



Kosovo Women's Network
Serving, Protecting and Promoting the Rights of Women and Girls

WITH FUNDING FROM



**AUSTRIAN
DEVELOPMENT
COOPERATION**

PILLAR 1: PREVENTION AND AWARENESS RAISING STRATEGIC OBJECTIVE 1: Until 2020, decrease of judgmental stances and behaviour that support domestic violence, through information, education and schooling and continuous awareness raising of professionals, community and the whole society. 1.1 Enhance professional capacities of professionals that provide basic services for prevention of domestic violence (such as: employees in the police, prosecutors, teachers, educators, doctors and other health workers, psychologists, social workers, attorneys of law).

From **Words** to **Action?**

... institutions that provide protection
... percentage. Disaggregated by: gender,
... living place, civil status, year, the institution where the
reporting takes place. Means of verification: official data, for everything specified above,
sent by each implementing institution by the end of the year to National Coordinator
against DV; or the reports that will be produced by the database system which is expected
to established in the frame of implementation of this strategy; annual monitoring report
on implementation of the strategy, which will be prepared by the National Coordinator
against DV based on M&E system that is drafted in the frame of the implementation of
this strategy, nation-wide study that will be conducted again by KWN in 2017 – from
which the baseline for 2014 has been taken}. 1.3.a.1. Increase of at least 20% until 2020 of
the number of individuals of society sensitized on different forms of violence and who
believe that domestic violence is intolerable. {Unit of measure: percentage.
Disaggregated by: gender, age, special skills, education, living place, civil status, year.
Means of verification: nation-wide study that will be conducted by KWN in 2017 and
maybe in 2019}. INDICATORS AT THE OBJECTIVE LEVEL: 1.1.a.1. Increase by 50% until 2020,
of the number of professionals in basic services who are trained and evaluated for
treating professionally domestic violence cases. {Unit of measure: percentage.
Disaggregated by: the type of professionals, municipalities where they work, number of

Monitoring the Institutional Response to Gender-Based Violence in Kosovo

... if possible the
... cation: official
... n by the end of
... ng report on
implementation of the strategy, which will be prepared by the National Coordinator
against DV based on M&E system that is drafted in the frame of the implementation of
this strategy). PILLAR 2 STRATEGIC OBJECTIVE 2: Until 2020, ensure inclusive and efficient
mechanisms for quick reaction against domestic violence cases, as well as liable inter-
institutional cooperation between central and local level actors, for the protection and

© Kosovo Women's Network, 2017

Authors: Adelina Berisha, Nicole Farnsworth and Dardan Hoti

ISBN 978-9951-737-25-8

Printed by Night Design in Pristina, Kosovo, using eco-friendly printing.

This research was funded by the Austrian Development Agency with funds from Austrian Development Cooperation. The views presented here do not necessarily correspond with the views of the Austrian Development Agency.

www.womensnetwork.org

From Words to Action?

Monitoring the Institutional Response to Gender-Based Violence in Kosovo

Prepared by Adelina Berisha, Nicole Farnsworth and Dardan Hoti for the Kosovo Women's Network

Pristina, Kosovo
2018

Contents

Acknowledgements.....	2
Acronyms	2
Executive Summary.....	3
Introduction.....	5
Why This Research?	6
Methodology.....	8
Findings: The Institutional Response to Gender-based Violence in Kosovo.....	10
National Coordinator against Domestic Violence	10
Kosovo Police	10
Office of the State Prosecutor	14
Victim Advocates	17
Basic Courts: Criminal and Civil Divisions	19
Victim Compensation	23
Ombudsperson Institution	23
Kosovo Correctional Services.....	24
Probation Service.....	24
Centres for Social Work	25
Shelters	27
Civil Society Organisations	29
Educational Institutions	30
Health Institutions.....	30
Institute of Forensic Medicine	32
Employment Offices and Vocational Training Centres	34
Coordination and Data Management	35
Recommendations	36
For the Ministry of Justice.....	36
For Police	36
For the State Prosecutor and the Prosecutorial Council of Kosovo.....	36
For Victim Advocates	37
For the Kosovo Judicial Council and Courts	37
For Correctional Services.....	37
For Probation Services.....	37
For the Ministry of Labour and Social Welfare, Department of Social Welfare.....	38
For Centres for Social Work.....	38
For Shelters	38
For All Municipalities.....	38
For Educational Institutions	38
For Healthcare Institutions	38
For the Institute of Forensic Medicine	39
For Employment Offices and Vocational Training Centres	39
For Inter-Institutional Collaboration among All Actors.....	39
Works Cited	40
Annexes.....	42
Annex 1. Gender-based Violence Statistics from Institutions.....	42
Annex 2. Summary of the Implementation of the NSPDV	53
Annex 3. Interview Respondents	72
Annex 4. Information Regarding Cases Monitored.....	74

Acknowledgements

The Kosovo Women's Network (KWN) thanks all of the representatives of institutions and organizations that gave their time to this monitoring exercise. The KWN research team, including Adeline Berisha, Dardan Hoti, Ardian Batusha and Dielleza Rama, worked tirelessly to conduct, transcribe and analyse interviews with institutions. Genta Ramadani and Miranda Avdullahu assisted with transcription. KWN staff provided ongoing support: Igballe Rogova, Zana Rudi, Besa Shehu, Iliriana Banjska, Gresa Rrahmani and Nertila Qarri-Gerguri. The Balkan Investigative Reporting Network (BIRN) and its monitors were important partners, carrying out monitoring throughout Kosovo for three months: Kreshnik Gashi, Blerta Iberdemaj, Arita Gërxhaliu, Agita Muhadri, Bahrie Sadiku, Genc Kadriu, Kastriot Berisha, Lekë Mucaj, Petrit Kryeziu, Labinot Leposhtica and Shkodran Nikçi. Peer reviewers from BIRN, Ariana Qosaj-Musatafa and Lina Andeer provided useful feedback on the draft report. This monitoring exercise would not have been possible without support from the Austrian Development Agency.

Acronyms

BIRN	Balkan Investigative Reporting Network
CCK	Criminal Code of Kosovo
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil society organisation
CSW	Centres for Social Work
DVIU	Domestic Violence Investigation Units
EULEX	European Union Rule of Law Mission in Kosovo
GPS	Global Positioning System
IFM	Institute for Forensic Medicine
KCS	Kosovo Correctional Services
KWN	Kosovo Women's Network
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
NGO	Non-governmental organization
NSPDV	National Strategy of the Republic of Kosovo on Protection from Domestic Violence and Action Plan 2016 – 2020
OI	Ombudsperson Institution
SOP	Standard Operating Procedures for Protection from Domestic Violence in Kosovo
VA	Victim Advocate
VTC	Vocational Training Centre
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
EECARO	UNFPA Eastern Europe and Central Asia Regional Office
UNICEF	United Nations Children's Fund

Executive Summary

Kosovo adopted its second National Strategy on Protection from Domestic Violence and Action Plan 2016 – 2020 (NSPDV) in December 2016. Since then, several initiatives have sought to build the capacity of public institutions to implement this and other legal responsibilities pertaining to domestic violence. While sexual harassment has been discussed more in public fora in recent years, other forms of gender-based violence, particularly sexual violence, remain largely invisible and under-researched.

Therefore, between August and November 2017, the Kosovo Women's Network (KWN) and the Balkan Investigative Reporting Network (BIRN) monitored the extent to which institutions that have a legal responsibility to protect persons who have suffered gender-based violence are implementing the relevant legal framework. Monitoring also aimed to examine any changes since KWN's 2015 research on attitudes, awareness and performance of institutions working with cases of gender-based violence; and to assess implementation of the NSPDV to date. Drawing from monitoring, interviews with 84 representatives of relevant institutions and a review of quantitative data, this report summarizes findings.

Insufficient confidentiality, victim-blaming and attempts at family reconciliation remain prevalent. Moreover, most institutions continue to "reconcile" families, even when crimes have been committed, though such cases should be prosecuted *ex officio* and counselling is not within most institutions' roles and responsibilities. Respondents repeatedly noted that including domestic violence within the Criminal Code of Kosovo could address some of these issues, improve response and facilitate access to justice.

With respect to specific institutions, in ongoing cases monitored by KWN and BIRN, police, primarily from Domestic Violence Investigation Units (DVIU), seemed generally aware of their roles and responsibilities pertaining to domestic violence cases. Police still lacked knowledge pertaining to sexual harassment and other forms of sexual violence. However, KWN was not granted access to interview police or monitor their work closely, which means that this report cannot provide clear conclusions regarding any changes in police treatment of gender-based violence cases.

All basic prosecutions have appointed prosecutors who will specialize in dealing with gender-based violence cases. However, they have other cases that sometimes prevent them from prioritizing these cases. Prosecutors often fail to collect evidence automatically when victims "drop" cases. While performance has improved, some prosecutors still lack information related to gender-based violence, its causes, the relevant legal framework and appropriate approach. The Victim Advocates (VA) monitored, under the prosecution, tended to carry out their responsibilities in accordance with the legal framework.

The Kosovo Judicial Council has begun to appoint criminal judges in all Basic Courts, specialising in gender-based violence; some have been trained. However, this initiative seems to have stalled. Civil courts also have appointed judges specialized in domestic violence cases. While criminal and civil court judges' performance has improved in terms of prioritizing domestic violence cases as human rights violations, some judges still lack sufficient knowledge pertaining to domestic violence. Many lack understanding with regard to sexual harassment and other forms of sexual violence. Some judges still blamed victims for crimes perpetrated against them. Moreover, multi-family households and the dearth of rehabilitation programs for perpetrators make it difficult for judges to prescribe different measures in protection orders, they said. Courts lack sufficient security precautions for victims, towards preventing re-victimisation and re-traumatisation.

While some social workers at Centres for Social Work (CSW) seemed qualified, others lacked competence, including about the NSPDV. Insufficient municipal funding continues to undermine their work. As part of their mandate to protect the best interests of the child, some social workers still prioritize perceived economic wellbeing over children's physical and psychological wellbeing, advising courts to grant child custody to perpetrators of violence. This shows insufficient consideration of other options, such as perpetrators paying alimony to victims, so that they may care for their children.

Shelter is lacking in the north, for men and for Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex (LGBTQI) persons. Shelters lack sustainable, sufficient financing. The late allocation of government funds and some shelters' mismanagement of funds has led to shelter closures, placing victims at risk of recidivism. Proper oversight by the Department of Social Welfare has been insufficient. The lack of reintegration programs, social housing and options for securing economic independence continue.

Persons within educational and health institutions continue to lack knowledge about different forms of gender-based violence. These institutions do not yet have functioning systems for tracking, referring and reporting cases of gender-based violence. Adequate training has not been provided as per the NSPDV.

Correctional and Probation Services, respectively, lack sufficient training, expertise and thus programming related to the rehabilitation and reintegration of perpetrators. Despite the existence of a profession-specific curriculum on the topic, employment officers and Vocational Training Centre (VTC) employees generally lack knowledge of their legal responsibilities and the appropriate approach in assisting persons who have suffered gender-based violence.

This report concludes with specific recommendations for each institution.

Introduction

Gender-based violence is any type of violence perpetrated against a person because of the person's gender. Typically, the term refers to men perpetrating violence against women. Therefore, the terms "gender-based violence" and "violence against women" often are used interchangeably, with "violence against women" referring to violence perpetrated against women *because they are women*. Albeit less common, gender-based violence also can refer to violence against men *because they are men*, such as violence perpetrated against boys to make them "act like a man" or sexual violence perpetrated against men during conflicts or in prisons. It also can refer to violence against transgender persons due to their gender identity, that is, their own personal experience of their gender, which perpetrators of violence may not consider "socially acceptable".

This report focuses on violence against women because it is clearly the most common form of gender-based violence both in Kosovo and more broadly. In the Declaration on the Elimination of Violence against Women, the United Nations (UN) General Assembly recognized that:

violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men.¹

Moreover, the UN General Assembly noted that particular groups of women may be "especially vulnerable to violence" given their positions in society, such as "women belonging to minority groups, indigenous women, refugee women, migrant women, women living in rural or remote communities, destitute women, women in institutions or in detention, female children, women with disabilities, elderly women and women in situations of armed conflict". The General Assembly further has emphasized that violence against women is a human rights violation and "one of the crucial social mechanisms by which women are forced into a subordinate position compared with men. Violence against women is an obstacle to the achievement of equality, development and peace". More recently, the Council of Europe's Istanbul Convention has noted the importance of "Recognising the structural nature of violence against women as gender-based violence, and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men".² It thus has recognized that violence against women is structurally different than violence against men.

Since 1993, international human rights bodies have accepted that violence against women is a human rights violation, regardless of whether it is perpetrated in public or private spheres. In accordance with the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which Kosovo has incorporated within its Constitution, states have a responsibility to take all necessary measures to eliminate violence, including legal sanctions, civil remedies, preventative measures (like awareness campaigns and education) and protective measures (like support services for victims).³

¹ UN General Assembly, Declaration on the Elimination of Violence against Women, Resolution 48/104 of 20 December 1993. The Council of Europe's Istanbul Convention also has stated that "gender-based violence against women" shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately (Action against violence against women and domestic violence, CETS No. 210, 2011, at: <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210>, Art. 3).

² Council of Europe, Preamble.

³ UN Committee on the Elimination of All Forms of Discrimination against Women, General Recommendation 19, Violence against women (Eleventh session, 1992), U.N. Doc. A/47/38 at I (1993), reprinted in Compilation of General Comments and General Recommendations. Adopted by Human Rights Treaty Bodies, U.N. Doc. HRI/GEN/1/Rev.6 at 243 (2003).

Thus, it has been broadly accepted, at least by key human rights bodies, that violence against women results from the unequal distribution of power between women and men, which contributes to women's subordinate position in all spheres of society. Several examples of such unequal power relations exist, such as women's ownership of only 8% of properties in Kosovo; women's low employment rates; and women's underrepresentation at all levels of decision-making within the government and civil service. In the private sphere, more men tend to have decision-making power than women do. Men can misuse their social power, which can involve perpetrating violence against women. In patriarchal societies, men may use their power to control or ensure obedience from women and children, which can involve violence against women. Thus, persons perpetrating violence are misusing their position of power. Perpetrators are responsible for violence, and victims can never be blamed for the violence perpetrated against them.

Violence against Women

"Violence that is directed at a woman because she is a woman or that affects women disproportionately [is discrimination]. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty."

- UN Committee on the Elimination of All Forms of Discrimination against Women

Why This Research?

As part of its mission to support, protect and promote the rights and the interests of women and girls, the Kosovo Women's Network (KWN) has among its long-term strategic goals that "women and girls live a life free from gender-based violence".⁴ In 2015, KWN conducted Kosovo-wide research on gender-based violence, focusing on domestic violence and sexual harassment. This involved a thorough review of the existing, relevant legal framework; a household survey of 1,315 women and men; and interviews with more than 200 representatives of public institutions responsible for implementing the legal framework pertaining to domestic violence and sexual harassment. The study provided data regarding awareness, attitudes and prevalence of different forms of domestic violence and sexual harassment in Kosovo. The resulting respective reports, entitled *Sexual Harassment in Kosovo* and *No More Excuses: An Analysis of Attitudes, Incidence, and Institutional Responses to Domestic Violence in Kosovo*, also contained recommendations for each relevant institution.⁵

These reports evidenced that violence against women (and men) is prevalent in Kosovo. Domestic violence was widespread, with 62% of Kosovars having experienced domestic violence in their lifetimes (68% of women and 56% of men); and 31% had suffered domestic violence in 2014 alone (41% of women, 20% of men).⁶ In 2015, 49% of Kosovars reported having experienced some form of sexual harassment in their lifetimes, with 45% stating that they suffered sexual harassment in 2014. Women (64%) were significantly more likely to have suffered sexual harassment than men were (33%). LGBTQI persons, women with physical or mental disabilities, and women with Down Syndrome, reportedly faced "double-discrimination" due to their often-vulnerable position in society.⁷ As representatives of organizations working to address domestic violence have observed, the culture of violence is so commonplace

⁴ KWN, *KWN Strategy 2015-2018*, Pristina: KWN, 2014, at: http://www.womensnetwork.org/documents/kwn_strategy_2015_2018_eng.pdf.

⁵ Nicole Farnsworth, Ariana Qosaj-Mustafa, Iliriana Banjska, Adelina Berisha and Donjeta Morina for KWN, *No More Excuses: An Analysis of Attitudes, Incidence, and Institutional Responses to Domestic Violence in Kosovo*, Pristina: KWN, 2015, at: <http://www.womensnetwork.org/documents/20151124105025622.pdf>; and Ariana Qosaj-Mustafa, Adelina Berisha, Nicole Farnsworth, and Iliriana Banjska for KWN, *Sexual Harassment in Kosovo*, Pristina: KWN, 2016, at: <http://www.womensnetwork.org/documents/20160223185243349.pdf>.

⁶ KWN, *No More Excuses*, p. 5. Reconfirmed during KWN interviews in 2017.

⁷ KWN interviews with organizations working with these groups, 2017.

in Kosovo that the society generally has “normalized” violence and become used to it. Cultural acceptance of certain forms of violence, such as sexual harassment⁸ and sex selective abortion of female fetuses⁹ enable violence against women to continue.

