedicated 0,53% of its total economic output to the judicial system, which was comparable to the WB Average of 0,51%. These figures indicate that Serbia invests more in its judicial system both per inhabitant and as a share of GPD compared to the WB Average. These figures indicate that Serbia invests more in its judicial system both per inhabitant and as a share of GPD compared to the WB Average.

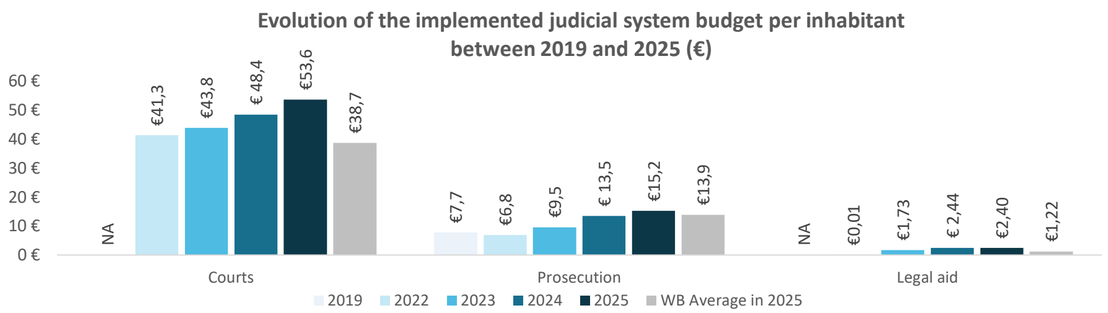
• Budget allocated to the judicial system (courts, prosecution services and legal aid)

In 2025 the implemented judicial system budget reached €467 398 327. The data show an increase compared to 2024 (10,66%). With respect to economic output, the judicial system budget accounted for 0,53% of GDP in 2025. Notably, this proportion increased significantly by 0,02 percentage points since the previous year.

Looking more closely at the different components of the judicial system budget, most of the judicial system budget was devoted to courts, which received 75,3% of the total, followed by prosecution services (21,3%) and legal aid (3,4%).The implemented budget for courts was €351 993 395, which represents per inhabitant spending of €53,6 compared with €38,7 for the WB Average. The courts' budget per inhabitant grew by 10,8% since 2024. The courts' share of GDP was 0,4%, ahead of the regional average of 0,36%.The prosecution saw an implemented budget of €99 674 692 (€15,2 per inhabitant vs the regional average of €13,9). This budget category more than doubled since 2019 (96,07%) and rose from 2024(12,36% .Morevoer, the prosecution's share of GDP was 0,11%, compared to the WB Average of 0,13%.Meanwhile, legal aid's implemented budget was €15 730 240, equivalent to €2,4 per inhabitant — substantially higher than the regional average. The legal aid budget remained stable by -1,7% from the previous year. Its GDP share was 0,018%, 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	€476 328 324	€467 398 327	€71,2	€53,8	NA	10,7%	0,53%	0,51%	NA	0,017
Courts	€359 626 214	€351 993 395	€53,6	€38,7	NA	10,8%	0,40%	0,36%	NA	0,013
Prosecution	€100 862 338	€99 674 692	€15,2	€13,9	96,1%	12,4%	0,11%	0,13%	0,00	0,005
Legal aid	€15 839 772	€15 730 240	€2,40	€1,22	NA	-1,74%	0,018%	0,012%	NA	-0,002

PPT = Percentage points

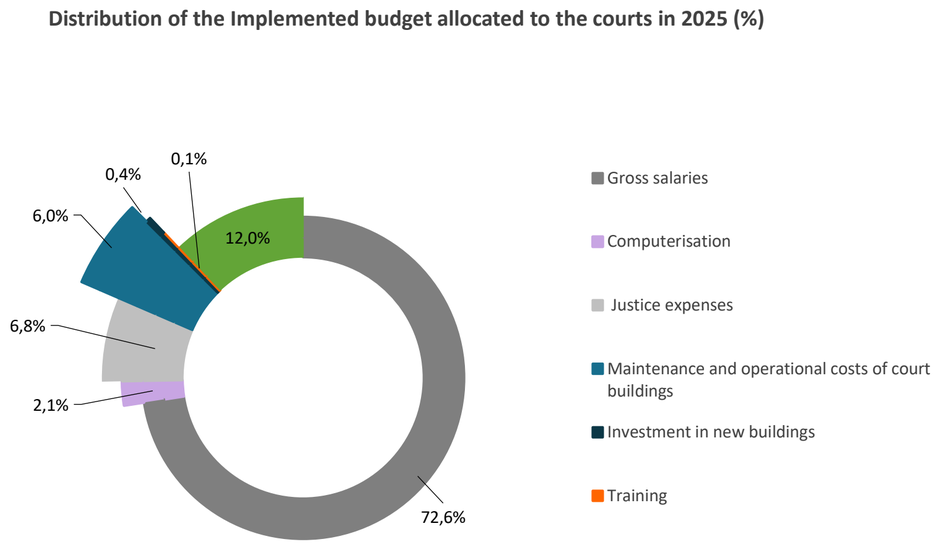


Significant changes compared to 2024 are partly explained by an expansion of the reporting scope. In 2025, the budget figures also include the Administrative Court, the Commercial Appellate Court and the Misdemeanour Appellate Court as direct beneficiaries of budget funds. In addition, data on legal aid expenditure remain only partially available at central level, as a substantial share of the costs is borne by local self-government units and is therefore not fully reflected in the reported figures.

• Budget allocated to the functioning of the courts - Categories

In 2025, Serbia spent €351 993 395 on the implemented budget for courts. The largest share of the implemented court budget (72,6%) 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 12% of the total courts budget, highlighting a variety of miscellaneous costs not specified in other budget lines. Moreover, justice expenses represented 6,8% of the budget, indicating the importance of the costs associated with activities that are procedurally and functionally connected to the conduct of judicial proceeding. Maintanance and operation costs of court buildings made up 6% while computerisation was allocated 2,1% of the total budget. Finally,investment in new buildings and training were allocated 0,36% and 0,148% 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)	€359 626 214	€351 993 395	NA	NA	11,0%	10,2%
1. Gross salaries	€258 036 428	€255 421 450	84,0%	84,2%	23,8%	23,3%
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)	€7 964 917	€7 521 875	8,8%	22,6%	7,3%	9,1%
3. Justice expenses	€24 090 496	€23 939 736	NA	NA	-8,2%	-8,5%
4. Maintenance and operational costs of court buildings	€21 983 003	€21 070 450	2426,4%	2634,4%	4,3%	3,4%
5. Investment in new buildings	€1 326 899	€1 274 294	-90,9%	-90,6%	-28,1%	12,6%
6. Training	€582 884	€521 277	NAP	NAP	25,7%	17,2%
7. Other	€45 641 586	€42 244 313	NA	NA	-21,9%	-26,2%

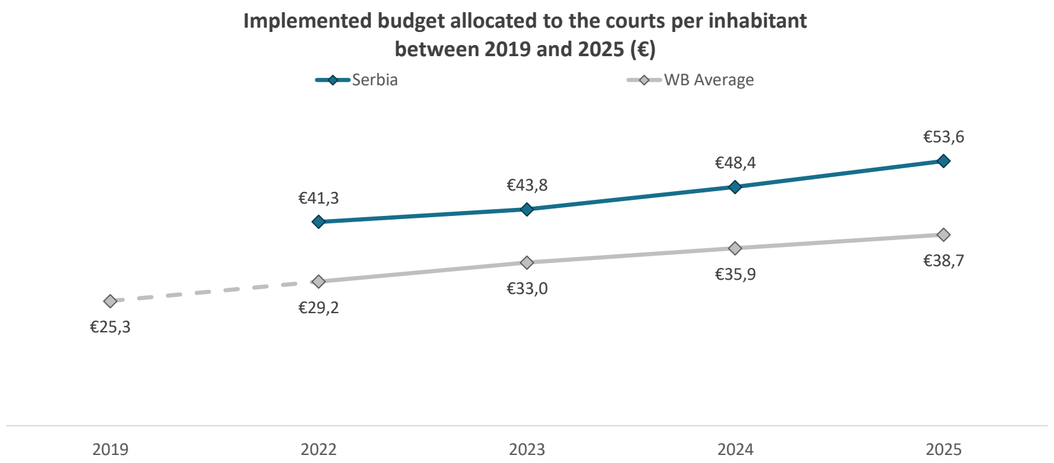


There are significant differences compared to the 2024 budget, mainly due to the expansion of the reporting scope. In 2025, the reporting process also included additional direct beneficiaries of budget funds, namely the Administrative Court, the Commercial Appellate Court and the Misdemeanour Appellate Court.

When reviewing the trend through the years, Serbia's budget for courts per inhabitant was €41,3 in 2022 and attained €53,6 in 2025, representing a total growth of 29,9% over this period. The most pronounced annual change occurred between 2024 and 2025 when the budget shifted from €48,4 to €53,6, equating to a 10,8% increase.

In each year, Serbia's budget for courts consistently remained above the WB Average, which rose from €25,3 in 2019 to €38,7 by 2025. The gap between Serbia and the regional average was most significant in 2025, reaching €14,9 more per inhabitant than the WB Average. The only period of notable convergence occurred in 2023, when the gap narrowed to €10,8 per inhabitant.

The analysis demonstrates that Serbia has increased its per inhabitant funding for courts over the recents years and this investment continues to be higher than its regional peers.



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

In 2025, Serbia spent €99 674 692 on the implemented budget for public prosecution services. The largest share of this budget (66,5%) was allocated to gross salaries, highlighting the substantial share of the expenditure dedicated to staff costs. The next substantial category is prosecution expenses, which accounted for 24,79% of the total, indicating the importance of expenditures that are directly tied to the functions of prosecution. Moreover, computerisation represented 3,2% of the implemented budget, illustrating the public prosecution services' sustained investment in and support for their IT infrastructure. The "other" category made up 3% while maintenance and operating costs of the premises was allocated 2,5% of the total budget. Finally,investment in new buildings and training were allocated 0% of the total budget allocation.

	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)	€100 862 338	€99 674 692	81,5%	84,9%	11,8%	11,7%
1. Gross salaries	€66 999 319	€66 326 942				
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	NA	NA				
2. Computerisation	€3 255 854	€3 179 401				
3. Prosecution expenses	€24 904 016	€24 705 229				
4. Maintenance and operating costs of the premises	€2 531 129	€2 437 951				
5. Investment in new buildings	€0	€0				
6. Training	€5 697	€3 757	NA	NA	NAP	NAP
7. Other	€3 166 324	€3 021 413				

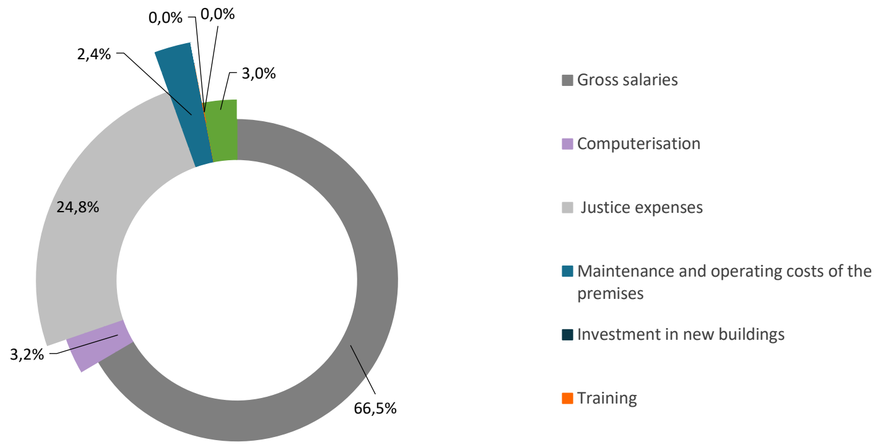
The budget data were collected from the following institutions: the Ministry of Justice, the High Prosecutorial Council, the Supreme Public Prosecutor's Office, the Public Prosecutor's Office for War Crimes, and the Public Prosecutor's Office for Organised Crime.
Line 6 includes travel costs, registration fees and per diems related to participation in training activities.

When looking at the trend through the years, Serbia's public prosecution services budget per inhabitant was €7,7 in 2019 and attained €15,2 in 2025, representing a total growth of 96,1% over this period. The most pronounced annual change occurred between 2023 and 2024 when the budget shifted from €9,5 to €13,5, equating to a 42,4% increase.

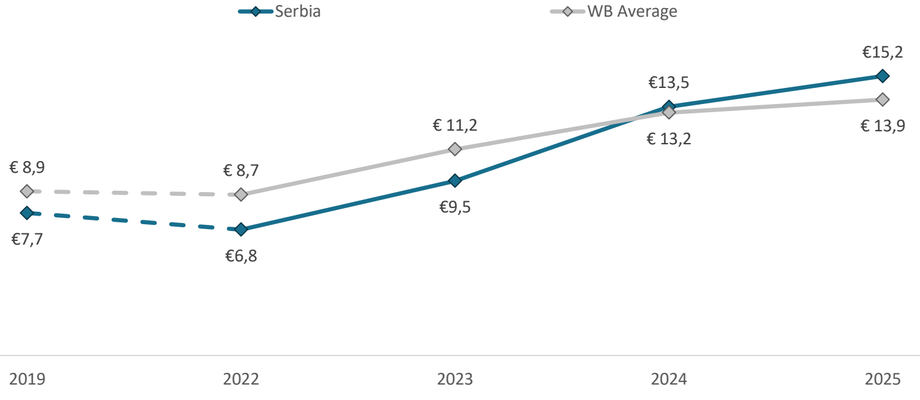
Compared with the regional average trend, Serbia's budget for public prosecution services steadily declined over the years, reaching €1,3 difference with the WB Average in 2025. The gap between Serbia and the regional average was most significant in 2022, reaching -€1,9 less per inhabitant than the WB Average. The only notable convergence occurred in 2024, when the gap narrowed to €0,3 per inhabitant.

The analysis demonstrates that while Serbia 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	NA	NA
Prosecution services	NA	NA
Legal aid	NA	NA

Data on external donors funds are not available.

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

Professional Judges

40,4

per 100 000 inhabitants

+4,1%

compared to 2019

WB Average: 30,8



74% female judges (total)

Prosecutors

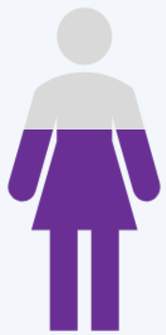
11,3

per 100 000 inhabitants

+0,2%

compared to 2019

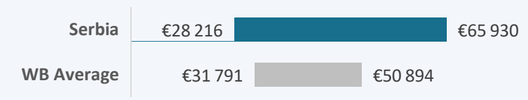
WB Average: 11,8



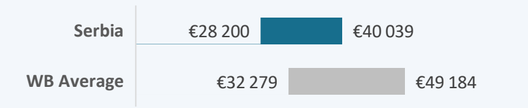
61,4% female prosecutors (total)

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, Serbia had 40,4 professional judges per 100 000 (significantly higher than the WB Average of 30,8); whereas prosecutors were 11,3 per 100 000 inhabitants, which is slightly lower than the WB Average (11,8). More than half of professional judges and prosecutors were women (WB Average was 65,6% and 56,6%, respectively).

• Professional Judges

Professional judges in 2025

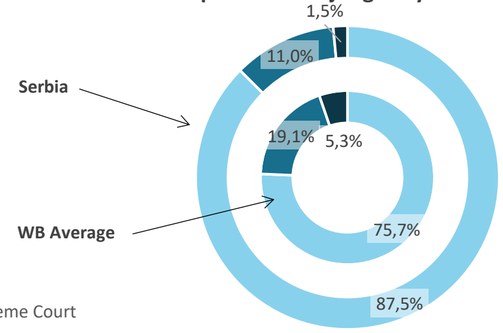
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	2 654	100,0%	40,4	30,8
1st instance courts	2 322	87,5%	35,4	23,2
2nd instance courts	292	11,0%	4,4	6,0
Supreme Court	40	1,5%	0,6	1,6

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 Serbia was 2 654. This number translated to a ratio of 40,4 judges per 100 000 inhabitants, which was significantly higher than the WB Average of 30,8.

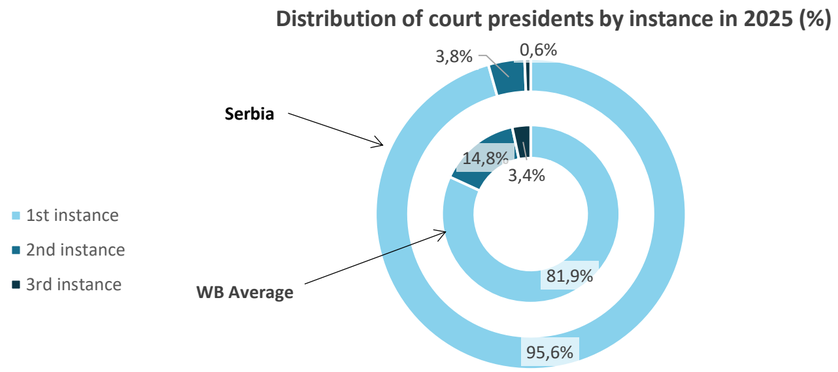
When examining the trends over the past 6 cycles, there has been no significant change in the number of professional judges. Since 2019, the number of professional judges per 100 000 inhabitants remained stable by 4,1%.

Looking at the distribution of the professional judges by instance, 87,5% of judges are assigned to the first instance courts. This is 11,8 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	159	100,0%	2,4	2,2
1st instance courts	152	95,6%	2,3	1,8
2nd instance courts	6	3,8%	0,1	0,3
Supreme Court	1	0,6%	0,02	0,07

In 2025, Serbia had a total of 159 court presidents. This figure corresponds to 2,4 per 100 000 inhabitants and was slightly higher than the WB Average of 2,2.

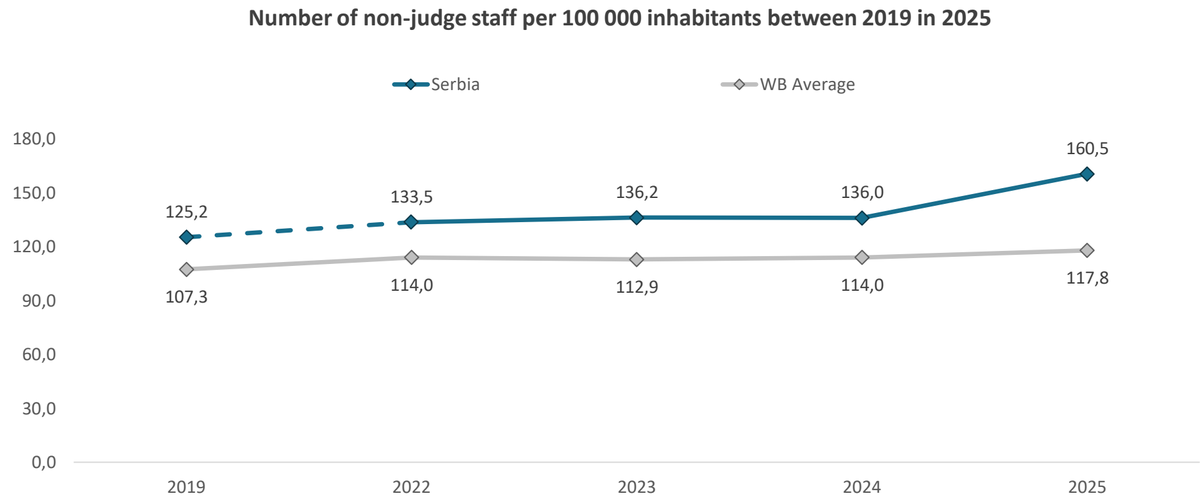


Role of the court president

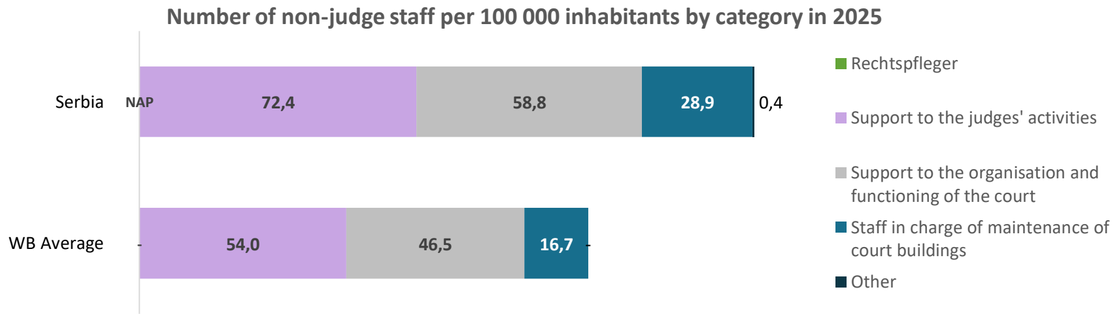
The powers and duties of court presidents are regulated by Article 53 of the Law on the Organisation of Courts. Court presidents organise and represent the court, manage court administration and are responsible for ensuring the proper, timely and lawful functioning of the court. They are also responsible for safeguarding judicial independence, ensuring compliance with the Court Rules of Procedure and preventing undue delays in proceedings.
Each court has one or more deputy court presidents who act on behalf of the court president in the event of absence or impediment. Where several deputy presidents are appointed, one of them is designated to replace the court president.

• 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	10 539	100,0%	160,5	117,8
Rechtspfleger	NAP	NAP	NAP	-
Support to the judges' activities	4 754	45,1%	72,4	54,0
Support to the organisation and functioning of the court	3 865	36,7%	58,8	46,5
Staff in charge of maintenance of court buildings	1 896	18,0%	28,9	16,7
Other	24	0,2%	0,4	-



In 2025, the total number of non-judge staff was 10 539, which represents 160,5 per 100 000 inhabitants. This figure marks a 18% increase compared to 2024, when non-judge staff totaled 136,0 per 100 000 inhabitants. Over the longer period from 2019 to 2025, the total number of non-judge staff per 100 000 inhabitants rose by 28%.
The largest group of non-judge staff were those supporting judges' activities, accounting for 45% of the total, followed by staff in charge to support to the organisation and functioning of the court, who represented 37%.



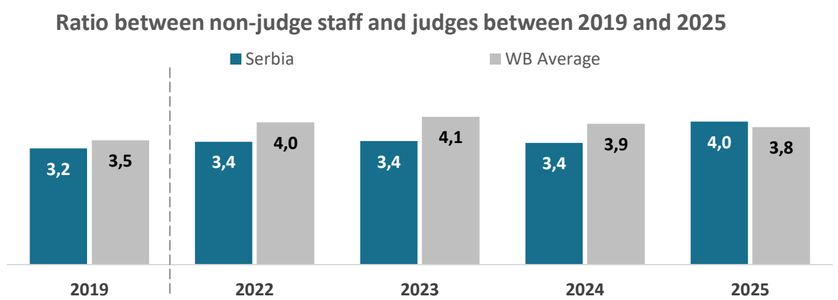
Judicial assistants are included under category "2. Non-judge staff". They assist judges in their work by drafting decisions, preparing case files and providing support during hearings. Judicial and prosecutorial assistants are law graduates who have passed the Bar examination and are employed by courts or public prosecution offices.
"Other non-judge staff" include translators, spokespersons, media coordinators, court interpreters, librarians and staff responsible for international projects and European integration.

• Ratio between non-judge staff and professional judges

In Serbia, the ratio of non-judge staff per professional judge was 4 in 2025, whereas the WB Average was 3,8. This increased since 2019.

	Ratio in 2025		% Variation 2019 - 2025
	Serbia	WB Average	Serbia
Total	4,0	3,8	23,1%

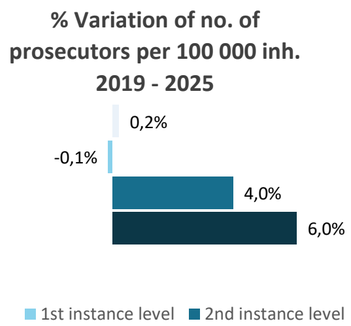
For reference only: the 2024 EU median ratio of non-judge staff per judge is 3,3.

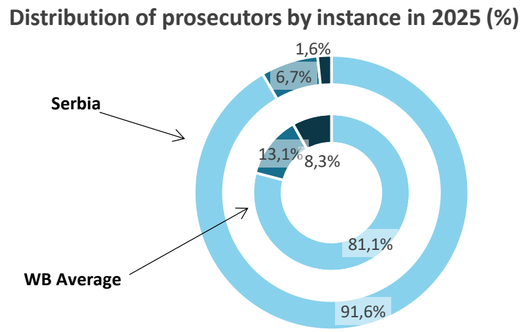


• Prosecutors

	Number of prosecutors by instance in 2025			
	Absolute number	% of the total	Per 100 000 inhabitants	WB Average per 100 000 inhabitants
Total	741	100,0%	11,3	11,8
1st instance level	679	91,6%	10,3	9,4
2nd instance level	50	6,7%	0,8	1,8
Supreme Court level	12	1,6%	0,2	1,0

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





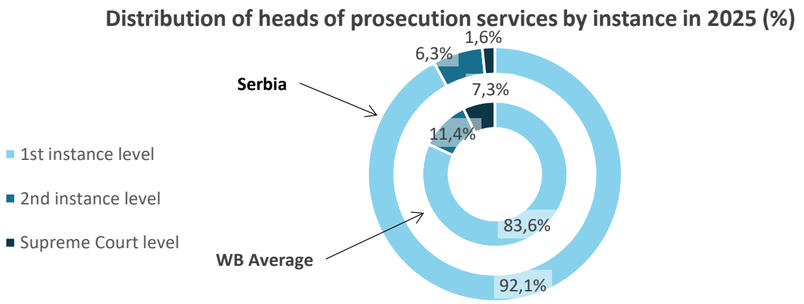
In 2025, Serbia had 741 prosecutors in total, which equates to 11,3 per 100 000 inhabitants. This figure was slightly lower than the WB Average of 11,8).

