

Follow-up to the European Parliament non-legislative resolution on 2023 and 2024 Commission reports on Kosovo[□]

- 1. Rapporteur:** Riho TERRAS (EPP / ET)
- 2. References:** 2025/2019(INI) / A10-0075/2025 / P10_TA(2025)0094
- 3. Date of adoption of the resolution:** 07 May 2025
- 4. Competent Parliamentary Committee:** Committee on Foreign Affairs (AFET)
- 5. Brief analysis/ assessment of the resolution and requests made in it:**

The resolution acknowledges Kosovo's continued alignment with the EU's foreign and security policy, commending its progress on reforms, particularly in public administration, rule of law, and anti-corruption efforts. It welcomes the entry into force of the visa liberalisation regime and Kosovo's application for EU membership, encouraging further steps toward fulfilling the Copenhagen criteria. However, the resolution expresses concern about political polarization, attacks on journalists, and the underrepresentation of minorities. It urges Kosovo to strengthen judicial independence, media freedom, and the protection of minorities and displaced persons.

The European Parliament calls on Kosovo to fully implement the EU-facilitated Dialogue with Serbia, especially the Association of Serb-majority Municipalities, and to constructively engage in regional cooperation. It also requests enhanced efforts to fight disinformation and Russian malign influence, and for Kosovo to further align with the EU on sanction regimes. Moreover, the European Parliament strongly supports Kosovo's EU path but reiterates that progress depends on comprehensive reforms and normalization of relations with Serbia.

6. Response to requests and overview of action taken, or intended to be taken, by the Commission:

On **paragraph 9 on lifting of the EU measures against Kosovo**, the Commission recalls that following increasing tensions in the north of Kosovo in 2023, the EU has been implementing measures vis-à-vis Kosovo. The measures remain temporary and reversible.

In December 2024, the Council, in its conclusions on enlargement, stated that the EU will gradually lift the measures in parallel with further steps by Kosovo to de-escalate the tensions in the north. In that regard, the Commission has taken first steps for the lifting of some measures. The next steps depend on the progress on the ground

[□] This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

regarding our expectations and are conditional to sustained de-escalation in the north.

On paragraph 10 on improving visibility of the EU-Kosovo partnership, the Commission recalls that the EU Office in Kosovo plays a central role in implementing the EU agenda, promoting European standards, and ensuring ongoing political and technical dialogue between Kosovo and EU institutions.

Moreover, the Growth Plan for the Western Balkans provides concrete benefits, incentivises reforms, and creates visible progress markers that underscore the EU's commitment to Kosovo's European path. As part of this Growth Plan, Kosovo was invited to prepare a Reform Agenda focusing on reforms to unlock national and regional growth potential and related to the fundamentals of the enlargement process, including the rule of law, democracy, the respect of human rights and fundamental freedoms. The Commission approved the Reform Agenda of Kosovo in October 2024. EUR 882 million in non-repayable support and favourable loans will be available to Kosovo when it meets the conditions it has committed to in its Reform Agenda. A specific pre-condition linked to all financing applies to Kosovo and Serbia who must engage constructively in the normalisation of their relations.

The EU is the largest provider of financial assistance to Kosovo. It offers a variety of programmes and instruments to support Kosovo's development and alignment with EU acquis and standards. Between 2021-2025 the EU has allocated over EUR 238.3 million in non-repayable support to Kosovo under the Instrument for Pre-accession Assistance III (IPA III). These funds support fundamental reforms, socio-economic development and EU acquis approximation.

The EU's Economic and Investment Plan (EIP) for the Western Balkans identifies 10 flagship investment priorities for the region to spur long-term growth, accelerate green & digital transitions, and foster regional cooperation. For projects in Kosovo, since 2020, the EU has already mobilised EUR 893 million in investments thanks to EUR 303 million in EU support. Funds are raised through tools such as the Western Balkans Investment Framework (WBIF).

As regards paragraph 45, the High Representative/Vice -President Kallas, as the facilitator of the Dialogue, with the support of the EU Special Representative for the Dialogue (EUSR), Peter Sørensen, is working to achieve a comprehensive, legally binding normalisation agreement between Kosovo and Serbia, addressing all outstanding issues. Such an agreement is essential for both Parties to advance on their respective European paths, improve the lives of their citizens and contribute to the security, stability and prosperity of the entire region. High Representative/Vice -President Kallas met as recently as 21-23 May with the Parties in respectively Serbia and Kosovo to drive the process forward. The Commission also remains fully engaged in supporting this process, with all actionable tools at its disposal. The continued work of the EU-Kosovo parliamentary committee under the Stabilisation and Association Agreement is welcomed as it plays an

important role in our relations with Kosovo. The High Representative/Vice -President, like the EUSR, remains committed to regularly informing the European Parliament on progress in the Dialogue.

On paragraph 52 on persistent youth unemployment and brain drain, the Commission recalls that the EU launched the Youth Guarantee in the Western Balkans in 2021, following the milestone endorsement of the 'Western Balkans Declaration on ensuring sustainable labour market integration of young people'. In Kosovo, this led to the piloting of the Youth Guarantee Implementation Plan, which was launched in two municipalities in May 2024. The Youth Guarantee is a commitment to give all young people under the age of 30 a good quality offer of employment, continued education, an apprenticeship, or a traineeship, thus aiming to ensure better linkages between education and employment. Furthermore, financial support under IPA, the Growth Plan for the Western Balkans and WBIF contributes to investment, convergence and economic growth in Kosovo and the region as a whole, creating better employment opportunities and living standards locally.