Kosovo has an extensive legal framework in place to protect persons from different forms of gender-based violence, as well as to punish and rehabilitate perpetrators.¹⁰ Drawing substantially from KWN’s findings and recommendations in the aforementioned publications,¹¹ and following a participatory process involving all relevant institutions and key actors, the Government of Kosovo finalized its second National Strategy of the Republic of Kosovo on Protection from Domestic Violence and Action Plan 2016 – 2020 (NSPDV) in May 2016.¹² The government adopted the NSPDV on 30 December 2016,¹³ and officially launched it in April 2017.¹⁴

Meanwhile, in 2016 and 2017, KWN activists visited responsible institutions to present the aforementioned research findings as well as recommendations for each given institution towards better implementing the existing legal framework related to domestic violence and sexual harassment, respectively. In close collaboration with partner organizations and individual activists, KWN also launched several public awareness initiatives through mass media, social media and in the streets, seeking to raise awareness about domestic violence and sexual harassment, their forms and how to report them.¹⁵

Following these efforts and the adoption of the NSPDV, KWN undertook this monitoring exercise between August and November 2017, which sought to examine the extent to which Kosovo institutions have implemented the NSPDV to date. Further, monitoring aimed to examine any changes since 2015 in the attitudes, awareness and performance of relevant public institutions working with cases of gender-based violence; and to monitor implementation of the legal framework by public institutions that have a legal responsibility to protect persons who have suffered gender-based violence. Thus, monitoring sought to go beyond KWN’s prior research that only examined domestic violence and sexual harassment, by looking into sexual assault, rape and other forms of violence against women.¹⁶ Based on KWN’s knowledge, these forms of violence have been little studied in Kosovo before. Again, given its mission

⁸ KWN, *Sexual Harassment in Kosovo*.

⁹ Christophe Z. Guilmoto and UNFPA, *Gender Bias in Kosovo*, Pristina: UNFPA, 2016.

¹⁰ See KWN, *No More Excuses*, and KWN, *Sexual Harassment in Kosovo*. Since the legal framework relevant to domestic violence and sexual harassment, respectively, has been detailed in these two prior reports and few significant changes have occurred in the last two years, KWN has not repeated a detailed analysis of the relevant legal framework in this monitoring report.

¹¹ Approximately 70% of KWN’s recommendations for this strategy were accepted by the official working group and incorporated into the final NSPDV.

¹² The Republic of Kosovo, Ministry of Justice, *National Strategy of the Republic of Kosovo on Protection from Domestic Violence and Action Plan 2016-2020*, Pristina, Kosovo: May 2016, at: <http://abgi.rks-gov.net/Portals/0/Strategjia%20Komb%C3%ABtare%20e%20RK%20p%C3%ABr%20mbrojtje%20nga%20dhuna%20ne%20familje%202016-2020.pdf>.

¹³ Republic of Kosovo, Government, Decision No. 09/125, on 30.12.2016, at: http://www.kryeministri-ks.net/repository/docs/Vendimet_e_Mbledhjes_se_125-te_te_Qeverise.pdf.

¹⁴ See, United States Embassy Kosovo, “Launching Ceremony of the Kosovo National Strategy against Domestic Violence 2016-2020”, 19 April, 2017, at: <https://xk.usembassy.gov/launching-ceremony-kosovo-national-strategy-domestic-violence-2016-2020/>.

¹⁵ See, for example, *Radio Televizioni i Kosoves*: “*Filon Marshi me moton “Nuk ka Arsyetim”*” [“March Begins with Motto, ‘No More Excuses’”], at: <https://www.rtklive.com/sq/news-single.php?ID=117158>; and Kallxo.com, “*Gratë Kosovare, Mbi 40 Për Qind e Pranojnë Dhunën në Familje*” [“Kosovar Women, More Than 40 Percent Accept Domestic Violence”], at: <http://kallxo.com/grate-kosovare-mbi-40-per-qind-e-pranojne-dhunen-ne-familje/>. Additional examples are on KWN’s website (www.womensnetwork.org) and Facebook page: [Kosova Women’s Network](https://www.facebook.com/Kosova-Women's-Network).

¹⁶ Regarding delimitations, KWN did not examine sex trafficking given its specific nature, the extensive number of actors involved and the fact that other organizations are working on this. Nor did KWN study sex selective abortion or early marriage, as these have been discussed in other publications (see Guilmoto and UNFPA, 2016; and UNFPA EECARO, *Child Marriage in Kosovo (Overview)*, Pristina: UNFPA EECARO, 2014, respectively).

and the fact that gender-based violence tends to affect women disproportionately, this report focuses primarily on violence against women.

Methodology

More specifically, this monitoring exercise had the following key research questions: I) To what extent are representatives of relevant public institutions aware of their duties related to treating cases of gender-based violence, and how has this awareness changed since 2015, if at all; and II) to what extent is the legal framework related to gender-based violence being implemented and how has this improved since 2015, if at all? For the purpose of this monitoring exercise, gender-based violence was operationalized to focus primarily on institutions' treatment of domestic violence, sexual harassment, rape, sexual assault and murder.

KWN sought to respond to these research questions using mixed research methods, including monitoring, interviews, and a review of statistical data. First, KWN cooperated with BIRN, which has an existing network of trained and experienced court monitors. Following in-depth training by KWN experts, BIRN's monitors carried out daily observations of public institutions involved in addressing gender-based violence between September and November 2017 in all eight regions of Kosovo. BIRN monitors entered data into a secure, online software (Kobo Tool Box), which contained a standardized set of questions for each institution, based on their legal responsibilities. Monitors attended court hearings, as well as victims and perpetrators' meetings with social workers. Monitors used convenience sampling, following cases as they appeared in relevant institutions. In some instances, persons also contacted KWN or BIRN, requesting that monitors follow their cases. Monitoring sought to ensure a variation of municipalities and institutions were followed, with monitors changing institutions each day and spending time in different municipalities. In total, monitors submitted 174 monitoring reports related to the work of relevant institutions.¹⁷ Moreover, KWN also has drawn from its own experience monitoring specific cases since 2015.

Second, KWN's research team conducted 84 interviews with institutions and actors responsible for implementing the legal framework pertaining to the aforementioned forms of gender-based violence, including representatives from: Kosovo Police, VAs, CSWs, civil courts, criminal courts, the prosecution, correctional services, probation services, educational institutions, health institutions, employment centres, VTCs and shelters for persons who have suffered domestic violence.¹⁸ KWN also interviewed key stakeholders including the Ombudsperson Institution and diverse non-governmental organizations (NGOs) working to address gender-based violence. Interviews were conducted in seven municipalities by a team of three researchers.

The research team used an interview guide similar to that used in 2015 in order to enable comparisons regarding knowledge, attitudes and performance, as per the aforementioned research questions.¹⁹ Interview guides included questions relating to individual institutions' legal responsibilities, knowledge of their responsibilities and experiences with gender-based violence cases since 2015. They also were asked to reflect on changes that had occurred since KWN's 2015 research. Interviews were conducted between September and November 2017 in Prizren, Peja, Gjakova, Gjilan, Mitrovica, Pristina, Vushtrri and Ferizaj. Most interviews were conducted by two research team members, including an interviewer and a note-taker. Once consent was secured, interviews were recorded. Interviews lasted approximately 35 to 60 minutes. Interviews were then transcribed and coded independently by diverse members of the research team. KWN thus sought to enhance the validity of findings via triangulation of researchers, methods and data sources.

Third, KWN reviewed all available statistical data related to gender-based violence, as maintained by relevant institutions, including police, prosecution and courts. This sought to examine trends over time with regard to gender-based violence cases.

¹⁷ See Annex 4.

¹⁸ For a list of respondents, see Annex 3. Legal Aid Offices were not interviewed due to their unavailability following multiple requests.

¹⁹ Interview guides are available upon request.

As per the aforementioned research questions, each section in this report examines the performance of individual institutions responsible for addressing gender-based violence and assisting persons who have suffered such violence. Each section begins with a brief description of the institution's legal responsibilities. Then, the section provides information regarding the extent to which the given institution has implemented its responsibilities, reflecting also on changes that have occurred since 2015. Each section concludes with KWN's observations regarding the performance of the institution. The final section of this report offers recommendations to each institution towards better implementing their legal responsibilities.

Findings: The Institutional Response to Gender-based Violence in Kosovo

This section summarizes the findings resulting from monitoring, interviews and data analysis, as they pertain to each institution that has a legal responsibility to address gender-based violence.

National Coordinator against Domestic Violence

One of the Deputy Ministers of Justice must dually hold the position of the National Coordinator against Domestic Violence.²⁰ This position involves supervising implementation of the NSPDV and coordinating the work of the Inter-Ministerial Coordination Group on Domestic Violence. The prior Deputy Minister of Justice, Lirak Celaj, oversaw the drafting and finalization of the NSPDV, as well as organized the first Inter-Ministerial Coordination Group on Domestic Violence on 6 March 2017.

However, following a vote of no confidence on 10 May 2017, the government of Kosovo became largely dysfunctional. Following parliamentary elections on 11 June 2017, Kosovo formed a government on 9 September 2017. However, as of December, the Prime Minister still had not appointed a Deputy Minister of Justice to serve as the National Coordinator.²¹ Thus, Kosovo has not had a National Coordinator for 10 months, to date. Therefore, no coordination meetings on domestic violence have been organized since March 2017. The fact that this key position has remained vacant for so long has hindered progress on the implementation of the NSPDV.

Kosovo Police

The Kosovo Police have the general obligation to investigate all crimes, as per the Criminal Code of Kosovo (CCK). The CCK defines several acts that can involve gender-based violence if such crimes are perpetrated against a person because of the person's gender, including but not limited to: threat, isolation, harassment, light bodily injury, grievous bodily injury, sexual assault, degradation of sexual integrity, sexual abuse, rape, murder, forced marriage, blackmail and trafficking for sexual exploitation. When committed within a domestic relationship, these constitute criminal offenses and must be prosecuted *ex officio* (automatically).

In accordance with the Criminal Procedural Code, police must investigate all alleged crimes, based on the definitions of criminal acts within the CCK.²² This includes crimes committed within domestic relationships. Thus, police often are the first point of contact for victims of domestic violence. The Law on Protection from Domestic Violence sets the basic responsibilities of the Kosovo Police in responding to crimes related to domestic violence and referring victims to other services.²³ These responsibilities are further specified in the Standard Operation Procedures for Protection from Domestic

²⁰ Republic of Kosovo, Government, Decision No. 04/83 of date 11.07.2012, at: http://www.kryeministri-ks.net/repository/docs/Vendimet_83.pdf.

²¹ Republic of Kosovo, Regulation No. 02/2011 on the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministries, at: http://www.kryeministri-ks.net/repository/docs/Rregullorja_02-2011-e_miratuar nga_Qeveria-finale.pdf.

²² The Criminal Code of the Republic of Kosovo, Chapter XVI on Criminal Offenses against Life and Body, Articles 178-192, at: <http://www.assembly-kosova.org/common/docs/ligjet/Criminal%20Code.pdf>.

²³ Republic of Kosovo, Assembly, Law No. 03/L-182 on Protection from Domestic Violence, Art. 24. Responsibilities of the Kosovo Police, Kosovo, 2010, at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-182-eng.pdf>.

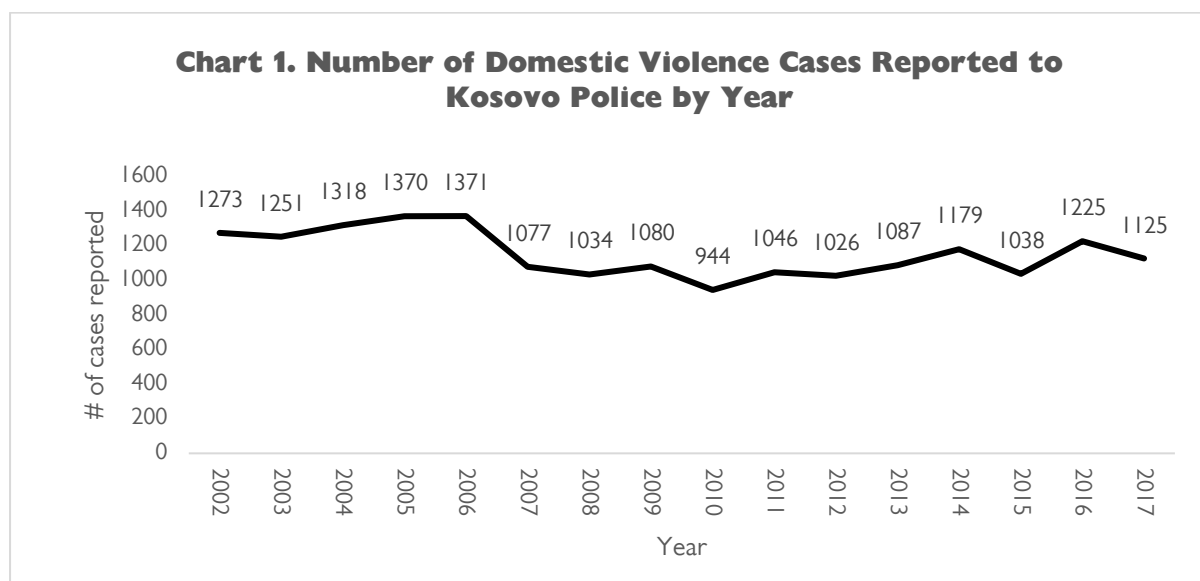
Violence in Kosovo (SOPs).²⁴ Further, the Law on Protection from Domestic Violence foresees that police also can issue temporary emergency protection orders at times when courts are closed.²⁵

In relation to domestic violence cases, police should respond to reports of threats or acts of domestic violence; accompany victims when they take their personal belongings; and, in cases when police suspect a crime involving domestic violence has been committed, they must arrest immediately alleged perpetrators. Police have a free public number for reporting crimes, including domestic violence calls, which is open from 8:00 to 22:00: 192 and 080019999. Police have established Domestic Violence Investigation Units (DVIU) in each municipality. These should consist of a woman and a man.

Unfortunately, the Kosovo Police refused KWN’s official request to interview police officers pertaining to their work in addressing gender-based violence. Therefore, findings in this section rely primarily on an interview with the Head of the DVIU who is not involved directly in investigations as per her responsibilities. Findings also draw from BIRN monitors following the work of police officers, which entailed monitoring police officers’ interactions with victims during cases, when permitted. However, BIRN monitors also were not permitted entrance into police stations. Given these methodological limitations, KWN was unable measure accurately changes in awareness and attitudes among police.

In terms of their roles and responsibilities, police stated that officers are aware of the SOPs, mainly because they are similar to the general Operating Procedures of police. According to the Kosovo Police DVIU, police have implemented some of the activities foreseen in the NSPDV.²⁶ However, insufficient financial support, particularly separate funds for the DVIU, hinder police from fully implementing their responsibilities, they said. For example, officers responding to emergency situations reportedly often must pay out-of-pocket for food, clothing and toiletries for victims because no budget line exists to cover these types of expenses.

Police believed that more citizens are reporting violence, and that this suggests that citizens’ awareness has increased as has their trust in institutions. However, data recorded by police suggests an only moderate increase in reporting since 2015 (see Chart 1).



Police said that women still hesitate to report violence. “We receive calls from women, saying that ‘I called you [police] so you can maybe just talk with my husband and threaten him not to repeat

²⁴ The Government of the Republic of Kosovo, Agency for Gender Equality, “Standard Operating Procedures for Protection from Domestic Violence in Kosovo”, September 2013, Kosovo, at: <http://abji.rks-gov.net/Portals/0/Procedurat%20Standarte%20t%C3%AB%20Veprimit%20p%C3%ABr%20Mbrojtje%20nga%20Dhuna%20n%C3%AB%20Familje.pdf>.

²⁵ Law No. 03/L-182 on Protection from Domestic Violence, Art. 24.

²⁶ All findings relevant to police based on interview with Captain Tahire Haxholli, Head of the DVIU, unless otherwise stated.

violence. I don't want to report the case", the Head of the DVIU said. Police believe that such calls occur because women still do not have sustainable alternative living solutions. Without economic support and rehabilitation programs, victims fear seeking support, police said.

KWN and BIRN's monitoring suggest that after violence has occurred, police still tend to take victims out of the common living quarters, leaving the husband or perpetrator in the house. On one occasion observed by monitors, police kept a victim at the station for 48 hours, while the perpetrator was sent home. If a crime seems to have been committed, police should hold the perpetrator and not the victim.²⁷

Social workers also reported that in some instances police officers not in DVIUs would interview victims without the presence of a social worker, potentially traumatizing victims with their poor, untrained approach. Evidence suggests that some police may still seek to reunite the family. For example, a reviewed police report stated: "She was interviewed by a police investigation unit in the presence of a CSW worker, and she declares that she agrees to go back to living with her husband." Stating that the victim "agreed" to return home, suggests that the police officer and/or social worker may have influenced her decision. As KWN has written previously, family counselling towards reunification is not among the roles and responsibilities of police.²⁸

Police have a responsibility to monitor the enforcement of protection orders.²⁹ Since violations of protection orders are a criminal offence,³⁰ police also have a responsibility to respond to reports of protection order violations. In 2017, police recorded 10 such violations.³¹ Some of the VAs interviewed stated that police officers do not always ensure the execution of existing protection orders as they should. KWN was unable to assess police response to protection orders, as the team was not granted access to interviewing or directly monitoring police.

Minimal information was available regarding police response to gender-based crimes perpetrated outside domestic relations.³² With regard to sexual harassment, there is no specific definition of sexual harassment in the CCK, so it is unclear how many of the 416 harassment cases reported between 2015 and 2017 were of a sexual nature. However, women comprised at least 71% of the victims of harassment cases reported to police during this period. Police recorded several cases of crimes involving gender-based violence, such as degradation of sexual integrity (5) and rape (97) during the same period. Women comprised 100% of persons suffering degradation of sexual integrity and 90% of rape victims (see Annex I).