Over the period between 2019 and 2025, the total number of prosecutors per 100 000 inhabitants no significant change by 0,2% .

Looking at the distribution of the prosecutors by instance, 91,6% of prosecutors are assigned to the first instance courts. This is 10,5 percentage points higher than the WB Average (81,1%).

• 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	63	100,0%	1,0	1,1
1st instance level	58	92,1%	0,9	0,9
2nd instance level	4	6,3%	0,1	0,2
Supreme Court level	1	1,6%	0,02	0,07

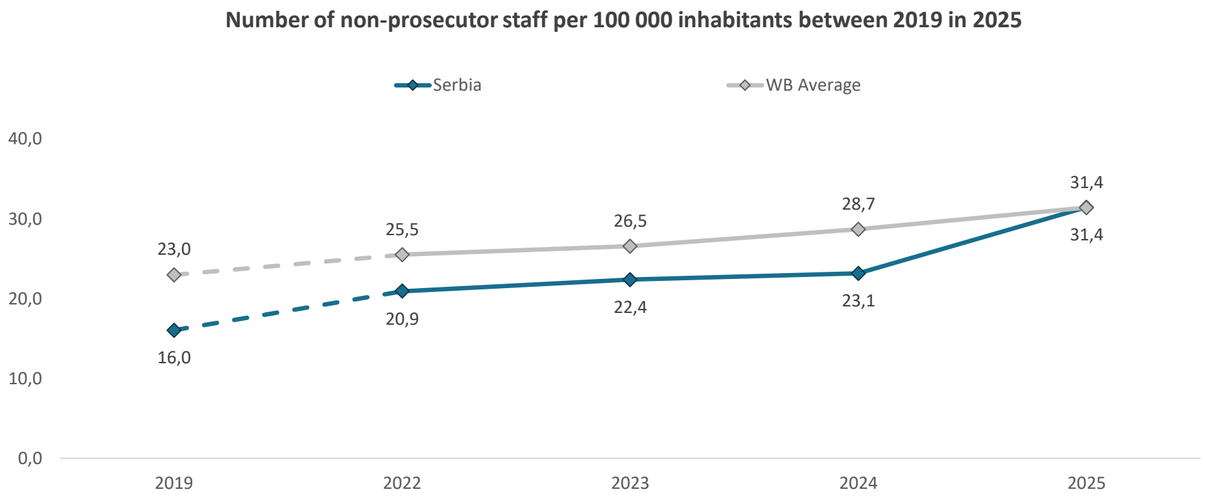


In 2025, Serbia had a total of 63 heads of prosecution services, corresponding to 1 per 100 000 inhabitants. This figure was lower than the WB Average of 1,1.

The figures presented in the table refer only to elected Chief Public Prosecutors. In addition, there were 23 acting (ad interim) Chief Public Prosecutors in 2025 (12 men and 11 women), who are not included in the reported total.

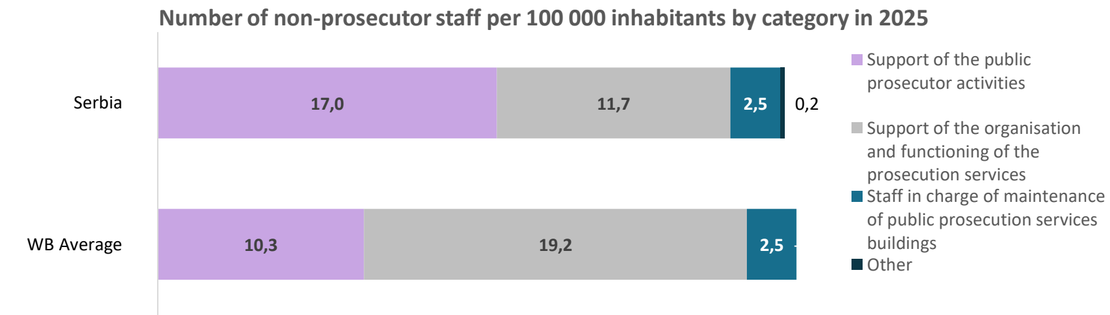
• Non-prosecutor staff

	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	2 065	100,0%	31,4	31,4
Support of the public prosecutor activities	1 117	54,1%	17,0	10,3
Support of the organisation and functioning of the prosecution services	769	37,2%	11,7	19,2
Staff in charge of maintenance of public prosecution services buildings	165	8,0%	2,5	2,5
Other	14	0,7%	0,2	-



In 2025, the total number of non-prosecutor staff was 2065, corresponding to 31,4 per 100 000 inhabitants. This figure represents a 35,1% increase compared to 2024, when non-prosecutor staff totaled 1529. Over the longer term, from 2019 to 2025, the total number of non-prosecutor staff soared remarkably by 96%.
The largest category of non-prosecutor personnel consisted of those supporting the public prosecutor activities, accounting for 54% of the overall staff. This was followed by staff supporting the organisation and functioning of the prosecution services, who represented 37%.

"Other non-prosecutor staff" include translators, spokespersons, media coordinators, librarians and staff responsible for international projects and European integration. This question was revised compared to Question 32 used in previous years, with a more clearly defined reporting scope. Consequently, the data reported in 2025 include both permanent and fixed-term staff.

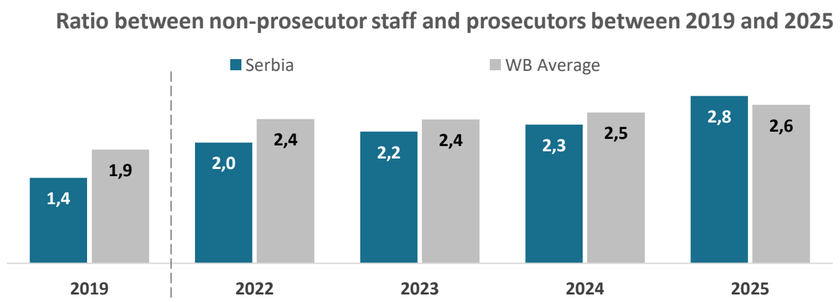


• Non-prosecutor staff and Ratio between non-prosecutor staff and prosecutors

In Serbia, the ratio of non-prosecutor staff per prosecutor was 2,8 in 2025, whereas the WB Average was 2,6. TThis increased since 2019.

	Ratio in 2025		% Variation 2019 - 2025
	Serbia	WB Average	Serbia
Total	2,8	2,6	95,6%

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

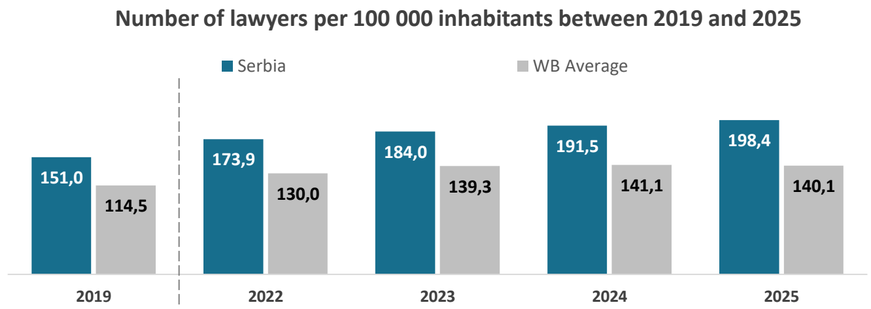


• Lawyers

	Number of lawyers in 2025			% Variation 2019 - 2025
	Absolute number	Per 100 000 inhabitants	WB Average per 100 000 inhabitants	Serbia
Total	13 029	198,4	140,1	31,4%

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

In 2025, there were 198,4 lawyers per 100 000 inhabitants, a figure that was significantly higher than the WB Average of 140,1. The number of lawyers per 100 000 inhabitants increased by 31,4% between 2019 and 2025.



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

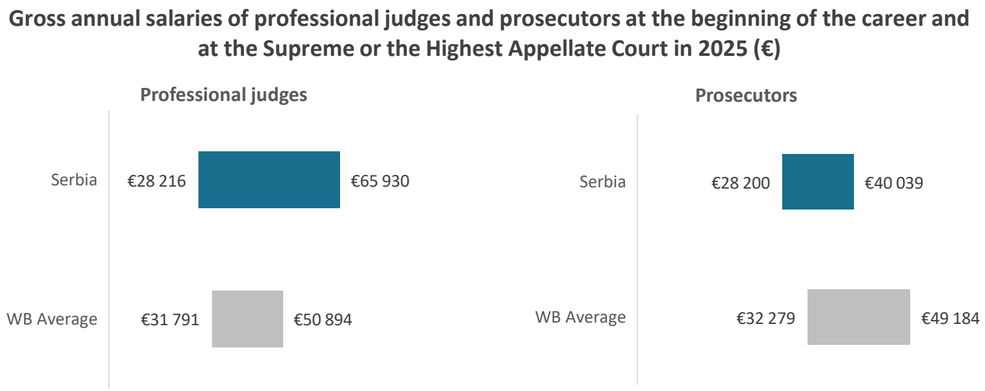
The right to legal representation in Serbia is governed by the Criminal Procedure Code, the Law on Juvenile Criminal Offenders and Criminal Protection of Juveniles, and the Civil Procedure Law.
In criminal proceedings, defence by a lawyer is mandatory in a number of situations, including when the defendant is deprived of liberty, charged with a serious offence punishable by at least eight years of imprisonment, tried in absentia, or is unable to conduct his or her defence due to physical or mental incapacity. Mandatory defence also applies in proceedings concerning compulsory psychiatric treatment and during plea agreement negotiations.
Juveniles must be assisted by a lawyer throughout the entire proceedings. The lawyer must be specially trained in children's rights and juvenile delinquency and is appointed ex officio if not chosen by the juvenile or the legal representative. Special protection also applies to minor victims and particularly vulnerable witnesses, who may be assigned legal representation by the competent authority.
In civil matters, courts may appoint a temporary representative where the defendant cannot be properly represented, for example because the place of residence is unknown or the defendant resides abroad. Representation by a lawyer is mandatory in proceedings involving extraordinary legal remedies before the Supreme Court.

• Salaries of professional judges and prosecutors

In 2025, the salary of a professional judge at the beginning of his/her career was €28 216 which saw a remarkable increase by 61,3% since 2019. The ratio of the starting salary of professional judges to the annual gross average salary in Serbia was 1,8, which was significantly lower than the WB Average (2,4). At the Supreme Court or the Highest Appellate Court, judges in Serbia earned 133,7% more than at the start of their careers (€65 930), which represents a higher increase compared to the WB Average of 55,1%.

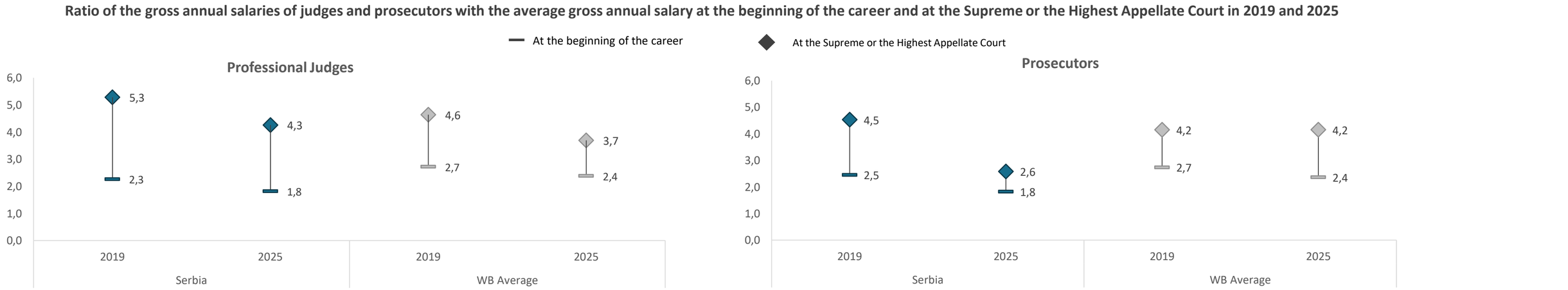
Similarly, the salary of a public prosecutor at the beginning of his/her career was €28 200 which saw a remarkable increase by 48,6% since 2019. The ratio of the starting salary of prosecutors to the annual gross average salary in Serbia was 1,8, which was significantly lower than the WB Average of 2,4. Prosecutors serving at the Supreme Court or the Highest Appellate Courts earned salaries that were 42% higher than at the entry level (€40 039), 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 €	Serbia	WB Average ratio
Professional judge	At the beginning of his/her career	28 216	▲ 61,3%	17 177	1,8	2,4
	Of the Supreme Court or the Highest Appellate Court	65 930	▲ 61,3%	40 136	4,3	3,7
Public prosecutor	At the beginning of his/her career	28 200	▲ 48,6%	17 400	1,8	2,4
	Of the Supreme Court or the Highest Appellate Court	40 039	▲ 14,1%	28 068	2,6	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 the Supreme or the Highest Appellate Court: 4,3
- prosecutors' salary at the beginning of career: 1,7
- prosecutors' salary at the Supreme or the Highest Appellate Court: 3,5



The annual salary of a Basic Court judge includes a 2% seniority allowance corresponding to five years of service. The annual salary of a Supreme Court judge includes a 10% seniority allowance corresponding to 25 years of service, as well as a 30% salary increase granted by decision of the High Judicial Council to compensate for vacancies and the increased workload at the Supreme Court.

• 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	✓	✓

Serbia has a mandatory formal evaluation system for both judges and prosecutors, regulated by law and based on a combination of qualitative and quantitative criteria. Informal evaluation mechanisms are not used. Evaluation results are linked to career progression and may also lead to mandatory training measures.

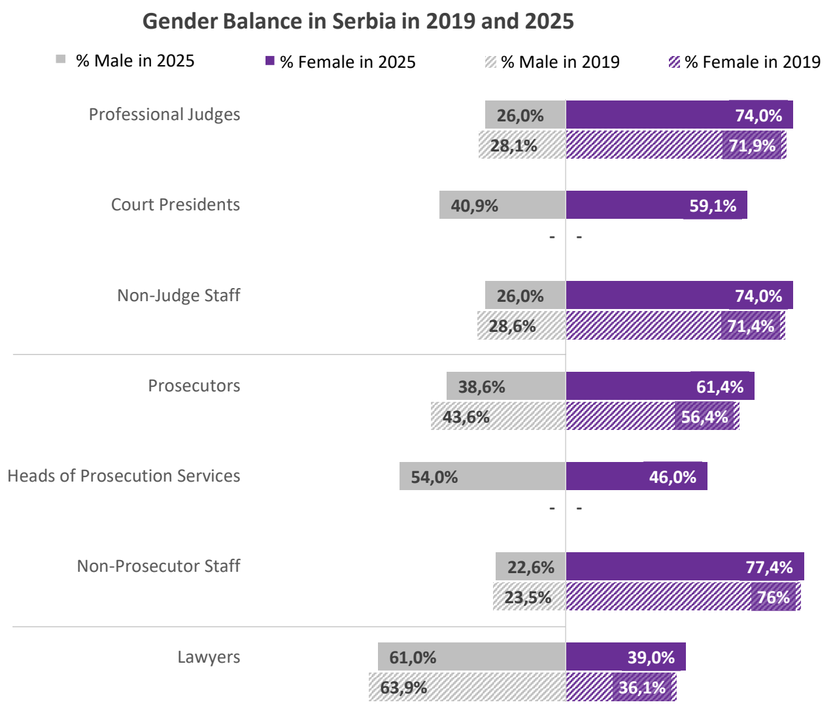
For judges, the purpose of evaluation is to assess, maintain and improve the quality of work while safeguarding judicial independence and strengthening public trust in the judiciary. Judges and court presidents are generally evaluated every five years, except for Supreme Court judges and court presidents, and judges over the age of 60, whose work is evaluated only upon request or proposal. Evaluation covers all aspects of judicial work and is based on published, objective, uniform and comprehensive criteria combining qualitative and quantitative indicators. The main criteria include professional knowledge, analytical ability, timeliness of decision-making, hearing and reasoning skills, oral and written expression, organisational capacity, management skills where applicable, and the performance of additional duties. Quantitative indicators include, inter alia, the monthly caseload quota, the ratio of resolved to pending cases, the percentage of repealed decisions and the time required for drafting decisions. Judges are assessed on a four-level scale ranging from "unsatisfactorily performs the judicial function" to "excellently performs the judicial function". Evaluation decisions are included in the personal file of the judge and may be appealed before the High Judicial Council and subsequently before the Administrative Court. A new Rulebook on the Evaluation of the Work of Judges and Court Presidents was adopted by the High Judicial Council in April 2024 and entered into application in January 2026. Evaluation results are directly linked to promotion and career progression. Evaluations are carried out by a Commission of the High Judicial Council composed of three judge-members of the Council. Judges of higher courts evaluate judges and presidents of lower courts. Members of the Commission are required to attend specific training on judicial evaluation. Decisions on the composition of the Commission are published on the website of the High Judicial Council.

For prosecutors, evaluations are carried out by commissions appointed by the High Prosecutorial Council. Regular evaluations are conducted every three years, while extraordinary evaluations may be organised in specific circumstances, including promotion procedures, long absences from work, unsatisfactory performance or whenever deemed justified by the High Prosecutorial Council. The evaluation criteria include professional knowledge and its application, analytical ability and legal reasoning, timeliness of decisions, debating and listening skills, oral and written expression, and the undertaking of additional tasks and duties. Quantitative indicators are used to assess several of these criteria, including the percentage of final convictions obtained, the percentage of indictments returned by courts and the ratio of resolved to assigned cases. Evaluation results constitute the basis for promotion to higher prosecution offices and may also lead to mandatory training programmes jointly designed by the High Prosecutorial Council and the Judicial Academy for prosecutors whose performance is assessed as unsatisfactory. Quantitative indicators are used, inter alia, to assess the percentage of final convictions obtained in relation to the total number of prosecutorial decisions, the percentage of indictments returned by courts, and the ratio of resolved to assigned cases. These indicators are intended to measure professional knowledge, analytical ability and efficiency in handling cases.

Gender Balance

	% Female in 2025		Variation of the % females between 2019 - 2025 (in ppt)
	Serbia	WB Average	Serbia
Professional Judges	74,0%	65,6%	▲ 2,1
Court Presidents	59,1%	47,6%	
Non-Judge Staff	74,0%	71,6%	▲ 2,6
Prosecutors	61,4%	56,6%	▲ 5,0
Heads of Prosecution Services	46,0%	47,5%	
Non-Prosecutor Staff	77,4%	68,7%	▲ 1,0
Lawyers	39,0%	38,2%	▲ 3,0

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 74%, which was higher than WB Average (65,6%). With a presence of 59,1%, the number of female court presidents in Serbia was significantly higher than the WB Average of 47,6%. Moreover, the percentage of female non-judge staff was 74%.

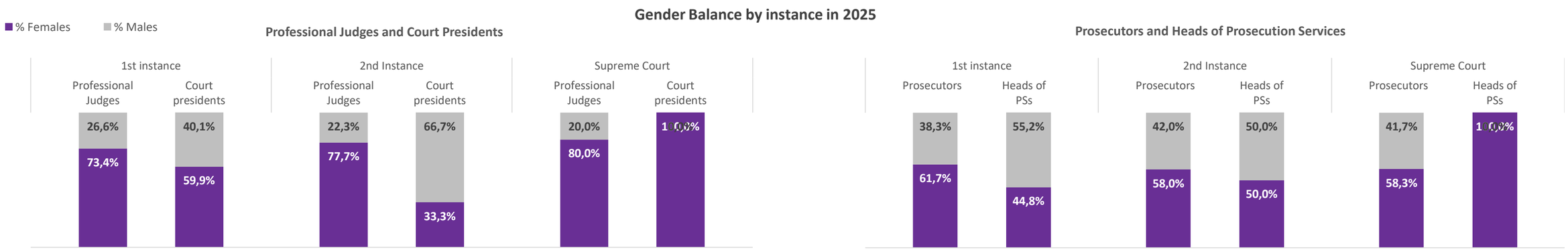
Also, the percentage of female prosecutors was 61,4% (higher than the WB Average of 56,6%).The number of female heads of prosecution services (46%) was slightly lower than the WB Average (47,5%). Moreover, the percentage of female non-prosecutor staff was 77,4%.

Finally, the percentage of female lawyers was 39%, which was higher than WB Average (38,2%).

The heads of prosecution services and lawyers were the only categories with less than 50% of female presence.

	Professional Judges % Female		Court presidents % Female		Prosecutors % Female		Heads of Prosecution Services % Female	
	Serbia	WB Average	Serbia	WB Average	Serbia	WB Average	Serbia	WB Average
1st instance	73,4%	66,2%	59,9%	46,8%	61,7%	57,1%	44,8%	49,3%
2nd instance	77,7%	65,3%	33,3%	47,6%	58,0%	51,6%	50,0%	43,8%
Supreme Court	80,0%	62,6%	100,0%	53,3%	58,3%	42,7%	100,0%	58,3%

Women constitute the majority of professional judges at all court levels, with their share increasing from 73,4% at first instance to 80,0% at the Supreme Court. By contrast, the proportion of female court presidents varies considerably across instances, ranging from 33,3% at second instance courts to 100% at the Supreme Court. Among prosecutors, women also represent the majority at all levels, accounting for 61,7% at first instance and 58,3% at the Supreme Court. However, female representation among heads of prosecution services is more uneven, ranging from 44,8% at first instance to 100% at the Supreme Court.



• Gender Equality Policies

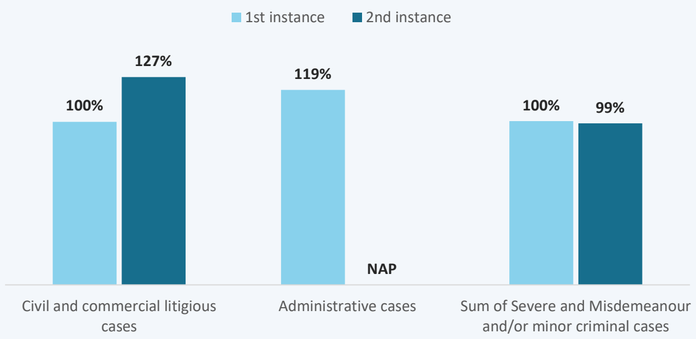
Serbia does not have a specialised body dedicated exclusively to gender equality within the judiciary. Nevertheless, the Law on Gender Equality requires all public authorities, including courts and prosecution services, to ensure equal opportunities for women and men in recruitment, promotion and the performance of duties. Public institutions with more than 50 employees must designate a person responsible for gender equality.

In the judiciary, the High Judicial Council and the High Prosecutorial Council are responsible for safeguarding equal opportunities, while the Ministry of Justice and the Commissioner for the Protection of Equality oversee the implementation of gender equality legislation and policies. In the Supreme Court, a designated gender equality officer monitors the implementation of gender equality policies and measures, the gender composition of judges and staff, and prepares reports on the situation.

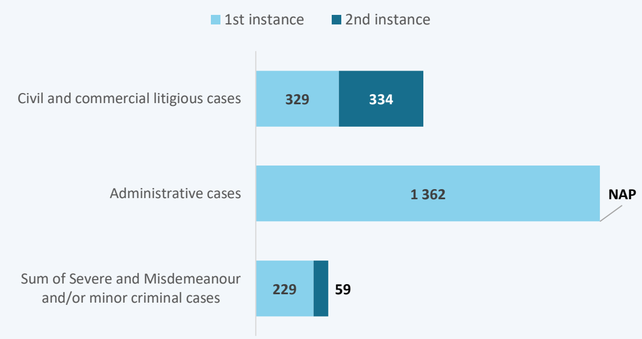
The legal framework also explicitly prohibits discrimination in judicial appointments. Article 52 of the Law on Judges and Article 2 of the Rulebook on the Procedure for the Election of Judges and Court Presidents provide that discrimination on any ground is prohibited during the selection and appointment of judges. According to the High Prosecutorial Council, no specific additional measures exist to promote gender equality in the prosecution service.

Efficiency in Serbia in 2025 (Indicators 3.1 and 3.2)

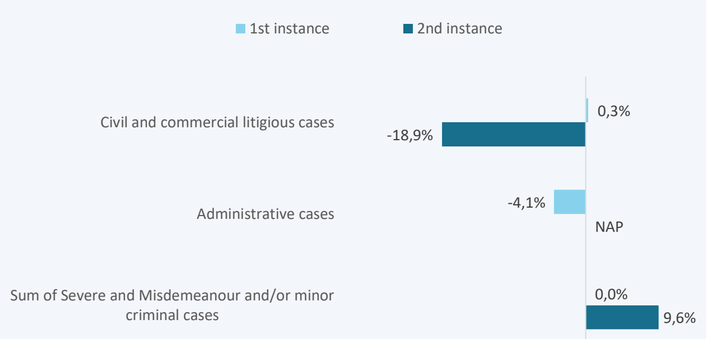
Clearance Rate in 2025



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 Serbia was calculated for the second instance Civil and commercial litigious cases, with a CR of 127%. However, it seems that Serbia was not able to deal as efficiently with the second instance sum of the Severe and Misdemeanour and/or minor criminal cases (CR of 99%). With a Disposition Time of approximately 59 days, the second instance sum of the Severe and Misdemeanour and/or minor criminal cases were resolved faster than any other type of cases.

