

PROPERTY RIGHTS MONITOR

EDITION 13: JULY – DECEMBER 2025

The OSCE Mission in Kosovo (OSCE) works with Kosovo institutions to support the implementation of the policy and legal framework for the protection of property and housing rights of members of vulnerable communities. To this end, the OSCE regularly monitors, collects accessible data, and reports on developments and provides guidance to institutions on compliance with relevant legislation, international standards, and best practices.

The Property Rights Monitor (the Monitor) is a biannual publication presenting observations by OSCE field monitors in the following five regions: Gjilan/Gnjilane (GN), Mitrovicë/Mitrovica (MI), Pejë/Peć (PE), Prishtinë/Priština (PR), and Prizren (PZ). It provides an overview of the situation regarding property and housing rights affecting members of non-majority communities, displaced persons (DPs), and majority community members living in areas where they are in a numerical minority. The Monitor is intended to assist responsible institutions in addressing challenges related to the implementation of legislation and the enforcement of decisions, while also serving as a tool to track progress and identify gaps.

NUMBER CASES FOR THE REPORTING PERIOD

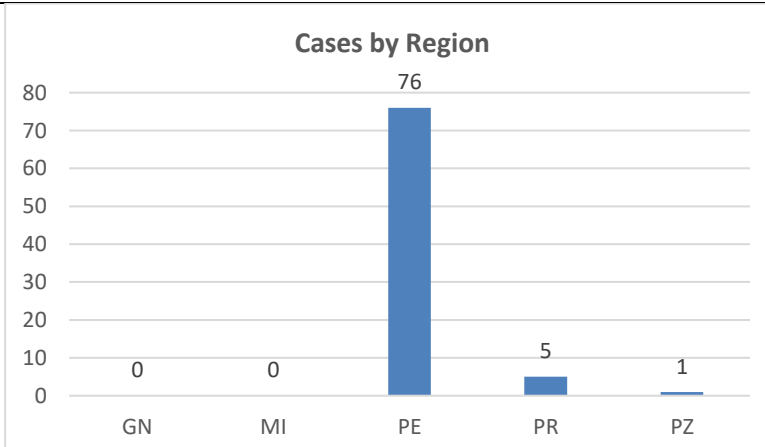
EXPROPRIATION	82
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KEY DEVELOPMENTS BY AREA

EXPROPRIATION

Defined: Expropriation is a legally authorised act by authorities to remove ownership rights from a public or private property owner in order to pursue a public interest. It is subject to conditions prescribed by law, including the provision of compensation to affected owners. This edition of the Monitor presents the number of expropriations affecting properties of vulnerable groups, with a particular focus on non-majority communities and displaced persons (DPs).

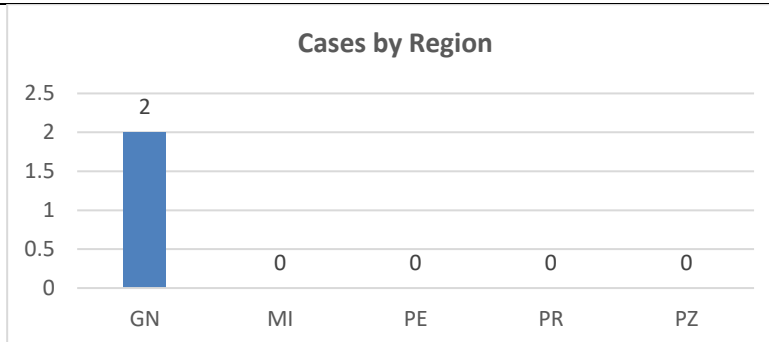
Reporting period: 82 private properties (parcels) were affected by expropriation in the Prishtinë/Priština, Prizren, and Pejë/Peć regions. Of these, 79 belonged to members of the Kosovo Serb community, two to Kosovo Egyptians, and one to a Kosovo Ashkali.



ILLEGAL OCCUPATION

Defined: Illegal occupation of immovable property is a criminal offence according to Article 320 of the Criminal Code. Properties belonging to vulnerable groups, particularly members of non-majority communities and DPs, have frequently been subject to illegal occupation. This edition of the Monitor reflects the number of illegal property occupations that occurred during the reporting period.