Sexual violence remains a taboo topic and victims may fear the social consequences affiliated with reporting it.³³ This contributes to low reporting. Cases reported to KWN and its members since 2015 suggest that more sexual violence cases likely occurred, but either victims have not reported them or police have recorded cases.³⁴ For example, a young woman reported sexual harassment perpetrated against her by an unknown person in the street to police in Ferizaj. Police told her, "We cannot do anything about this because we don't have a camera in the city and we don't have any proof". Another young woman told KWN:

The first time I reported sexual harassment, it had happened when I was a student, on the University premises. Although the general treatment of police was very good, and all procedures were completed well, they requested proof, which I could not provide because it was impossible. The case remains open, and I never received a call or any support from the police.

²⁷ SOPs.

²⁸ Farnsworth et al. for KWN, *No More Excuses*.

²⁹ Law No. 03/L-182 on Protection from Domestic Violence, Art. 3.

³⁰ Ibid, Art. 25.

³¹ Data from the Victim Protection and Assistance Office.

³² BIRN monitors did not encounter any such cases during their monitoring of different institutions. KWN was unable to ask police about such crimes, since interviews were not granted.

³³ See Farnsworth et al. for KWN, *No More Excuses*, pp. 44-45.

³⁴ Such cases have been reported to KWN and its member organizations.

The second time, I was sexually harassed by a publicist. This time I had proof, and I went to the police. Again, the first contact was good, but afterwards I did not receive any concrete information about the process. I called them to learn if they ever met the perpetrator. They said the procedure is going well, investigations are ongoing, and nothing more since. I am very disappointed, since I do not feel safe anymore to report anything.

KWN also has observed police officers making light of sexual violence reports. For example, detectives jokingly shared information about a case in which a woman reported that a man had groped her in the streets. The detective and apparently the rest of the police station had found it amusing that someone would even report such a case. In another instance, a policewoman told KWN that police have some reports of rape but that these are usually “fake” cases. The officer commented that the integrity and life of men was being jeopardized with such accusations. If police subjectively assess reports as “fake”, perhaps they do not record them in their systems or officially open the cases. These and other stories shared with KWN suggest that police do not always take reports of sexual violence seriously or investigate them appropriately, potentially contributing to under-documentation of such cases and their inadequate address.

Victim-blaming also may mean that police do not record cases.³⁵ Recently, in a public event, a police officer commented that “wearing provocative clothes” can increase women’s chances of experiencing sexual harassment: “Women wearing clothes with tiger patterns are provocative; even women turn their heads, let alone men”.³⁶ In fact, clothing or appearance are irrelevant; if a crime has been committed as defined by the CCK, it is always the fault of the perpetrator for carrying out the crime and never the fault of the victim.

“Women wearing clothes with tiger patterns are provocative; even women turn their heads, let alone men.”

- Policewoman

While monitoring a 2016 case involving rape, KWN observed victim-blaming by several police officers. First, the police officer interviewing the victim asked if she was a virgin, which was irrelevant to the case; and “if she had done something wrong?”, inferring blame. Shortly after, the victim was asked to provide her declaration to another police officer, who consistently interrupted her with unprofessional questions and subjective comments, such as, “I cannot believe how someone, particularly a woman, can go to a stranger’s house.” Further, he asked if the victim, “felt any pleasure or came during the rape”. This apparently was standard procedure, as the question was written on the form. These questions were deeply disturbing for the victim. This case illustrated how cultural norms related to virginity and social control over women’s bodies affect some police officers’ responses to sexual violence cases. Virginity and the location of the crime have no bearing on cases involving sexual violence.

Moreover, in the same case, the victim was requested to repeat her story on three separate occasions to different (and male) audiences. Having victims repeat their stories multiple times is traumatizing and unnecessary, as victims must re-live horrible events. Police officials should not request that victims share their entire stories; victims only need to provide crucial information, particularly when police already know that the case falls under another unit’s competencies, as in this particular case. Police officers approach in this particular case suggested insufficient training regarding the appropriate treatment of victims of sexual violence.

In investigating and preventing gender-based violence and discrimination against LGBTQI persons, police reportedly have improved significantly in their approach. Representatives of LGBTQI organizations stated that since 2015 there were four or five cases of sexual harassment towards LGBTQI

³⁵ William Ryan originally defined the term “blaming the victim” as an ideology used to excuse crimes perpetrated against black people in the United States (*Blaming the Victim*, New York: 1971). The notion has since been extended to discussions related to sexual violence, as women are blamed for how they dress, where they went or what they did, rather than blaming the perpetrator for the crime committed. Suarez and Gadalla argue that the blaming the victim culture contributes to the pervasiveness of rape (“Stop Blaming the Victim: A MetaAnalysis on Rape Myths”, *Journal of Interpersonal Violence* 25(11) 2010–2035, SAGE, 2010).

³⁶ Comments made by police during a recent meeting with KWN, 2017.

persons. They believed that their support to LGBTQI persons in reporting cases to police has improved institutional performance and the treatment of LGBTQI persons. A representative said:

We only support them, to make it easier to access institutions. People do not always find it easy to address police. It's always much easier if you report the case to a [non-governmental organization] NGO, then the cases are taken more seriously. I am saying this based on evidence. Cases that were addressed to the institutions individually, and cases that we supported as an NGO, were treated differently. At least confidentiality was taken more seriously, not as in the past; for example, you reported a case to the police in Pristina [and] within an hour in Gjakova you could understand that a gay person has reported a case to the police.

As of 2017, organizations supporting LGBTQI persons reported a professional and careful approach by police in assisting them with gender-based violence cases.

Overall, KWN cannot make clear conclusions regarding whether police awareness and performance have improved in addressing gender-based violence cases because KWN was not permitted to interview or closely follow cases. However, based on BIRN's monitoring of domestic violence cases, generally awareness seems to have improved among police officers in DVIUs, primarily related to domestic violence. Meanwhile, some recently appointed DVIU officers seem to lack sufficient training and expertise. Some officers still encourage family reconciliation, though this is not within their mandate. Evidence suggests that some police officers have insufficient training and thus awareness regarding different forms of sexual violence and how to treat victims reporting sexual violence. Victim-blaming remains concerning. This and cultural norms seem to hinder appropriate treatment of victims of sexual violence, potentially contributing to re-traumatization.

Office of the State Prosecutor

Based on obligations arising from the Criminal Procedural Code,³⁷ further defined in the SOPs for Protection from Domestic Violence, the State Prosecutor is responsible for "reviewing evidence of a domestic violence incident to determine whether there is sufficient evidence to justify and support the case prosecution, including any violation of protection orders".³⁸ The Law on Protection from Domestic Violence obliges prosecutors to prosecute *ex officio* violations of Temporary Protection Orders, Emergency Protection Orders and Protection Orders. It states that the issuance of these orders shall "not prevent the interested parties to file criminal proceedings regarding actions or inactions constituting criminal offences".³⁹ Prosecutors have other obligations that include monitoring police, specifically the DVIU, to ensure that all evidence pertaining to domestic violence cases are collected properly; maintaining all data; ensuring evidence remains confidential until the indictment; and acting in the best interests of the child when the victim is a child.⁴⁰

³⁷ Assembly, Criminal Procedure Code, Art. 228 Additional Protective Measures in Cases of Domestic Violence, at: <https://www.kuvendikosoves.org/common/docs/ligjet/Criminal%20Procedure%20Code.pdf>.

³⁸ SOPs, p. 43.

³⁹ Law on Protection from Domestic Violence, Art. 26.

⁴⁰ Ibid.

According to the NSPDV, the Office of the State Prosecutor should have “specially appointed prosecutors that coordinate the work for treating domestic violence cases”.⁴¹ Several specialized prosecutors have been appointed and trained. However, specialized prosecutors are not responsible only for domestic violence cases; they have other cases as well. Further, not all domestic violence cases seem to go to these, specialized prosecutors. Rather, the prosecutor on duty and who has time tends to take the case. Sending domestic violence cases to untrained prosecutors may be less efficient and more time consuming if they do not already possess the relevant expertise. This could cause delays and hamper implementation of the NSPDV, which calls for domestic violence cases to be treated with priority, as a violation of human rights.⁴² Reportedly, the general backlog of court cases,⁴³ among other issues, may undermine victims’ access to justice (see the Case Study). Failing to open cases for a long period of time after incidents have occurred can place victims at risk of recidivism.

Generally, monitoring and interviews found that prosecutors seem aware of their duties and obligations. However, not all prosecutors possessed the same level of awareness. One prosecutor stated:

Judges and prosecutors mostly lack knowledge that domestic violence cases have a completely different dynamic compared to other ordinary cases. Very often the victim and the perpetrator reconcile in court. The problem with this is that prosecutors base their entire case on the victim’s statement. Frequently in domestic violence cases, the victim changes their statement after reconciling with the perpetrator. Prosecutors should build their case around other evidence as well, not just one statement. Other evidence needs to be collected and the case should be investigated *ex officio* and not based on whether the victim wants it or not. The state does not automatically become free from its obligation to prosecute the perpetrator even if the victim wants to reconcile.⁴⁴

For example, in one case, KWN observed that prosecutors had failed to interview family members of the victim, which would have provided evidence of a long-term pattern of physical abuse related to the case. The prosecution’s failure to collect sufficient evidence may have contributed to low sentencing for the perpetrator.

In another case, a prosecutor told KWN, “Personally I dealt with a case when the wife used physical violence towards her husband. I still laugh about it. They were both very emancipated and educated... I told her, ‘Bravo! Someone showed up that beat [a man]!’ ... The sentence for her was minimal”. Violence involving physical bodily harm is a crime regardless of the gender of the perpetrator; institutions should treat cases professionally and in accordance with the law. Further, this statement

Case Study: Basic Prosecution Response to Domestic Violence

While KWN and BIRN were monitoring GBV cases, a highly respected lawyer and public figure was reported by his wife for domestic violence. “On 28 September 2017, B.G. reported to the police that after a dispute with her husband, suspect T.G. attacked physically the victim by punching her on the head and in the ribs”. The prosecutor on duty released the suspect without holding him for 48-hour detention. The Chief Prosecutor later told BIRN that the prosecutor in charge had made a mistake by releasing the suspect. He added: “That woman was not safe to go home that night. She slept somewhere else, and that case of domestic violence was quite serious”. That T.G. was not arrested was disclosed in the 24-hour police report, which stated: “The Albanian female complainant reported that she has been physically attacked by her husband. The suspect was interviewed with regard to the case and the competent prosecutor was notified. No report on arresting the suspect”. The BIRN monitor contacted the prosecutor in charge on 18 October (20 days after the reported incident) to inquire if there was a ruling on the commencement of the investigation. The prosecutor stated that he had not yet opened the case because there are additional, older cases in the queue.

⁴¹ NSPDV, Activity 3.2.7.

⁴² Ibid, Activity 3.1.1., p. 9.

⁴³ KWN correspondence with EULEX, Jan. 2018.

⁴⁴ KWN interview with a prosecutor.

illustrates a still prevalent belief among prosecutors, and others, that domestic violence only affects persons who have not been “emancipated”. KWN’s prior research has shown that “there is no statistically significant relationship between experiencing violence in 2014 and geographic location (rural/urban or region), educational level, receiving social assistance, household income, or respondents’ individual income, respectively”.⁴⁵ Thus, evidence does not support the belief that violence only occurs in uneducated or “backwards” households. Rather, this is a misconception.

This and other interviews suggest that some prosecutors still lack sufficient training and thus knowledge and awareness. The NSPDV foresees that prosecutors regularly will attend training on the topic of domestic violence. Some prosecutors have attended such training in recent years, but this has been ad-hoc rather than institutionalized practice. However, prosecutors noted that training should be continuous and mandatory in order to ensure that prosecutors are aware of their duties and obligations regarding domestic violence cases. Some prosecutors also stated that including a specific definition of domestic violence within the CCK would enable them to better treat and investigate such cases.

Towards implementing the expected new Juvenile Criminal Code, the Kosovo Prosecutorial Council reportedly has begun preparing child and victim-friendly interview studios within each Prosecution Office, which contain audio and video recording equipment, funded by the United States Embassy.⁴⁶ Previously, the United Nations Children’s Fund (UNICEF) installed similar technical facilities in police stations. The purpose of using audio or video to record an interview with a vulnerable victim is to ensure that the person is interviewed only once, towards preventing re-victimisation or re-traumatisation of the victim. A risk exists of police, prosecution and courts each performing separate interviews with the same victim, without consideration for the person’s wellbeing.

Besides domestic violence, prosecutors must investigate other forms of gender-based violence, as well. Most prosecutors interviewed for this report were from the General Department. However, some crimes involving gender-based violence are addressed by the Serious Crimes Department, such as sexual assault and rape. Therefore, not all of the prosecutors interviewed by KWN had dealt with such cases.⁴⁷ Nevertheless, some prosecutors have been involved in prosecuting gender-based crimes perpetrated against women and girls. One prosecutor shared a case in which she was involved:

I prosecuted a case when a 14-year-old girl died after giving birth to a child. I still think someone gave her something to drink that killed her. I ordered an investigation. The family closed up. They would not declare anything. I started with school friends. I asked them whether she was seeing anyone. They said, “No”. Then we called the family. They said, “We don’t know anything. We learned about the pregnancy in her last month.” I called the entire family for a DNA test: the father, uncle, brother, everyone. The results showed that it was the brother. [...] We arrested the brother. The father begged us, “Don’t humiliate my son.” I told him, “But he raped and killed your daughter”.⁴⁸

The comments made by the family illustrate how current social norms may mean that some family members may value the “honour” of men more than they value the lives or wellbeing of women and girls. Young women can be particularly vulnerable. The approach of the prosecutor to investigate fully the case and to insist on identifying the perpetrator amid social resistance illustrates good practice.

Another prosecutor said, “A woman has been stalked by a person. He followed her nonstop in different occasions and places. This made me decide to put him under custody.” This illustrates another example in which the prosecution treated the case in accordance with the law. Generally, interviews suggested that prosecutors possess awareness regarding different forms of gender-based violence that are considered crimes in accordance with the CCK.

⁴⁵ KWN, *No More Excuses*.

⁴⁶ Correspondence with EULEX, Jan. 2018.

⁴⁷ The prosecution selected which prosecutors KWN could interview, and they tended to be working on domestic violence cases.

⁴⁸ KWN interview, 2017.

However, there were exceptions. For example, a prosecutor stated, “There is no difference between sexual assault and sexual harassment.” Other prosecutors similarly confused harassment with sexual assault. This suggests that while some prosecutors are knowledgeable, others do not have a sufficiently clear understanding of all forms of gender-based violence. European Union Rule of Law Mission in Kosovo (EULEX) monitoring also has revealed “unduly prolonged proceedings and difficulty in collecting evidence, especially in cases when there is a need for expertise (forensic and psychological examination etc.) [as well as] a lack of forensic units specialising in cases of rape, trafficking of human beings and domestic violence”.⁴⁹

In conclusion, compared to 2015, prosecutors have received training and generally seem more aware of their duties and obligations with regard to prosecuting crimes committed within domestic relationships. The appointment of prosecutors specialized in gender-based violence is a positive development. However, some prosecutors still lacked knowledge and understanding regarding several forms of gender-based violence, such as sexual harassment and sexual assault.

Victim Advocates

The Office of the State Prosecutor of Kosovo houses the Victim Protection and Assistance Office.⁵⁰ Since 2013, Victim Advocates (VAs), located in seven regions, assist persons affected by crimes of trafficking, domestic violence, against sexual integrity, homicide and robbery, as defined in the CCK.⁵¹ With regard to domestic violence cases, VAs meet with victims immediately after they have reported domestic violence to police. VAs should ensure that victims understand the services available from the state and how to access such services. The Victim Protection and Assistance Office has a free telephone number through which persons can report violence and receive assistance in relation to criminal actions, including domestic violence, trafficking, crimes against sexual integrity, kidnapping and murder.⁵² An operator is available 24 hours a day, every day, on the free of charge phone line: 0800 11 112. Helpline operators refer victims of the aforementioned crimes to the appropriate institutions offering support.

BIRN monitoring suggests that most victims are referred to VAs by police.⁵³ Monitors observed that VAs tend to carry out their obligations correctly. In all cases, VAs met clients in a private room, without anyone present to influence the discussion. Also, VAs recorded their files immediately, keeping their database updated. VAs informed victims about services available and their duties towards the victim, including support available from CSWs, lawyers and shelters. VAs also informed victims about their right to hire a lawyer or to visit psychologists. However, VAs informed victims about their right to compensation in only seven cases. The reasons why VAs did not always inform victims of this right could be further explored.

As stated by SOPs and the Law on Protection from Domestic Violence, VAs are obliged to support victims when requesting protection orders. Table 1 shows requests and approvals for protection orders, emergency protection orders and temporary protection orders issued by the Victim Protection and Assistance Office. VAs tended to be

Table 1. Actions Taken by the Victim Protection and Assistance Office in 2017

	# of Cases
Request for Protection Order	407
Request for Emergency Protection Order	51
Request for Temporary Emergency Protection Order	1
Approved by the Court	265
Refused by the Court	12
Withdrawn by the party with a ruling	69
Violation of Protection Order	10
Request for Extension of the Protection Order	8

⁴⁹ Correspondence with KWN, 2017.

⁵⁰ Republic of Kosovo, Kosovo Prosecutorial Council, “Regulation on the mandate, structure and the functioning of the victim protection and assistant office”.

⁵¹ Ibid.