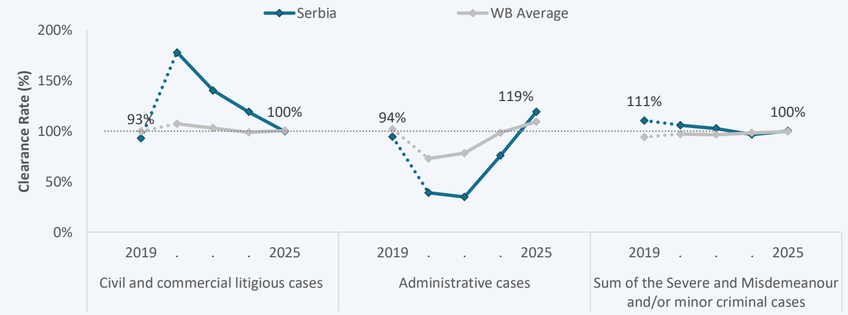
Compared to 2024, the pending cases at the end of year increased for the second instance sum of the Severe and Misdemeanour and/or minor criminal cases (9,6%), whereas they decreased for the second instance Civil and commercial litigious cases by -18,9%.

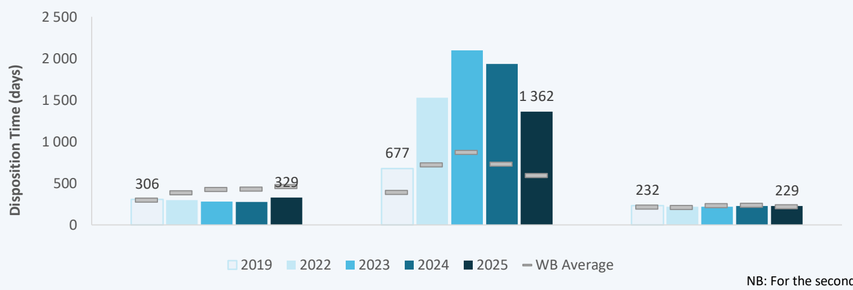
In 2025, Serbia continues to show a mixed but overall solid efficiency profile. At first instance, civil and commercial litigious cases remain broadly stable, with a clearance rate of 100% and a disposition time of 329 days, close to the Western Balkans average. Criminal cases also continue to perform well, reaching a clearance rate of 100% and a slightly improved disposition time of 229 days. By contrast, administrative cases remain the main bottleneck, despite a visible improvement compared with 2024: the clearance rate rose sharply from 35% to 119%, while disposition time fell from 1 921 to 1 362 days. This improvement is linked to a substantial increase in the Administrative Court's capacity, with the number of judges rising from 46 to 58, and to the implementation of a dedicated backlog reduction programme in 2025. At the same time, the sharp increase in cases pending for more than two years shows that administrative justice continues to face structural difficulties caused by the exceptionally high inflow of cases received in 2022 and 2023, which had exceeded the court's absorption capacity. Administrative proceedings therefore remain by far the slowest category.

At second instance, Serbia performs strongly overall. Civil and commercial litigious cases improved further, with the clearance rate increasing to 127%. Disposition time nevertheless remained relatively high at 334 days, which suggests that second-instance courts were not only able to keep up with incoming cases, but also to reduce part of the backlog of older pending cases. Criminal cases remained very efficient, with a clearance rate of 99% and a disposition time of only 59 days, still well below the regional average. Administrative cases are not available at second instance. Overall, the 2025 data suggest that Serbia's judiciary continues to perform efficiently in civil and criminal matters at both instances, while administrative justice, despite recent progress, remains the area facing the greatest structural delays.

First instance cases

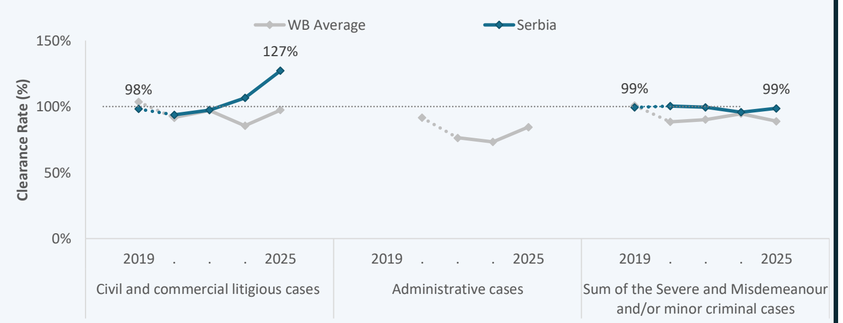
Clearance rate (%) and Disposition Time (days) for first instance cases from 2019 to 2025

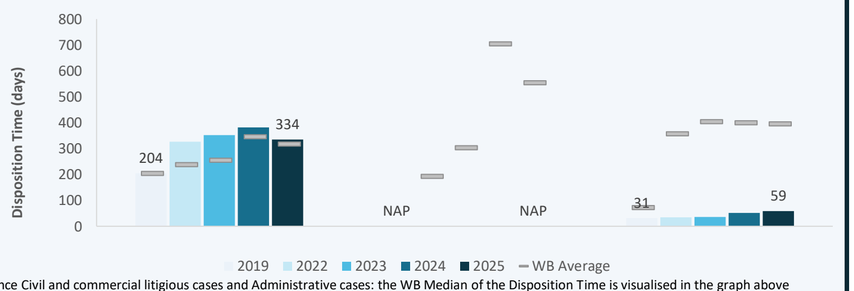




Second instance cases

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)		Serbia (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)		837 205	846 220	420 019	149 045	1,5%	-1,2%	-2,1%	13,7%
1	Civil and commercial litigious cases	224 751	224 087	202 111	55 003	-0,2%	-16,4%	0,3%	-15,8%
2	Non-litigious cases	449 051	451 739	60 349	6 393	1,4%	2,2%	-4,3%	-22,7%
3	Administrative cases	35 163	41 916	156 367	87 580	-13,7%	36,0%	-4,1%	52,6%
4	Other cases	128 240	128 478	1 192	69	10,9%	11,0%	-16,6%	-48,1%

In 2025, the incoming civil and commercial litigious cases were 224 751 (3,42 per 100 inhabitants vs the WB Average of 2,36). They decreased by -0,2% between 2024 and 2025. The resolved cases were 224 087 (3,41 per 100 inhabitants) and they decreased by -16,4%, compared to the previous year. In 2025, the number of resolved cases was 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 100% (below the WB Average of 101%). This decreased by -19,4 percentage points compared to 2024.

The Disposition Time for civil and commercial litigious cases was approximately 329 days in 2025 (below the WB Average of 457 days). This increased by 20% over the 2024-2025 period.

The incoming administrative cases were 35 163 in 2025 (ie 0,54 per 100 inhabitants vs the WB Average of 0,6). They decreased by -13,7% compared to the previous year.In 2025, the resolved cases were 41 916 (0,64 per 100 inhabitants, below of the WB Average of 0,75). Between 2024 and 2025, the number of resolved administrative increased by 36%. The number of incoming cases was thus lower than the resolved cases. As a consequence, the administrative pending cases at the end of 2025 were less than in 2024 and the Clearance rate for this type of cases was 119% (above the WB Average (109%). The CR increased by 43,6 percentage points compared to the previous year.

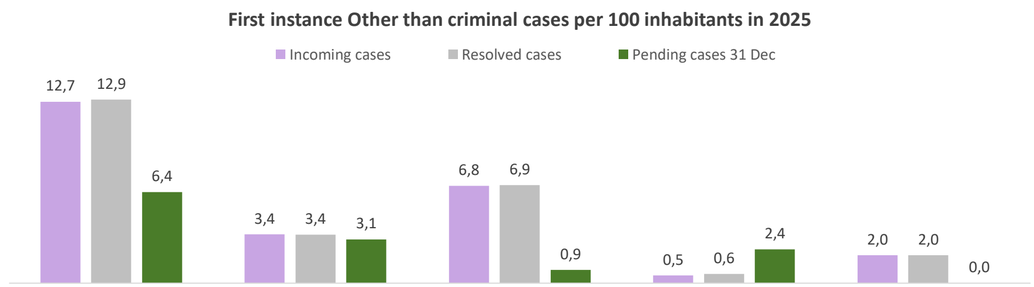
Finally, the Disposition Time for administrative cases was approximately 1 362 days in 2025. This has decreased by -29,5% compared to 2024 and it was above the WB Average (590 days).

The increase in the number of first instance administrative cases pending for more than two years is mainly linked to the exceptionally high inflow of cases received by the Administrative Court in 2022 and 2023, which could not be absorbed at the time because of insufficient judicial and staff capacity.
At the same time, the significant increase in resolved cases in 2025 and the slight reduction in the overall number of pending cases are related to the reinforcement of the Administrative Court's human resources, with the number of judges increasing from 46 to 58, and to the implementation of the 2025 Backlog Reduction Programme. This programme introduced targeted measures to prioritise old cases, monitor backlog trends and group similar cases in order to accelerate their resolution.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Serbia		WB Average	Serbia		WB Average	Serbia		WB Average	Serbia		WB Average
Total of other than criminal law cases (1+2+3+4)		12,7	>	10,8	12,9	>	11,5	6,4	<	14,2	2,27	<	10,85
1	Civil and commercial litigious cases	3,4	>	2,4	3,4	>	2,4	3,1	>	3,0	0,84	<	1,01
2	Non-litigious cases	6,8	<	7,5	6,9	<	7,9	0,9	<	9,8	0,10	<	9,22
3	Administrative cases	0,5	<	0,6	0,6	<	0,8	2,4	>	1,4	1,33	>	0,62
4	Other cases	2,0	>	0,7	2,0	>	0,7	0,0	<	0,03	0,00		-

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.

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

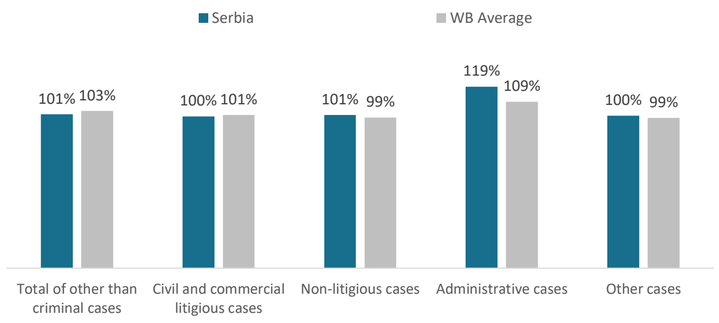


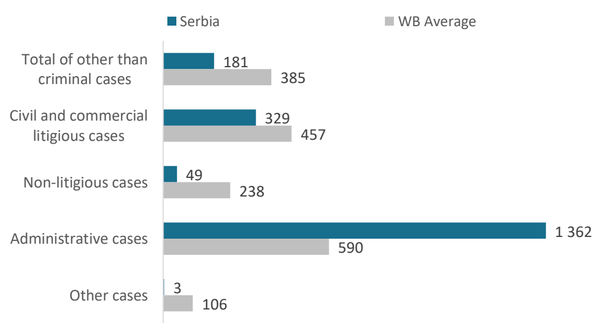
1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Serbia	WB Average	Serbia	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		101%	103%	181	385	-2,8	-0,9%
1	Civil and commercial litigious cases	100%	101%	329	457	-19,4	20,0%
2	Non-litigious cases	101%	99%	49	238	0,9	-6,3%
3	Administrative cases	119%	109%	1 362	590	43,6	-29,5%
4	Other cases	100%	99%	3	106	0,1	-24,9%

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)		Serbia (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)		384 033	384 047	240 440	10 312	-31,7%	-30,1%	-6,1%	-12,9%
Sum of Severe and Misdemeanour and / or minor criminal cases (1+2)		384 033	384 047	240 440	10 312	-4,3%	-0,9%	0,0%	-7,4%
1	Severe criminal cases	40 162	40 350	25 350	5 702	-7,6%	-8,7%	-0,6%	10,5%
2	Misdemeanour and / or minor criminal cases	343 871	343 697	215 090	4 610	-3,9%	0,1%	0,1%	-22,8%
3	Other cases	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP

In 2025, the incoming severe and misdemeanour criminal cases were 384 033 (5,85 per 100 inhabitants vs the WB Average of 4,11). They decreased by -4,3% between 2024 and 2025. The resolved cases were 384 047 (5,85 per 100 inhabitants). Between 2024 and 2025, they decreased by -0,9%. 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 100% (above the WB Average of 99,6%). This increased by 3 percentage points compared to 2024.

The Disposition Time for severe and misdemeanour criminal cases was approximately 229 days in 2025 (above the WB Average of 213 days). This increased by 0,9% over the 2024-2025 period.

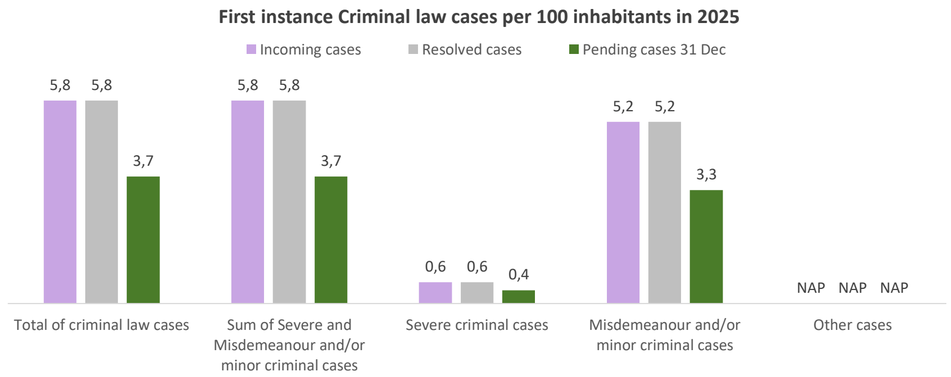
Following the CEPEJ clarification, administrative acts (e.g. issuance of certificates, parole procedures) previously included in the total number of criminal cases have now been excluded in compliance with the CEPEJ methodology.

Following the explanatory note and the revised CEPEJ methodology, Serbia no longer reports under “other cases” the wide range of criminal, pre-trial, enforcement and mutual legal assistance matters previously included in this category. The Serbian authorities nevertheless underlined that these excluded registers still represent a substantial part of judges’ workload. They cover, inter alia, mutual legal assistance requests in criminal matters, enforcement of criminal sanctions and educational measures, criminal chamber decisions outside the main hearing, pardon and parole cases, extradition cases, preliminary proceedings, various criminal and investigative matters, agreements on testimony, and victim and witness support registers, including in specialised fields such as organised crime, war crimes, corruption and cybercrime. According to the authorities, these excluded registers accounted for 143 531 incoming and 143 655 resolved cases. While no longer included in the CEPEJ “other cases” category, these matters remain highly relevant for understanding the actual workload of Serbian courts, in particular higher and basic courts.

1st instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Serbia		WB Average	Serbia		WB Average	Serbia		WB Average	Serbia		WB Average
Total of criminal law cases (1+2+3)		5,8	>	4,3	5,8	>	4,3	3,7	>	2,6	0,16	>	0,07
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		5,8	>	4,1	5,8	>	4,1	3,7	>	2,6	0,16	>	0,07
1	Severe criminal cases	0,6	>	0,5	0,6	>	0,5	0,4	>	0,3	0,09	>	0,06
2	Misdemeanour and / or minor criminal cases	5,2	>	3,6	5,2	>	3,6	3,3	>	2,3	0,07	>	0,02
3	Other cases	NAP		-	NAP		-	NAP		-	NAP		-

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

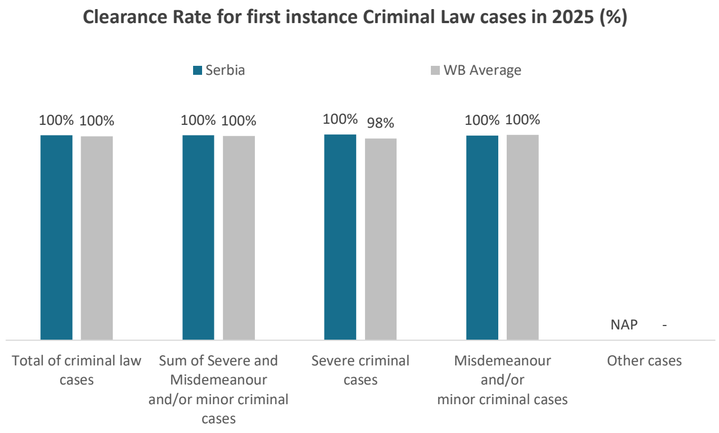
For reference only: for the first instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 1,7.

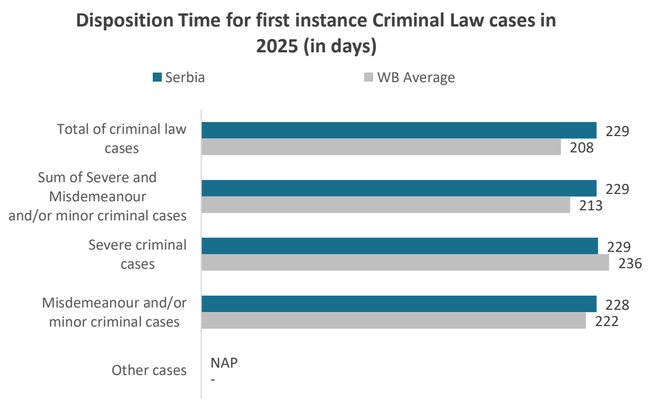


1st instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Serbia	WB Average	Serbia	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		100%	100%	229	208	2,3	34,3%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		100%	100%	229	213	3,4	0,9%
1	Severe criminal cases	100%	98%	229	236	-1,2	8,8%
2	Misdemeanour and / or minor criminal cases	100%	100%	228	222	4,0	0,0%
3	Other cases	NAP	-	NAP	-	NAP	NAP

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)		Serbia (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)		109 596	138 099	123 229	47 507	-22,9%	-8,6%	-18,8%	-7,3%
1	Civil and commercial litigious cases	105 532	134 083	122 788	47 480	-22,5%	-7,5%	-18,9%	-7,3%
2	Non-litigious cases	4 052	4 004	441	27	-32,9%	-35,0%	12,2%	8,0%
3	Administrative cases	NAP	NAP	NAP	NAP	NAP	NAP	NAP	NAP
4	Other cases	12	12	0	0	0,0%	0,0%	-	-

In 2025, the incoming civil and commercial litigious cases were 105 532 (1,61 per 100 inhabitants vs the WB Average of 0,9). They decreased by -22,5% between 2024 and 2025. The resolved cases were 134 083 (2,04 per 100 inhabitants). Between 2024 and 2025, they decreased by -7,5%. The number of resolved cases was thus 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 127% (above the WB Average of 97%). This increased by 20,6 percentage points compared to 2024.

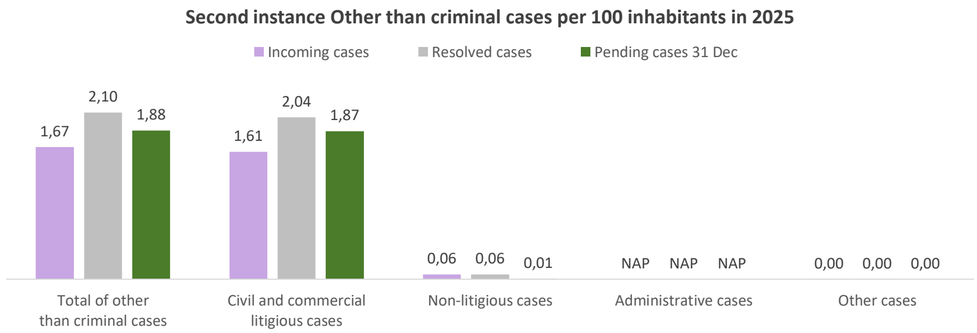
The Disposition Time for civil and commercial litigious cases was approximately 334 days in 2025 (below the WB Average of 1210 days). This decreased by -12,3% compared to 2024.

At second instance, non-criminal appeals in Serbia are dealt with by Higher Courts, Appellate Courts, the Commercial Appellate Court and, in specific cases, the Misdemeanour Appellate Court, while there is no second instance in administrative disputes. In previous years, “other non-litigious cases” at second instance included a large number of proceedings relating to the protection of the right to a trial within a reasonable time, following the transfer of competence from the Constitutional Court to the ordinary and specialised courts under the 2015 reform. The significant and continuous decrease in incoming and resolved second-instance non-litigious cases is linked to the reduced inflow of such cases. According to the Serbian authorities, this development is related to the implementation of the Law on the Protection of the Right to Trial within a Reasonable Time and, more recently, to the 2023 amendments to that Law and to the Law on the Constitutional Court, which allow a constitutional complaint to be lodged in certain proceedings concerning excessive length of enforcement and bankruptcy cases without prior exhaustion of legal remedies. This enables the Constitutional Court to rule on the violation of the right to a trial within a reasonable time in a single procedure.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Serbia		WB Average	Serbia		WB Average	Serbia		WB Average	Serbia		WB Average
Total of other than criminal law cases (1+2+3+4)		1,67	>	1,07	2,10	>	1,12	1,88	>	1,30	0,72	<	0,77
1	Civil and commercial litigious cases	1,61	>	0,90	2,04	>	0,98	1,87	>	0,96	0,72	>	0,56
2	Non-litigious cases	0,06	<	0,07	0,06	<	0,07	0,01	<	0,08	0,00	<	0,04
3	Administrative cases	NAP		0,15	NAP		0,13	NAP		0,37	NAP		0,25
4	Other cases	0,00		-	0,00		-	0,00		-	0,00		-

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.

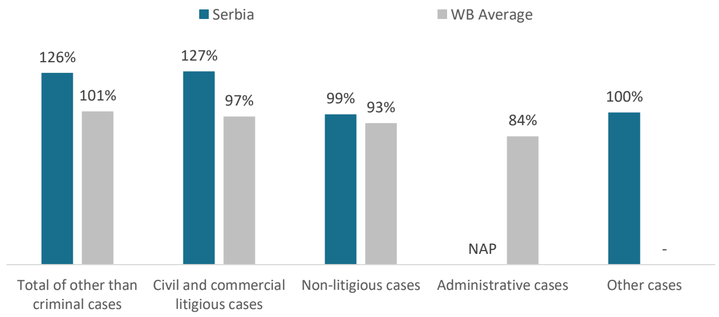


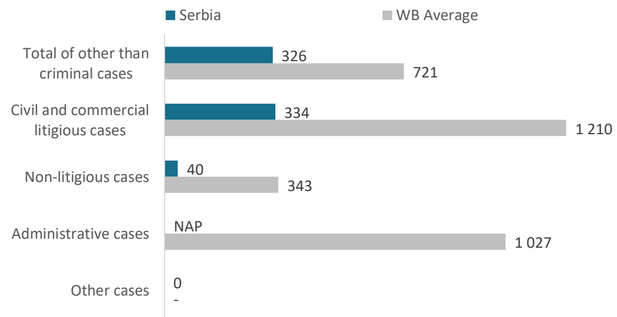
2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Serbia	WB Average	Serbia	WB Average	CR (PPT)	DT (%)
Total of other than criminal law cases (1+2+3+4)		126%	101%	326	721	19,7	-11,1%
1	Civil and commercial litigious cases	127%	97%	334	1 210	20,6	-12,3%
2	Non-litigious cases	99%	93%	40	343	-3,2	72,6%
3	Administrative cases	NAP	84%	NAP	1 027	NAP	NAP
4	Other cases	100%	-	0	-	0,0	-

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)		Serbia (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)		57 415	56 631	9 119	6	-12,1%	-9,7%	8,9%	-14,3%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		57 415	56 631	9 119	6	-6,5%	-3,6%	9,6%	-14,3%
1	Severe criminal cases	27 122	27 038	2 277	3	-6,2%	-5,5%	4,4%	200,0%
2	Misdemeanour and / or minor criminal cases	30 293	29 593	6 842	3	-6,7%	-1,7%	11,4%	-50,0%
3	Other cases	NAP	NAP	NAP	NAP	NA	NA	NA	NA

In 2025, the incoming severe and misdemeanour criminal cases were 57 415 (0,87 per 100 inhabitants vs the WB Average of 0,48). They decreased by -6,5% between 2024 and 2025. The resolved cases were 56 631 (0,86 per 100 inhabitants). Between 2024 and 2025, they decreased by -3,6%. 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 99% (above the WB Average of 88,8%). This increased by 3 percentage points compared to 2024.

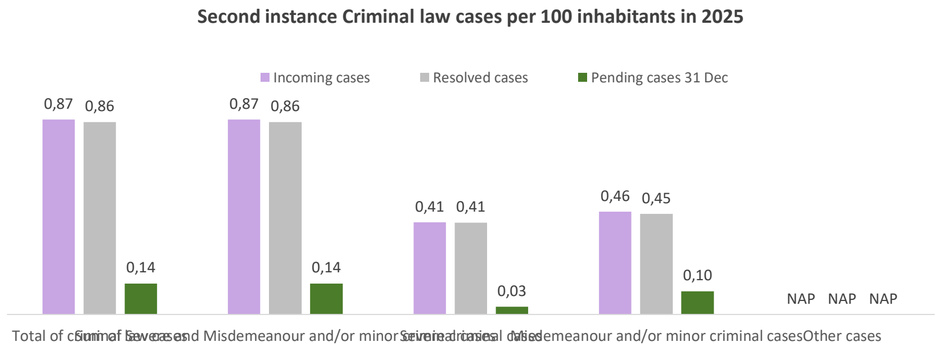
The Disposition Time for severe and misdemeanour criminal cases was approximately 59 days in 2025 (below the WB Average of 395 days). This increased by 13,7% over the 2024-2025 period.