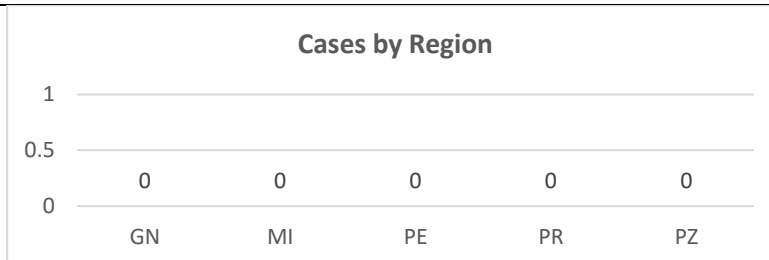
Reporting period: Two cases of illegal occupation of property were recorded in Gjilan/Gnjilane region.



SOCIAL HOUSING

Defined: Social housing is an obligation of the authorities to address the housing needs of individuals and families that cannot afford an appropriate standard of living. This edition of the Monitor presents the number of cases in which members of vulnerable groups, such as women, youth, and non-majority communities, have benefited from social housing.

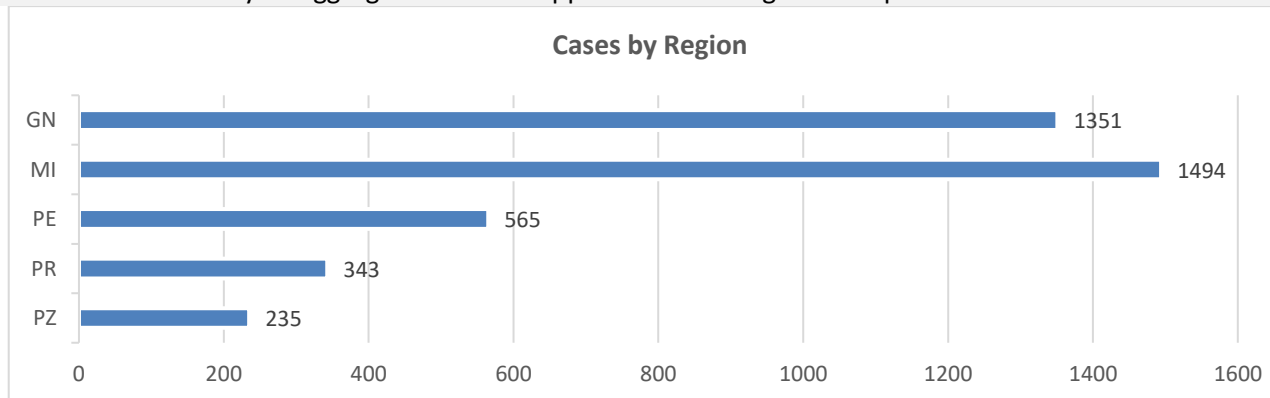
Reporting period: No allocation of social housing was recorded.



APPLICATIONS FOR LEGALIZATION OF UNPERMITTED CONSTRUCTIONS

Defined: Legalization is a process led by authorities to legalize unpermitted constructions. According to the Law on the Treatment of Constructions without Permit, a structure constructed on another party's land parcel cannot be legalized until ownership or the right to use the land parcel has been ascertained. This legislation aims to protect vulnerable groups, including non-majority communities and/or displaced persons (DPs), from the illegal occupation of their land parcels. This edition includes the number of applications for legalization and certificates issued for unpermitted constructions.

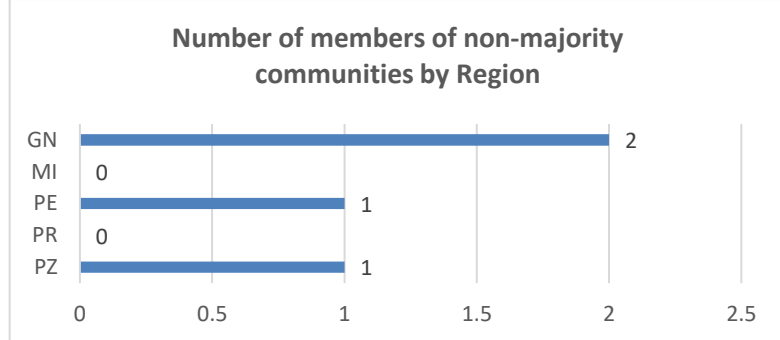
Reporting period: 3,988 applications for the legalization of constructions without permits were filed Kosovo-wide. Municipal authorities issued 1,021 legalization certificates, of which seven were issued to Kosovo Serbs. No cases of unlawful construction on illegally occupied land parcels belonging to non-majority communities and/or DPs were recorded during the reporting period. While this is an important observation, continued monitoring remains necessary to ensure that such constructions are not legalized in the future, particularly given the persistence of illegal construction practices. *Of note:* Municipalities in Kosovo generally do not maintain community-disaggregated data on applicants in the legalization process.