⁵² The Republic of Kosovo, State Prosecutor, “Guidelines for Standard Operation Procedures on Victim Protection and Assistance Office”, at: http://www.psh-ks.net/repository/docs/Nr_1202_2013-Udhezim_mbi_Procedurat_Standarde_te_Veprimit_per_ZMNV-ne.pdf.

⁵³ BIRN monitors followed 41 cases reported to VAs. In most cases, women sought support. The relationship between the victim and the offender mainly concerned partners in marriage. In most cases, men were alleged offenders; in only four cases were women offenders.

aware of their responsibilities as per SOPs.⁵⁴ They often recommended several different measures that victims could request as part of protection orders. Meanwhile, VAs stated that working with gender-based violence cases is a challenge, mainly due to insufficient support from other relevant institutions. Another obstacle is recidivism, they said, which they attribute in part to the absence of centres for psychosocial treatment of perpetrators in Kosovo. A VA commented, “We have frequent cases of recidivists who commit a criminal offense and do not stop violence. If we are dealing with people who need psychosocial treatment, then they should be sent to proper institutions and not left home. This way the victim receives better treatment.”

Regarding VAs’ implementation of the NSPDV, specifically the need to organize continuous training for VAs and newly appointed VAs,⁵⁵ VAs tended to state that they had participated in various trainings. In some regions, new VAs have been appointed. A foreseen activity of the NSPDV not yet implemented is the appointment of Serbian VAs in communities where Serbian is the native language.⁵⁶

While domestic violence cases comprise the bulk of their work, VAs tended to possess awareness about other forms of gender-based violence as well. VAs have been involved in some other such cases, mostly related to trafficking and child abuse (see Table 2). One VA recalled, “I remember a case when a school director first kissed a girl student on the cheeks and later on the lips. We treated this case with the criminal code. I am very concerned with these cases in our region because it’s usually minor girls suffering from someone older.” In another case mentioned by a VA, “a Danish person who was working in a mission in Kosovo was caught filming children; the case was treated with the criminal code”.

In conclusion, generally VAs had professional performance in carrying out their roles and responsibilities. KWN’s monitoring suggests that VAs’ institutional response has improved since 2015.

Table 2. Cases Reported to Victim Protection and Assistance Office	
Type of Crime	2017
Domestic violence	832
Trafficking in persons (Art. 171)	42
Rape (Art. 230)	11
Sexual abuse of persons under age 16 (Art. 235)	39
Abuse of children with pornography (Art. 238)	2
Sexual abuse (Art. 239)	6
Sexual assault (Art. 232)	8
Sexual abuse of persons with mental disabilities (Art. 234)	1
Inducing sexual acts with a false promise of marriage (Art. 240)	1
Facilitating or compelling prostitution (Art. 241)	2
Murder (Art. 178)	11
Kidnapping (Art. 194)	4
Extramarital community with a person under age 16 (Art. 247)	14
Abandoning children (Art. 250)	1
Abuse of children (Art. 235)	3
Threat (Art. 14)	29
Blackmail (Art. 341)	2
Physical attack (Art. 149)	4
Coercion (Art. 15)	2
Attempted suicide	1
Suicide	1
Attempted murder (Art. 28)	8
Attempted aggravated murder (Art. 28)	8
Light bodily harm (Art. 188)	1
Attempted rape	2
Total	1044
Gender of the Victim	
Women	881
Men	163
Age of the Victim	
Minors	306
Adults	738

⁵⁴ KWN interviews, 2017.

⁵⁵ NSPDV, Activity 1.2.5.

⁵⁶ NSPDV, Activity 2.3.2.

Basic Courts: Criminal and Civil Divisions

Courts should prioritize domestic violence cases, treating them rightfully and with dignity. This pertains to both parties involved in a family dispute, the victim and the perpetrator.⁵⁷ The Civil Department within Basic Courts is responsible for issuing emergency protection orders and protection orders.⁵⁸ Civil judges within these departments also decide which protection measure(s) to issue. Courts are obliged to issue emergency protection orders within 24 hours of the submission of the petition.⁵⁹ In criminal procedures, courts are obliged to sentence perpetrators for offences outlined within the Criminal Code, including acts committed within a domestic relationship. Pursuant with the Law on Protection from Domestic Violence, the violation of a protection order constitutes a criminal offence.⁶⁰

In 2016, the Kosovo Judicial Council decided to appoint criminal judges in all Basic Courts to specialise in gender-based violence. EULEX has provided training to these judges. However, this initiative seems to have stalled and relevant training has been ad-hoc rather than institutionalized.

The NSPDV outlines activities that courts must undertake in order to increase their performance and improve their response to domestic violence. For example, each year courts should organize lectures to raise awareness among young professionals and court interns. Judges interviewed by KWN stated that courts have partially implemented this activity. Judges reportedly are receiving training on aggravated circumstances in relation to domestic violence cases. Even so, KWN found judges serving in

“I don’t have time to attend training.”

- Judge

both civil and criminal court departments who never have attended any awareness-raising activities related to domestic violence. Some judges stated that due to their heavy caseload, they do not have time to attend trainings. Half of the judges involved in the 79 cases observed by BIRN had no training on working with cases of domestic violence.

When asked if domestic violence cases are treated as a violation of human rights and with priority, most judges said that they are. Respondents from other institutions noted that judges’ performance has improved in this regard since 2015. Moreover, all 79 cases monitored by BIRN were sent to court on time.⁶¹ Even so, the general backlog of cases may still cause some delays in the adjudication of gender-based violence cases.⁶²

The NSPDV also calls for courts “to avoid fragmentation of criminal and civil procedures while treating cases with priority by the office of the prosecutor and the court”.⁶³ The Strategy foresees ensuring that protection orders in civil proceedings become part of the file of the office of the prosecutor for criminal prosecution. Most judges consider that these procedures are better defined now. A judge explained:

There are some cases of domestic violence that were first treated by us in both civil and criminal cases. We as civil judges had a say for those to be treated as criminal offenses since we saw that the person is constantly perpetrating violence. There were cases that they were imprisoned up to one year. When we see that treating a case only in civil procedure is not having an effect (because requests for protection orders have a preventive character; they do not solve the problem; they are temporary), the best and most effective solution is with the criminal procedure. Judges take more drastic measures towards offenders; they press charges against them, and they can put them in prison.

⁵⁷ SOPs, p. 19.

⁵⁸ Law No. 03/L-182 on Protection from Domestic Violence, Art. 3.

⁵⁹ Ibid., Art. 16.

⁶⁰ Ibid., Art. 25.

⁶¹ BIRN monitored 79 cases in Basic Courts in the General Department, Civil Division. In 10 cases, men were victims while the rest were women.

⁶² KWN correspondence with actors monitoring cases.

⁶³ NSPDV, Activity 3.1.4.

Despite some good practices, like prosecutors, judges working in the criminal department stated that treating domestic violence would be much easier if it were defined clearly within the CCK.

Like prosecutors, judges tended to identify “reconciliation” among persons in domestic violence disputes as an obstacle. In Drenas, KWN observed a judge trying to reconcile the victim and the perpetrator on three separate occasions during a single séance for issuing a protection order.⁶⁴ Another judge stated: “When the court session is set, women start to repent. For example, we had a case recently; the woman declared that she was suffering from violence, but then when the court session started she said, ‘I want to go back together. I repent’.” If a crime has been committed, it does not matter if the victim “withdraws” her claims or decides to re-join her husband. The prosecution still has an obligation to prosecute the case based on the available evidence, and the court must still rule and sentence, as applicable, in accordance with the CCK. Failure to do so can place the victim at risk of recidivism, particularly when perpetrators do not believe that the justice system will treat domestic violence cases seriously. Moreover, the undertones of the judge’s statement suggest that victim-blaming continues. As another judge stated in reference to a different case:

“When the court session is set, women start to repent.”

- Judge

A woman reported a man for sexual assault, but honestly, she went with him in a hotel room, and there he tried something. She refused. These cases for me are a bit problematic because if you go in a hotel room with someone, obviously something will happen.

These statements suggest that “blaming the victim” continues, as judges attribute guilt to the person who suffered the crime.⁶⁵ However, perpetrators must be held accountable for the crimes they commit. It is never the fault of the victim. “No, means no,” no matter the location. Blaming the victim allows for the perpetuation of a culture that accepts male violence against women, even encouraging continued perpetration of such violence.

With regard to protection orders in civil court cases, BIRN monitors observed that domestic violence victims mainly request the protective measure prohibiting perpetrators from approaching the victim.⁶⁶ Even when VAs advise women to request other measures, monitors observed that women generally only request this measure. Sociocultural conditions in Kosovo continue to present challenges for the implementation of protection orders, according to judges. Due to extended families, with different generations living in the same household, sometimes it is difficult to identify the most suitable protective measures, judges said. Moreover, the lack of rehabilitation centres for treating alcohol and drug addiction mean that judges cannot include such measures within protection orders, though they are foreseen by the Law on Protection from Domestic Violence. However, in four cases monitored by BIRN, courts issued measures for medical treatment from alcohol dependency and dependency on psychotropic substances. In 17 of the monitored cases, judges did not issue protection orders requested by victims because they did not consider that such orders were necessary.

The following examples of court cases monitored by BIRN are illustrative of judges’ treatment of domestic violence cases.

Case I. Light Sentencing

The Basic Court of Mitrovica conducted proceedings with a defendant suspected of committing the criminal offense of assault,⁶⁷ according to the indictment made by the Basic Prosecution in Mitrovica. During the hearing, the accused pled guilty before the court regarding this offense. He apologized to his wife and son who were present and who participated in making a request for interruption of his detention. “I was a bit drunk, but I promise that I will not repeat such an action,” the accused promised the court. When the judge asked the accused whether he was aware of any other charges

⁶⁴ KWN observation of case, 2017.

⁶⁵ KWN has discussed this previously (see, *No More Excuses*, p. 21).

⁶⁶ Law on Protection from Domestic Violence, Art. 5.

⁶⁷ CCK, Art. 187.

against him, he replied that there were no other charges. Meanwhile, the Prosecutor remarked that the man previously had been accused of perpetrating domestic violence in 2014, but he did not know the result of this case. The court sentenced the defendant to three months imprisonment. However, the sentence will not be executed for one year, if the defendant does not commit a criminal offense during this period of time. If the conditional sentence is revoked, the time spent in detention on remand from 12 – 29 September 2017 will be calculated. The State Prosecutor appeared dissatisfied with the judge's decision.⁶⁸

This ruling may place his wife and children at risk of potential future violence. Social workers also have observed low sentencing, which they state has contributed to recidivism.⁶⁹

Case 2. Victim-blaming and reconciliation

From the beginning of the session, the judge sought to have the couple “make up”. She said, “You are a victim of a lack of an institution for marriage counselling. You are young, and if I would see the two of you leaving, hand in hand, I would applaud. I would be very happy. I believe that after the protection order expires, you will get together.” She also said that both of them are guilty, since the victim after the death of her daughter has fallen into depression, and maybe she has behaved badly with her husband. Further, the judge stated that the victim may have asked a lot from her husband. Meanwhile, the husband is guilty of not understanding the feeling of being a mother and does not experience the loss of a child in the same way as a mother does. For that reason, he behaved badly. Also, the perpetrator's lawyer asked the injured party with what the defendant hit her. The victim said that he punched her. The lawyer replied punches do not leave marks, and said, “You have no proof”. The court issued a protection order pursuant to Article 5 Protection Measure on prohibition of approaching the domestic violence victim and Article 6 Protection Measures of Prohibition of Harassment to Persons Exposed to Violence for a period of four months.⁷⁰ The court also approved the victim's request to return her personal belongings.

This case evidences the fact that judges continue to try to reconcile families, including trying to provide family counselling, though this is outside their roles and responsibilities. Such efforts to force couples back together can contribute to recidivism, placing victims at risk of harm.

Case 3. Reconciliation

Before the session began, as soon as the parties sat, the judge said, “I hope, also for the sake of the children, please make up. Because these things are normal, everyday issues. Forget the problems. Try to think again about getting together.” Also, the VA said that “it was best if the woman returned to her husband, and they made up.” However, both the victim and the perpetrator rejected this. Even in the corridor of the court, the perpetrator constantly attacked the victim verbally. All the aforementioned proposals were made before starting the session. As soon as the session started, it was adjourned and postponed, as the perpetrator refused to speak without the presence of his lawyer. BIRN later learned that the judge does not have any specialization in dealing with cases of this nature, but because the qualified judge was on vacation, this judge was treating these cases.

This case illustrates another example of judges going beyond their legal responsibilities in order to “reconcile” cases. Moreover, the comments of the judge normalize violence, sending the incorrect message that it is “normal” that violence occurs regularly within a relationship. In another civil case monitored by BIRN:

⁶⁸ Court case monitored by BIRN, 2017.

⁶⁹ KWN interviews, 2017.

⁷⁰ Kosovo Law on Protection from Domestic Violence.

Case 4. Reconciliation

The judge postponed the court session for two to three days, justifying the decision with the statement that the court will provide more time for couple reconciliation. Just two days after the postponement, the husband took the children and left the country in order to prevent his wife from obtaining custody of the children.

Again, “reconciliation” is not within the responsibilities of courts and may contribute to undermining women’s rights, as this case demonstrates. Additional issues were identified related to child custody cases in relation to domestic violence.

Case 5. Child Custody

At the beginning of the session, the judge said that it would be best if the parties could agree, but they categorically denied this. The social worker repeated the same statement three times: “I ask and propose to the parties, for the children’s sake, that they agree and cohabit again.” The victim had requested a protection order, but during the session she said that she waived her request because she is not afraid of the spouse and that “from the court I only ask for the custody of the children.” The court decided that children should temporarily stay with their father and that the mother would be able to see them once a week in the CSW.

This case indicates a recurring theme reported to KWN that courts continued to grant child custody to persons alleged of perpetrating domestic violence, rather than to victims of violence, namely children’s mothers. While arguments have been made that this is to protect the wellbeing of the child economically, this disregards the potential for physical and psychological abuse that could significantly harm the wellbeing of children in living with a perpetrator of violence. Indeed, fear of loss of children is among the reasons that women living in violent home situations do not report violence. Yet, alternatives do exist, such as requiring perpetrators of violence to pay alimony that would support victims and their children, temporarily via protection orders and later via court orders in child custody cases. Such measures would hold perpetrators to account rather than punishing victims.

Regarding other forms of gender-based violence, judges knew about different acts that could occur based on the CCK. However, KWN’s interviews with some judges suggest that personal attitudes and values may affect how some judges treat such cases, as illustrated by the prior comments.

Security within courts also remains a challenge, according to EULEX.⁷¹ Some courts have reported poor security measures as a major problem. “Protective measures such as opaque shields or the use of video link are rarely applied during court sessions in sexual and gender-based violence cases,” according to EULEX, “which may cause psychological distress for victims of sexual and gender-based violence crimes and increase the risk of re-victimisation and re-traumatisation”. Moreover, courts do not always have adequate witness protection measures in place, including protecting the identity of witnesses.⁷²

In conclusion, compared to 2015, KWN observed some improvements in judges’ treatment of domestic violence cases with priority. The appointment of some judges to specialise in gender-based violence cases is a positive development. Representative from other institutions also seemed satisfied with judges’ improved performance. However, monitoring suggests that some judges still encourage family reconciliation and blame victims for crimes perpetrated against them. Some judges’ attempts to reconcile cases may create an enabling environment for recidivism, placing victims at risk of further violence. Courts lack sufficient security precautions for victims, towards preventing re-victimisation and re-traumatisation.

⁷¹ Correspondence with KWN, Jan. 2018.

⁷² EULEX, correspondence with KWN, Jan. 2018.

Victim Compensation

In 2015, the Republic of Kosovo approved the Law on Compensation of Victims of Crime. According to this Law, the Government of Kosovo must establish a functioning Crime Victim Compensation Program in compliance with Council Directive 2004/80/EC of 29 April 2004 relating to compensation to crime victims.⁷³ The Law “regulates the right to financial compensation for victims of violent crimes and their dependants, the decision making authorities and the procedures on the right to compensation in national and cross-border situations”.⁷⁴ Compensable crimes include: murder; trafficking of persons; rape; sexual abuse of children; and criminal offences which fall within the definition of domestic violence under the Law on Protection against Domestic Violence.

In 2017, the Ministry of Justice launched the Crime Victims Compensation Program, which is financed through the budget of the Republic of Kosovo.⁷⁵ Monitoring and interviews with VAs and judges suggests that no victims of crimes involving gender-based violence have been compensated yet. Moreover, KWN found that judges tend to hesitate to rule in favour of compensation for victims. As one judge stated, “I don’t know why you [civil society] are insisting about this compensation. Also, there is all this fuss in the parliament about it. My personal opinion is that compensation might increase fake reporting, because people will think that they will benefit from this fund.” This and similar statements by other judges suggest a need for enhancing knowledge regarding the legal right to compensation and its importance for victims. Moreover, if evidence has shown that victims deserve the right to compensation, no reason exists for hypothesizing about “fake” claims, as any false claims would be debunked in court.

Ombudsperson Institution

The Ombudsperson Institute (OI) is “a mechanism of equality for promoting, monitoring and supporting equal treatment without discrimination on grounds protected by the Law on Gender Equality and the Anti-Discrimination Law”.⁷⁶ The OI has the responsibility “to investigate complaints received from any natural or legal person related to assertions for violation of human rights envisaged by the Constitution, Laws and other acts, as well as international standards of human rights and international conventions, particularly the European Convention on Human Rights, including actions or failure to act which present abuse of authority”.⁷⁷ Gender-based violence is a human rights issue. Therefore, the OI should respond to complaints filed by persons who have suffered gender-based violence and in which responsible institutions have failed to properly treat such cases.