Following the explanatory note and the revised CEPEJ methodology, Serbia no longer reports under “other cases” the wide range of criminal, pre-trial, enforcement and mutual legal assistance matters previously included in this category. However, the figures currently reported also seem to exclude confiscation of property cases (both preliminary and final), which according to the revised methodology should remain reported under “other cases”. At the same time, these excluded registers still represent a substantial part of the workload of second-instance criminal judges, with 3 766 incoming and 3 769 resolved cases in 2025. They mainly concern various criminal and juvenile criminal matters not recorded elsewhere, conditional release, extradition and transfer of convicted persons, conflicts of jurisdiction, detention-related motions, and specialised organised crime, war crimes and cybercrime matters.

2nd instance cases in 2025 (per 100 inhabitants)		Incoming cases			Resolved cases			Pending cases 31 Dec			Pending cases over 2 years		
		Serbia		WB Average	Serbia		WB Average	Serbia		WB Average	Serbia		WB Average
Total of criminal law cases (1+2+3)		0,87	>	0,48	0,86	>	0,45	0,14	<	0,21	0,00	<	0,10
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		0,87	>	0,48	0,86	>	0,45	0,14	<	0,21	0,00	<	0,10
1	Severe criminal cases	0,41	>	0,25	0,41	>	0,21	0,03	<	0,18	0,00	<	0,09
2	Misdemeanour and / or minor criminal cases	0,46	>	0,23	0,45	>	0,24	0,10	>	0,04	0,00	<	0,01
3	Other cases	NAP		-	NAP		-	NAP		-	NAP		-

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

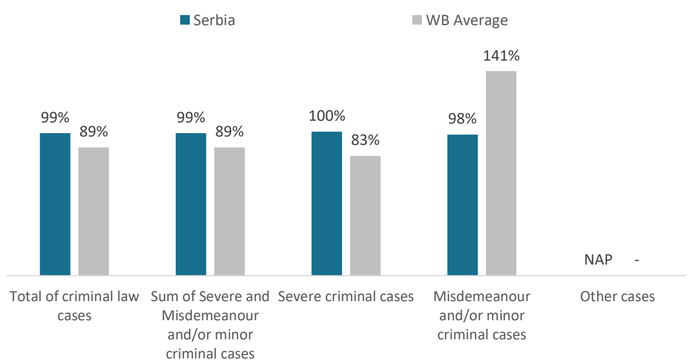
For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Incoming cases per 100 inhabitants: 0,1.

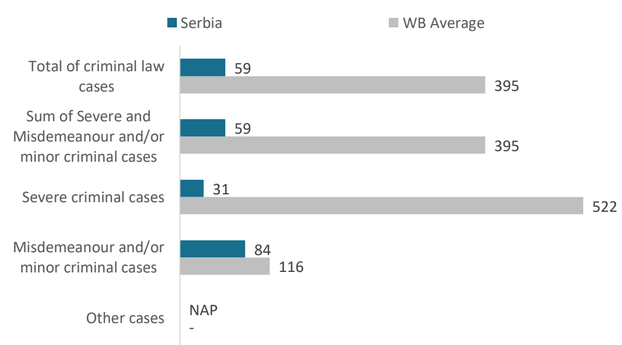


2nd instance cases Clearance Rate (CR) and Disposition Time (DT) in 2025		CR (%)		DT (days)		% Variation 2024 - 2025	
		Serbia	WB Average	Serbia	WB Average	CR (PPT)	DT (%)
Total of criminal law cases (1+2+3)		99%	89%	59	395	2,6	20,7%
Sum of Severe and Misdemeanour and/or minor criminal cases (1+2)		99%	89%	59	395	2,9	13,7%
1	Severe criminal cases	100%	83%	31	522	0,6	10,6%
2	Misdemeanour and / or minor criminal cases	98%	141%	84	116	5,0	13,4%
3	Other cases	NAP	-	NAP	-	NAP	NAP

PPT = Percentage points

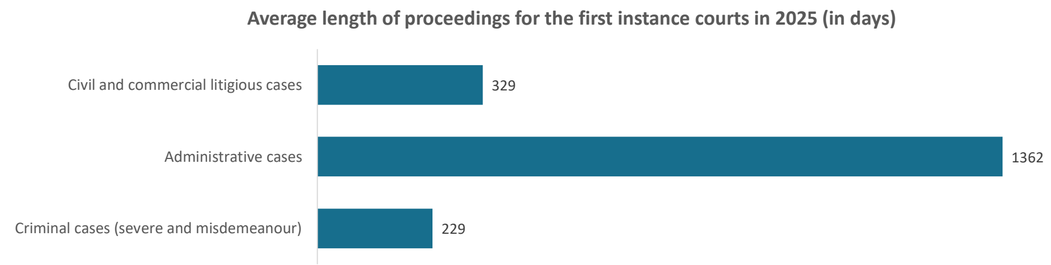
For reference only: for the second instance Total Criminal law cases, the 2024 EU Median was as follows:
- Clearance rate: 99,5%; *- Disposition time: 121 days.*





• 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	329	334	266	NA	NA	NA	NA	NA
Administrative cases	1 362	NAP	553	NA	NA	NA	NA	NA
Criminal cases (severe and misdemeanour)	229	59	43	NA	NA	NA	NA	NA

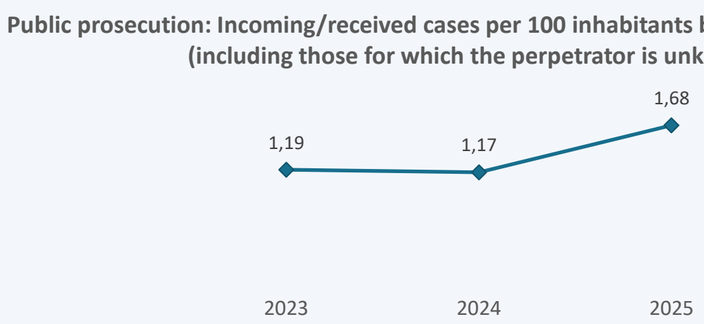


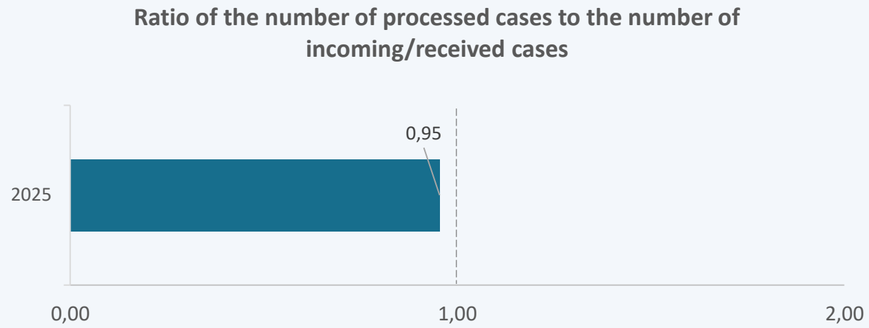
The average length of cases corresponds to the average length of resolved cases at a certain instance within the reference year.

The average length of proceedings is calculated on an annual basis using the following formula: pending cases at the end of the year / disposed cases during the year × 365.

	First instance specific cases in 2025					CR (%)		DT (days)	
	Serbia								
	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	Serbia	WB Average	Serbia	WB Average
Litigious divorce cases	NA	NA	NA	NA	NA	NA	103%	NA	195
Employment dismissal cases	NA	NA	NA	NA	NA	NA	105%	NA	451
Insolvency cases	1470	709	690	1 489	927	97%	91%	788	583
Robbery cases	NA	NA	NA	NA	NA	NA	109%	NA	296
Intentional homicide cases	NA	NA	NA	NA	NA	NA	103%	NA	380
Bribery cases	NA	NA	NA	NA	NA	NA	98%	NA	233
Trading in influence cases	NA	NA	NA	NA	NA	NA	108%	NA	701
Money laundering cases	NA	NA	NA	NA	NA	NA	67%	NA	844
Child sexual abuse cases	NA	NA	NA	NA	NA	NA	101%	NA	469
Child pornography cases	NA	NA	NA	NA	NA	NA	79%	NA	581

Public Prosecution in Serbia in 2025 (Indicators 3.1.1)





Serbia 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 Serbia received 1,1 incoming first instance cases per 100 inhabitants (where the perpetrators were known), processed 1,1 cases per 100 inhabitants, and had 1,5 cases per 100 inhabitants pending at the end of the year. Between 2023 and 2025, the incoming/received cases in the public prosecution offices increased substantially from 1,19 to 1,68 per 100 inhabitants. The general trend over these years stayed relatively stable. Additionally, in 2025, the ratio of the number of processed cases to the number of incoming cases was 0,95.

Status of public prosecution services

In Serbia the public prosecution office has an independent status as a separate entity among state institutions.
The Public Prosecutor's Office is a unified and independent state body responsible for prosecuting perpetrators of criminal and other punishable offences and for protecting the public interest as determined by law. According to the Constitution, it exercises its powers on the basis of the Constitution, international treaties, laws and other general acts adopted in accordance with the law. No person outside the Public Prosecutor's Office may influence prosecutors in handling or deciding a particular case.
The prosecution service is organised hierarchically. The highest body is the Supreme Public Prosecutor's Office, headed by the Supreme Public Prosecutor. The prosecutorial function is exercised by the Supreme Public Prosecutor, Chief Public Prosecutors and Public Prosecutors. The Supreme Public Prosecutor and Chief Public Prosecutors have hierarchical powers over lower prosecution offices, including the power to issue mandatory instructions. Public prosecutors and lower Chief Public Prosecutors are required to follow such instructions but may object to them if they consider them unlawful or unfounded, in accordance with the law.
The Supreme Public Prosecutor is elected by the National Assembly for a six-year term following a public competition and on the proposal of the High Prosecutorial Council. If the National Assembly fails to elect the candidate within the prescribed period, the appointment is made by a special commission composed of the President of the National Assembly, the President of the Constitutional Court, the President of the Supreme Court, the Supreme Public Prosecutor and the Ombudsperson. The Supreme Public Prosecutor cannot be re-elected.
Chief Public Prosecutors are elected by the High Prosecutorial Council for a six-year term, while the office of Public Prosecutor is permanent. The conditions for appointment are regulated by law. The office may end upon resignation, permanent incapacity, loss of Serbian citizenship or dismissal. Dismissal is possible, inter alia, in the event of conviction for a criminal offence resulting in a prison sentence of at least six months or, for public prosecutors, in cases of serious disciplinary misconduct.
The Supreme Public Prosecutor, Chief Public Prosecutors and Public Prosecutors enjoy functional immunity and cannot be held liable for opinions expressed or decisions taken in the exercise of their duties, except where they commit a criminal offence related to the violation of the law by a judge or prosecutor. They may not be deprived of liberty for offences committed in connection with their functions without the approval of the High Prosecutorial Council. The law also regulates incompatibilities between prosecutorial functions and other offices, occupations or private interests.

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

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

The primary duty of public prosecutors is to prosecute perpetrators of criminal offences. In cases of offences prosecuted ex officio, public prosecutors are empowered to direct pre-investigation proceedings, decide whether to initiate or defer criminal prosecution, conduct investigations, conclude plea agreements and agreements on testimony, file and represent indictments before the courts, withdraw charges, lodge appeals against non-final decisions and submit extraordinary legal remedies against final court decisions. They also perform other duties provided for by the Criminal Procedure Code.

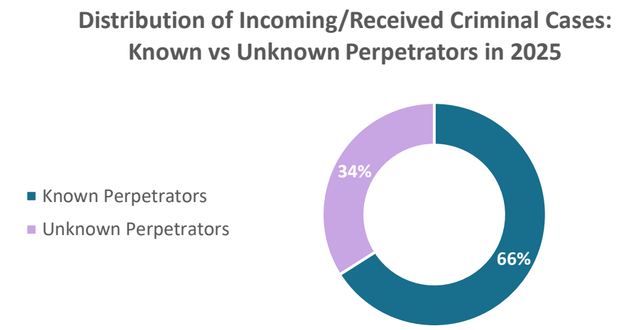
All authorities involved in pre-investigation proceedings are required to act upon requests from the public prosecutor and to keep the prosecutor informed of the actions taken.

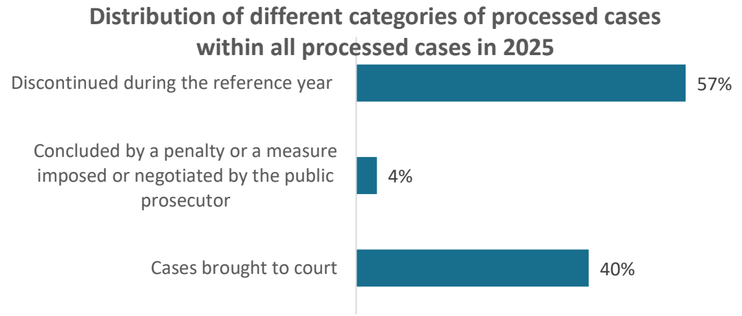
Public prosecutors are also responsible for protecting victims and witnesses from insults, threats and other forms of intimidation. In addition, where a victim or witness is considered particularly vulnerable due to age, life experience, lifestyle, gender, health condition, the nature or consequences of the offence, or other circumstances of the case, the public prosecutor may grant the status of particularly vulnerable witness, either ex officio or upon request of the parties or the victim or witness concerned.

• Public prosecution: first instance criminal cases

Serbia 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		94 577	1,44
2	Incoming/received cases		72 694	1,11
3	Processed cases (3.1 + 3.2 + 3.3)		69 386	1,06
	3.1	Discontinued during the reference year (3.1.1 + 3.1.2 + 3.1.3)	39 242	0,60
		3.1.1. Discontinued by the public prosecutor due to the lack of an established offence	24 312	0,37
		3.1.2 Discontinued by the public prosecutor for reasons of opportunity	11 390	0,17
		3.1.3 Discontinued for other reasons	3 540	0,05
	3.2	Concluded by a penalty or a measure imposed or negotiated by the public prosecutor	2 452	0,04
	3.3	Cases brought to court	27 692	0,42
4	Pending cases on 31 Dec. ref. year		97 885	1,49



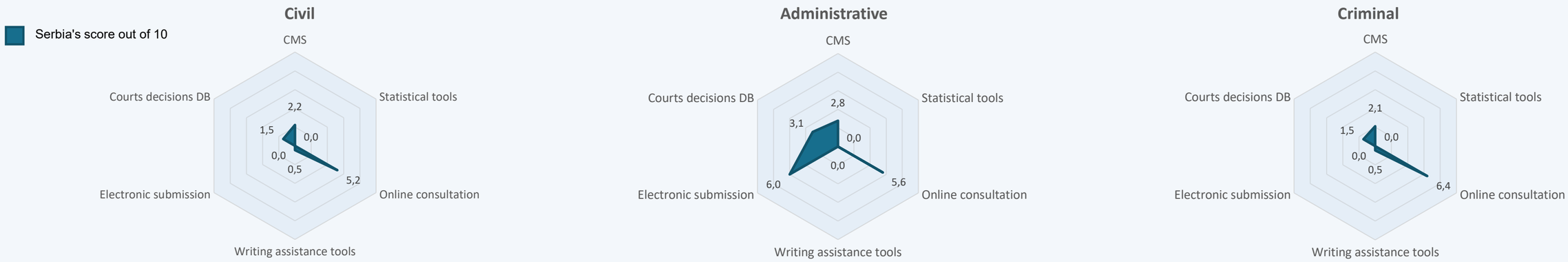


According to the Public Prosecution statistical reporting methodology, all data presented in this table refer to the number of known adult suspects/defendants and not to the number of cases.

Please note that the data presented under item 3.2, Concluded by a penalty or a measure imposed or negotiated by the public prosecutor, are excluded from item 3, Processed cases, as these data are already included under item 3.3, Cases brought to court, in order to avoid double counting.

Information and communication technology tools in Serbia 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 Serbia is characterised by relatively high scores for Online consultation (5,2 in civil matters, 5,6 in administrative matters and 6,4 in criminal matters) and Electronic submission in administrative matters (6,0). Case management systems show a moderate level of deployment (2,2 in civil matters, 2,8 in administrative matters and 2,1 in criminal matters), while Court decisions databases are more developed for administrative matters (3,1) than for civil and criminal matters (1,5). Writing assistance tools remain limited across all case categories (0,5), whereas there are no data on the deployment of the Statistical tools.

In Serbia, 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.

Serbia adopted an ICT Strategy in February 2022, following approval by the ICT Sectorial Council. The strategy is currently available only in Serbian and a new ICT Strategy is planned.

There are three main case management systems (CMS) used by courts, all of which have been developed and progressively upgraded over more than ten years. The AVP application is used by Basic, Higher and Commercial Courts, the SAPS application is used by Appellate Courts, the Supreme Court and the Administrative Court, while the SIPRES application is used by Misdemeanour Courts.

The existing court CMS is expected to be replaced by a new platform integrated with other information systems used by judicial authorities. In the short term, further improvements are planned for the AVP system, notably through the upgrade of the court fees module in line with recent amendments to the Law on Court Fees.

In the prosecution service, a pilot CMS (SAPO) has been in use since 2013 in 13 public prosecution offices. A new and upgraded version of SAPO has subsequently been developed and is currently operational in an additional 10 public prosecution offices. Staff from three further offices have completed the necessary training, but the system is not yet operational due to issues related to data migration from the pilot software. The identified shortcomings are currently being addressed and migrated data are being re-tested. The nationwide deployment of the new CMS to all 90 public prosecution offices is planned once these issues have been resolved.

• Electronic case management system

The CMS is deployed and used in almost all courts and across all main case categories, without major differences between civil, administrative and criminal matters. Reported functionalities include centralised and/or interoperable databases, random allocation of cases, anonymisation of decisions, case weighting.

	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 %			✓	✓							✓				✓			

• Database of court decisions

The database of court decisions in Serbia covers civil, administrative and criminal cases across all court instances. Decisions are published online through a public website and in an internal database, but publication rates vary significantly by instance and case type: they are highest for administrative cases and for the highest courts, while remaining much lower for civil and criminal cases at first and second instance.

	1st instance													
			Functionalities											
	Deployment rate	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	0%	Published online (public website) and in an internal database		✓	✓					✓				
Administrative	95-100 %	Published online (public website) and in an internal database		✓	✓					✓				
Criminal	0%	Published online (public website) and in an internal database		✓	✓					✓				

	2nd instance													
Civil	25-50 %	Published online (public website) and in an internal database		✓	✓					✓				
Administrative	95-100 %	Published online (public website) and in an internal database		✓	✓					✓				
Criminal	25-50 %	Published online (public website) and in an internal database		✓	✓					✓				

	Highest Instance													
Civil	95-100 %	Published online (public website) and in an internal database		✓	✓					✓				
Administrative	95-100 %	Published online (public website) and in an internal database		✓	✓					✓				
Criminal	95-100 %	Published online (public website) and in an internal database		✓	✓					✓				

In Serbia, court decisions are published both on a public website and in an internal database accessible within the judiciary. The database covers all three main case categories and all court instances, but the extent of publication differs considerably. Administrative decisions are almost fully published across all instances, while publication remains more limited for civil and criminal cases, especially at first and second instance. Across all matters, the system relies on manual anonymisation and provides free public online access. Decisions are also available in machine-readable format. By contrast, several more advanced functionalities are not in place, including links to ECHR case law, open data access, advanced search tools, structured metadata, ECLI and AI-based exploration tools.

• Statistical tools

Statistical functions exist within the Serbian judicial information system, but no quantified data on their deployment and actual use across court levels and case types were reported for 2025. As a result, the statistical tools index is not available.

	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	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Administrative	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Criminal	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

• Writing assistance tools

Writing assistance tools in Serbia remain very limited and are available only in civil and criminal matters, with a deployment rate of 25–50%.

	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	25-50 %	✓						
Administrative	NAP							
Criminal	25-50 %	✓						

• Electronic submission of cases

Electronic submission of cases in Serbia is reported only for administrative matters, where it is widely deployed but still used in a limited share of cases. No electronic submission was reported for civil or criminal matters.

	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	95-100 %	1-25 %	✓				✓	✓	✓		✓
Criminal	NAP	NAP									

In 2025, electronic submission in Serbia was available only in administrative matters, with a deployment rate of 95–100% but a reported usage rate of just 1–25%. Paper submission remains possible. Electronic filing can be used by lawyers, unrepresented parties and other participants, and submitted data are electronically transferred to the case management system. No electronic submission was reported for civil or criminal cases.

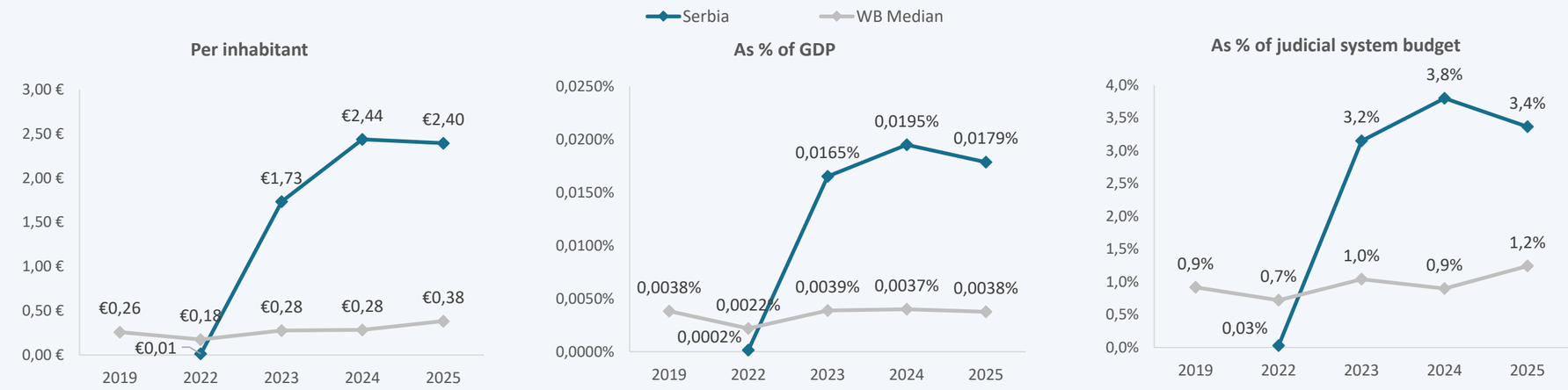
• Online consultation

Online consultation tools in Serbia are available across civil, administrative and criminal matters, with both deployment and usage rates reported at 75–95%. They allow users to consult case status and court decisions, and in some matters also provide access to documents. Access is available remotely and at court premises for lawyers, parties not represented by a lawyer and, in criminal matters, public prosecutors.

	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	75-95 %	75-95 %	✓			✓	✓			✓	✓	✓		✓	
Administrative	75-95 %	75-95 %	✓			✓				✓	✓	✓	✓	✓	✓
Criminal	75-95 %	75-95 %	✓			✓	✓		✓	✓	✓	✓	✓	✓	✓

Legal Aid in Serbia 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

0,10

per 100 inhabitants

WB Average: 0,28

In 2025, the implemented budget for legal aid in Serbia amounted to €15 730 240. The sharp increase observed between 2022 and 2025 is mainly explained by a change in methodology, as mandatory representation by lawyers appointed ex officio is now reported as legal aid expenditure in line with the CEPEJ methodology. As a result, expenditure per inhabitant increased from €0,01 in 2022 to €2,40 in 2025. Compared to the WB Median, which stood at €0,38 in 2025, Serbia's value was substantially higher than the regional reference point.
A similar trend can be observed when considering legal aid expenditure as a percentage of GDP, which increased from 0,0002% in 2022 to 0,0179% in 2025. This value was substantially higher than the WB Median of 0,0038%.
Legal aid expenditure as a share of the judicial system budget also increased significantly, from 0,03% in 2022 to 3,4% in 2025. In 2025, this share was substantially higher than the WB Median of 1,2%.

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

The right to legal aid is guaranteed by Article 67 of the Constitution of the Republic of Serbia and further regulated by the Law on Free Legal Aid, which entered into force on 1 October 2019. The law aims to ensure effective and equal access to justice by regulating the conditions, procedures and forms of free legal aid available to eligible persons.

Free legal aid includes legal advice, drafting of legal documents, representation and defence, while free legal support covers general legal information, assistance in filling out forms, drafting of notarial documents and mediation. Beneficiaries include Serbian citizens, stateless persons, foreign nationals with permanent residence and other persons entitled under special legislation or international treaties, subject to the eligibility criteria established by law.

Requests for free legal aid are submitted to the competent local self-government authority, either in writing, orally or electronically, free of charge. The procedure is urgent: decisions must generally be taken within eight days, or within three days in urgent cases where the applicant risks suffering irreparable harm or missing a procedural deadline.

Free legal aid is provided mainly by lawyers and legal aid services established within local self-government units and city municipalities. Associations may provide legal aid in asylum and anti-discrimination matters, while public notaries, mediators and law faculties provide free legal support.