SPATIAL PLANNING

Defined: Spatial planning is the policy of authorities to regulate public space at all levels. Participation in the process of drafting spatial planning documents is crucial not only for assessing and voicing the needs of communities, but also for ensuring the protection of individual property rights. This edition reflects the number of spatial planning processes in which the needs of vulnerable groups, non-majority communities, women and/or youth were noted.

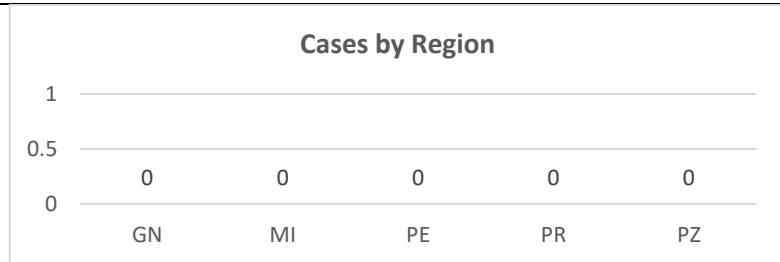
Reporting period: Members of non-majority communities, women and/or youth participated in four spatial planning processes in Prizren, Pejë/Peć and Gjilan/Gnjilane regions.



MUNICIPAL LAND ALLOCATION

Defined: Municipal land allocation for returns-related projects is a procedure or initiative of authorities exercised for the purpose of creating conditions for DPs to return. This edition presents the number of cases where municipalities have allocated municipal land for returns-related projects and/or for members of non-majority communities within the reporting period.

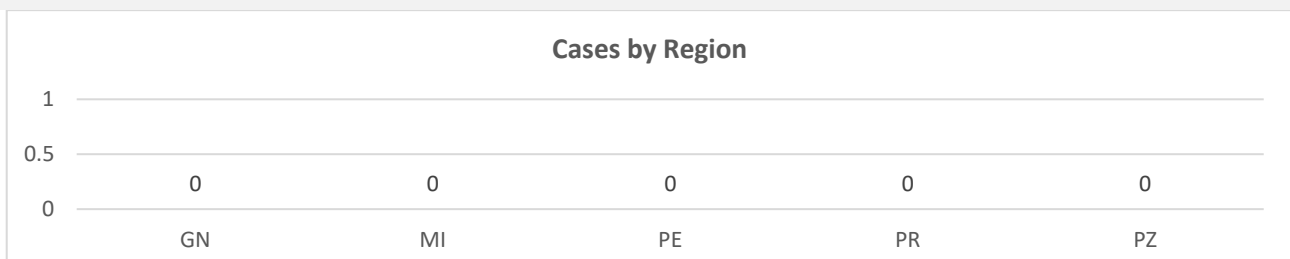
Reporting period: No cases of municipal land allocation for DPs' return-related projects or for members of non-majority communities took place.



IMMOVABLE PROPERTY TAX

Defined: Immovable property tax is a compulsory charge envisaged and applied by authorities for the ownership or right to use of residential, agricultural, and commercial properties. However, there are cases in which properties belonging to members of non-majority communities were or are illegally occupied, and the owner continues to carry tax liabilities despite not being physically in possession of such property. This edition shows the number of members of non-majority communities exempted from payment of the immovable property tax due to their properties being illegally occupied. *Of note:* According to Article 39 of Law No. 06/L-005 on Immovable Property Tax, as of 1 October 2018, persons whose property has been or is currently illegally occupied may be exempt from tax liabilities, subject to a final decision issued by a competent public authority reviewing illegal occupation cases in Kosovo.

Reporting period: No members of non-majority communities and/or displaced persons (DPs) were exempted from payment of immovable property tax. No applications for tax exemptions were submitted by members of non-majority communities.



SUMMARY OF KEY DEVELOPMENTS

During the reporting period, expropriations continue to affect the property rights of non-majority communities: 82 properties were affected from July to December 2025. This marks an increase from the previous reporting period (January–June 2025), when only 11 cases were recorded. Further, two cases of illegal occupation of non-majority communities were recorded, which confirms that the illegal occupations of properties still continue, even though the numbers have decreased since 2020. In addition, legalization of unpermitted constructions continued with a slow pace. During the reporting period, only 1,021 legalization certificates were issued, compared to 3,998 applications submitted. Moreover, during this period only four spatial planning processes took place where vulnerable communities have participated, compared to 28 processes in the previous reporting period.