

2025 Commission report on Serbia

2025/2255(INI) - 08/07/2026 - Text adopted by Parliament, single reading

The European Parliament adopted by 468 votes to 116, with 79 abstentions, a resolution on the 2025 Commission report on Serbia.

Commitment to EU accession

Parliament reiterated that progress towards EU accession – a genuinely merit-based process – is conditional on full respect for EU values and adherence to democracy, the rule of law, and fundamental rights. It is not simply a matter of adopting reforms, but also of implementing them rigorously and comprehensively, given that **the persistent gap between legislative alignment and effective implementation** continues to undermine Serbia's progress.

Members recalled Serbia's stated commitment that EU membership is its strategic objective, but noted that these stated commitments have often not been translated into action. A **clarification of Serbia's European trajectory** is necessary. Serbia is called upon to demonstrate concretely its sustained commitment to EU values and standards and to consistently uphold its commitment to EU membership.

Limited progress

Members deplored the fact that Serbia has made only limited, or no, progress in meeting the benchmarks for EU membership in many negotiating chapters. They reiterated that EU accession negotiations with Serbia should only advance once Serbia aligns with EU sanctions against Russia and on the basis of measurable and sustainable progress in the fundamentals cluster, particularly on the rule of law, free and fair elections, the fight against corruption and organised crime, the independence of the judiciary, media freedom, public administration reform, and the functioning of democratic institutions.

The Commission is urged to strictly apply the principle of 'fundamentals first' and to reflect any significant regression in the pace and intensity of the financial support provided under the pre-accession instruments.

Ties with Russia and China

Parliament reaffirmed that Serbia must **clearly and consistently demonstrate** its geopolitical orientation towards the EU, in particular by fully aligning itself with the EU's Common Foreign and Security Policy, especially the restrictive measures taken by the EU in the context of Russia's war of aggression against Ukraine. Deploring in this regard that Serbia continues to maintain close ties and deepen its partnership with Russia, Members called on the Serbian authorities to cease public messages and actions that contradict key EU foreign and security policy positions.

Members are deeply concerned about Russian and Chinese investments in Serbia and their growing influence on political and economic processes in the region. They are also worried about Serbia's continued strengthening of its military capabilities, coupled with increasingly hostile rhetoric towards neighbouring countries and the strengthening of Serbia's security and defence cooperation with China.

Combating information manipulation and foreign interference

Parliament reiterated its call for Serbia to make credible progress and increase its efforts to combat foreign and domestic information manipulation and interference, including disinformation and anti-EU and anti-

Western rhetoric. Members underlined the low public support for EU membership in Serbia, fuelled by **long-standing, manipulative anti-EU rhetoric** disseminated by government-controlled media, as well as by certain senior Serbian officials and members of the ruling party, including at the highest levels. They urged the EU to strengthen cooperation with Serbian non-governmental organisations to bolster democratic resilience and counter hybrid threats.

Democracy, rule of law, human rights

Parliament expressed its concern about **the deepening political crisis** in Serbia in the context of the mass protests that have been taking place across the country since November 2024. It noted with concern that Serbia has recorded its worst score in two decades in Transparency International's 2025 **Corruption Perceptions Index**. Investigations related to the collapse of the **Novi Sad** railway station canopy in 2024 have made no significant progress. Members believe that the best way to resolve the political crisis in Serbia is to hold **genuinely free and fair elections**.

Members condemned the fact that over the past year, peaceful protesters, students, activists, and journalists have been subjected to a wide range of repressive measures. They called for urgent, impartial, and transparent investigations into all allegations of unnecessary and disproportionate use of force and illegal surveillance against protesters.

Parliament expressed its deep concern about the resurgence of verbal attacks, smear campaigns, and pressure exerted on civil society organisations that defend the rule of law, as well as the creation of a **hostile environment for independent media and individual journalists**. It noted with concern that Serbia's Regulatory Authority for Electronic Media (REM) is still unable to function effectively.

Serbia is urged to ensure **respect for the rights of all national minorities** in practice and to demonstrate a sincere commitment in resolving outstanding issues, including access to education, information, a specific media space, funding, facilities and religious services in minority languages, as well as full and complete representation at all levels of government.

Good neighbourly relations

Parliament reiterated that the normalisation of relations with **Kosovo** and the implementation of all agreements reached within the framework of the Belgrade-Pristina dialogue remain integral to Serbia's European perspective and constitute a fundamental and necessary element thereof. Concrete, sustainable, and verifiable progress in this area is essential to strengthening regional stability and advancing the country's European perspective. Normalisation must remain an absolute political priority. European integration cannot coexist with the concept of a 'Serbian world' which aims to undermine peace and stability in the region.