In criminal matters, the Criminal Procedure Code provides for court-appointed lawyers for injured parties and defendants who cannot afford legal representation under the conditions established by law. For the purposes of CEPEJ reporting, expenditure

• 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	✓	✓

The responses provided under this section relate exclusively to free legal aid.

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	✓	✓

The granting of free legal aid in Serbia is based primarily on the financial situation of the applicant. The Law on Free Legal Aid does not provide for partial legal aid.
Free legal aid may be granted to Serbian citizens, stateless persons, foreign nationals with permanent residence and other persons entitled under a special law or an international agreement if they are beneficiaries of social assistance or child allowance, or if the payment of legal aid would reduce their financial resources to the extent that they would become eligible for such benefits.

Applicants who are not beneficiaries of social assistance or child allowance must provide evidence of their financial and property situation. The assessment takes into account the applicant's income, family obligations, immovable property, vehicles and other assets.

According to the relevant Rulebook, applicants are generally eligible if their monthly income does not exceed the minimum wage established by the Government. Ownership of immovable property does not exclude eligibility when the property is used as the applicant's residence or as a source of livelihood. Similarly, ownership of a vehicle does not prevent access to free legal aid if the vehicle is necessary for self-employment or if its value does not exceed the annual minimum wage.

Legal aid is automatically granted

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

The Law on Free Legal Aid provides for several categories of persons who are automatically entitled to free legal aid, irrespective of their financial situation. These include, among others, children involved in judicial or administrative proceedings, persons seeking protection from domestic violence, torture, inhuman or degrading treatment, or human trafficking, asylum seekers, refugees and internally displaced persons, persons with disabilities, individuals subject to proceedings concerning legal capacity, and persons placed in social welfare institutions without their consent.

Automatic entitlement also applies to children and young adults receiving social protection services, persons exercising rights related to the determination of the time and place of birth, and persons affected by forced eviction and resettlement procedures.

Timeframes of the procedure for granting legal aid

	Criminal cases (days)	Other than criminal cases (days)
Maximum duration prescribed in law/regulation	8	8
Actual average duration	8	8

Article 32 of the Law stipulates that the procedure for granting free legal aid is urgent. The administrative authority must issue a decision on the request within eight days of receiving it, and if additional documentation is requested from the applicant, within eight days from the date it is delivered. If there is a risk of irreparable damage to the applicant or if the period for taking action in the procedure is about to expire, the administrative authority is obligated to issue a decision within three days of receiving the request.

• 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 2022 - 2025	Cases brought to court (a)	Cases not brought to court (b)	Serbia	WB Median	Serbia	WB Median	Serbia	WB Median
Total (1+2)	€15 730 240	16987,7%	NA	NA	€2,40	€0,38	0,0179%	0,0038%	3,4%	1,2%
In criminal cases (1)	€15 652 468	NA	NA	NA						
In other than criminal cases (2)	€77 772	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 €15 730 240. There has been a remarkable increase in the legal aid budget, with a 16 987,7% rise from 2022 to 2025. For criminal cases, Serbia spent €15 652 468 while for other than criminal cases, it spent €77 772.

When evaluating the budget on a per capita basis, the amount dedicated to legal aid in 2025 was €2,4 per inhabitant, which was substantially higher than the WB Median of €0,38. This suggests that, compared to the other beneficiaries, Serbia 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 0,0179%. This percentage was substantially higher than the WB Median of 0,0038%.

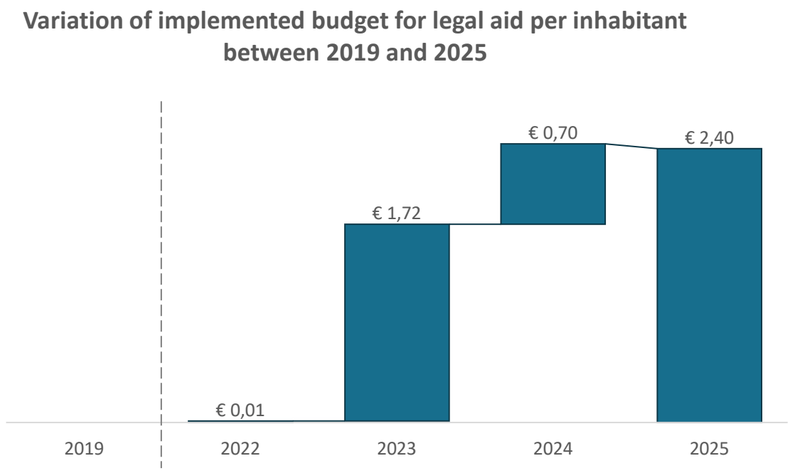
Additionally, the portion of judicial system budget set aside for legal aid was 3,4%, significantly higher than the WB Median of 1,2%. Over the period between 2019 and 2025, the trend of this percentage increased.

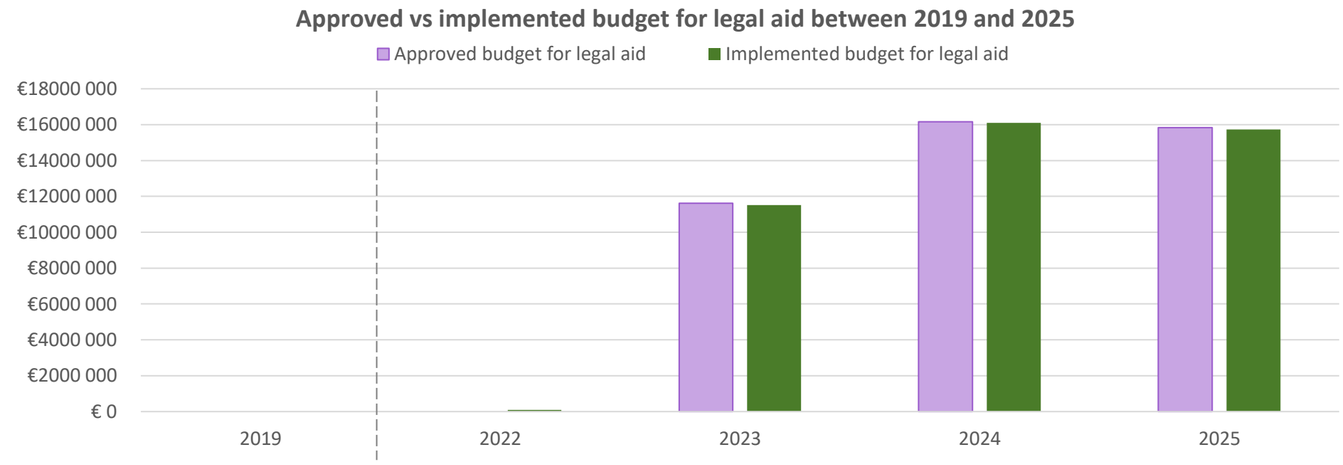
The stated amount of EUR 15 652 468 (implemented budget) mainly refers to the costs of lawyers appointed ex officio, which are considered as legal aid expenditure in line with the CEPEJ methodology.

The total amount of expenditure on free legal aid in non-criminal matters is not centrally available. The reported figures are therefore only partially based on the amounts reimbursed by the Ministry of Justice and do not reflect the full financial scope of the system.

In cases where the costs are jointly borne by the Republic of Serbia and a local self-government unit, the latter pays the full amount to the service provider and subsequently claims reimbursement of 50% from the Ministry of Justice. Accordingly, while the actual expenditure reimbursed by the Ministry amounted to EUR 38 886, the reported amount of EUR 77 772 was estimated by doubling this figure in order to better reflect the overall expenditure borne jointly by the Ministry and local self-government units, following the recommendation of CEPEJ evaluators.

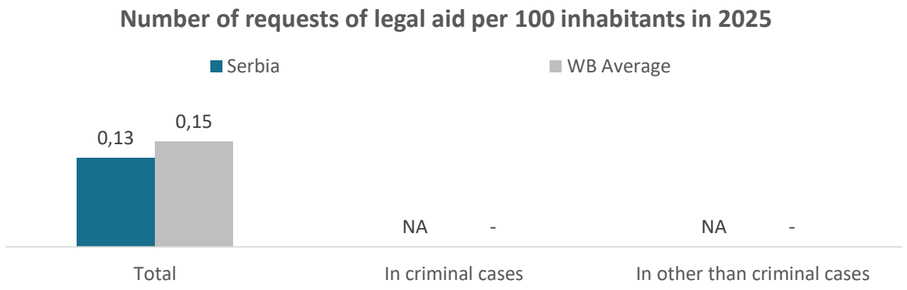
Nevertheless, the reported data still does not capture the total nationwide costs of the free legal aid system. Actual expenditure is likely to be significantly higher due to the substantial financial contribution of local self-government units.





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

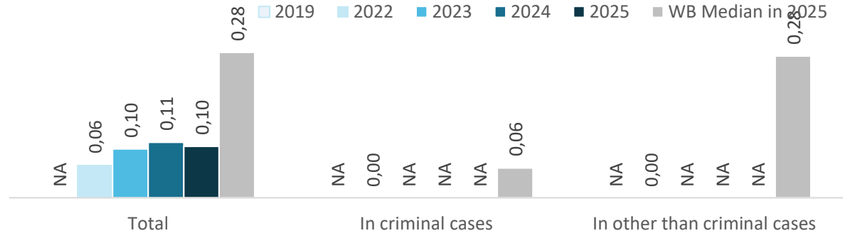
	Number of requests of legal aid				
	Total (a+b)			Cases brought to court (a)	Cases not brought to court (b)
	Absolute number	Per 100 inh.	WB Average		
Total (1+2)	8 520	0,13	0,15	NA	NA
In criminal cases (1)	NA	NA	-	NA	NA
In other than criminal cases (2)	NA	NA	-	NA	NA



In 2025, the number of requests for legal aid was 8 520, corresponding to 0,13 requests per 100 inhabitants. This was significantly lower than the WB Average.

The value stated in the "total" field includes the number of requests submitted for the approval of free legal aid, as well as requests for free legal support related to the preparation of a notarial statement and mediation in resolving disputes. With regard to other data, we emphasize that we do not have them, bearing in mind that the existing record system does not allow for their monitoring according to the required criteria.

	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)	6 616	0,10	NA	NA	NA	NA	NA	NA
In criminal cases (1)	NA	NA	NA	NA	NA	NA	NA	NA
In other than criminal cases (2)	NA	NA	NA	NA	NA	NA	NA	NA



The average amount of legal aid spent per case cannot be calculated, as the reported legal aid budget includes expenditure related to mandatory representation by lawyers appointed ex officio, while these cases are not included in the reported number of legal aid cases.

CThe Law on Free Legal Aid distinguishes between free legal aid (legal advice, representation before courts, defence and drafting of legal submissions) and free legal support (general legal information, mediation and services provided by public notaries). Legal advice and general legal information are available to everyone and are not subject to prior approval. Applications for free legal aid are submitted to local self-government units, which assess eligibility in accordance with the Law. Article 67 of the Constitution guarantees the right to legal aid under conditions prescribed by law. Legal aid is provided by lawyers, as an independent and autonomous profession, and by legal aid offices established within local self-government units. In addition, courts may exempt parties from court costs where their financial situation does not allow them to bear such expenses.

The value reported under the "total" field refers to the total number of approved requests for free legal aid, including approved requests for free legal support in the form of notarial services and mediation in dispute resolution. More detailed data are not available, as the current recording system does not allow monitoring according to the required categories. The data provided under this section therefore relate exclusively to free legal aid.

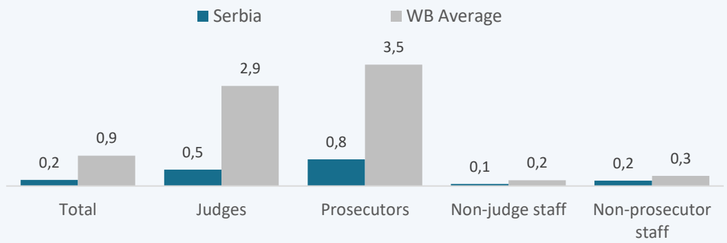
Training of judges and prosecutors in Serbia in 2025 (Indicator 11)

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 Serbia was €1,09 per inhabitant, significantly higher than the WB Average of €0,88 per inhabitant.

In 2025, a total of 2 755 participants - including 1 258 judges and 568 prosecutors - took part in 220 live training sessions held in-person, hybrid or via video conferences. Regarding the internet-based trainings (not-live), 29 trainings were provided on the e-learning platform of the training institution for judges and prosecutors. The total number of participats was 567 for the institutional platform and NAfor the external platforms. There were 567 participants in internet-based trainings. This shows that the participation on live trainings is higher than the participation in internet-based trainings. Overall, the participation on live trainings is higher than the participation on online trainings

On average, each judge in Serbia attended 0,5 live trainings in 2025, which was below the WB Average (2,9). Each prosecutor participated in an average of 0,8 live trainings, less than the WB Average (3,5).

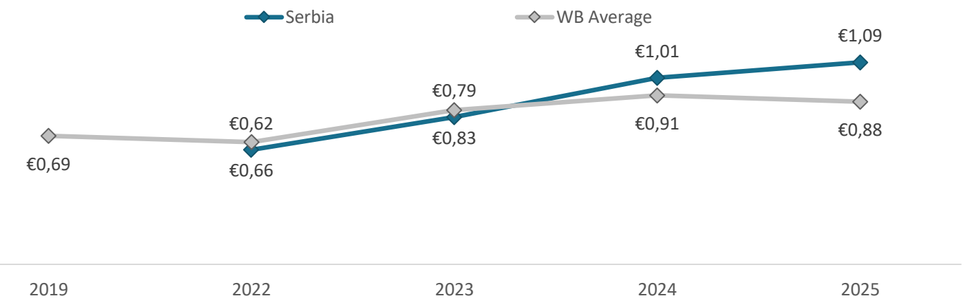
Additionally, both judges and prosecutors in Serbia are required to attend a minimum of NAP days of in-service compulsory training.

• 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
		Serbia	WB Average		
Total (1 + 2 + 3)	€7 160 046	€1,09	€0,88	NA	8,3%
(1) Budget of the training institution(s)	€6 635 012				
(2) Budget of the courts allocated to training	€521 277				
(3) Budget of the prosecution allocated to training	€3 757				

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



Serbia spent in total € 7160 046 for training for judges and prosecutors in 2025, which is € 1,09€ per inhabitant (above the WB average of € 0,88 per inhabitant).

• 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	
				Serbia	WB Average	Serbia	WB Average
Total	220	285	2 755	1,3 >	1,2	12,5 <	14,4
Judges	191	248	1 258	1,3 >	1,2	6,6 <	11,8
Prosecutors	140	189	568	1,4 >	1,3	4,1 <	10,1
Non-judge staff	161	209	603	1,3 <	1,5	3,7 <	15,2
Non-prosecutor staff	129	174	326	1,3 >	1,1	2,5 <	2,8

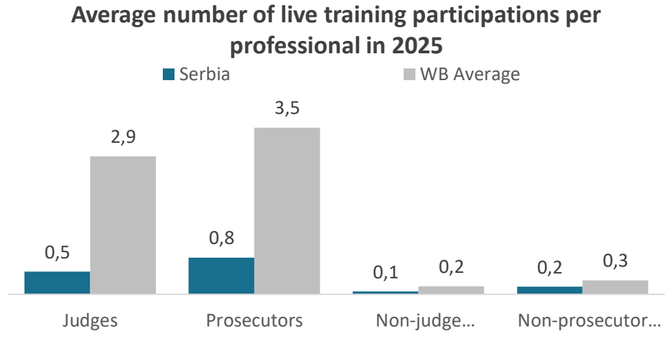
CEPEJ distinguishes these types of trainings:
"A live" training shall be understood as a training conducted in real time. This means that both trainers and participants are physically present in one location or several locations assisted with information technology (digital tools).
"Internet-based" trainings 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.

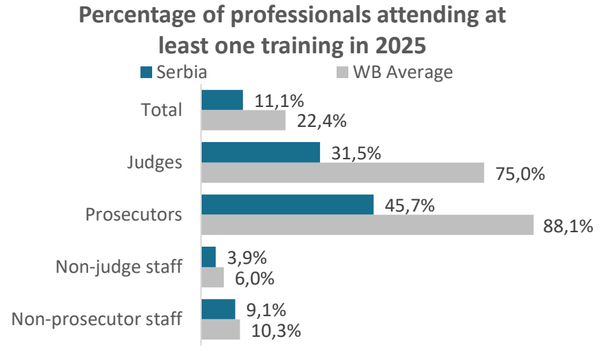
Key: > Higher than the WB Average
= Equal to the WB Average
< Lower than the WB Average

In 2025, the average duration of trainings for judges in Serbia was 1,3 days (slightly above the WB Average of 1,2). During the same period, the average duration of training for prosecutors was 1,4 days, which was above the WB Average of 1,3 days.

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	
	Serbia	WB Average		Serbia	WB Average
Total	0,2 <	0,9	1 777	11,1% <	22,4%
Judges	0,5 <	2,9	837	31,5% <	75,0%
Prosecutors	0,8 <	3,5	339	45,7% <	88,1%
Non-judge staff	0,1 <	0,2	414	3,9% <	6,0%
Non-prosecutor staff	0,2 <	0,3	187	9,1% <	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 prosecutor (0,8 live training participations per prosecutor). Hence, compared to the other professionals, Serbia gave priority to the trainings for prosecutor, like the rest of the region (the WB Average number of participations per prosecutor on live trainings was 3,5).

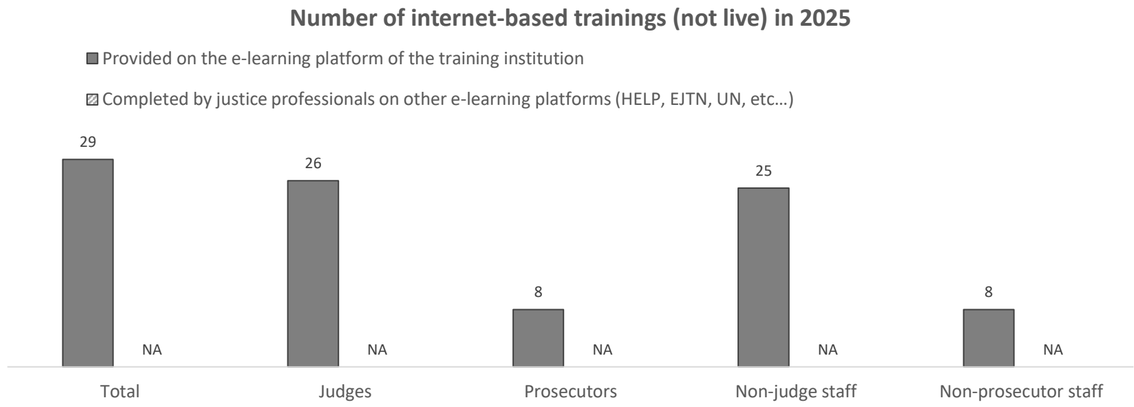
In 2025 the highest priority for live training was given to the training of Prosecutors (0,8 participations on trainings per prosecutor). At the same time, the percentage of prosecutor attending at least one training was 45,7%.

A large number of trainings includes few groups of stakeholders, such as police officers, lawyers, social workers, NGO representatives, tax administration officials and others, depending on the topic discussed of the specific training, and not only judges and prosecutors. Also, where possible and appropriate, Judicial Academy gathers judges, prosecutors, judicial and prosecutorial assistants and the beneficiaries of the initial training of the Judicial Academy at the same trainings. This is the reason why the total number of all participants is higher than the sum of the number of judges, prosecutors, non-judge and non-prosecutor staff who attended the trainings. The total number of participants in live is 4661 which includes all participant categories.

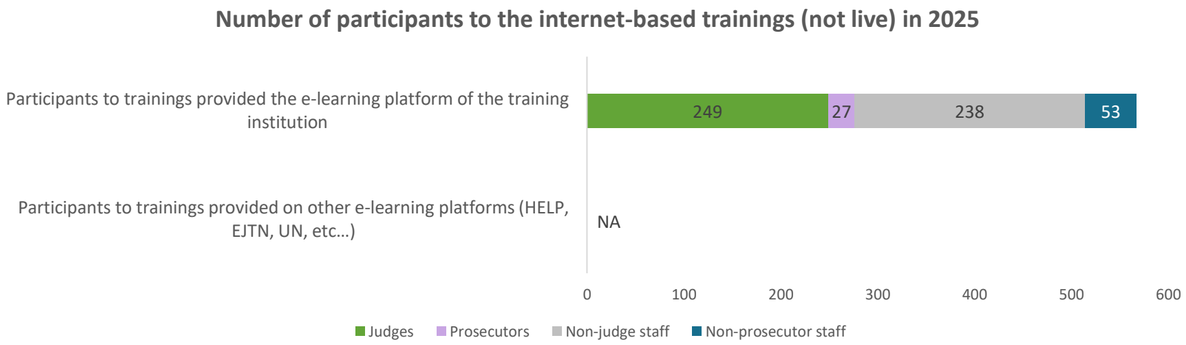
Participation shall be understood as one attendance of a person to a training.

• 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	29	567	NA	NA
Judges	26	249	NA	NA
Prosecutors	8	27	NA	NA
Non-judge staff	25	238	NA	NA
Non-prosecutor staff	8	53	NA	NA

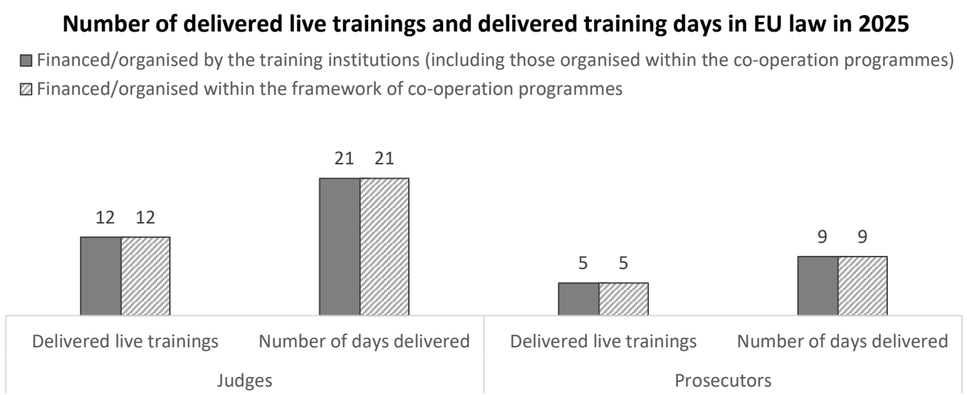


In 2025, the Judicial Academy reported 29 internet-based trainings delivered through its own e-learning platform, with a total of 567 participants. Judges represented the largest group of participants (249), followed by non-judge staff (238), non-prosecutor staff (53) and prosecutors (27). No data were reported on participation in trainings completed by justice professionals on external e-learning platforms such as HELP, EJTN or UN platforms.



• Number of EU law training courses and participants

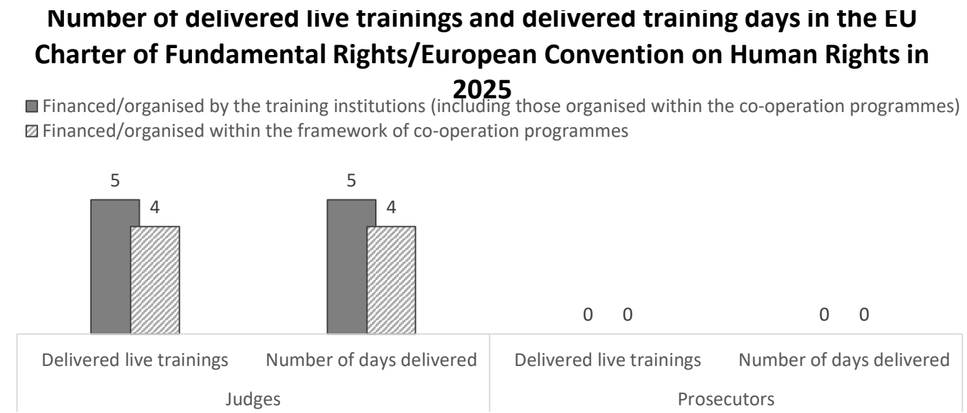
	Training in EU law			
	By the training institutions for judges and prosecutors		Within the framework of co-operation programmes	
	Judges	Prosecutors	Judges	Prosecutors
Live trainings (2025)				
Number of delivered live trainings	12	5	12	5
Number of days delivered	21	9	21	9
Number of participants	118	18		
Internet-based trainings (2025)				
Number of available trainings	3	1	0	0
Number of participants	8	2		



In 2025, judges in Serbia received a total of 12 live trainings in EU law, all delivered within the framework of co-operation programmes. Prosecutors received 5 live trainings in total, all delivered within the framework of co-operation programmes. Judges participated in 21 training days with 118 participants, while prosecutors took part in 9 training days with 18 participants.Moreover, 3 internet-based trainings were available for judges and 1 were available for prosecutors.

In 2025, the Judicial Academy offered a number of online trainings in the field of EU law through its LMS platform. These included Environmental Courts and Tribunals (completed by 5 judges and 2 public prosecutors), EU Law (completed by 3 judges), and EU Intellectual Property (not completed by any judge in 2025 and not available to public prosecutors). In parallel, the Judicial Academy also delivered several face-to-face trainings covering EU law and related topics, including gender equality, mediation and arbitration, personal data protection in the European Union, intellectual property and competition law, the EU Charter of Fundamental Rights, EU administrative law, and EU best practices in complex criminal investigations and trials for organised crime.

