



Council of the
European Union

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CSC 713

LEGISLATIVE ACTS AND OTHER INSTRUMENTS

Subject: COUNCIL DECISION appointing the European Union Special
Representative for the Belgrade-Pristina Dialogue

COUNCIL DECISION (CFSP) 2025/...

of ...

**appointing the European Union Special Representative
for the Belgrade-Pristina Dialogue**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union, and in particular Article 33, in conjunction with Article 31(2) thereof,

Having regard to the proposal from the High Representative of the Union for Foreign Affairs and Security Policy,

Whereas:

- (1) On 2 April 2020, the Council adopted Decision (CFSP) 2020/489¹, appointing Mr Miroslav LAJČÁK as the European Union Special Representative (EUSR) for the Belgrade-Pristina Dialogue and other Western Balkan regional issues. The Council extended that mandate by Decisions (CFSP) 2021/470², (CFSP) 2022/1240³ and (CFSP) 2024/2085⁴. That mandate expires on 31 January 2025.
- (2) An EUSR for the Belgrade-Pristina Dialogue should be appointed for the period from 1 February 2025 to 28 February 2026.
- (3) The EUSR will implement the mandate in the context of a situation which may deteriorate and could impede the achievement of the objectives of the Union's external action as set out in Article 21 of the Treaty,

HAS ADOPTED THIS DECISION:

¹ Council Decision (CFSP) 2020/489 of 2 April 2020 appointing the European Union Special Representative for the Belgrade-Pristina Dialogue and other Western Balkan regional issues (OJ L 105, 3.4.2020, p. 3, ELI: <http://data.europa.eu/eli/dec/2020/489/oj>).

² Council Decision (CFSP) 2021/470 of 18 March 2021 amending Decision (CFSP) 2020/489 appointing the European Union Special Representative for the Belgrade-Pristina Dialogue and other Western Balkan regional issues (OJ L 96, 19.3.2021, p. 13, ELI: <http://data.europa.eu/eli/dec/2021/470/oj>).

³ Council Decision (CFSP) 2022/1240 of 18 July 2022 amending Decision (CFSP) 2020/489 appointing the European Union Special Representative for the Belgrade-Pristina Dialogue and other Western Balkan regional issues (OJ L 190, 19.7.2022, p. 131, ELI: <http://data.europa.eu/eli/dec/2022/1240/oj>).

⁴ Council Decision (CFSP) 2024/2085 of 26 July 2024 extending the mandate of the European Union Special Representative for the Belgrade-Pristina Dialogue and other Western Balkan regional issues and amending Decision (CFSP) 2020/489 (OJ L, 2024/2085, 29.7.2024, ELI: <http://data.europa.eu/eli/dec/2024/2085/oj>).

Article 1
European Union Special Representative

Mr Peter SØRENSEN is hereby appointed as the European Union Special Representative (EUSR) for the Belgrade-Pristina Dialogue from 1 February 2025 to 28 February 2026. The Council may decide that the EUSR's mandate (the 'mandate') be terminated earlier, on the basis of an assessment by the Political and Security Committee (PSC) and on a proposal from the High Representative of the Union for Foreign Affairs and Security Policy (the 'High Representative').

Article 2
Policy objectives

The mandate shall be based on the following policy objectives of the Union and shall be in line with established Union policies:

- (a) achieving comprehensive normalisation of relations between Serbia and Kosovo^{*}, which is key to their respective European paths;
- (b) enhancing Union visibility and effectiveness through public diplomacy;
- (c) contributing to the unity, consistency and effectiveness of Union action, as appropriate.

^{*} 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.

Article 3
Mandate

In order to achieve the policy objectives set out in Article 2, the mandate shall be:

- (a) to facilitate on behalf of the High Representative the Belgrade-Pristina Dialogue in close coordination with the Member States, to work on the comprehensive normalisation of relations between Serbia and Kosovo through the conclusion of a legally binding agreement that addresses all outstanding issues between the parties in accordance with international law and contributes to regional stability, and to monitor and assist as necessary the work of the parties on the implementation of past agreements reached within the framework of the EU-Facilitated Dialogue, in particular the Agreement on the Path to Normalisation between Kosovo and Serbia and its Implementation Annex adopted in February and March 2023;
- (b) to engage actively on enhancing the Union's effectiveness and visibility through public diplomacy;
- (c) to work in a coordinated and coherent manner with all Union's efforts and overall Union policies regarding the Western Balkans region, and in particular with the Head of Office/EUSR in Kosovo and the Head of Delegation in Serbia, and to maintain close contact with the Member States;
- (d) to support the work of the High Representative and the activities of the Union in the region.

Article 4
Implementation of the mandate

1. The EUSR shall be responsible for the implementation of the mandate, acting under the authority of the High Representative.
2. The PSC shall maintain a privileged link with the EUSR and shall be the EUSR's primary point of contact within the Council. The PSC shall provide the EUSR with strategic guidance and political direction within the framework of the mandate, without prejudice to the powers of the High Representative.
3. The EUSR shall work in close coordination and cooperation with the European External Action Service (EEAS) and the relevant departments thereof. The Head of Office/EUSR in Kosovo and the Head of Delegation in Serbia shall support the EUSR, whenever required, including by making available experts on any specific issue relevant to the implementation of the mandate.

Article 5
Financing

1. The financial reference amount intended to cover the expenditure related to the mandate (the 'expenditure') for the period from 1 February 2025 to 28 February 2026 shall be EUR 2 320 997,62.
2. The expenditure shall be managed in accordance with the procedures and rules applicable to the general budget of the Union.
3. The management of the expenditure shall be subject to a contract between the EUSR and the Commission. The EUSR shall be accountable to the Commission for the expenditure.