The OI has regional offices in Pristina, Peja, Prizren, Mitrovica, Gjakova, Gjilan and Gracanica. In November 2017, the OI established a Department on Protection from Discrimination, and issues related to gender equality fall under the purview of this Department. In 2016, in total the OI had 1,694 cases (1,313 brought by men and 381 by women).⁷⁸ The OI organized a conference on institutional coordination related to domestic violence in 2016. However, the OI has not made any official recommendations related to domestic violence or sexual harassment cases during this time period.

⁷³ Republic of Kosovo, Assembly, Law No. 05/L-036, On Crime Victim Compensation, Kosovo, 2015, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-036%20a.pdf>.

⁷⁴ Ibid.

⁷⁵ Republic of Kosovo, Government, Crime Victim Compensation Fund, 2017, <https://md.rks-gov.net/desk/inc/media/D42B1893-B42D-4BF4-B6D7-B1675BD7BAEB.pdf>.

⁷⁶ Official Gazette of the Republic of Kosovo, Law No. 05/L-019 on Ombudsperson, Art. 1.

⁷⁷ Ibid.

⁷⁸ KWN interview with OI, 2017.

Kosovo Correctional Services

In accordance with all laws in Kosovo and in a close partnership with all justice partners, Kosovo Correctional Services (KCS) works with inmates in correctional facilities. These services seek to transform inmates into persons who will not be involved in misconduct or offences.⁷⁹ This includes trying to re-socialize inmates, while respecting their fundamental rights. Meanwhile, KCS seeks to ensure a safe space for its staff, inmates and the society. KCS is responsible for prisoners, persons under arrest and children (minors) in accordance with relevant laws, European conventions and other regulations. When courts sentence prisoners, detainees or minors, KCS creates an individual plan for each person for the period during which they remain in correctional institutions.⁸⁰

Social workers and other experts, such as doctors, psychiatrists and psychologists, examine the state of the prisoner, including physical and psychological condition. If a person has alcohol or drug abuse related problems, or has shown signs of psychological disorders, KCS creates conditions for their treatment. If KCS does not have conditions available for providing the support required, they seek support from other institutions that provide such services. KCS mainly cooperates with the Ministry of Education, Science and Technology, Ministry of Justice, Ministry of Labour and Social Welfare, VTC, Employment Office and Educational Department in municipalities.⁸¹ In 2015 and 2016, KWN provided training to all KCS officers on gender-based violence, gender stereotypes and how they can cooperate with shelters and other civil society organisations to improve treatment of their beneficiaries. This includes making improved plans for treating perpetrators.

KCS did not have information regarding the number of persons that perpetrated one or more forms of gender-based violence treated by this institution. An official stated that, "In general, all cases are treated the same". Therefore, KCS does not have any specific program for working with perpetrators of gender-based violence. Although individual inmates have tailored plans, it is unclear whether these plans include specific measures that seek to rehabilitate perpetrators of gender-based violence, including through re-socialization regarding power relations and traditional gender roles.

In general, KCS officials seemed to lack knowledge regarding the relevant legal framework pertaining to gender-based violence, their duties and obligations in working with offenders of different crimes involving gender-based violence.

Probation Service

Located within the Ministry of Justice, the Probation Service is responsible for the organization, implementation and oversight of the execution of alternative sentences and the social reintegration of convicted persons. The Probation Service has a mission to "reduce crime, reduce the degree of recidivism and increase overall security for our society".⁸² In addition, the Probation Service is responsible for assessing how best to support the rehabilitation of persons who committed criminal offenses; executing measures for juvenile delinquents; supervision and assistance to convicted persons with alternative sentences; supervision and assistance to drug or alcohol-addicted perpetrators who are subject to compulsory rehabilitation treatment provided outside of jail; supervision and assistance to persons released on parole; development of individual programs of supervision; drafting reports on the execution of alternative punishments and conditional release of prisoners for prosecutors, courts and conditional release panels; guidance and support to convicted persons at the end of their sentence; and data management.⁸³

⁷⁹ Ministry of Justice, Mission of Kosovo Correctional Service, at: <https://shkk.rks-gov.net/faqe.aspx?id=tfy-bAswTsDSuOwy2YY2x4w==&l=jJOtHsRVwYECOhoiBc69dA>.

⁸⁰ Law No. 04/L-149 on the Execution of Criminal Sanctions, at: <https://www.kuvendikosoves.org/com-mon/docs/ligjet/Law%20on%20execution%20of%20penal%20sanctions.pdf>.

⁸¹ KWN interview with KCS representative, 2017.

⁸² Kosovo Probation Service, Newsletter 2006, at: <https://md.rks-gov.net/desk/inc/media/D517AAE6-6D02-48A2-B3F9-5CB9222BF946.pdf>.

⁸³ Ministry of Justice, "Scope of work of Kosovo Probation Service", at: <https://md.rks-gov.net/page.aspx?id=2.19.1.19>.

As prior examples attest, several domestic violence cases seem to be referred to the Probation Service. A prosecutor estimated that judges sentenced “almost 100%” of cases to a probationary period. Respondents from various institutions mentioned that the lack of programs for persons who committed such crimes may contribute to recidivism. However, the Probation Service does not have any special register for cases of violence, nor any type of database. Therefore, it was unclear how many cases they have assisted. They stated that they treat domestic violence cases like all other cases, and that they do not have any specific rehabilitation program only for perpetrators of domestic violence or other forms of gender-based violence.

Regarding the NSPDV, Probation Service personnel know that it exists. However, they lack information regarding their obligations in this Strategy. Meanwhile, probation officers should monitor and support the implementation of protection orders, towards reducing recidivism cases. Probation officers should work with perpetrators to ensure that they will not repeat the same crime and to reintegrate them, as foreseen by law.⁸⁴ However, the Probation Service did not have any specific information relating to these services, stating that they treat such cases as all others. Thus, insufficient infrastructure seems to exist for rehabilitating perpetrators of gender-based violence.

Centres for Social Work

Centres for Social Work (CSWs) are public institutions at the municipal level, which have the power to protect citizens in need of social and family services.⁸⁵ Their responsibilities include protection and provision of services to persons who have suffered domestic violence. CSWs coordinate activities with other stakeholders in supporting and empowering survivors of violence. CSWs help victims of domestic violence when social services are needed, including protection, rehabilitation and integration of victims into society. The CSW assigns each victim a case manager, an official appointed by the CSW, to help identify and coordinate services for the victim’s reintegration into society. The case manager oversees the case and assesses the social and economic situation of victims of domestic violence. This enables the CSW to identify the needs of the victim and to coordinate the appropriate services. The manager conducts home visits, assessing the overall family situation, or observes shelter services.

CSWs also have competencies as guardians for juveniles, in accordance with the Juvenile Justice Code of Kosovo.⁸⁶ In cases before courts, the SOP⁸⁷ and the NSPDV⁸⁸ state that social workers must testify about the child’s needs, considering the principle of protecting the child’s best interests. The CSW should be present during court hearings involving children. They should visit families in which violence has occurred to ensure the wellbeing of children.

Most officers working in CSWs stated they always take into account the needs of the child when advising courts on child custody matters. KWN’s observations suggest that CSWs may consider the economic needs of children, but not necessarily their physical and psychological wellbeing when making recommendations to courts. The following case is illustrative.

Case 5. Child Custody

Before the start of the civil court session, the social worker exchanged greetings with the alleged perpetrator, but did not greet the victim. During the session, the victim repeatedly stated that there was physical and psychological violence from all members of her spouse’s family. She requested to meet her children twice per month. Meanwhile, during his statement, the responsible party said, “I’m afraid that after the children stay on weekends with their mother, they will be destabilized.” The social worker told the court, “We as a guardianship body [of the child] have been informed about this case, and we have undertaken the first steps towards restoring the relationship. We will continue

⁸⁴ Ibid.

⁸⁵ Assembly, Law No. 02/L-17, On Social and Family Service, Art. 9 and Art. 12, at: https://www.kuvendikosoves.org/common/docs/ligjet/2005_02-L17_al.pdf.

⁸⁶ Assembly, Code No. 03/L-193, Juvenile Justice Code, 2010, at: <http://www.kuvendikosoves.org/common/docs/ligjet/2010-193-eng.pdf>.

⁸⁷ SOPs.

⁸⁸ NSPDV, p. 21.

in the direction of renewing their relationship. Keeping contact between the children and their mother will be a connecting bridge that will open the possibility of overcoming the problems between the spouses, through mediation by the guardianship body. In general, I favour contact with the children, requested by the protected party. However, considering the age of the children and the distance to the residence of the protected party, we suggest that the contact should be set once per month and on the first weekend of the month.”

BIRN monitors observed that the social worker was “one-sided”, insisting that the mother meet the children only once per month, demonstrating close relations and bias favouring the responsible party. The case demonstrates the underlying cultural assumption that children “belong” with their fathers, even if the father and his family have perpetrated violence. Interestingly, the question as to whether the mother could take custody of the children, and the father pay alimony, was not even considered. This evidences the aforementioned power relations among women and men in Kosovo, according to which society assumes that the best interests of children are with fathers, even in situations of domestic abuse. Moreover, nepotism, namely the observed relationship between the social worker and perpetrator, may have undermined fair consideration of the mother’s request. The case also illustrates the recurring trend of institutions encouraging reconciliation among family members in cases of domestic disputes (also described in the Case Study below). While reconciliation is foreseen by the Family Law as a competency of social workers,⁸⁹ domestic violence cases require a careful approach, so as not to risk re-traumatization or recidivism.

Case Study: CSW Treatment of a Domestic Violence Case

According to the victim in a case monitored by BIRN, a few weeks before she reported domestic violence, she had given birth to her child through a caesarean surgery. She left her child at the hospital for the father, her ex-spouse. She had separated from her spouse before the child was born. He was suspected of perpetrating violence against her when they were married. She had faced constant social pressure to return to her former spouse, but she refused.

On 29 September 2017, a CSW case manager contacted the victim, asking her to come to the CSW to make a statement about the case. The victim requested that the case manager visit her at her home because she could not move due to an infection caused by the surgery. However, the case manager asked her to come to the CSW with the justification that he needed the computer to file the case.

The victim went to the CSW. While she was giving her statement, her former spouse came to the same office. He said to the social worker, “Let’s do these things faster because my son is in the incubator.” Seeing the victim, he started to scream at her and her mother, who was with her.

Another social worker, who heard the yelling, entered the room and intervened, in order to remove the responsible party from the room. He did not listen, pushed the social worker and insulting her with offensive words. He also grabbed his ex-wife, the victim, on her jaw. Then, a guard came, removing the accused from the facility. Later, police came, opened the case, which they reported as a threat.

According to the social worker, her colleague who was appointed as the case manager never reacted. In his statement to police, reviewed by BIRN, he denied that the accused had threatened anyone. According to the victim, the reason why the case manager insisted that the statement be given in the CSW, rather than her home, was because the case worker “has taken money from [the accused] to try to bring us back together”. The other social worker also believed that the meeting between the victim and the responsible party was planned by the case manager at the request of the responsible party.

A few days later, a court hearing was set to request a protection order. After the hearing, the first instance decision was received by the victim after 20 days, despite the fact that the other parties to the proceedings received the decision eight days after the hearing. The police station also still had not received the decision from the court. The delay in accepting the decision made the victim afraid and made it impossible for her to take her personal belongings from the home of her former husband because the police station had not received the decision for a protection order.

⁸⁹ Assembly, Law No. 2004/02 Family Law of Kosovo, at: https://www.kuvendikosoves.org/common/docs/ligjet/2004_32_en.pdf.

Most social workers have undergone various trainings, including on domestic violence. Some respondents said that the performance of CSWs has improved in the last two years and that they have treated “well” persons who have suffered violence. Other respondents expressed concern regarding the incompetence of CSW staff in carrying out their duties. When asked about the new NSPDV, some social workers were informed about it, while others were not. Some social workers did not even know that the NSPDV exists. This suggests insufficient knowledge within this institution regarding social workers’ responsibilities.

Pursuant to the Law on Social and Family Service⁹⁰ and CSW Statutes,⁹¹ social workers must ensure confidentiality. A social worker said, “Sometimes even police break confidentiality and information spreads quickly, especially if the victim’s spouse has power or is known within institutions.” Ensuring confidentiality seemed to be a challenge for social workers, but also for other actors working on cases of domestic violence. One social worker stated, “Maybe when the data system improves, then we can protect the identity of the cases. And we [institutions] all will have easier access, without risking the identity of the person.”

The insufficient budget allocated to municipalities for CSWs to carry out their tasks was another challenge, repeatedly noted by CSWs. BIRN monitors observed that most CSWs lacked proper environmental conditions. Most CSWs are located in old buildings, which have water leaks, peeling walls, and, most importantly, a lack of rooms for conducting confidential interviews with clients. BIRN monitors also observed that only a few CSWs have rooms with toys for children, who usually arrive at these centres following traumatic events. CSW representatives stated that the government generally lacks interest in improving conditions, and with decentralization, their budgets have been decreased, further hindering their performance and ability to support victims.

In conclusion, while some social workers seem to have improved their performance, others have not. Information on the new NSPDV, the importance of ensuring confidentiality and safeguarding the overall wellbeing of children who live in households where domestic violence has occurred has not reached all social workers. CSWs continue to lack sufficient resources and conditions for implementing their responsibilities.

Shelters

Contracted by Department of Social Welfare in the Ministry of Labour and Social Welfare, non-governmental shelters provide shelter services for women and children who have suffered domestic violence. Shelters are legally obliged by the Law on Social and Family Services to be licensed and specialized in these services. Shelter services are partially albeit not fully financed by the Department of Social Welfare. Municipal departments of social welfare and/or municipal directorates of finance also have supported shelters financially by excluding them from municipal and other expenses, such as electricity or water. Some municipalities also have financed shelters directly, provided land, financed the construction of a shelter, and/or offered state property for temporary use. Shelters still rely on funds from foreign donors to cover their operational expenses.

Shelters offer victims a temporary, safe place to live when at risk of domestic violence. Persons who have suffered domestic violence may seek help directly from a shelter without reporting their case to public institutions. Persons may stay up to six months in shelters. While men may not stay at shelters, boys up to age 12 can, if accompanying their mothers. With regard to services offered, shelters may file requests for protection orders and emergency protection orders. They also assist victims in the process of recovering from domestic violence, including healthcare, psychological counselling, rehabilitation and reintegration into society. Most shelters provide legal support, as well. Some also seek to increase employment opportunities for victims through education and training in cooperation with responsible state institutions, such as VTCs and Employment Offices. Some shelters have relations with local businesses

⁹⁰ Assembly, Law No. 02/L-17 On Social and Family Service.

⁹¹ Pursuant to Law No. 03/L-040 on Local Self Government, Articles 12.2 and 17; Law No. 02/L-17 on Social and Family Services, Art. 6 and 7; and the Statute of the Municipalities. Notably, each municipality drafts statutes of CSWs, in which confidentiality is included.

or facilitate self-employment for women. All shelter services are free of charge. Most shelter staff have undergone extensive training, are knowledgeable regarding various forms of gender-based violence and aware of their duties as per SOPs.

Usually, Kosovo has had seven shelters for persons who have suffered domestic violence, located in each of Kosovo's seven regions: Ferizaj, Gjakova, Gjilan, Mitrovica South, Peja, Pristina and Prizren. An additional shelter in Pristina cares for children, including some who have suffered domestic violence. If shelters are overcrowded, some children reportedly also are sent to the orphanage run by SOS Kinderberg. No shelters presently serve Kosovo's northern municipalities, men or LGBTQI persons. Currently, Serb victims either go to existing shelters (most of which speak Serbian) or to shelters located elsewhere in Serbia, whereas LGBTQI persons tend to go to the shelter in Albania. While there has been an initiative to create shelters in Serb majority municipalities in northern and southern Kosovo, respectively, they have not yet completed the process of licensing or secured full financing. The shelter representatives interviewed said that their shelters usually are full and sometimes exceeding capacities.⁹² This is due to the high prevalence of domestic violence, but also the lack of sufficient shelter space.

While shelters often have struggled financially, in 2017 they faced several challenges. First, the shelter in Pristina closed in early 2017 amid allegations of financial mismanagement. This placed women and children at risk and increased costs for police who had to transport women between cities for shelter and court hearings, respectively. The closure of the shelter located in Kosovo's largest city also strained the already over-crowded other shelters. Then, shelters lost some of their planned foreign funding following concerns of financial mismanagement. Without sufficient foreign financing, and following delays in the government of Kosovo transferring funds, on 25 December 2017 all shelters for domestic violence victims closed. Women and children were turned out, into the streets, and some were forced to return to live with perpetrators, placing them at great risk of recidivism.

The Department of Social Welfare holds the responsibility to ensure quality shelter services.⁹³ While shelters had warned the Department of Social Welfare of their financial issues in advance, the government did not act quickly enough to address the situation. This represented a failure of the state to ensure protection for its citizens. While shelters must remain independent in order to ensure confidentiality and support to victims who do not want to approach public institutions for various reasons (e.g., confidentiality, nepotism between perpetrators and officials, etc.), some independent oversight of the quality of shelter services is needed. Moreover, sustainable, consistent financing is essential for ensuring protection for victims.

The fact that shelter lasts only six months also poses challenges. "Housing should last more than six months, or find another solution," a social worker said. "Because after six months, the victim is forced to return to the same shelter because the perpetrator repeats violence." The availability of quality shelter, as well as long-term living solutions following shelter, were recurring concerns raised by various interview respondents. The NSPDV has foreseen "access to new and existing services that are efficient and sustainable, for long term rehabilitation and reintegration of domestic violence victims and rehabilitation of perpetrators, throughout Kosovo" by 2020.⁹⁴ However, long-term solutions for rehabilitation and reintegration still have not been identified and funded by the state, namely municipalities.