	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	
	Judges	Prosecutors	Judges	Prosecutors
Live trainings (2025)				
Number of delivered live trainings	5	0	4	0
Number of days delivered	5	0	4	0
Number of participants	27	0		
Internet-based trainings (2025)				
Number of available trainings	0	0	0	0
Number of participants	0	0		



In 2025, judges in Serbia received a total of 5 live trainings in the EU Charter of Fundamental Rights/European Convention on Human Rights, including 4 delivered within the framework of co-operation programmes. Prosecutors received 0 live trainings in total, all delivered within the framework of co-operation programmes. Judges participated in 5 training days with 27 participants. No internet-based trainings were available.

• Type of trainings

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

For domestic violence, according to Article 9 of the Law on the Prevention of Domestic Violence, in each public prosecutor's office, except those with special competencies, the Head Public Prosecutor appoints public prosecutors who have completed specialised training in order to exercise the competencies of the public prosecutor's office in preventing domestic violence and prosecuting perpetrators of criminal offences defined by this law. According to Article 28 of the same Law, specialised training is conducted by the Judicial Academy for Head Public Prosecutors, Public Prosecutors and judges, in cooperation with other professional institutions and organisations. Under Article 3 of the Law, domestic violence is defined as an act of physical, sexual, psychological or economic violence.

In addition, the Judicial Academy provides both face-to-face and online training in this field. In 2025, the Academy organised the following face-to-face trainings: (1) Women in language and society – from the better half to the victim of femicide; (2) Corruption under the guise of violence – gender aspects of coercion and responsibility; (3) Domestic violence – risk assessment and the role of institutions in preventing violence; (4) Domestic violence – understanding and preventing gender-based violence – the responsibility of the system and the individual; (5) From victim to leader – financial security as a path to recovery for victims of gender-based violence; and (6) Dealing with femicide cases. A total of 144 participants completed these trainings, including 68 public prosecutors and 76 prosecutorial staff. As regards online training, 4 public prosecutors and 12 prosecutorial staff completed domestic violence trainings on the Judicial Academy's LMS platform, while 2 public prosecutors and 3 prosecutorial staff completed a training on gender equality, which also included a module on domestic violence.

• 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	4	NAP	NAP	NAP
Prosecutors	4	NAP	NAP	NAP

During initial training the users of the initial training have the obligation to pass 4 HELP courses.

• Quality of judicial training

Serbia 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	✗
Courts/prosecutor's offices	✓		

The annual training needs assessment primarily consists of the collection of qualitative and quantitative data from the target group – users of the training programmes – as well as from a wide range of partners involved in the implementation of educational activities. The methodology used includes surveys and focus groups. Quantitative data are collected through standardised questionnaires adapted to the job analysis and the educational characteristics of the target audience. Focus groups with relevant representatives of courts and prosecutor's offices (representatives of judicial practice departments, presidents of departments, first deputies and users of initial training) are organised in order to verify the quality of the data obtained through surveys, but also to obtain more complex information aimed at improving the quality of training and ensuring a better functionalisation of the curriculum. Taking into account the complexity of the role of judges and prosecutors, the Judicial Academy also analyses all relevant strategic documents and legal regulations when designing the instruments for training needs assessment. Before sending the questionnaire, the Judicial Academy regularly communicates with all key judicial bodies involved in defining the criteria for assessing the work performance of judges and prosecutors, in order to analyse educational needs more comprehensively and ensure that the curriculum is sufficiently adaptable to both the general and the specific needs of the target audience.

Based on Article 9 of the Law on the Judicial Academy and Article 10 of the Statute of the Judicial Academy, the Management Board adopted the Rulebook on the procedure for determining training needs and preparing proposals for the annual continuous training programme. Pursuant to Article 4 of this Rulebook, the Judicial Academy conducts an annual training needs assessment, as the results obtained constitute one of the main parameters for preparing the plan and programme of continuous training for the following calendar year.

The annual plan for the implementation of monitoring and evaluation determines the activities to be carried out, as well as the instruments to be used to assess the quality of the educational activities delivered. The evaluation instruments are based on the following indicators: the quality of the training programme, the quality of lecturers/trainers, the quality of the chosen methodology, the quality of the training content and the practical application of knowledge. Quality and satisfaction with the continuous training programme are measured through the following instruments: standard evaluation questionnaire; assessment of the impact of Judicial Academy training on the performance of respondents; evaluation of the Judicial Academy's educational activities with permanent participants; participants' educational expectations from the Judicial Academy; participants' satisfaction with the educational aspects of the Judicial Academy; monitoring reports; and structured tests (pre- and post-assessment of learning outcomes).

Evaluation instruments are based on the Kirkpatrick model of evaluation, Brinkerhoff's six-phase evaluation model and Bloom's taxonomy. Depending on the structure and duration of the educational activities, different levels of these models are applied.

Assessment of satisfaction with certain aspects of the training is carried out immediately after the training. Changes in knowledge are assessed through standardised pre- and post-tests. Where the structure of the educational activity allows, the Judicial Academy also evaluates the medium- and long-term effects of the training. Medium-term effects are assessed through a standardised questionnaire designed to measure knowledge retention and the possibility of applying the acquired knowledge in daily work; this assessment is conducted two to three months after the training. Long-term effects are assessed six months after the training through a comparative analysis of changes in the daily work of the participants.

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	✗

The results obtained serve as the basis for improving the quality of future training activities. Combined with monitoring reports, they provide guidance for the use of different interactive methods and for a more precise adjustment of the programme, particularly as regards the balance between theory and practice, the level of difficulty of tasks and the design of case studies. The data obtained also provide guidance for lecturers in improving their didactic skills, especially with regard to encouraging and maintaining interaction, creating a positive learning environment, sustaining group dynamics, and adapting the content to the experience and specific needs of participants, with a particular focus on its applicability in daily work. Since one of the questions included in the questionnaire concerns future training needs, the data are also used to support the continuous professional development of judges and prosecutors.

Alternative Dispute Resolution in Serbia 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 ✗

Mediators

18,9

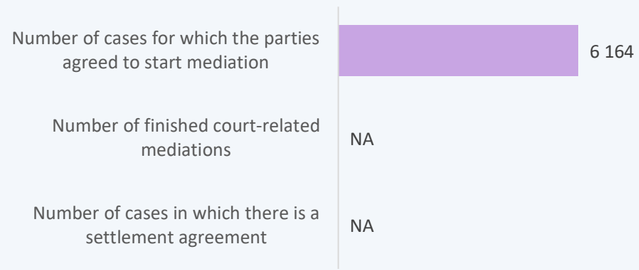
per 100 000 inhabitants

WB Median: 6,0



68,7% female mediators

Total number of court-related mediations



In Serbia, legal aid for court-related mediation or related mediation provided free of charge could be granted. The judical system does not provide for mandatory mediation. Also, there are no mandatory informative sessions with a mediator. In 2025, the number of mediators was 18,9 per 100 000 inhabitants, which was above the WB Median (6 per 100 000 inhabitats). The majority of the mediators were women (68,7%). There were in total 6164 cases for which the parties agreed to start mediation.

• 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.

According to Article 3, paragraph 2 of the Law on Mediation in Dispute Resolution (“Official Gazette of RS”, No. 55/2014), mediation is possible in particular in property-related disputes concerning the fulfilment of an obligation to perform an act, in other property-related disputes, in family and commercial disputes, in administrative matters, disputes in the field of environmental protection, consumer disputes, as well as in all other contentious relations in which mediation corresponds to the nature of the disputed relationship and may contribute to its resolution. The provisions of this Law also apply to mediation in criminal and misdemeanour matters concerning property claims and compensation for damages, as well as in labour disputes, unless otherwise provided by a special law.

Article 9 of the same Law provides that mediation is voluntary, except in disputes in which the initiation of mediation proceedings is prescribed by a special law as a condition for conducting court or other proceedings. A court or other authority which, under a special law, is obliged to inform the parties about the possibility of mediation must provide them with all necessary information in order to ensure that they are fully informed about this possibility.

The Family Law (“Official Gazette of RS”, No. 18/2005, 72/2011 – other law, and 6/2015) provides in Article 229 that mediation includes both an attempt at reconciliation and an attempt to settle the dispute by agreement. Under Article 230(1), mediation is, as a rule, conducted alongside proceedings in a marital dispute initiated by a claim filed by one of the spouses. Article 231 further provides that mediation is, as a rule, conducted by the court, and that the claim for annulment or divorce is served together with the summons to the mediation hearing.

The Civil Procedure Law (“Official Gazette of RS”, Nos. 72/11, 18/20, …10/23) provides in Article 11 that the court shall refer the parties to mediation or to an informational hearing on mediation, in accordance with the law, or indicate to them the possibility of resolving the dispute out of court through mediation or another amicable method. Article 305(3) further stipulates that the court shall inform the parties of their right to resolve the dispute through mediation.

The Criminal Procedure Code (“Official Gazette of RS”, No. 72/11…62/21) provides in Article 505 that, before scheduling the main hearing for criminal offences prosecuted by private action, the judge shall summon the private prosecutor and the defendant to appear before the court on a specified date in order to be informed about the possibility of referral to mediation proceedings. If, during mediation, the private prosecutor and the defendant reach a settlement and the property claim is satisfied, the private action is deemed withdrawn and the judge issues a ruling dismissing the private complaint. If mediation is unsuccessful, the judge schedules the main hearing after receiving notification of the outcome.

In addition, some courts in Serbia have established an Info-service to support alternative dispute resolution methods, with the aim of helping citizens and parties to proceedings become familiar with the mediation process and resolve their disputes amicably.

• Other ADR methods

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

Various alternative dispute resolution methods are available to parties under the Serbian legal framework, including mediation (judicial and non-judicial), conciliation and arbitration. To date, however, these mechanisms remain underused. At the same time, a steady increase in mediation proceedings has been observed over the last two years, accompanied by strong support for mediation from the Ministry of Justice and the Supreme Court of Cassation, as well as positive developments in the field of arbitration, including the establishment of a new independent arbitration centre. Nevertheless, coordinated, joint and sustained multiannual efforts are still needed to establish a viable and sustainable alternative dispute resolution system.

With this in mind, a strategic approach to improving the use of mediation was launched in August 2018. Recognising that strengthening mediation culture and mechanisms is not a task for the judiciary and the Ministry of Justice alone, the Ministry has also involved other line ministries and institutions, such as the National Bank of Serbia, the Ministry of Trade and the Ministry of Labour, with a view to jointly identifying the best ways to improve both the use and the quality of mediation in the areas falling within their respective competences and, in this way, to respond more effectively to the benchmark set in this area under Chapter 23.

• Mediators and court-related mediations

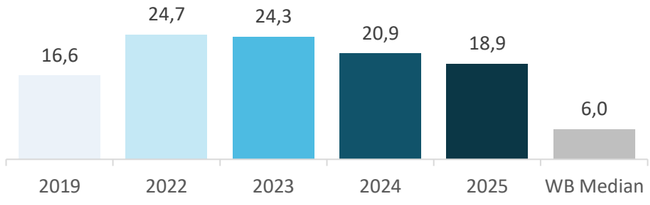
Requirements and procedure to become an accredited or registered mediator:

In Serbia, the status of mediator is regulated by the Law on Mediation in Dispute Resolution ("Official Gazette of the Republic of Serbia", No. 55/2014), which sets out the conditions for obtaining, renewing and revoking a mediation licence. A mediator must be a natural person acting independently, impartially and neutrally between the parties.
To practise as a mediator, a person must have legal capacity, Serbian citizenship (except in international and cross-border mediation, where foreign citizens may also act under the condition of reciprocity), completed basic mediator training, a university degree, and no unconditional prison sentence for a criminal offence rendering them unfit for mediation. In addition, the person must obtain a mediation licence and be entered in the Register of Mediators maintained by the Ministry of Justice. Judges may act as mediators only outside working hours and without remuneration.
The licence is issued by the competent ministry following an application procedure and verification that all legal requirements are met. It is a public document confirming that the person is qualified to perform mediation and is issued initially for three years. Once licensed, the mediator is entered in the public Register of Mediators, available on the Ministry's website, which contains basic personal, professional and contact information. Registration in this register is a mandatory condition for practising mediation.
The licence must be renewed before expiry. In order to renew it, the mediator must still fulfil the basic requirements and additionally complete at least ten hours of professional training per year and conduct at least five mediations during the validity of the licence. Compliance with the Code of Ethics and legal obligations is also taken into account. A renewed licence is valid for five years.
If a mediator no longer fulfils the statutory conditions or breaches the applicable legal or ethical rules, the licence may be revoked and the mediator removed from the Register. The revocation procedure is conducted by a Commission, which examines whether the conditions for performing mediation are still met and whether the mediator has respected the procedural rules laid down by law. The final decision is taken by the Minister upon the Commission's proposal. The Commission is composed of one judge, one mediator and one representative of the Ministry of Justice. An administrative dispute may be initiated against the decision.

Accredited/registered mediators for court-related mediation			% Variation between 2019 and 2025
Absolute number	Per 100 000 inhabitants	WB Median per 100 000 inhabitants	
1 244	18,9	6,0	7,6%

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

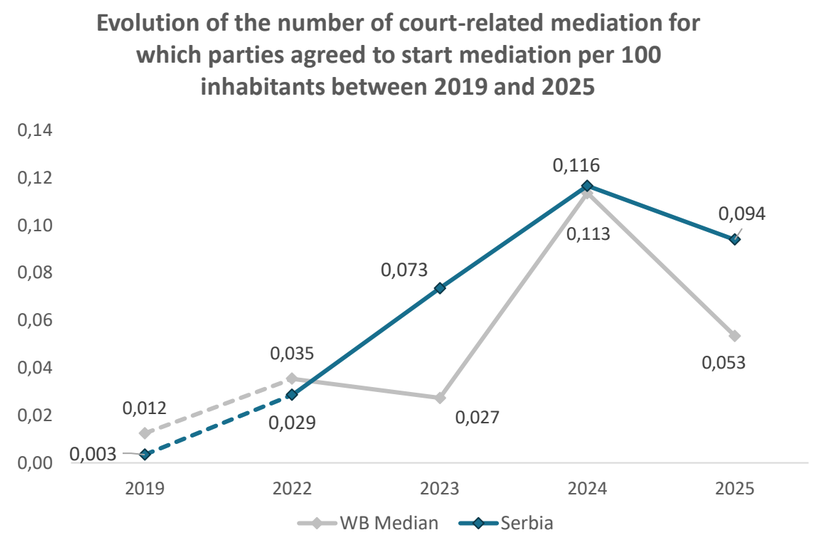
Accredited/registered mediators for court-related mediation per 100 000 inhabitants between 2019 and 2025



In 2025, the total number of mediators in Serbia was 1244, which is 7,6% more than in 2019.The number of mediators per 100 000 inhabitants was 18,9, which is more than the WB Median of 6.

In Serbia, mediation is regulated by the Law on Mediation in Dispute Resolution (“Official Gazette of the Republic of Serbia”, No. 55/2014). Under this law, a mediator is a natural person who acts independently, impartially and neutrally between the parties to a dispute. Mediators must meet the legal requirements laid down by the Law, hold a mediation licence and be entered in the Register of Mediators maintained by the Ministry of Justice. In international and cross-border mediation, foreign citizens may also act as mediators under the condition of reciprocity, while judges may act as mediators only outside working hours and without remuneration.
In Serbia, mediation is regulated by the Law on Mediation in Dispute Resolution (“Official Gazette of the Republic of Serbia”, No. 55/2014). Under this law, a mediator is a natural person who acts independently, impartially and neutrally between the parties to a dispute. Mediators must meet the legal requirements laid down by the Law, hold a mediation licence and be entered in the Register of Mediators maintained by the Ministry of Justice. In international and cross-border mediation, foreign citizens may also act as mediators under the condition of reciprocity, while judges may act as mediators only outside working hours and without remuneration.

	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)	6 164	NA	NA				
1. Civil and commercial cases	1 251	NA	NA	✓	✓	✓	✗
2. Family cases	115	NA	NA	✓	✓	✓	✗
3. Administrative cases	23	NA	NA	✓	✓	✓	✗
4. Labour cases incl. employment dismissals	174	NA	NA	✓	✓	✓	✗
5. Criminal cases	21	NA	NA	✓	✗	✗	✗
6. Consumer cases	1 983	NA	NA	✓	✓	✓	✗
7. Other cases	2 597	NA	NA				



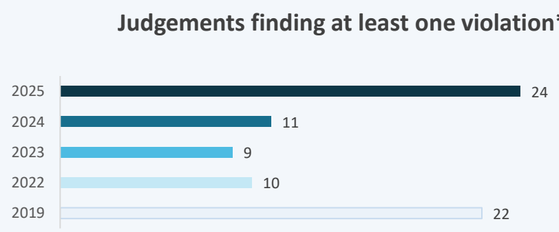
Court related mediations are provided by private mediators, public authorities (other than the court) and judges. In 2025, mediation was most used for Consumer cases and Civil and commercial cases (parties agreed to start mediation in 1 983 and 1 251 cases, respectively).

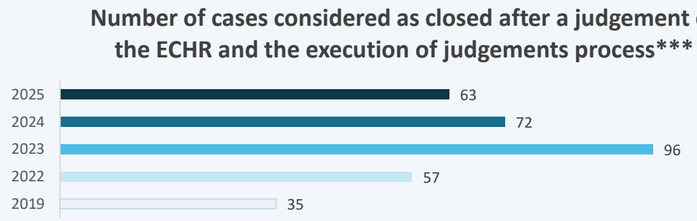
In Serbia, it is possible to receive legal aid for court-related mediation or receive these services free of charge.

Other cases include banking services, leasing and insurance, consensual financial restructuring, compensation for damages, and workplace harassment (mobbing).
Family law provides that, upon service of an action for annulment or divorce of marriage, the court must schedule a hearing for conciliation/settlement, held before a sole judge. The judge is required to recommend psycho-social counselling to the spouses and may, upon their proposal or with their consent, entrust mediation to the competent guardianship authority, marriage or family counselling service, or another institution specialised in mediation in family relations. In addition, the Law on Social Protection (“Official Gazette of the Republic of Serbia”, No. 24/2011) provides for mediation as a community-based social service within the counselling-therapeutic and social-educational group of services, including outside court proceedings through Centres for Social Work at local level.
The procedural framework also allows for certain elements of mediation in penal matters. Under Article 505 of the Criminal Procedure Code, before scheduling a trial for criminal offences prosecuted by private prosecution, the judge must summon the private prosecutor and the defendant in order to inform them of the possibility of referral to mediation. The Criminal Code also provides for the possibility of settlement between the offender and the victim: the court may waive punishment for an offence punishable by up to three years’ imprisonment or a fine if the offender has fulfilled all obligations arising from an agreement reached with the victim. In these matters, the court is the only eligible public authority, which reflects the nature of the proceedings.
The Law on Consumer Protection provides two forms of out-of-court settlement of consumer disputes: mediation, in accordance with the law governing mediation in Serbia, and arbitration. Parties to a consumer dispute may entrust the resolution of the dispute to one or more mediators selected from the list of mediators in accordance with the Law on Mediation.

European Convention on Human Rights in Serbia 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.





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	✗

Judgments of the European Court of Human Rights concerning Serbia are published on the websites of the Judicial Academy, the Representative of the Republic of Serbia before the ECtHR, the Official Gazette of the Republic of Serbia and the Supreme Court. In addition, all judgments and excerpts from judgments, accompanied by comments, are published in the Bulletin of the Supreme Court. Civil proceedings: Article 426(1)(11) of the Civil Procedure Code provides that proceedings may be reopened if a party is able to rely on a judgment of the ECtHR finding a violation of human rights that could have resulted in a more favourable outcome. The request for reopening must be submitted within 60 days from the date on which the party was able to use the final ECtHR judgment (Article 428(1)(4)). Criminal proceedings: Pursuant to Articles 483(1) and 485(1)(3) of the Criminal Procedure Code, a request for the protection of legality may be filed by the Republic Public Prosecutor, the defendant or the defence counsel where a violation of rights and freedoms guaranteed by the Constitution or the European Convention on Human Rights has been established by either the Constitutional Court or the ECtHR. The Supreme Court decides on this legal remedy. Misdemeanour proceedings: The Law on Misdemeanours allows for the reopening of proceedings following an ECtHR judgment. Under Article 280(1)(5), a request for retrial may be submitted when an ECtHR judgment finding a violation of human rights could have led to a more favourable decision for the defendant. Administrative disputes: Article 56(1)(7) of the Law on Administrative Disputes provides that proceedings concluded by a final judgment or decision may be reopened where a subsequent ECtHR judgment in the same matter may affect the lawfulness of the final judicial decision. Similarly, Article 176(1)(12) of the Law on General Administrative Procedure allows for reopening where the ECtHR has found a violation of the applicant's rights or freedoms in the same administrative matter.

Number of applications to the ECHR, number of judgments, and number of cases considered as closed after a judgement of the ECHR

		2019	2022	2023	2024	2025
Applications allocated to a judicial formation of the Court**		2 160	3 289	1 522	1 118	1 122
Judgements finding at least one violation**		22	10	9	11	24
Judgements finding at least one violation of the Article 6 of the ECHR	Right to a fair trial (1)	0	0	2	4	7
	Length of proceedings	10	0	0	2	2
	Non-enforcement	7	5	3	1	1

	2019	2022	2023	2024	2025
Number of cases considered as closed after a judgement of the ECHR and the execution of judgements process***	35	57	96	72	63

** Source: ECHR
(1) Figures in this line may include conditional violations.
*** Source: Department for the Execution of Judgments of the ECHR

In 2025, the applications allocated to a judicial formation** for Serbia were 1122 (4 more than the previous year). The judgements by the ECHR finding at least one violation for Serbia were 24; whereas they were 11 in 2024.The number of cases considered as closed after a judgement of the ECHR and the execution of judgements process was 63 in 2025; whereas they were 72 in 2024.

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

Judges

Description of the specific procedure of recruitment

The recruitment and appointment procedure for judges in Serbia is prescribed by the Law on Judges ("Official Gazette of the Republic of Serbia", No. 10/2023). To be eligible, a candidate must be a citizen of Serbia, meet general requirements for work in state bodies, hold a law degree, have passed the bar exam, and possess professionalism and integrity. Candidates must also have relevant legal work experience according to the court's profile, with additional criteria of expertise and moral qualities. The recruitment process is based on open competition: the High Judicial Council announces a public call, with applications submitted within 15 days. A commission reviews applications for timeliness, admissibility, and completeness, with incomplete applications subject to an appeal procedure. Qualified candidates are further vetted by the Council, which gathers information and conducts interviews to assess communication, expertise, and integrity.

Candidates who have not completed initial training at the Judicial Academy must pass a special exam before the High Judicial Council; those who have completed this training are evaluated based on their final assessment from the Academy. The procedure prohibits discrimination and takes the representation of national minorities and language skills into account. Selection decisions are reasoned, publicly announced, and may be appealed before the Constitutional Court within 15 days. Judges assume office following an oath at a ceremonial session.

Eligibility

JA	WJA	Pre-conditions:	JA	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		

** JA = Via Judicial Academy

WJA = Without Judicial Academy

Prosecutors

Description of the specific procedure of recruitment

The recruitment of public prosecutors in Serbia is regulated by the Law on the Public Prosecutor's Office ("Official Gazette of RS", No. 10/2023), and is overseen by the High Prosecutorial Council. To be eligible, a candidate must be a citizen of Serbia, meet general requirements for work in state bodies, hold a law degree, have passed the bar exam, and demonstrate professional competence and worthiness. Required legal experience varies by prosecutorial rank, ranging from three years for entry-level positions to twelve years for the Supreme Public Prosecutor. The selection is merit-based and structured, carried out by the Council's Commission through a points system covering professional competence, qualifications, interview performance, prior work evaluations, professional activities, and personal records. For first-time candidates, expertise and competence are assessed through an exam graded 1–5; those who completed initial training at the Judicial Academy use their final Academy grade instead. Failure on the exam results in exclusion from further consideration for that cycle. Current prosecutors are evaluated primarily through formal work assessments, while external candidates are reviewed based on relevant experience and employer references. Points may also be awarded for publications, training, language proficiency, and professional achievements. All candidates undergo an interview to assess their communication skills, readiness, and integrity. For chief public prosecutor positions, candidates additionally present a development program for the office. Worthiness and professional reputation are verified via background checks and publicly available information, with a negative finding leading to disqualification. Candidates may request corrections or reviews of their evaluations, but the final decision is based on the overall score and assessment results.

This system ensures appointments are based on transparent, fair, and merit-based competition, with integrity checks integrated at every stage. The criteria, core requirements, and evaluation methods remain consistent with previous years, with ongoing refinement by the High Prosecutorial Council for transparency and objectivity.

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

Judicial Council

According to the new Law on Judges (adopted after Constitutional changes) High Judicial Council is the only institution in charge for appointing and dismissing judges.

In Serbia, there exists the possibility for non pre-selected judge candidates to appeal to this decision via or without Judicial Academy. The body is competent to decide on appeal is Constitutional Court.

After the High Judicial Council adopts and publishes a reasoned decision on the election of a judge, any candidate may appeal to the Constitutional Court within 15 days of publication in the Official Gazette. The Constitutional Court must decide within 30 days after the appeal period expires, either rejecting the appeal as unfounded and confirming the appointment, or accepting it and annulling the election decision; the Court's decision and rationale are also published in the Official Gazette. Submitting an appeal to the Constitutional Court excludes the right to file a constitutional complaint.