Article 6

Composition of the EUSR's team

1. Within the limits of the mandate and the corresponding financial means made available, the EUSR shall be responsible for assembling a team. The EUSR's team shall include expertise on specific policy issues as required by the mandate. The EUSR shall keep the Council and the Commission promptly informed of the composition of the EUSR's team.
2. Member States, institutions of the Union and the EEAS may propose the secondment of personnel to work on the EUSR's team. The salary of such seconded personnel shall be covered by the seconding Member State, by the institution of the Union concerned or by the EEAS, as appropriate. Experts posted by Member States to the institutions of the Union or to the EEAS may also be seconded to work on the EUSR's team. International contracted personnel shall have the nationality of a Member State.
3. All seconded personnel shall remain under the administrative authority of the sending Member State, the sending institution of the Union or the EEAS and shall carry out their duties and act in the interest of the mandate.

Article 7

Privileges and immunities of the EUSR and the EUSR's staff

The privileges, immunities and further guarantees relating to the EUSR and the EUSR's staff which are necessary for the completion and smooth functioning of the mandate shall be agreed with the host parties, as appropriate. Member States and the EEAS shall grant all necessary support to that effect.

Article 8

Security of EU classified information

The EUSR and the members of the EUSR's team shall respect the security principles and minimum standards established by Council Decision 2013/488/EU⁵.

Article 9

Access to information and logistical support

1. Member States, the Commission, the EEAS and the General Secretariat of the Council shall ensure that the EUSR is given access to any relevant information.
2. The Union delegations and offices, and/or the Member States, as appropriate, shall provide logistical support to the EUSR and the EUSR's staff.

⁵ Council Decision 2013/488/EU of 23 September 2013 on the security rules for protecting EU classified information (OJ L 274, 15.10.2013, p. 1, ELI: <http://data.europa.eu/eli/dec/2013/488/oj>).

Article 10

Access to documents and data protection

1. The EUSR shall apply the rules laid down in Regulation (EC) No 1049/2001 of the European Parliament and of the Council⁶. The High Representative shall adopt relevant implementing rules concerning the EUSR.
2. The EUSR shall protect individuals with regard to the processing of their personal data in accordance with the rules laid down in Regulation (EU) 2018/1725 of the European Parliament and of the Council⁷. The High Representative shall adopt relevant implementing rules concerning the EUSR.

⁶ Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents (OJ L 145, 31.5.2001, p. 43, ELI: <http://data.europa.eu/eli/reg/2001/1049/oj>).

⁷ Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data, and repealing Regulation (EC) No 45/2001 and Decision No 1247/2002/EC (OJ L 295, 21.11.2018, p. 39, ELI: <http://data.europa.eu/eli/reg/2018/1725/oj>).

Article 11
Security

In accordance with the Union's policy on the security of personnel deployed outside the Union in an operational capacity under Title V of the Treaty, the EUSR shall take all reasonably practicable measures, in conformity with the mandate and on the basis of the security situation in the area of responsibility, for the security of all personnel under the EUSR's direct authority, in particular by:

- (a) establishing a specific security plan based on guidance from the EEAS, including specific physical, organisational and procedural security measures governing management of the secure movement of personnel to, and within, the area of responsibility and management of security incidents, and by establishing a mission contingency plan and an evacuation plan;
- (b) ensuring that all personnel deployed outside the Union are covered by high-risk insurance as required by the conditions in the area of responsibility;
- (c) ensuring that all personnel to be deployed outside the Union, including locally contracted personnel, have received appropriate security training before or upon arriving in the area of responsibility, based on the risk ratings assigned to that area by the EEAS;
- (d) ensuring that all agreed recommendations made following regular security assessments are implemented, and providing the Council, the High Representative and the Commission with written reports on the implementation of those recommendations and on other security issues within the framework of the progress report and the comprehensive mandate implementation report referred to in Article 15 of this Decision.

Article 12
Reporting

The EUSR shall regularly provide the High Representative with reports. The EUSR shall report regularly to the PSC and as necessary to Council working parties. Regular reports shall be circulated through the COREU network. The EUSR may provide the Foreign Affairs Council with reports. In accordance with Article 36 of the Treaty, the EUSR may be involved in briefing the European Parliament.

Article 13
Coordination and coherence

1. The EUSR shall contribute to the unity, consistency and effectiveness of the Union's action and shall help ensure that all Union instruments and actions of the Member States are applied or implemented consistently in order to attain the Union's policy objectives. The EUSR shall liaise with Member States where appropriate. The activities of the EUSR shall be coordinated as appropriate with those of the EEAS, the Commission, the Head of Delegation in Serbia, the Head of Office/EUSR in Kosovo and the Head of Mission of the European Union Rule of Law Mission in Kosovo. The EUSR shall provide regular briefings to missions of the Member States and to Union delegations and offices.
2. In the field, the EUSR shall liaise closely with the heads of Union delegations and offices in the region and the heads of mission of the Member States. They shall make every effort to assist the EUSR in the implementation of the mandate, including by offering local political advice and expertise. The EUSR shall also liaise with other international and regional actors in the field.

Article 14

Assistance in relation to claims

The EUSR and the members of the EUSR's team shall provide assistance in responding to any claims and obligations arising from the mandates of the previous EUSR for the Belgrade-Pristina Dialogue and other Western Balkan issues, and shall provide administrative assistance and access to relevant documents for such purposes.

Article 15

Review

The implementation of this Decision and its consistency with other contributions by the Union to the region shall be kept under regular review. The EUSR shall present the Council, the High Representative and the Commission with a progress report by 30 June 2025 and with a comprehensive mandate implementation report by 30 November 2025.

Article 16

Entry into force

This Decision shall enter into force on the date of its adoption.

Done at ..., ...

For the Council

The President