Generally, representatives of municipal institutions lacked knowledge regarding the relevant legal framework and their responsibilities. None of the municipalities examined had set aside a budget for implementing the NSPDV or any other programs for persons who have suffered gender-based violence.⁹⁵ Only two of the municipality's examined through this research had established social housing for

⁹² Representatives from only three shelters participated in interviews. While interviews with others were requested, they did not answer their phones or repeatedly cancelled meetings.

⁹³ Law on Social and Family Services, Art. 3.

⁹⁴ Objective 4.

⁹⁵ KWN interviews with seven municipalities. It's foreseen in the NSPDV that municipalities should: include reintegrated domestic violence victims as models of empowerment in awareness raising campaigns, following their approval (Activity 1.3.7.); extend municipal Coordinating Mechanisms in municipalities where they are lacking (Activity 2.2.4); establish inter-municipal partnerships for identifying, referring, sheltering, rehabilitating,

persons who have suffered violence. A municipal official explained, “We hesitate to support victims of domestic violence with social housing because in the past women lied that they were victims of domestic violence, just to get an apartment. Then, later we learned that they only used this opportunity to get an apartment from the municipality”. This should not serve as an excuse not to provide women in needs with such housing. If appropriate reintegration programs existed for women who have suffered violence, including proper case management and assistance in transitioning from shelter to social housing to independent living, such situations seem highly unlikely.

In conclusion, shelters in Kosovo face serious challenges with regard to financing and the quality of services provided. Long-term living solutions and reintegration programs for transitioning from shelters into society remain under-funded or non-existent.

Civil Society Organisations

Civil society organisations (CSOs) have a general role in supporting implementation of the NSPDV. Several CSOs provide psychosocial counselling and support to persons suffering gender-based violence. For example, some organizations host drop-in centres for LGBTQI persons, including those suffering from domestic violence. Others provide services for women with disabilities, Down syndrome or women who suffered rape or other crimes. Besides psychosocial counselling, some CSOs provide training, employment opportunities and legal services. Other services include daily centres for victims, including for survivors of sexual violence perpetrated during the war in Kosovo. Considering the social stigmas that still surround several forms of violence, the CSO representatives interviewed said that their beneficiaries feel more comfortable reporting violence to them, rather than to police.

In general, CSOs stated that because they were not part of the working group drafting the NSPDV, they were unaware of its existence. According to the NSPDV, there should be “continuous training and certification of NGOs’ employees focused on domestic violence, on well-defined themes and approved modules”. CSO representatives said that they have attended training on domestic violence, but not as part of the implementation of the NSPDV. Another NSPDV activity requests CSOs to undertake nation-wide research “on the phenomenon, the level, the profile of domestic violence perpetrators/victims, etc.” KWN’s research, namely this monitoring report, is the only known such research. Based on the NSPDV, CSOs are responsible for “Publishing of yearly statistical bulletins on the number of reported cases and cases treated in multidisciplinary manner”, which has not been implemented by the CSOs interviewed, who lacked information about this. Another activity in the NSPDV is to organize “national awareness raising campaigns every year, with themes set in accordance with international days/campaigns organized for the same purpose, and targeting different groups of individuals who are more affected by domestic violence, such as women, children, the elderly, persons with disabilities, LGBT, RAE communities”. CSO respondents stated that they carried out awareness raising campaigns in 2017 and previously, not as part of the NSPDV, but as their own activities. KWN has carried out awareness-raising that contributed to NSPDV implementation.

CSO representatives stated that although domestic violence remains one of the main issues that they have witnessed when working with vulnerable groups, other forms of violence also existed. Women who were victims of sexual violence during the war now suffer from domestic violence, CSOs assisting them said. Moreover, the fact that the government has neglected their plight is a form of institutional violence, CSO representatives said. Similarly, persons working with women with disabilities consider that the fact there is no infrastructure in place for them is another form of violence. As one stated: “We had a case of a women with disabilities who was suffering from violence from all her family members. We managed to help her and with support from the municipality to find her an apartment. But this apartment is on the second floor, without an elevator or paths for a wheelchair. So, for some months she had to stay indoors, isolated. This is even worse than what she experienced”.

and empowering victims (Activity 2.3.4.); empower victims economically via subsidies (Activity 4.2.1.); include victims in municipal economic empowerment programs (Activity 4.3.5); offer incentives (fiscal packages) for businesses that employ vulnerable persons, including victims of domestic violence (Activity 4.3.6.).

In conclusion, CSOs assisting specific, potentially vulnerable groups have knowledge about gender-based violence and provide services to the people they serve. They have contributed to implementing the NSPDV since 2015, though they may not always be aware of their contributions.

Educational Institutions

Educational institutions play an important role in identifying potential instances of domestic violence, particularly when perpetrated against children. Moreover, through education, these institutions can transform power relations towards preventing various forms of gender-based violence from occurring in the future.

The Law on Protection from Domestic Violence requires the Ministry of Education, Science and Technology in cooperation with other ministries to “support and raise ancillary structures and necessary infrastructure, which serves to support and meet the needs of persons against whom domestic violence is exercised”.⁹⁶ Additionally, the NSPDV calls upon educational institutions to ensure sufficient placement of pedagogues and psychologists in schools to help children in need of support.⁹⁷ According to representatives of municipal education departments, the number of psychologists and pedagogues has not increased in the last two years since the NSPDV was adopted. The insufficient number of psychologists and pedagogues in educational institutions was a recurring theme mentioned by interview respondents.

All institutions have a legal responsibility to report abuse towards children; failure to report is punishable by a fine or imprisonment up to three years.⁹⁸ Teachers are well-positioned to encounter potential instances of child abuse, given their daily interactions with children. As part of their responsibility to monitor and report potential violence against children, educational institutions have introduced the Education Information Management System, which includes a section where domestic violence or violence at school can be reported. However, educational personnel did not have information regarding the number of cases reported. KWN interviews with representatives of education directorates in municipalities suggest that that this program has been used only occasionally.

The NSPDV foresees “Continuous training on an annual basis, as well as certification of professional staff (such as teachers, teachers, principals, counsellors and psychologists, management committees of schools, parents, and officials from the municipal Education Directorate) focused on DV, with special themes and approved model”. Interviews with educational personnel suggested that they have not attended training or other forms of capacity building related to gender-based violence. Moreover, their responses to other questions asked by KWN suggest that education personnel do not have a harmonized response towards educating youth about violence, undertaking preventative efforts, identifying children experiencing violence or supporting students in need. Nor were they aware about different types of violence. They did not have or know of any regulation or method regarding how teachers should treat and address cases of violence when identified.

In general, when asked about the NSPDV most officials were unfamiliar with it, and therefore have not intentionally supported its implementation. When asked about confidentiality policies and regulations, respondents were unaware whether such policies existed for schools. Thus, the awareness and performance of educational institutions in relation to gender-based violence cases does not seem to have improved or changed much since 2015.

Health Institutions

According to the Law on Protection from Domestic Violence, the Ministry of Health has the mandate to develop and provide subsidiary and necessary support infrastructure for law enforcement. More specifically, the Ministry has drafted and approved the Administrative Instruction on the method of treatment for perpetrators of domestic violence, which imposes mandatory medical treatment for

⁹⁶ NSPDV, p. 185, Activity I.1.7

⁹⁷ NSPDV, p. 187 and 22.

⁹⁸ CCK, Art. 254.

alcoholism and addiction to psychotropic substances.⁹⁹ The Administrative Instruction enlists primary, secondary and tertiary level health institutions responsible for assisting such cases, including through the University Clinical Centre of Kosovo on Psychiatry and other licenced institutions. However, no specific guidance seems to exist regarding what standards and services such institutions should have in place.

Health institutions are not yet able to offer such services because they lack adequate infrastructure. Moreover, doctors commented that no procedures were in place for ensuring that perpetrators continue the programs; for example, no steps were taken if perpetrators quit rehabilitation programs after a single visit.¹⁰⁰ Technically, ensuring attendance of such programs, if set forth as measures within protection orders, should be monitored by police.¹⁰¹ The lack of treatment facilities increases the chances that perpetrators may carry out domestic violence again, placing victims at risk of recidivism.¹⁰²

Meanwhile, health institutions often are a first point of contact for persons who have suffered domestic violence. Therefore, health institutions constitute an important referral mechanism. Health workers tended to state that they are able to identify signs of domestic violence and/or sexual abuse, to treat persons who have suffered violence and to refer them. Respondents also knew that if a patient experiences domestic violence, they should report it to the police, though police had accompanied most of the persons that they had treated. Health workers record visits from victims of domestic violence just as they record information from any patient. While they knew that they had particular protocols for recording cases of sexual and family violence, they did not appear to use them. Only one hospital reportedly maintained a separate logbook of such cases. Respondents stated that they have clear policies regarding confidentiality and emphasized that they ensure confidentiality. Even so, some said difficulties exist in safeguarding confidentiality.¹⁰³ “We live in a small place where everyone knows everyone. A health worker can talk with colleagues, and that is enough to break confidentiality”, a healthcare worker said.

When representatives of health institutions were asked about the new NSPDV, they tended not to know that such a strategy exists. Nor did they know the obligations that health institutions have in accordance with this strategy. Respondents had not undergone any training as foreseen in the NSPDV, which calls for “continuous training and certification of healthcare officials focused on domestic violence, on well-defined themes”.¹⁰⁴ The need for such training was a recurring theme.

With regard to healthcare workers’ approach to and treatment of women who have suffered violence, some comments were concerning. For example:

One raped woman came here, and I asked her, “Your husband raped you, yes or no?” She said, “Yes”. I said, “Well, you sister, are you married?” She said, “Yes”. I asked her, “Do you have it signed [as a legal marriage]”. She said, “Yes”. I asked her if she lives with him. She said, “Yes”.

⁹⁹ Government of Kosovo, Ministry of Health, Administrative Instruction (health) No. 02/20133 on the method of treatment to perpetrators of domestic violence which there is imposed the mandatory medical treatment from alcoholism and addiction to psychotropic substances, at: <http://msh-ks.org/wp-content/uploads/2013/11/Udhezim%20Administrativ%2002-2013.pdf>.

¹⁰⁰ KWN interviews with doctors.

¹⁰¹ The Kosovo Police is competent to ensure implementation of protection orders. Also, health institutions are required to ensure accurate recording and reporting: “Health Institution which deal with the application of compulsory medical treatment measure of the perpetrator of DV are obliged to keep records and submit reports at the request of the competent court or to the relevant institution. 2. The form and content of the records referred to in paragraph 1 of this Article, the terms and method of submission of reports is determined by the relevant court institutions” (Article 8). See: Administrative Instruction (Health) No. 02/2013 on the method of treatment to perpetrators of domestic violence against which there is imposed the mandatory medical treatment from alcoholism and addiction to psychotropic substances, at: <https://gzk.rks-gov.net/ActDocu-mentDetail.aspx?ActID=9804>.

¹⁰² This was a recurring concern voiced by diverse respondents.

¹⁰³ KWN has noted challenges with maintaining confidentiality in health institutions previously (Nicole Farnsworth, Dr. Katja Goebels and Rina Ajeti for KWN, *Access to Healthcare in Kosovo*, Pristina: KWN, 2016).

¹⁰⁴ NSPDV, p. 181.

And I said to her, “Well lady, you should have known when you signed the papers that you will live with him and that he has sexual desires. He should not be violent towards you, to beat you”. And then, she continued, saying, “But he raped me”. And I said to her, “You have the right and he has the right to ask for this thing [sexual intercourse], anytime he needs or wants it, and you also have the right to ask anytime you need it. And this is not violence.”

This illustrates how men’s needs or sexual desires may be considered more important than women’s rights over their own bodies. This demonstrates the social power relations condoned by society that continue to allow sexual violence to be perpetrated against women, due in part to failed institutional responses to violence, such as this. Further, this example demonstrates the still prevalent, albeit incorrect, belief in Kosovo that sexual violence perpetrated within a domestic relationship does not constitute a crime or domestic violence. Such beliefs are incorrect. The fact that healthcare practitioners treating persons who have suffered sexual violence hold such beliefs is particularly worrying as it means that they may re-traumatize victims and fail to assist in reporting serious criminal offenses such as rape, as required by the CCK.¹⁰⁵

In conclusion, health institutions seem to face several shortcomings, including in knowledge about different forms of gender-based violence and functioning systems for tracking, referring and reporting cases of gender-based violence. KWN has not observed improvements in the institutional response of healthcare institutions since 2015.

Institute of Forensic Medicine

The Law on Forensic Medicine regulates the Institute for Forensic Medicine’s (IFM) work, including procedures for performing medical legal examinations.¹⁰⁶ The IFM has functioned under the Department for Forensic Medicine in the Ministry of Justice since 2009. The Court and State Prosecutor issue orders for medical, legal experts to use their expertise, pursuant to the law.¹⁰⁷ Their responsibilities relate to facilitating the investigation of any type of gender-based violence, including physical and sexual violence. Following examinations, IFM staff should ensure that tests, other medical records and patients are sent to other institutions, such as the Infectious Disease Clinic and Clinic of Gynaecology for pregnancy tests, among others. Based on the NSPDV, IFM is obliged to undertake “medical treatment and consulting for domestic violence victims in existing health institutions”.¹⁰⁸

According to an Institute representative, the IFM receives several cases involving gender-based violence annually, including approximately 100 cases of sexual violence each year. Two or three victims have been men, while the rest have been women. The representative estimated that approximately 60-70% of these persons also were experiencing physical violence. In addition, the IFM has had several cases of gender-based violence reported secretly to IFM employees, via their private telephones:

Knowing what happens to [women], they do not report cases, and I am totally convinced that the number of gender-based violence cases is very high. I often receive phone calls, for example, “If I report a rape or other violence, what will happen?”, and I explain to them, but then in the end they say that they don’t want to open a case because of their children. Or maybe they are afraid of their husband. Around 30-40 such cases annually are reported to us on the phone or as Facebook messages.

¹⁰⁵ CCK, Art. 386, I.6.

¹⁰⁶ Assembly, Law No. 05/L-060 on Forensic Medicine, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-060%20a.pdf>.

¹⁰⁷ Ibid.

¹⁰⁸ NAPSDV, Activity 4.1.2, p. 214.

Interestingly, although more than 100 cases of sexual violence have been reported to the IFM officially or unofficially each year, neither police nor prosecution records show that so many cases have occurred.¹⁰⁹ Compared to the sheer number of cases examined by IFM, forensic doctors rarely were invited to court hearings, the IFM representative said. This suggests some institutional shortcomings in investigating and prosecuting sexual violence cases in court.

Due to misleading information provided by others or due to fear of reporting, victims sometimes do not receive the appropriate support in time. The IFM representative recalled:

A woman came with the police. And in her statement, she declared that she had experienced violence last night. However, when we examined her, we saw that those scars and signs were from several days prior. And we told her, "Sorry, we see signs of violence, but this seems to have happened some days ago." And she said, "Yes, it happened five days ago, but my neighbour who is a legal expert told me to state that it happened yesterday to have more power, as proof". And we had to say to her that this [evidence] will not support her statement given to the police, since we can't lie."

In any case, the medical examination still revealed that violence had occurred. IFM advises people to report cases as soon as possible after incidents have occurred. If IFM receives cases long after violence occurred, it can be difficult for them to collect the relevant medical evidence. It seems that public awareness of this fact may be lacking, though coming forward to report traumatic events just after they have occurred can be particularly difficult for victims emotionally.

At present, all but one IFM staff members are men, which in cases of sexual violence may contribute to the re-traumatization of victims. Moreover, the IFM does not provide counselling services to victims following these exams, which may mean that such tests can contribute to untreated re-traumatization. "It is quite difficult to report violence," the IFM representative said. "We do not have conditions, for example as in Germany, where the moment the person reports traumatic events, the prosecutors are obliged to find a psychologist or a social worker that will work with the person to overcome trauma".

Working with children victims of gender-based violence represents one of their greatest challenges, considering the emotional impact on children and specific approach required, the IFM representative stated. When working with children victims, IFM employees do not wear the white uniform. They have a place with toys where they try to create a comfortable atmosphere for children. This enables staff to build positive relations with children and helps children feel more comfortable talking about their experiences. The IFM representative recalled:

We didn't know how to start talking with four children at first, so we took some drums that we had in the room, and we started to play music. And we all stood up and started to dance. And the four children started to dance. Then the smallest one, I think she was only four, she said "This is how we used to dance with them. They gave us coca cola. We danced, and in the end they undressed us and raped us." Then she started naming all of the perpetrators by name. This is how we identified the four of them.

In this particular case, dancing led children to relive their experiences and potentially contributed to re-traumatization, though this may not have been known by IFM in advance. In many other contexts, women's rights activists have used dance for expression and healing when working with survivors of sexual violence. Usually it can be considered a best practice.

Since their work relates closely to different criminal offences in the CCK, the IFM representative was aware about all forms of gender-based violence and the legal procedures and responsibilities of the Institution. However, the IFM has not been informed about the NSPDV. Services such as the availability of women doctors and psychological counselling following examinations could improve the quality of treatment of victims.

¹⁰⁹ See Annex I.