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

Prosecutorial Council

THE LAW ON THE PUBLIC PROSECUTOR'S OFFICE ("Official Gazette of RS", No. 10/2023)
The Supreme Public Prosecutor is elected by the National Assembly, on the proposal of the High Council of Prosecutors, for a term of six years. The Chief Public Prosecutor is elected by the High Council of Prosecutors for a six-year term. The public prosecutor is elected by the High Council of Prosecutions to a permanent position of public prosecutor in the public prosecutor's office.

In Serbia, there is no possibility for non pre-selected prosecutor candidates to appeal to this decision.

Law on the Public Prosecutor's Office "Official Gazette of the Republic of Serbia", No. 10 of 9 February 2023
Ranking list of candidates - Article 91 For the election of the Chief Public Prosecutor and the Public Prosecutor, the High Prosecutorial Council shall compile a ranking list of candidates based on the expertise, qualifications and worthiness of the candidates.
The ranking list referred to in paragraph 1 of this Article shall be published on the website of the High Prosecutorial Council.

Judges

To be selected as a judge in Serbia, a candidate must be a Serbian citizen who meets the general requirements for state employment, holds a law degree, has passed the bar exam, and demonstrates professionalism, competence, and integrity (Law on Judges, “Official Gazette of RS”, No. 10/2023, Articles 48–50). Required legal experience varies by court: 2 years for misdemeanor courts, 3 years for basic courts, 6 years for higher, commercial, and appellate misdemeanor courts, 10 years for appellate, commercial appellate, or administrative courts, and 12 years for the Supreme Court (Article 49). Selection criteria further include expertise (theoretical and practical legal knowledge), competence (application skills), and worthy moral character evaluated by honesty, conscientiousness, fairness, dignity, perseverance, and exemplary behavior. First-time judge candidates must pass an exam overseen by the High Judicial Council, graded 1–5, except those entering basic or misdemeanor courts with completed initial Judicial Academy training—who instead use their final Academy grade (Article 51). The Council sets exam content and standards. Discrimination is prohibited at all stages, and attention is paid to fair representation of national minorities and relevant language abilities (Article 52).

Selection

JA	WJA	Criteria	JA	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 (both via or without Judicial Academy)

Judicial Council

High Judicial Council is the only institution in charge to select judges.

Prosecutors

To be selected as a public prosecutor in Serbia, a candidate must be a Serbian citizen who meets the general requirements for state employment, holds a law degree, has passed the bar exam, and is assessed as professional and worthy of judicial office (Law on the Public Prosecutor’s Office, “Official Gazette of RS”, No. 10/2023, Articles 81–85). The required legal experience varies by position: 3 years for a basic public prosecutor, 4 years for a basic chief public prosecutor, 6 years for a higher public prosecutor, 7 years for a senior chief public prosecutor, 9 or 10 years for appellate and special jurisdiction positions, and 11 or 12 years for the Supreme Public Prosecutor's Office. Selection criteria further include expertise (theoretical and practical legal knowledge), competence (skills in effectively applying legal knowledge), and dignity (moral qualities including honesty, conscientiousness, fairness, dignity, perseverance, and exemplary behavior). Expertise and competence are verified through an exam graded 1–5, except for first-time basic public prosecutor candidates who have completed Judicial Academy training, whose final Academy grade is used instead. The High Prosecutorial Council determines and conducts the exam. Discrimination is prohibited throughout the process, and consideration is given to national minority representation and professional language abilities.

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

Prosecutorial Council and another body

THE LAW ON THE PUBLIC PROSECUTOR'S OFFICE ("Official Gazette of RS", No. 10/2023)

IV SELECTION

1. Jurisdiction and conditions for the election of the holder of the office of public prosecutor

Jurisdiction to choose

Article 80

The Supreme Public Prosecutor is elected by the National Assembly, on the proposal of the High Council of Prosecutors, for a term of six years.

The Chief Public Prosecutor is elected by the High Council of Prosecutors for a six-year term.

The public prosecutor is elected by the High Council of Prosecutions to a permanent position of public prosecutor in the public prosecutor's office.

The number of public prosecutors for each public prosecution is determined by the High Council of Prosecutors.

Appointment

Judges

Authority competent for the final appointment

Judicial Council

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

The High Judicial Council is the sole institution responsible for appointing judges in Serbia, as established by Article 150 of the Constitution. It is an independent body ensuring the independence of courts, judges, court presidents, and lay judges. The Council organizes and publishes public competitions for judicial vacancies, ensures selection based on merit, and provides reasoned decisions on appointments, which are published in the Official Gazette and on its website.

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

The Constitutional court is competent to decide on the appeal

Candidates may appeal appointment decisions to the Constitutional Court within 15 days of publication; the Court must decide within 30 days and may either confirm or annul the Council's decision, with its judgment also published in the Official Gazette.

During the selection process for judges in Serbia, the High Judicial Council collects data and opinions on each candidate's expertise, competence, and worthiness, including from current and former employers, and for current judges, from the session of all judges at their court and the immediately higher court. Personal files, work evaluations, and performance reviews are used as evidence, and special consideration is given to the candidate's moral qualities and integrity, such as honesty, diligence, fairness, and dignity. Candidates who have served as judge's assistants must have a performance evaluation, while for those without prior judicial experience the type of post-bar exam work is specially assessed. Before a decision is made, candidates have the right to review all collected documentation and opinions that will be used in the selection decision. Criteria and indicators for qualification, competence, and worthiness are set by the High Judicial Council, with worthiness and integrity as mandatory requirements for both selection and promotion.

In Serbia, judges are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is no probation period for them.

The Law on Judges ("Official Gazette of RS", No. 10/2023) provides that a judge's office is continuous from election until the end of their working life, which is generally at age 65 (or 67 for Supreme Court judges). Judicial office ends by law at retirement age, upon a judge's request, due to permanent incapacity, loss of Serbian citizenship, or dismissal. Dismissal may occur if the judge is convicted of an offense with a prison sentence of at least six months or for a serious disciplinary violation that damages the reputation or public trust in the judiciary, as determined by the High Judicial Council. Judges are first appointed for a three-year term and, upon exceptional performance, may be elected to permanent office; if performance is unsatisfactory, permanent appointment is not granted. All decisions must be reasoned and published in the Official Gazette. If the High Judicial Council terminates a judge's office, the judge may appeal to the Constitutional Court within 30 days; the Constitutional Court's decision is final.

Prosecutors

Authority competent for the final appointment

Prosecutorial Council

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

THE LAW ON THE PUBLIC PROSECUTOR'S OFFICE ("Official Gazette of RS", No. 10/2023)
IV SELECTION
1. Jurisdiction and conditions for the election of the holder of the office of public prosecutor
Jurisdiction to choose
Article 80: The Supreme Public Prosecutor is elected by the National Assembly, on the proposal of the High Council of Prosecutors, for a term of six years. The Chief Public Prosecutor is elected by the High Council of Prosecutors for a six-year term. The public prosecutor is elected by the High Council of Prosecutions to a permanent position of public prosecutor in the public prosecutor's office. The number of public prosecutors for each public prosecution is determined by the High Council of Prosecutors.

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

The Constitutional court is competent to decide on the appeal

A candidate for chief public prosecutor or public prosecutor in Serbia may appeal the election decision to the Constitutional Court within 15 days of its publication in the Official Gazette, excluding the option to file a constitutional appeal. The Constitutional Court must decide within 30 days after the appeal period ends, either confirming or annulling the election decision. The Court's decision and its reasoning are also published in the Official Gazette.

To select public prosecutors in Serbia, the High Prosecutorial Council collects data and opinions on each candidate's expertise, competence, and worthiness, including past work evaluations and input from previous employers or prosecutorial collegiums. Candidates must be Serbian citizens, law graduates, have passed the bar exam, and demonstrate professionalism and integrity. Relevant legal experience, moral qualities, and exemplary conduct are required. Prosecutor's assistants need a performance evaluation, and all candidates can review the supporting documentation before a final decision is made.

In Serbia, prosecutors are appointed to office for an undetermined period, until the compulsory retirement at the age of 65. There is no probation period for them.

The Law on the Public Prosecutor's Office ("Official Gazette of RS", No. 10/2023) provides that the public prosecutor's function is permanent and ends upon reaching age 65, or age 67 for the Supreme Public Prosecutor's Office. Termination of office also occurs based on reasons set out in the Constitution and law. If the National Assembly or High Prosecutorial Council decides to terminate a public prosecutor's office, the Supreme Public Prosecutor, Chief Public Prosecutor, or Public Prosecutor can appeal to the Constitutional Court within 30 days of the decision. The Constitutional Court's ruling is final and is published in the Official Gazette. Submitting an appeal to the Constitutional Court excludes the right to file a constitutional complaint.

Integrity checks through:

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

Judges

Authority competent for the promotion

Judicial Council

The High Judicial Council is an independent state body that is responsible for the promotion election and appointment of judges.

The promotion of judges in Serbia to a higher or different court is regulated by Rulebook and the Law on Judges. The High Judicial Council announces vacancies for such positions in the Official Gazette, daily “Politika,” and on its website, allowing all eligible candidates to apply. A committee, appointed by the Council, reviews applications and gathers candidates’ performance evaluations, as well as opinions from the sessions of judges at the candidate’s current court and the immediately superior court. The Council pays special attention to candidates’ participation in training, published legal works, presentations at professional gatherings, and overall contributions to the judiciary. A preliminary list of candidates is published online. The selection process emphasizes integrity, qualifications, and moral character, and decisions are reasoned and published in the Official Gazette and on the Council’s website.

Promotion

Procedure

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

Criteria

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

Prosecutors

Authority competent for the promotion

Prosecutorial Council

For public prosecutors in Serbia, the High Prosecutorial Council is responsible for appointments and promotions. The Council conducts open competitions for vacancies and determines the required number of public prosecutors. The Supreme Public Prosecutor is elected by the National Assembly on the Council’s proposal, while the Chief Public Prosecutor and other public prosecutors are appointed by the Council—chiefs for a term of six years and others to permanent posts.

Candidates must meet strict requirements: Serbian citizenship, a law degree, passing the bar exam, relevant professional experience (ranging from three to twelve years depending on the position), as well as expertise, competence, and moral worthiness. For first-time appointments, expertise and competence are tested via an exam (or, for those with Judicial Academy training, their final Academy grade is used). The assessment process considers legal knowledge, decision-making, communication, leadership abilities, and other documented professional achievements. The Council also considers published works, minority representation, and language skills when making decisions. Discrimination is explicitly prohibited throughout the process.

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

The Constitutional court is competent to decide on the appeal

Against the decision on the promotion to the judicial function, the candidate may file an appeal to the Constitutional Court within 15 days from the day of the publication of the decision in the "Official Gazette of the Republic of Serbia", which excludes the right to submit a constitutional appeal.

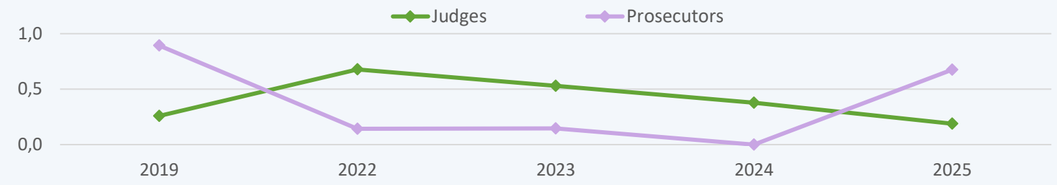
In Serbia, the decision on the promotion of prosecutors could be appealed.

The Constitutional court is competent to decide on the appeal

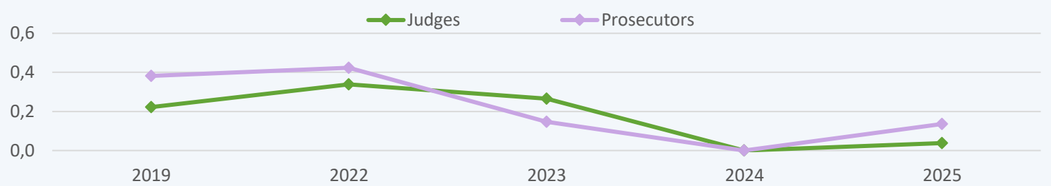
Article 93 of the Law on Public Prosecutors Office states that a candidate has the right to lodge an appeal with the Constitutional court against the decision on election of a chief public prosecutor or public prosecutor within 15 days from its publication in the Official Gazette of the Republic of Serbia. This appeal excludes the possibility of filing a separate constitutional complaint afterwards. The Constitutional Court must decide within 30 days after the expiry of the appeal deadline and may either reject the appeal as unfounded and confirm the appointment decision or uphold the appeal and annul the decision. The Court’s ruling is published in the Official Gazette of the Republic of Serbia.

Accountability in Serbia 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 Serbia, the independence of judges and prosecutors is guaranteed by the Constitution, a special laws and bylaws.

The Constitution of the Republic of Serbia, Law on **Judges**, Law on Organization of Courts, Law on High Judicial Council, and the Rules of Procedure of the High Judicial Council—along with specific by-laws such as the Rulebook on the protection of judges and courts from undue influence, the Rulebook on the work of the Ethics Committee, the Rulebook on the procedure for the election and evaluation of judges and court presidents—all regulate the status, independence, ethical principles, and rights of judges. These acts establish that judges are independent, must preserve public confidence in their impartiality, act in accordance with the Constitution, laws, and international treaties, and are entitled to financial conditions that guarantee their independence and dignity.

The Constitution of the Republic of Serbia, Law on **Public Prosecutor's** Office, Law on High Prosecutorial Council, and the Rules of Procedure of the State Prosecutorial Council regulate the status, organization, and independence of the Public Prosecutor's Office. These acts provide that the Public Prosecutor's Office is an independent state body exercising its authority solely on the basis of the Constitution, laws, and international treaties, free from external influence in handling and decision-making on cases.

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	NA	NA	NA
Prosecutors	NA	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 Serbia, 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, breaches of Codes of Conduct and other related violations.

Training on ethics and prevention of corruption

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

Code of Ethics

In Serbia, 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 7 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 there was no avilable data provided on number of guidelines/opinions issued.

The Ethics Committee of the High Judicial Council, regulated by the Law on the High Judicial Council and relevant rulebooks, consists of five members appointed from among judges for five years without the possibility of reappointment. The Committee provides opinions on judges' conduct in relation to the Code of Ethics, determines whether certain conduct constitutes a significant violation of the code, assesses compatibility of judges' or Council members' private interests and outside activities with judicial dignity and independence, and issues behavioral guidelines. One or more confidential counsellors are appointed from among its members to advise judges regarding ethical matters. Transparency is ensured by publishing opinions, guidelines, reports, and decisions on the Council's website. In the reference year, the Committee held eight sessions and made 39 decisions (including seven opinions in principle), with only one published online because the issues had previously been publicly addressed. Ethical principles emphasized include dignity, loyalty to the code, professionalism and responsibility, impartiality, independence, and dedication.

The Ethics Committee of the High Prosecutorial Council comprises five members: an elective Council member, three prosecutorial office holders, and one individual recognized as an advocate of ethical values in public life (e.g., a professor of ethics). It operates through formal sessions chaired by the President, requiring a quorum of at least three members and decides by majority. Requests for an opinion on prosecutorial conduct may be submitted by various stakeholders, while initiatives (even anonymous) are also allowed, except when clearly unfounded or malicious. The prosecutor in question is given an opportunity to respond, and the Committee must give its opinion within prescribed deadlines. The Committee also issues opinions on potential incompatibility of external activities with a prosecutor's dignity and reputation, and in disciplinary cases of serious ethical breaches, provides opinions to the Disciplinary Prosecutor. In the reference year, the Committee received 25 requests and found no violations of the Code of Ethics.

Recusal of judges

In Serbia, 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

According to the Artice 39 of the Criminal Procedure Code (“Official Gazette of RS”, No. 72/11…62/21), the request for the recusal can be submitted by parties and the legal representative of the defendant. In civil proceedings parties can request the recusal of the judge according to Article 69 of the Law on Civil Procedure (“Official Gazette of RS”, No. 72/11, 18/20, … 10/23).
Civil Procedure Code:
Article 66: A judge must refrain from participating in a case if there are reasons that cast doubt on their impartiality.
Article 67: Specifies circumstances in which a judge cannot perform judicial duties (e.g., personal involvement, close relationship with a party, prior involvement in the case, ongoing litigation with a party, or substantial financial interest). Also provides that a judge may be exempted if there are circumstances casting doubt on their impartiality.

Criminal Procedure Code:
Article 37: Mandates exemption of a judge or lay judge from duty in a specific case if they have a direct or family relationship with parties, prior involvement in the case, or were harmed by the criminal act. Allows for exemption if there are circumstances raising doubts about impartiality.

Data concerning the Supreme Court: In the Supreme Court, in the course of 2025, a total of 98 motions for recusal were submitted, of which 68 were upheld.

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 Serbia, 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 also anticipates different situations in which a judge could be excluded from the allocation of cases. Finally, the system does not require for all alterations to the allocation process to be logged/registered.

Law on Judges („Official Gazette of the Republic of Serbia”, No. 10/23)
Random Allocation of Cases Article 24
Cases are allocated to a judge according to a schedule that is independent of the personality of parties and circumstances of the legal matter.
Cases are allocated to a judge on the basis of the annual court schedule of tasks, taking into account the complexity of the case, pursuant to the Court Rules of Procedure, according to the order determined in advance for each calendar year, exclusively on the basis of the designation and the number of the case file.
No one has the right to establish panels of judges and allocate cases by bypassing the work schedule and the order of admission of cases.

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

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

Law on Judges („Official Gazette of the Republic of Serbia”, No. 10/23)
Deviation
Article 25 Deviation from the order of admission of cases is only possible in cases stipulated by the law, as well as in case of overburdening or justified preclusion of a judge, pursuant to the Court Rules of Procedure. In accordance with the Court Rules of Procedure, a case may be subtracted from a judge: when due to his/her prolonged absence it is necessary to deliberate on cases that are urgent under the law or its essence, if efficient work of the court is jeopardised, if the judge was issued a final disciplinary sanction due to a disciplinary offence for unjustified delay of a proceeding, as well as in other cases stipulated by the law. A subtracted case from the judge, as referred to in Paragraph 2 of this Article , shall be allocated to another judge in accordance with the Court Rules of Procedure.

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

• Disciplinary procedures against judges/prosecutors

Judges

In Serbia, the authorities with disciplinary powers over judges are the Court and the Judicial Council.

The Disciplinary Prosecutor initiates disciplinary proceedings by submitting a proposal for conducting disciplinary proceedings to the Disciplinary Commission of the High Judicial Council. After the procedure, the Disciplinary Commission of the High Judicial Council issues a decision against which the judge against whom the proceedings are being conducted can appeal to the High Judicial Council. After the decision of the High Judicial Council, the judge can appeal to the Administrative Court. If a judge is declared responsible for a serious disciplinary offense after the decision of the Administrative Court, the High Judicial Council makes a decision to dismiss the judge, which decision the judge has the right to appeal to the Constitutional Court.

Disciplinary proceedings against judges are initiated by the Disciplinary Prosecutor of the High Judicial Council, who submits a proposal for conducting disciplinary proceedings to the Disciplinary Commission of the High Judicial Council.

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

The Court and Judicial Council is the authority competent to decide on the appeal

After the Disciplinary Commission submits to the judge a proposal for conducting disciplinary proceedings, the judge has the right to express his opinion on the proposal and the attached evidence, as well as to provide an explanation and propose evidence for his allegations, as well as during the proceedings.

The Rulebook on the Procedure for Determining Disciplinary Responsibilities of Judges and Court Presidents (“Official Gazette of the Republic of Serbia”, no. 24/24 of March 22nd, 2024) stipulates that the High Judicial Council has to decide on appeal within 15 days from the date of receipt of the file. The decision is final and it can be contested in an administrative litigation. No extraordinary legal remedies or repetition are allowed in the disciplinary procedure.

Who is authorised to initiate of a disciplinary proceedings

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

Law on the Public Prosecutor’s Office (“Official Gazette of RS”, No. 10/2023):

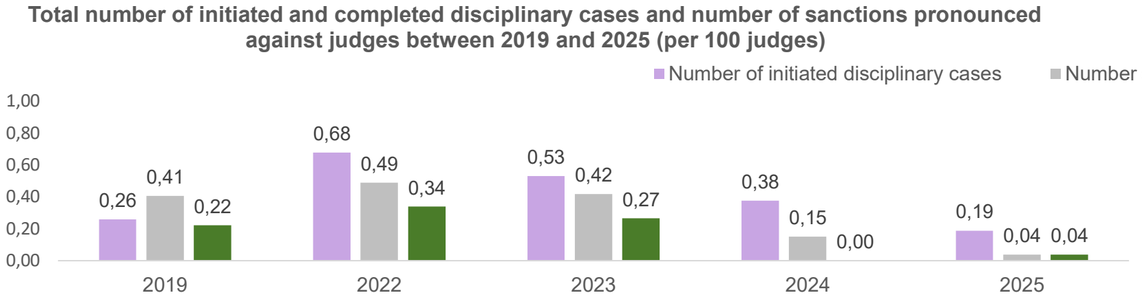
Article 119: Any person may submit a disciplinary report against a public prosecutor to the Disciplinary Prosecutor, who investigates and, if necessary, submits a proposal to the Disciplinary Commission. Proceedings are urgent, guarantee a fair trial, and are generally non-public unless requested otherwise by the prosecutor in question. Decisions are made by the Disciplinary Commission and recorded; appeals may be filed to the Council within eight days, with the Council making a final decision (except for possible administrative court review). Disciplinary actions expire three years from the offense date, except during ongoing related proceedings.

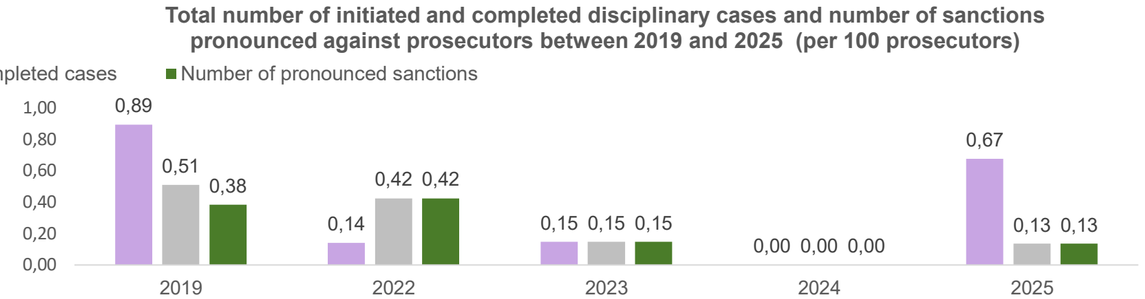
Article 46–49: Supervision of public prosecutor’s offices is conducted by the High Prosecutorial Council and the Ministry of Justice, according to an annual plan, and can involve regular, control, or extraordinary supervision. Supervision is performed through direct inspection (field) or review of documentation (office). After supervision, a report is made listing deficiencies, measures, and deadlines. If deficiencies are not remedied within deadlines, a disciplinary report is filed against the chief public prosecutor of the

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

The Public prosecutorial Council (Judicial Council) is the authority competent to decide on the appeal

According to Article 122 of the Law on the Public Prosecutor's Office ("Official Gazette of RS", No. 10/2023), following a disciplinary procedure, the Disciplinary Commission may either reject the proposal or impose a disciplinary measure, with its decision being mandatory to explain. Both the Disciplinary Prosecutor and the public prosecutor subject to the proceedings have the right to appeal the decision to the High Prosecutorial Council within eight days of receiving it.





The Disciplinary Prosecutor submitted 5 proposals for initiating disciplinary proceedings, against 5 judges for disciplinary offenses: a major violation of the provisions of the Code of Ethics as determined by the Ethics Committee, failure of a judge to request exemption in cases where there are obvious reason for exemption, i.e. exclusion provided for by law and unjustified failure to notify the president of the court about the case with prolonged proceedings

One completed case in the reference year is a case from 2024, and based on submitted proposals from 2025 and those that are in the process from 2024 and which have not been acted because the procedure for appointing disciplinary bodies - the President and two deputy members of the Disciplinary Commission and the Deputy Disciplinary Prosecutor-is ongoing.

“Professional inadequacy” means if the Public Prosecutor or Deputy Public Prosecutor commits a disciplinary offense if:
- does not make public prosecutorial decisions and does not file regular and extraordinary legal remedies within the prescribed period;
- often misses or is late to scheduled hearings, hearings and other procedural actions in cases assigned to him;
- refuses to perform the tasks and tasks entrusted to him; etc.

Three cases were brought to the Disciplinary Prosecutor as violations of Article 114, paragraph 1, point 11 of the Law on Public Prosecutors Office, i.e. as violations of the principle of impartiality and endangerment citizens’ trust in the public prosecutor’s office.
One case was brought to the Disciplinary Prosecutor as a violation of Article 114, paragraph 1, point 8 of the Law on Public Prosecutors Office, i.e. a clear violation of the obligations of proper treatment towards judges in the proceedings, parties, their legal representatives, witnesses, staff or colleagues.
One case was brought to the Disciplinary Prosecutor as a violation of Article 114, paragraph 1, point 8 of the Law on Public Prosecutors Office, i.e. One case was brought to the Disciplinary Prosecutor as a violation of Article 114, paragraph 1, point 14 of the Law on Public Prosecutors Office, i.e. unjustifiable and frequent disrespect of working hours

In this reporting period, based on the recommendations from the Disciplinary Prosecutor, the Disciplinary Commission adopted the measure of prohibition of election to the higher prosecutor's office for 3 years in 1 case.

• Declaration of assets

Declaration of assets for judges and prosecutors

In Serbia, Law On the Prevention of Corruption requires a declaration of assets by judges.

The Law on the Prevention of Corruption (Official Gazette of RS) obliges both judges and public prosecutors, as public officials, to submit detailed property disclosure reports to the Anti-Corruption Agency upon entering office, annually, after substantial asset changes, when appointed to another function, upon leaving office, and—for two years post-office—if significant changes occur (Articles 68, 69, 71). Reports must include assets, income, real estate, business interests, bank accounts, debts, valuables, digital property, information about spouses or partners, children in the household, and other associated persons. Gifts related to official duties are prohibited, except for protocol or appropriate gifts, and must be reported and recorded (Article 62). The Anti-Corruption Agency reviews and verifies reports, can request additional data from associated persons if concealment is suspected (Article 76), keeps a register, and publishes reports online. Breaches of these obligations—such as non-disclosure or false reporting—can lead to administrative penalties, misdemeanor or criminal liability, fines, public reprimand, recommendations for dismissal, or imprisonment. There is no substantive difference between judges and public prosecutors regarding these disclosure requirements and oversight; both groups are subject to identical obligations and agency control.

The authority that receives and verifies the declaration isThe Agency for Prevention of Corruption of the Republic of Serbia. The Agency is an autonomous and independent state authority, operational since 2010, with preventive, control and supervisory competencies. The bodies of the Agency are the Director and the Council of the Agency. Following a public competition announced by the Ministry in charge of judicial affairs, the Director shall be elected by the National Assembly, by a majority vote of all deputies. A member of the Council of the Agency shall be also elected by the National Assembly, by a majority vote of all deputies, following a public competition announced by the Ministry in charge of judicial affairs.

An additional guarantee of transparency and oversight is provided by the verification process conducted by the Anti-Corruption Agency, based on an annual verification plan adopted by the Agency's Director after analyzing risk categories of public officials, the level of their earnings, and the budgetary resources of the institutions where they serve. In addition to planned verifications, the Agency also conducts extraordinary checks whenever there is doubt about the accuracy of reported data. In cases where discrepancies are found between declared and actual asset holdings, or when concealment is suspected, the public official and associated persons may be summoned to explain, and the Agency may request data directly from such associated persons. If a discrepancy is confirmed, the Agency notifies the competent authority, which is then required to inform the Agency within three months of any measures undertaken. These procedures and the annual verification plan enhance transparency in the selection of officials whose reports are subject to review.

There exists a register of the declaration of assets for judges and declaration of assets of prosecutors. Moreover, the declarations are published on internet.

The sanctions for judges and prosecutors foreseen in case of non-declaration of assets (including non-submission of declaration) are: a warning, a fine and other measures stipulated in the Article 82 of the Law on the Prevention of Corruption.

The sanctions foreseen for prosecutors in case of non-declaration of assets (including non-submission of declaration) are: a warning, a fine and Other.

According to Article 82 of the Law on the Prevention of Corruption, a public official may be subject to the following measures: a reprimand or a public announcement of a recommendation for dismissal from public office. For officials elected directly by citizens, or for persons whose public office has already terminated, the options are a reprimand or a public announcement of the decision on violation of the law. In imposing these measures, all circumstances are considered—especially the seriousness and consequences of the violation, the possibility for remedy, and whether the official complied with any previous reprimand.

Article 83 specifies that a reprimand is applied for minor violations (those that did not affect the impartial discharge of public office), while a public announcement of a recommendation for dismissal, or a public announcement of the decision on violation, is applied for severe violations (those impacting the impartial exercise of office, reputation, or citizens' trust).

Additionally, Article 103(17) establishes a fine between 100,000 and 150,000 RSD for failure to report assets and income, or for submitting incomplete or false reports (Articles 68 and 69), while Article 101 prescribes a prison sentence of six months to five years for deliberate concealment or false reporting of assets and income to the Agency.

Number of proceedings conducted by the Agency - 17 cases initiated, 43 cases completed and 22 pronounced sanctions

Number of proceedings conducted by the the misdemeanour courts - 6 cases initiated, 2 cases completed and 2 pronounced sanctions

Number of proceedings conducted by the the criminal courts - 1 cases initiated, 0 cases completed and 0 pronounced sanctions

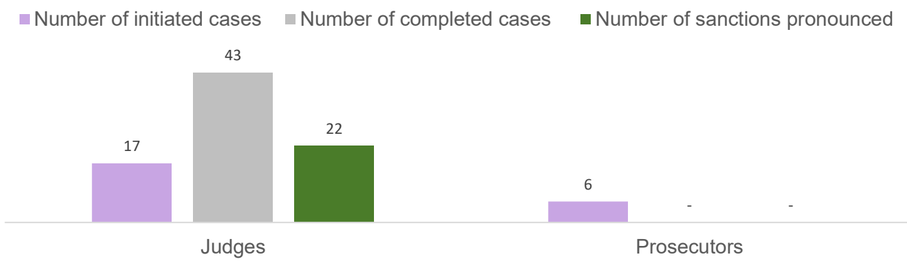
In the table we have entered the Number of cases against judges due to violations/discrepancies in their declaration of assets by the Agency.

Number of proceedings conducted by the Agency - 6 cases initiated, 18 cases completed and 8 pronounced sanctions

Number of proceedings conducted by the misdemeanour courts - 14 cases initiated, 18 cases completed (out of which 1 is acquittal) and 17 pronounced sanctions (out of which 12 are warnings and 5 are fines)

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

According to the Law on Judges (Articles 31-33, Official Gazette of RS, No. 10/2023), judges must refrain from holding positions in other authorities or engaging in paid work or political activity, unless otherwise provided by law. Judges must not provide legal services for compensation and may not hold any other duty, job, or private interest that would compromise their dignity, reputation, or independence. However, judges may be involved in academic or professional bodies and teaching under certain conditions. Any potential incompatibility must be reported to the High Judicial Council, which decides on the issue, and the Ethics Committee interprets what constitutes a breach of dignity and independence.

The Law on Prevention of Corruption (Articles 40-43, 57, 58, 66; Official Gazette of RS nos. referenced) requires all public officials—including judges—to report any conflict of interest to their superior and the Agency within five days, suspend actions in the matter (unless delay would result), and await the Agency's opinion. The Agency can initiate proceedings ex officio or upon request to determine conflicts of interest, generally within two years of awareness but no later than five years after the event. The law defines gifts (Article 57), generally prohibits officials and their family members from accepting gifts except for protocol or appropriate gifts (Article 58), and requires the Agency to publish a public catalogue of gifts (Article 66).

The Law on Civil Procedure (Articles 66–69; Official Gazette of RS) and the Law on Criminal Procedure Code (Articles 37–40; Official Gazette references) both regulate circumstances for judicial disqualification. Judges are obliged to withdraw from cases where their impartiality may be questioned (e.g., due to relationships, financial interests, or prior involvement in the matter). Parties can request a judge's exclusion, with strict rules for timing and justification; upon learning of grounds for exclusion, a judge must immediately cease activities in the case and notify the president of the court, who decides on the matter.

Taken together, these regulations ensure that judges comply with strict standards of independence, impartiality, and transparency, through restrictions on external activities and employment, robust reporting and conflict-of-interest procedures, clear rules on gift acceptance, and legal mechanisms for recusal and exemption.

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

Judges and public prosecutors in Serbia are prohibited from holding other public offices, engaging in paid work, political activity, or providing legal services for compensation, except in limited cases such as academic or scientific activities with necessary approvals (Law on Judges, Art. 31–33; Law on Public Prosecutors, Art. 71–73). Any role or interest that undermines dignity or independence is deemed incompatible, as determined by the relevant Ethics Committee. Both must promptly notify the respective Council of possible incompatibility, and anyone may submit concerns. Under the Law on Prevention of Corruption (Arts. 40–43, 57, 58, 66), both groups must declare conflicts of interest, refrain from related actions, and comply with strict gift rules. Exemption from cases for reasons of bias is mandated and has disciplinary consequences if ignored. The regulatory regime is substantively identical for judges and prosecutors, ensuring integrity, impartiality, and transparency.

Articles 71 to 73 of the Law on Public Prosecutors ("Official Gazette 10/2023") state that a public prosecutor cannot hold another public function, engage in paid public or private work, or provide legal services or advice for a fee, except as specifically allowed by law. Any job, activity, or interest that undermines the reputation or independence of the prosecutorial office is incompatible, as determined by the Ethics Committee based on the Code of Ethics. Public prosecutors may participate in academic, teaching, and scientific activities outside working hours without special approval, and—with proper approval—during working hours for certain professional roles. Notification of potentially incompatible activities to the High Council of Prosecutors is mandatory, and any person may submit such a notice. The Council leads the incompatibility review and informs all relevant parties. Public prosecutors are also subject to the obligations of public officials under the Law on Prevention of Corruption, and any requests or notifications regarding other jobs or activities are decided by the Agency for the Prevention of Corruption in accordance with Article 46 of that law. This regime for prosecutors mirrors the incompatibility, notification, and control system for judges described previously.

	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	✓	✓	✓	✓

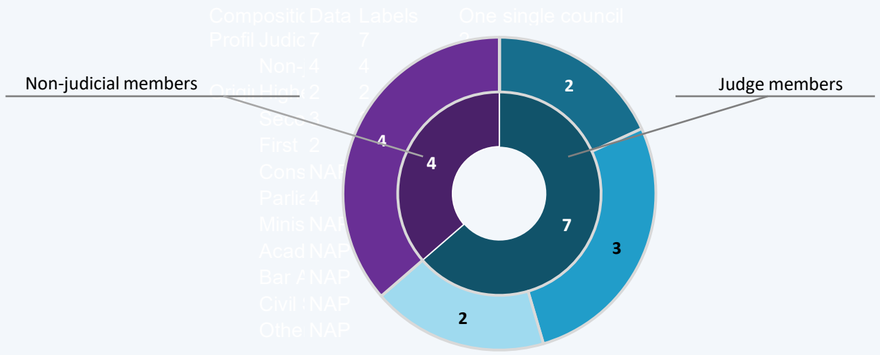
In Serbia, both judges and public prosecutors are considered public officials under the Law on the Prevention of Corruption and are subject to strict rules on incompatibility, conflict of interest, and impartiality. They cannot hold other public positions, engage in paid work or political activity, or provide legal services for a fee, except in narrowly defined legal circumstances (Law on Judges, Law on Public Prosecutors, Articles 71–73). Any activity or interest that undermines the office's reputation or independence is prohibited, with Ethics Committees empowered to make such determinations. Both must promptly notify their respective councils in writing of potential conflicts; anyone can submit a notice. The Agency for Prevention of Corruption leads conflict-of-interest proceedings and may impose measures, including public recommendations for dismissal. Disciplinary offenses (such as failing to seek exemption or accepting prohibited gifts) can result in dismissal (Law on Judges, Article 97). Exemption (recusal) for judges and prosecutors is mandated by law in cases of conflict or doubt about impartiality, with detailed procedures for decision-making and disciplinary liability for non-compliance. The procedural rules—and the underlying standards of integrity, impartiality, and transparency—are essentially the same for both judges and prosecutors.

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	1	2	0	2	4	NA	1	0	0	6
Number of completed cases	1	2	1	1	4	NA	0	1	0	4
Number of sanctions pronounced	0	2	1	1	0	NA	0	1	0	0

The Agency initiated 4 proceedings concerning judges, all of which were completed. In 2 cases, the complainant was notified, and in the other 2, an official note was made stating that there were no grounds to conduct proceedings regarding a possible violation of the law. No sanctions were imposed in any of the 4 cases. For public prosecutors, 6 cases were initiated and 4 were completed, also without any sanctions. The data includes all proceedings conducted and completed by the Agency, with 1 case concerning judges initiated in 2024.

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

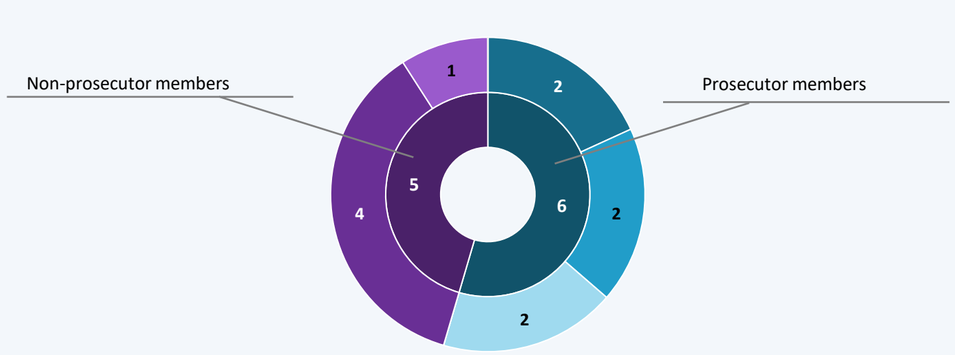
Composition of the Council for judges



Members are proposed by:

- Highest instance
- Second instance
- First instance
- Constitutional Court
- Parliament
- Ministry of justice
- Academic Institution(s)
- Bar Association
- Civil Society Organisations
- Other

Composition of the Council for prosecutors



In Serbia, the Council for judges is composed by 11 members, 7 of which are proposed by judge members (2 proposed by the first instance courts, 3 by the second instance courts and 2 by the highest instance courts) and 4 by non-judicial members (4 proposed by the Parliament). This suggests that the council is mainly composed by judge members, with the second instance courts and the Parliament playing the main role in proposing the judge and non-judicial members respectively. The Council for prosecutors consists of 6 prosecutor members (2 proposed by the first instance courts, 2 by the second instance courts and 2 by the highest instance courts) and 5 non-prosecutor members. These are proposed as follows: 4 proposed by the Parliament and 1 by the Ministry of justice. This council is thus almost equally composed of judicial and non-prosecutor members, with the first instance, the second instance, the highest instance courts having the main influence among nominations for prosecutor members and the Parliament being the primary source for non-prosecutor nominations.

The Law on the High Council of the Judiciary ("Official Gazette of RS", 10/2023) Composition of the Council, Article 7.
The Council has 11 members.
The members of the Council are six judges elected by the judges, four prominent lawyers elected by the National Assembly and the President of the Supreme Court, as a member ex officio.

The Law on the High Council of the Prosecution ("Official Gazette of RS", No. 10/2023) - Copmosition of the Council Article 7
The Council has 11 members.
The members of the Council are five public prosecutors elected by the holders of the office of public prosecutor, four prominent lawyers elected by the National Assembly, and the Supreme Public Prosecutor and the minister responsible for justice, as members by position.

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

Both the Law on the High Council of the Judiciary and the Law on the High Council of the Prosecution of Serbia (Official Gazette RS, 10/2023) establish Councils comprised of 11 members, including judges/public prosecutors, prominent lawyers elected by the National Assembly, and several ex officio positions. Candidates for membership must have a law degree (minimum four years or 240 ESPB), at least ten years of relevant experience, meet general state employment requirements, be under 65, demonstrate moral qualities such as integrity, impartiality, and dignity, and must not currently serve as judges, public prosecutors, or certain public officials. They must not have exerted improper influence on judicial or prosecutorial work, publicly advocated against judicial or prosecutorial independence, or be associated with strong political influence. The selection process emphasizes professional/academic achievements and public commitment to the independence of the judiciary and prosecution.

• Councils characteristics

Council for Judges

The decision of the Election Commission shall be published on the Council's website. The President of the Election Commission shall submit to the President of the Supreme Court the decision to initiate the procedure for nominating candidates and the decision on election actions and deadlines. The President of the Supreme Court shall make these decisions available in an appropriate manner to all judges in the court whose work he or she manages. The President of the Court shall schedule a meeting of the court for the purpose of nominating candidates within the deadline set by the decision of the Election Commission.

Members of the High Judicial Council from among judges are elected from the following courts: one from the Supreme Court, one from the appellate courts and the Administrative Court, one from the higher courts, one from the commercial courts and the Commercial Appellate Court, one from the basic courts, and one from the misdemeanor courts and the Misdemeanor Appellate Court. A candidate can be proposed by a meeting of all judges in the respective court, and in some higher courts, candidates may apply independently. Election requires the support of at least 20 judges of the relevant type and level of court, and each judge may support only one candidate. The president and acting president of a court cannot be candidates, and voting is conducted by secret ballot at a meeting of all judges.

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	

Council for Prosecutors

Members of the High Prosecutorial Council from among public prosecutors are elected as follows: one each from the Supreme, appellate/special, and higher public prosecutor's offices, and two from basic public prosecutor's offices. Candidates are nominated by the relevant office or supported by at least 15 prosecutors, while certain high-level candidates may apply directly. The Chief Public Prosecutor and acting Chief Public Prosecutor cannot be candidates. The Election Commission organizes the process, candidate presentations, and secret ballot voting. The candidate with the most votes at each level is elected; in the event of a tie, elections are repeated. Objections and appeals may be lodged with the Council or the Constitutional Court.

The President of the High Judicial Council is elected from among the judge members of the Council for a five-year term, while the Vice President is elected from among the members appointed by the National Assembly, also for five years. The non-judicial members of the Council are elected by the National Assembly from prominent lawyers with at least ten years of legal experience, following a transparent public competition and a public hearing organized by the responsible parliamentary committee. Each candidate is voted on individually, and those receiving the highest number of votes are elected. If the National Assembly does not fill all positions within the legal timeframe, a special commission composed of senior state officials selects the remaining members by majority vote. The legislature is involved only in the appointment, but not in the termination, of non-judicial members.

An elective member of the Council cannot be re-elected to that position.

Conditions for the term of office

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

Term of office: 5 years

The mandate of a member of the Councilc lasts for five years, except for the ex officio member.

An elective member of the Council cannot be re-elected to that position.

Term of office: 5 years

Accountability measures

✓	**Published activity reports**	✓
✓	**Published decisions**	✓
✓	**Reasoned decisions**	✓
	Other	

Council for Judges

The High Judicial Council is the central state body responsible for ensuring the status, independence, and oversight of judges and lay judges. It elects judges and lay judges, appoints and dismisses the presidents and vice presidents of the Council, and appoints acting presidents of the Supreme Court and other courts. The Council determines the number of judicial posts, manages appointments, termination, permanent and temporary assignments, and decides on the removal and incompatibility of office for judges and lay judges. It conducts evaluations of judicial performance, decides on immunity, supervises and approves the permanent and initial training of judges and court staff, adopts and implements the Code of Ethics, and handles reports of the Ethics Committee. The Council addresses undue influence on courts, adopts annual and long-term plans for managing personnel and resources, establishes working bodies, proposes and supervises the budget, collects and analyzes statistical data, and performs tasks of judicial administration, including overseeing the implementation of court rules, issuing general guidelines, and preparing and processing court reports. It also gives opinions on relevant legislation, adopts reports on its activities, informs the public, cooperates internationally, and carries out all other tasks assigned by law.

Competences of the Council(s)

Council for Prosecutors

The High Prosecutorial Council is the central state body responsible for the status, independence, and professional oversight of public prosecutors. It proposes to the National Assembly the election and termination of office of the Supreme Public Prosecutor, elects chief public prosecutors and public prosecutors, and decides on the termination of their functions. The Council also appoints acting Supreme and chief public prosecutors, determines the number of prosecutorial posts in each prosecution office, and decides on permanent transfers, assignments, suspensions, and incompatibility of other functions or private interests with prosecutorial office. It oversees performance evaluation procedures, disciplinary accountability (including appointing the Disciplinary Prosecutor, deputies, and members of the Disciplinary Commission, and deciding on disciplinary appeals), and grants immunity decisions. The Council adopts the Code of Ethics, reviews reports of the Ethics Committee, and determines the existence of improper influence on prosecutorial work and measures to prevent it. It further approves and supervises continuous training programs, establishes initial training programs, performs prosecutorial administration tasks within its competence, and proposes and supervises the use of budgetary resources. The Council also forms working bodies, collects and analyzes statistical data, adopts annual and multiannual planning documents, issues opinions on legislation affecting the prosecution service, cooperates internationally, informs the public about its work, adopts regulatory acts provided by law, and performs other duties assigned by legislation.

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

In Serbia, 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.

According to Article 4 of the Law on Judges, a judge is required to preserve confidence in his independence and impartiality at all times, while all state bodies and officials must act in ways that preserve confidence in the independence and impartiality of judges and courts. Judges must conduct proceedings impartially according to their conscience, freely assessing facts and interpreting the law, ensuring a fair trial and compliance with procedural rights guaranteed by the Constitution, international treaties, laws, and generally accepted rules of international law. The High Judicial Council decides on the existence of undue influence on the work of judges and courts and on the measures to prevent such influence. Judges may submit requests for protection against undue influence to the Council, with the procedure regulated by a Rulebook on the protection of judges and courts from undue influence. One Council member, selected from among the judges, is responsible for handling such cases. During 2023, seven requests from judges for protection were submitted, two were suspended, and proceedings are ongoing for the remaining five.

According to Article 4 of the Law on Judges, a judge must always maintain public confidence in their independence and impartiality, and all state bodies and officials are also required to preserve confidence in judicial independence and impartiality through their conduct. Judges are required to conduct proceedings impartially, according to their conscience, based on their own assessment of the facts and interpretation of the law, ensuring a fair trial and the procedural rights of the parties as guaranteed by the Constitution, ratified international treaties, laws, and generally accepted rules of international law. The Law on the High Judicial Council provides that the Council decides on the existence of undue influence on judges and courts and on measures to prevent such influence. According to Article 30 of the Law on Judges, a judge can submit a request to the High Judicial Council for protection against undue influence, with the submission procedure regulated by the Rulebook on the protection of judges and courts from undue influence. This Rulebook also sets out the appointment and tasks of the Council member competent to act on such requests, as well as the Council's procedure for deciding on undue influence. In 2025, four requests for protection were submitted; on May 15, 2025, the Council determined that there had been undue influence on the work of the Basic and High Courts in Novi Sad, and this decision was published. Proceedings regarding the remaining requests are ongoing.

According to Article 6 of the Law on Public Prosecutor's Office, undue influence on public prosecutors in the performance of their duties is prohibited, particularly threats, coercion, misuse of public position, or use of the media to influence prosecutorial actions. Any other inappropriate influence on the prosecution or pressure on participants in proceedings is forbidden. However, exercising legal rights in proceedings, lawful reporting, and expert analyses of prosecutorial actions do not constitute undue influence. The Supreme Public Prosecutor, Chief Public Prosecutor, and Public Prosecutors are obliged to reject and report any act of undue influence to the High Prosecutorial Council. Prosecutors may submit a request for protection against undue influence to the High Prosecutorial Council, with the submission process and procedure prescribed by the Council's act.

Aside from public condemnation, the High Prosecutorial Council does not possess mechanisms to influence entities outside the public prosecution regarding the cessation or prevention of undue influence or pressure on public prosecutors. Granting the Council additional powers would require legislative changes by the National Assembly. Within its current legal competence, the Council's Rules of Procedure—concerning undue influence on prosecutors and regulating the role of the Commissioner for Autonomy—are in focus, with some Council members publicly advocating amendments that would require the Commissioner always to clarify and justify his position, even when he concludes that no undue influence exists, unlike the current practice where an explanation is only given in cases where undue influence is found.

Reforms in Serbia in 2025

The current judicial reforms in the Republic of Serbia are focused on strengthening judicial independence, improving efficiency, reducing case backlogs, and modernising court administration in line with European and international standards.
Constitutional and legislative amendments aimed at strengthening the independence of the judiciary and the autonomy of the public prosecutor's office have already been adopted. These reforms introduced a stronger institutional framework for the independence of the High Judicial Council and the High Prosecutorial Council, including enhanced budgetary autonomy. The Councils independently prepare and approve their budget proposals through their secretariats and budget commissions. The Ministry of Finance provides an opinion on the proposals but cannot unilaterally amend them. In cases of disagreement, consultation mechanisms are foreseen, while the Government may not suspend or limit the implementation of approved funds without the consent of the Councils. These arrangements strengthen the financial independence of judicial institutions. The legal framework governing the jurisdiction of courts and public prosecutors' offices remains regulated by the Law on the Organisation of Courts and the Law on the Seats and Territories of Courts and Public Prosecutors' Offices.
The current implementation phase focuses on improving the organisation and management of courts and prosecutors' offices, with the objective of increasing efficiency and improving access to justice. Key ongoing measures include optimisation of the judicial network and court organisation, more rational use of budgetary and human resources, improved allocation and training of judicial staff, implementation of digitalisation and modern case management tools, strengthening coordination between courts, prosecutors' offices, and other judicial bodies. Particular emphasis is placed on reducing the backlog of cases. According to the Supreme Court, the Working Group for Monitoring the Implementation of the Unified Programme for Resolving Backlogs in the Republic of Serbia for the Period 2021–2025 regularly monitored the implementation of measures and recommendations by the courts. Digitalisation measures are also being implemented in parallel, including the introduction of modern information technologies enabling improved case tracking, easier access to information, and more efficient court administration.
During 2025, the Working Group considered proposals for the preparation of the new Unified Programme for the Resolution of Backlogged Cases in the Republic of Serbia for the period 2026–2030. At its meeting held on 20 March 2026, the Working Group discussed the results of court performance in 2025 and initiated the preparation of a new methodology and objectives for the future backlog reduction programme. The new programme will be based on statistical data contained in the Annual Report on the Work of the Courts for 2025 and is expected to further strengthen efficiency, case management, and timely adjudication.

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