Employment Offices and Vocational Training Centres

Employment Offices are “responsible for collection of data, registration of the unemployed, professional employment consultation and career guidance, mediation in employment procedures, [providing] information [for] registered job-seekers on training opportunities, inclusion of job seekers in professional training, and provision of declarations of unemployment”.¹¹⁰ Meanwhile, Vocational Training Centres (VTCs) provide vocational training for interested persons, referred by Employment Offices. In accordance with SOPs, “VTCs provide a variety of professional training”, after which victims may register as jobseekers with Employment Offices. According to the NSPDV, Employment Offices and VTCs should prioritize the employment of persons who have suffered domestic violence.¹¹¹

Thus, Employment Offices and VTCs have important roles in supporting women’s rehabilitation and reintegration. Indeed, the fact that women leaving shelters still lack employment opportunities was a recurring theme noted by diverse respondents. Women’s economic empowerment is a “weak link” in the rehabilitation and reintegration process, they said. Without employment, women struggle to become financially self-sufficient and risk having to return to violent home situations. Employment Offices and VTCs also are well-positioned to identify cases of gender-based violence, including women not in shelters. When encountering such cases, they can refer victims to other institutions and organizations where they can receive support. They can help women secure jobs and economic independence.

Employment Offices and VTCs historically have tended to benefit more men than women.¹¹² Generally, the fact that Employment Offices do not employ women at the same rate as they do men may affect women suffering domestic violence more because they may have added challenges and vulnerabilities in seeking employment, such as trauma and isolation.

Considering these issues, the United Nations Development Programme (UNDP) cooperated with the Ministry of Labour and Social Welfare to design a curriculum for training employment officers to better understand gender-based violence, interact with victims using an empathetic approach and facilitate employment. Several albeit not all employment officers received training through this program in 2015. With donor support, some Employment Office and VTC programs have sought to provide employment services and professional qualifications for victims of domestic violence, in accordance with the NSPDV. An official from the VTC stated: “We had training from UNDP on how to support victims of violence in preparing the needed documents for employment. Also, we have drafted documents to prevent violence while they are attending vocational training courses.”

Either not all employees have received such training or the training has not sufficiently resulted in changing the approach of persons working in employment offices and VTCs. The VTC employees interviewed generally did not know how to assist persons who have suffered gender-based violence. Moreover, some employees did not know that VTCs and Employment Offices have obligations in accordance with the new NSPDV to prioritize services for victims of domestic violence. Respondents from Employment Offices and VTCs generally seemed to have no knowledge of SOPs and limited knowledge of the obstacles faced by victims of violence.

Finding employment within small communities where people know each other has presented challenges, as well. For example, an employment counsellor explained: “We have a case in which we sent a woman to work for six months in an institution in our municipality, but her ex-mother-in-law also worked there. The mother-in-law phoned us. We decided not to send the victim to work there, since we were afraid of a conflict between them. We do not know what happened with that case, since she never returned to seek another opportunity.” VTC officers seem not to cooperate with social workers at CSWs who also are obliged to support victims in reintegration processes. If they would cooperate, as

¹¹⁰ Law No. 04/L-083 on *Registration and Records of the Unemployment and jobseekers*, Art. 8, at: <http://mpms.rks-gov.net/Portals/0/Ligji/PrimarAnglisht/Law%20for%20registration%20and%20records%20of%20the%20unemployed%20and%20jobseekers.pdf>.

¹¹¹ NSPDV, p. 220.

¹¹² See, Donjeta Morina and Nicole Farnsworth for KWN, *Budgeting for Social Welfare: A Gender+ Analysis to Inform Gender Responsive Budgeting in the Ministry of Labour and Social Welfare in Kosovo for 2016-2018*, Pristina: KWN, 2015, at: <http://www.womensnetwork.org/documents/20151203094304537.pdf>, pp. 21-22, 24.

foreseen by SOPs, they would be aware about safe places for the victim to find employment and could cooperate in identifying secure employment possibilities.

Employment counsellors stated that businesses are reluctant to hire victims of domestic violence because they fear that they may have problems at work. Similarly, VTC representatives said that usually the offender, the spouse, follows the victim and can cause problems for the employer, such as perpetrating violence at the workplace. Perpetrators and their family members can impact women's ability to work through isolation, threat and other forms of violence. This can undermine employment counsellors and VTC representatives' ability to support women's integration into the labour force and their empowerment, respondents said.

Such statements suggest that employment officers may be violating the confidentiality of persons who have suffered violence; employers do not necessarily need to be privy to such information. Further, the aforementioned statements illustrate that employment counsellors and VTC representatives have not had sufficient training on how to work with and support persons who have suffered gender-based violence. For example, they seem unaware of the possibility of encouraging victims to secure protection orders, which would forbid perpetrators from approaching them or their workplaces. These concerns raised by employment counsellors and VTC representatives, and how to handle such situations, were addressed in the aforementioned UNDP training.

In conclusion, while there has been some initial training towards implementing the NSPDV, employment officers and VTC representatives still lack sufficient knowledge and experience for assisting persons who have suffered domestic violence in gaining skills and employment.

Coordination and Data Management

The Government of Kosovo still lacks an appropriate data management system, as called for in the NSPDV.¹¹³ Police, prosecution, courts, CSWs and shelters each have their own respective data managements systems. Further, police, prosecutors and courts lack universal standards for collecting data, which poses difficulties in tracking crimes from the moment they are reported, through the investigation, prosecution and adjudication.¹¹⁴

The absence of a functioning, aligned case management system also contributes to a piecemeal approach to the institutional treatment of gender-based violence cases. Moreover, it makes it difficult to monitor and hold accountable the respective institution that has failed to implement its roles and responsibilities, because it is difficult to identify which institution has failed to carry the process forward. Communication among police and prosecution remains weak, such as with regard to prosecutors updating police on case developments, following the police's submission of criminal reports.¹¹⁵ Cooperation between civil judges and Kosovo police in relation to executing protection orders also requires improvement.¹¹⁶ Weak coordination among institutions can hinder adequate protection of victims and stall access to justice.

Several albeit not all municipalities have established coordination mechanisms towards improving cooperation among responsible institutions with respect to case management. However, coordination mechanisms have not yet become fully institutionalized practice.

¹¹³ NSPDV, Activity 2.2.2.

¹¹⁴ KWN and EULEX observations (correspondence, Jan. 2018). KWN previously has emphasized the importance of installing a case management system and shared data management system (*No More Excuses*, p. 15).

¹¹⁵ EULEX, correspondence, Jan. 2018.

¹¹⁶ *Ibid.*

Recommendations

For the Ministry of Justice

- Immediately appoint a National Coordinator and ensure regular inter-institutional coordination meetings at the national level, holding other institutions accountable for implementing the NSPDV.
- Amend the CCK to include specific definitions of domestic violence and sexual harassment, as recommended by KWN previously and adopted as a measure in the NSPDV. Also amend the CCK to include the violation of a protection order as a criminal act, towards preventing recidivism.
- Budget and/or request foreign financing for the purchase of Global Positioning System (GPS) devices that could facilitate monitoring of breaches of protection orders, and collaborate with police for their use.¹¹⁷

For Police

- Budget for and request from the Ministry of Finance a separate budget line for emergency costs for persons who have suffered violence, such as for food, clothing and toiletries.
- Ensure that all police officers are fully aware that perpetrators should be removed from their homes when evidence suggests that crimes have been committed, and that it is not within the roles or responsibilities of police to seek to reunite families.
- Provide advanced training to special units on sexual violence, including inappropriate lines of questioning, power relations and the appropriate approach to persons who have suffered sexual violence, so as to avoid re-traumatization. Seek to ensure that well-trained women police officers questions victims without male presence.
- Review standardized forms for documenting cases involving sexual violence to ensure that they do not involve questions related to victim-blaming or that may re-traumatize victims, such as whether victims feel pleasure when sexual violence is perpetrated.

For the State Prosecutor and the Prosecutorial Council of Kosovo

- Devise and implement a systematic, institutionalized training program for all prosecutors and support staff. Ensure that all prosecutors undergo mandatory training on gender-based violence, including domestic violence and proper treatment of cases.
- Train specialized prosecutors on the Law on Protection from Domestic Violence and their responsibilities under this Law, particularly related to violations of protection orders.
- Put in place systems to sort files as they arrive, sending cases involving domestic violence directly to prosecutors specialized in domestic violence cases. This can contribute to more efficient and effective address of such cases.
- The Prosecutors Performance Evaluation Committee¹¹⁸ should evaluate the work of prosecutors related to gender-based violence cases, examining whether such work has been conducted in a professional manner.

¹¹⁷ As foreseen by Government Regulation No. 18/2015 For Organizing The Unit Structures for Protection, Rescue, and Aid, at: http://kryeministri-ks.net/repository/docs/Rregullore_Nr_18-2015.pdf.

¹¹⁸ Kosovo Prosecutorial Counsel, at: <http://www.kpk-rks.org/en/per/77/komisioni-i-ankesave/77>.

For Victim Advocates

- Inform all victims of crimes that fall under the Law on Compensation of Victims about their right to compensation. As requested by the Law, assist victims with draft their requests for compensation.

For the Kosovo Judicial Council and Courts

- Continue and strengthen the Council's initiative to appoint criminal court judges who are specialized in gender-based violence, ensuring proper training.
- Devise and implement a systematic, institutionalized training program for all judges and support staff. The Academy of Justice should provide training for judges serving in civil and criminal proceedings with regard to different forms of gender-based violence, including power relations between men and women; the meaning of "blaming the victim"; the fact that reconciliation is not within the role and responsibilities of courts; and the range of measures available through protection orders.
- Harmonise court practices in the adjudication of cases involving gender-based violence. To this end, consider creating and providing a sentencing guideline to courts, which would assist with sentencing decisions, contributing to a more coherent approach in assessing and mitigating aggravating circumstances. This could contribute to more consistent judgement and sentencing practices.¹¹⁹
- Ensure that the practice of treating domestic violence cases with priority needs includes prioritizing alimony and child custody cases that are interrelated with domestic violence cases.
- Budget for, install and use improved security precautions for victims of gender-based violence in courts, towards preventing re-victimisation and re-traumatisation.¹²⁰
- Judges: prescribe more, diverse measures in protection orders, as foreseen by the Law on Protection from Domestic Violence. For persons living in multi-family households, judges should be encouraged to foresee other economic means through which perpetrators will pay for victims' living conditions outside the multi-family home. Such costs also may dissuade perpetrators from carrying out violence.
- Judges: make use of all available witness protection measures and ensure better protection of the identity of witnesses.¹²¹
- Judges: approve requests for victim compensation when they fulfil the legal criteria. Base decisions on facts, and do not allow personal attitudes and opinions to influence compensation for crimes.

For Correctional Services

- Train staff and establish a program for addressing gender inequalities, including power relations that contribute to various forms of gender-based violence. Ensure that some officers receive training on rehabilitation for perpetrators of gender-based violence, providing them with expertise to support the development of more tailored individual plans and correctional services.

For Probation Services

- Provide specialized training to officers who will work with persons who have carried out gender-based violence or are prone to do so.
- Establish improved infrastructure and a better approach in working with perpetrators of gender-based violence, towards reducing recidivism. This includes improving cooperation with health institutions in order to ensure that perpetrators receive medical treatment, as set forth in protection orders, when applicable.

¹¹⁹ Recommendation from EULEX (correspondence with KWN, Jan. 2018).

¹²⁰ Ibid.

¹²¹ Ibid.

For the Ministry of Labour and Social Welfare, Department of Social Welfare

- While respecting shelters' independence and protecting the anonymity of victims, better monitor the work of shelters, ensuring that the quality of services fulfils standards set forth in the existing legal framework and that public finances are spent transparently and accountably.
- Ensure that adequate financing for shelters is allocated in a timely manner every year and covers all of the necessary expenses for providing quality services to persons sheltered, in accordance with the state's responsibility to protect victims.
- Ensure establishment of functioning shelters in Pristina, northern Kosovo, serving LGBTQI persons, and serving men.

For Centres for Social Work

- Establish guidance for social workers and train them on gender-based violence, power relations, confidentiality, the NSPDV and alternative ways of protecting children in child custody cases, towards ensuring the economic, physical and psychological wellbeing of children, rather than returning them to the households of perpetrators.
- Provide guidance to social workers, towards ensuring more careful consideration of diverse factors related to reconciling couples, so as to avoid recidivism.

For Shelters

- Install and rigorously implement a Code of Conduct for the Shelter Coalition. Hold all members to high standards of accountability in terms of the quality of services provided and financial management.
- Report regularly and accurately on all public expenditures. Transparently publish annual budgets and audit reports online.
- Ensure regular psychological supervision and counselling for all shelter service providers by trained professionals, towards preventing burnout.
- Undergo additional training on a feminist approach to assisting and empowering persons who have suffered violence by experts in the region.

For All Municipalities

- Allocate annually co-financing for shelters serving the municipality.
- Ensure the availability of social housing that can be used for a period of time by domestic violence victims after they leave shelters and before they become fully financially independent, affording their own housing. Such programs should be tied to case management plans for rehabilitation and reintegration, supported and monitored by CSWs.

For Educational Institutions

- Budget for and introduce more psychologists in schools in accordance with the NSPDV.
- Ensure that teachers and educational personnel are trained on identifying various forms of gender-based violence, reporting violence and interacting with children who have suffered violence. They should also undergo training on existing gender power relations and inequalities that may contribute to violence, towards educating children in such a way to prevent violence in the future.

For Healthcare Institutions

- Ensure that all healthcare personnel, particularly those in emergency units, are trained in identifying signs of gender-based violence, properly documenting violence and interacting with persons who have suffered violence.
- Establish drug, alcohol and psychosocial treatment centres in close cooperation with police, the Ministry of Justice, KCS and Probation Services towards ensuring that programs involve mandatory and

monitored attendance by perpetrators. Beyond substance abuse counselling, these programs should address power relations among women and men, towards preventing recidivism.

For the Institute of Forensic Medicine

- In close cooperation with CSOs and other institutions, organize an awareness campaign to increase public knowledge about how and when to report sexual violence when it has occurred.
- Hire more women doctors and always assign them to examine cases of sexual violence involving women victims.
- Seek to ensure availability of psychological counselling following examinations, towards preventing re-traumatization of victims.

For Employment Offices and Vocational Training Centres

- Ensure that every Employment Office and VTC has at least two employees thoroughly trained on identifying signs of gender-based violence, empathy, and appropriate interactions with persons who have suffered gender-based violence and how to address specific challenges that may arise from working with persons who have suffered violence. The existing curricula developed by UNDP can be used for this purpose.
- Improve collaboration with social workers in designing and providing tailored support to domestic violence victims, as steps within their rehabilitation and reintegration case management plans.

For Inter-Institutional Collaboration among All Actors

- Ensure integrated data record-keeping and management among police, prosecutors and courts, improving the tracking of gender-based violence cases through the criminal justice process. To this end, finalize the planned case management database and ensure its immediate operationalization, including training relevant stakeholders on accurate data entry processes. Considering the backlog of cases, comprehensive, proactive case management must be developed and implemented for timely adjudication of gender-based violence cases, as violations of human rights.¹²²
- Police, prosecution and courts need to safeguard victims' wellbeing by coordinating to ensure that recorded interviews are only performed once by the most relevant actor, rather than multiple times, at risk of re-traumatizing victims.¹²³
- Ensure that all municipalities have established Coordination Mechanisms involving all stakeholders with a legal obligation for protection, rehabilitation and reintegration services for persons who have suffered domestic violence. Improve and ensure fully institutionalized cooperation among police, prosecutors, VAs, CSWs and shelters. Mechanisms should meet regularly to discuss and manage cases, and cooperate in order to provide proper protection and assistance.
- Ensure that CSWs, Employment Offices and VTCs are cooperating in order to support victims through trainings and identify employment opportunities for them.
- Health institutions should cooperate with Centres for Mental Health to provide victims with psychological counselling.

¹²² Ibid.

¹²³ Ibid.

Works Cited

- Council of Europe, Istanbul Convention Action against violence against women and domestic violence, CETS No. 210, 2011, at: <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210>.
- Farnsworth, Nicole, Ariana Qosaj-Mustafa, Iliriana Banjska, Adelina Berisha, and Donjeta Morina for KWN, *No More Excuses: An Analysis of Attitudes, Incidence, and Institutional Responses to Domestic Violence in Kosovo*, Pristina: KWN, 2015, at: <http://www.womensnetwork.org/documents/20151124105025622.pdf>.
- Farnsworth, Nicole, Dr. Katja Goebbels and Rina Ajeti for KWN, *Access to Healthcare in Kosovo*, Pristina: KWN, 2016, at: <http://www.womensnetwork.org/documents/20170206150329798.pdf>.
- Guilmoto, Christophe Z. and UNFPA, *Gender Bias in Kosovo*, Pristina: UNFPA, 2016.
- Kallxo.com, “*Gratë Kosovare, Mbi 40 Për Qind e Pranojnë Dhunën në Familje*” [“Kosovar Women, More Than 40 Percent Accept Domestic Violence”], at: <http://kallxo.com/grate-kosovare-mbi-40-per-qind-e-pranojne-dhunen-ne-familje/>.
- KWN, *KWN Strategy 2015-2018*, Pristina: KWN, 2014, at: http://www.womensnetwork.org/documents/kwn_strategy_2015_2018_eng.pdf.
- _____, website, at: www.womensnetwork.org.
- _____, Facebook page: [Kosova Women’s Network](https://www.facebook.com/Kosova-Women's-Network/).
- Morina, Donjeta and Nicole Farnsworth for KWN, *Budgeting for Social Welfare: A Gender+ Analysis to Inform Gender Responsive Budgeting in the Ministry of Labour and Social Welfare in Kosovo for 2016-2018*, Pristina: KWN, 2015, at: <http://www.womensnetwork.org/documents/20151203094304537.pdf>.
- Qosaj-Mustafa, Ariana, Adelina Berisha, Nicole Farnsworth, and Iliriana Banjska for KWN, *Sexual Harassment in Kosovo*, Pristina: KWN, 2016, at: <http://www.womensnetwork.org/documents/20160223185243349.pdf>.
- Radio Televizioni i Kosovës: “Filon Marshi me moton “Nuk ka Arsyetim”* [“March Begins with Motto, ‘No More Excuses’”], at: <https://www.rtklive.com/sq/news-single.php?ID=117158>.
- Republic of Kosovo, Assembly, Code No. 03/L-193, Juvenile Justice Code, 2010, at: <http://www.kuvendikosoves.org/common/docs/ligjet/2010-193-eng.pdf>.
- _____, Assembly, The Criminal Code of the Republic of Kosovo, at: <http://www.assembly-kosova.org/common/docs/ligjet/Criminal%20Code.pdf>.
- _____, Assembly, Criminal Procedure Code, at: <https://www.kuvendikosoves.org/common/docs/ligjet/Criminal%20Procedure%20Code.pdf>.
- _____, Assembly, Law No. 02/L-17, On Social and Family Service, at: https://www.kuvendikosoves.org/common/docs/ligjet/2005_02-L17_al.pdf.
- _____, Assembly, Law No. 03/L-040 on Local Self Government.
- _____, Assembly, Law No. 03/L-182 on Protection from Domestic Violence, 2010, at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-182-eng.pdf>.
- _____, Assembly, Law No. 04/L-083 on *Registration and Records of the Unemployment and jobseekers*, at: <http://mpms.rks-gov.net/Portals/0/Ligji/PrimarAnglisht/Law%20for%20registration%20and%20records%20of%20the%20unemployed%20and%20jobseekers.pdf>.
- _____, Assembly, Law No. 04/L-149 on the Execution of Criminal Sanctions, at: <https://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20execution%20of%20penal%20sanctions.pdf>.
- _____, Assembly, Law No. 05/L-036, On Crime Victim Compensation, Kosovo, 2015, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-036%20a.pdf>.
- _____, Assembly, Law No. 05/L-060 on Forensic Medicine, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-060%20a.pdf>.
- _____, Assembly, Law Nr. 2004/32 Family Law of Kosovo, 2004, at: http://www.kuvendikosoves.org/common/docs/ligjet/2004_32_en.pdf.
- _____, Assembly, Law No. 05/L-019 on Ombudsperson.
- _____, Administrative Instruction (Health) No. 02/2013 on the method of treatment to perpetrators of domestic violence against which there is imposed the mandatory medical treatment from alcoholism and addiction to psychotropic substances, at: <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=9804>.
- _____, Government, Agency for Gender Equality, “Standard Operation Procedures for Protection from Domestic Violence in Kosovo”, September 2013, Kosovo, at: <http://abgj.rks-gov.net/Portals/0/Procedurat%20Standarte%20t%C3%AB%20veprimit%20p%C3%ABr%20Mbrotjtje%20nga%20Dhuna%20n%C3%AB%20Familje.pdf>.
- _____, Government, Crime Victim Compensation Fund, 2017, <https://md.rks-gov.net/desk/inc/media/D42B1893-B42D-4BF4-B6D7-B1675BD7BAEB.pdf>.

- _____, Government, Decision No. 04/83 of date 11.07.2012, at: http://www.kryeministri-ks.net/repository/docs/Vendimet_83.pdf.
- _____, Government, Decision No. 09/125, on 30.12.2016, at: http://www.kryeministri-ks.net/repository/docs/Vendimet_e_Mbledhjes_se_125-te_te_Qeverise.pdf.
- _____, Government Regulation No. 18/2015 For Organizing The Unit Structures for Protection, Rescue, and Aid, at: http://kryeministri-ks.net/repository/docs/Rregullore_Nr_18-2015.pdf.
- _____, Kosovo Prosecutorial Council, "Regulation on the mandate, structure and the functioning of the victim protection and assistant office", at: http://www.psh-ks.net/repository/docs/REGULATION_FOR_THE_MANDATE_STRUCTURE_AND_FUNCTION_OF_THE_VPAO.pdf.
- _____, Ministry of Health, Administrative Instruction (health) No. 02/20133 on the method of treatment to perpetrators of domestic violence which there is imposed the mandatory medical treatment from alcoholism and addiction to psychotropic substances, at: <http://msh-ks.org/wp-content/uploads/2013/11/Udhezim%20Administrativ%2002-2013.pdf>.
- _____, Ministry of Justice, Kosovo Probation Service, Newsletter 2006, at: <https://md.rks-gov.net/desk/inc/media/D517AAE6-6D02-48A2-B3F9-5CB9222BF946.pdf>.
- _____, Ministry of Justice, *National Strategy of the Republic of Kosovo on Protection from Domestic Violence and Action Plan 2016-2020*, Pristina, Kosovo: May 2016, at: <http://abgj.rks-gov.net/Portals/0/Strategjia%20Komb%C3%ABtare%20e%20RK%20p%C3%ABr%20mbrojtje%20nga%20dhuna%20ne%20familje%202016-2020.pdf>.
- _____, Ministry of Justice, Mission of Kosovo Correctional Service, at: <https://shkk.rks-gov.net/faqe.aspx?id=tfybAswTsDSuOwy2YY2x4w==&l=jJlOtHsRVwYECOhoiBc69dA>.
- _____, Ministry of Justice, "Scope of work of Kosovo Probation Service", at: <https://md.rks-gov.net/page.aspx?id=2,19,1,19>.
- _____, Regulation No. 02/2011 on the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministries, at: http://www.kryeministri-ks.net/repository/docs/Rregullorja_02-2011-e_miratuar nga_Qeveria-finale.pdf.
- _____, State Prosecutor, "Guidelines for Standard Operation Procedures on Victim Protection and Assistance Office", at: http://www.psh-ks.net/repository/docs/Nr_1202_2013-Udhezim_mbi_Procedurat_Standarde_te_Veprimit_per_ZMNV-ne.pdf.
- Ryan, William, *Blaming the Victim*, New York: 1971.
- Suarez, Eliana and Tahany M. Gadalla, "Stop Blaming the Victim: A MetaAnalysis on Rape Myths", *Journal of Interpersonal Violence* 25(11) 2010–2035, SAGE, 2010.
- United Nations Committee on the Elimination of All Forms of Discrimination against Women, General Recommendation 19, Violence against women (Eleventh session, 1992), U.N. Doc. A/47/38 at I (1993), reprinted in *Compilation of General Comments and General Recommendations, Adopted by Human Rights Treaty Bodies*, U.N. Doc. HRI/GEN/1/Rev.6 at 243 (2003).
- United Nations General Assembly, Declaration on the Elimination of Violence against Women, Proclaimed by General Assembly Resolution 48/104 of 20 December 1993, at: <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ViolenceAgainstWomen.aspx>.
- UNFPA EECARO, *Child Marriage in Kosovo (Overview)*, Pristina: UNFPA EECARO, 2014, at: <http://eeca.unfpa.org/publications/child-marriage-kosovo-overview>.
- United States Embassy Kosovo, "Launching Ceremony of the Kosovo National Strategy against Domestic Violence 2016-2020", 19 April, 2017, at: <https://xk.usembassy.gov/launching-ceremony-kosovo-national-strategy-domestic-violence-2016-2020/>.

Annexes

Annex 1. Gender-based Violence Statistics from Institutions

Police Statistics Regarding Crimes, 2000-2017

Type of Crime ¹²⁴	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Murder						1	4	4		3	5	4	1			152		2	26
Aggravated Murder														4	3			31	38
Attempted Murder						4	3	6		3	4	3	1			8	11	7	50
Murder and Suicide										4	5								9
Suicide												6				1		1	8
Inciting Suicide													5					4	9
Attempted Suicide																3		7	10
Assisting in Suicide													1						1
Inciting suicide and assisting in suicide						5	3	13						6	3	3			33
Aggravated crimes (murder, suicide, attempted murder, attempted suicide)	3	1	5	24															33
Light bodily injury						290	408	462		538	457	569	518	495	440	163	92	2716	7058
Grievous bodily injury						5	21	14		9	10	14	12	16	51	9	13	301	475
Causing property damage										1									1
Coercion												1	2		1	1		20	25
Threat										181	159	196	221	181	173	2	17	5	1135
Threat, unauthorized possession of weapons											4								4
Threat with a weapon(s)							9	4		15	1								29
Violation of a protection order										6	4	20	28	19	47	12		10	146
Mistreatment during exercise of official duty or public authorization																		4	4
Physical maltreatment								10		141	60								211

¹²⁴ The types of crime are not necessarily mutually exclusive because the way in which crimes are recorded has changed over time.

Type of Crime ¹²⁴	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Psychological, emotional, physical, sexual maltreatment										3									3
Psychological, physical maltreatment								10											10
Psychological maltreatment										40	47								87
Sexual abuse of persons with mental or emotional disorders or disabilities																1	3	4	8
Harassment														19	34	8	16	144	221
Assault						661	341	215						103	261	7	4	14	1606
Physical assault										58	79	110	91	110	4	15			467
Sexual assault						2		1				5				15	11	7	41
Disagreement										34	56								90
Rape								1		2		5	2	1		5	4	3	23
Attempted rape										1	1						1	1	4
Degradation of sexual integrity													1	1		2		6	10
Non-consensual sexual acts and sexual ill-treatment													1						1
Blackmail														1		2		1	4
Distress										8	6								14
Violating family obligations										1	3	2	7	6	5	1			25
Forcibly entering /removing a person from a common residence or other person's residence							16	12		17	9	7	14	17	7	4			103
Slavery, slavery-like conditions and forced labour														3		1	2		6
Unlawfully limiting freedom of movement										4	4			6					14
Cause of real property damage										8	11								19
Unlawful taking or keeping of a child											1			8		1	2	2	14
Mistreating or abandoning a child						2	2	2						2		5	3	8	24
Sexual relations within the family								1			4	1				1			7
Inducing sexual acts, touching or activity by persons under age 16																1	1		2
Sexual abuse of persons under age 16													1			36	27		64
Sexual abuse by abusing position, authority or profession																1	1		2

Type of Crime ¹²⁴	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Extramarital community with a person under age 16																3	9	16	28
Kidnapping												1		1	3	3			8
Avoiding maintenance support															1	1		2	4
Trafficking ¹²⁵																	1		1
Withholding identity papers of victims of slavery or trafficking in persons																	1		1
Extortion											2								2
Insult												5							5
Insult, offence, calling by offensive names and other forms of violent intimidation													73	33	36	9	5		156
Intimidation												1							1
Taking of documents without authorization												1				3			4
Causing the other person to fear for his or her physical, emotional, or economic wellbeing												5	2	4	4	61	2		78
Use of physical force or psychological pressure exercised towards another member of the family													4	33					37
Any other action of a family member, which may inflict or threaten to inflict physical pain or psychological suffering													1	3	12	7	5		28
Property damage or destruction; or threatening to do this													10	15	15	10	1		51
Repetitive behaviour with the aim of derogating the other person													11	19	13	1	1		45
Causing the feeling of fear, personal danger or threat of dignity													1	8	7	57	7		80
Domestic violence			1273	1251	1318	1370	1371	1077	1034	1080	944	1046	1026	1087	1179	1038	1225	1125	18,444
Violation of the integrity of the residence and its premises															1	1			2

¹²⁵ KWN did not collect information on this for years prior to 2015-2017, and it likely exists.

Type of Crime ¹²⁴	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Self-justice																1	1		2
Unlawful occupation of property																	1		1
Unlawful termination of pregnancy							1	1											2
Physical violence	864	560	494	250	43	44	38												2293

Gender of Victims of Crimes within a Domestic Relationship, 2009-2015

As the table below illustrates, the vast majority of victims of alleged crimes perpetrated within a domestic relationship in Kosovo since 2009, as reported to police, have been women.

	2009	2010	2011	2012	2013	2014	2015
Women	915	764	804	826	869	930	381
Men	215	190	242	220	220	281	89
Total	1130	954	1046	1046	1089	1211	470
% women	81%	80%	77%	79%	80%	77%	81%

Gender of Victims of Gender-based Violence Related Crimes, 2015-2017

	2015	2016	2017
Women	790	808	1021
Men	2393	2442	2467
Total	3183	3250	3488
% women	25%	25%	29%

Gender of Suspected Perpetrators for All Gender-based Violence Related Crimes

According to police data, this table suggests that far more men have been suspected of perpetrating crimes than have women (94%).

	2015	2016	2017	Total %
Women	293	326	312	6%
Men	5233	5500	4982	94%

Victims of Crimes by Gender, as Reported to the Kosovo Police, 2015 - 2017

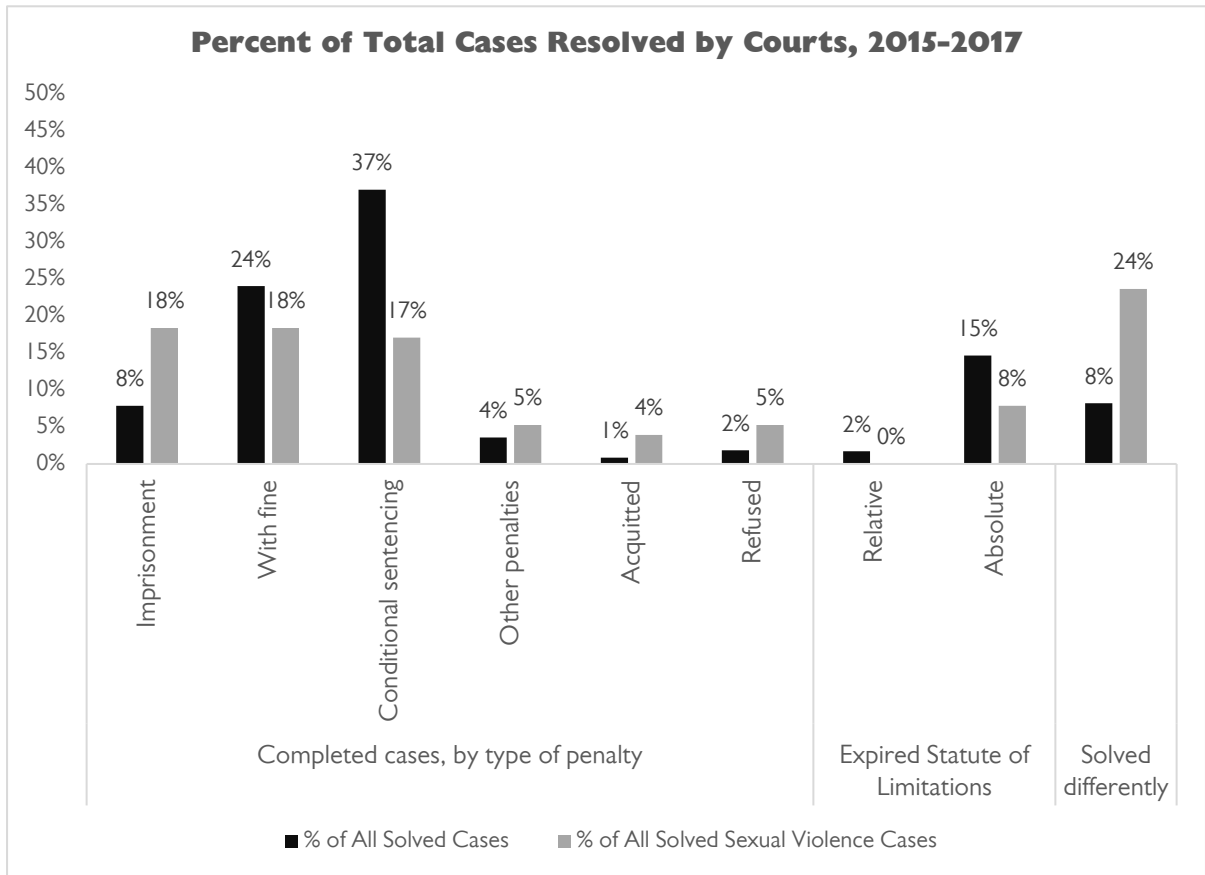
Crime	2015				2016				2017				Total		
	Women	Man	Unknown	Total	Women	Man	Unknown	Total	Women	Man	Unknown	Total	Women	Men	Total
178 Murder	11	151	2	164	10	142	5	157	13	133	2	148	34	426	469
179 Aggrevated Murder	3	39	0	41	5	32	1	38	7	24	0	31	15	95	110
186 Harassment	99	44	1	144	91	37	1	129	107	36	0	143	297	117	416
188 Light Bodily Harm	593	1799	21	2413	631	1919	17	2567	704	1991	0	2695	1928	5709	7675
189 Greivuous Bodily Harm	45	354	5	404	38	304	1	343	31	265	5	301	114	923	1048
195 Coercion	3	2	0	5	4	1	0	5	10	10	0	20	17	13	30
198 Mistreatment during exercise of official duty or public authorization	0	1	0	1	1	5	0	6	1	3	0	4	2	9	11
230 Rape	34	3	0	37	27	2	0	29	26	5	0	31	87	10	97
233 Degradation of sexual integrity	2	0	0	2	1	0	0	1	2	0	0	2	5	0	5
Total	790	2393	29	3211	808	2442	25	3275	901	2467	7	3375	2499	7302	9861

Statistics from the Kosovo Judicial Council

The following tables were provided to KWN by the Kosovo Judicial Council, and they detail the way in which cases that may have involved gender-based violence have been treated by courts in 2015 through 2017, respectively. The first column enlists the relevant article of the Criminal Code, which may or may not have involved gender-based violence. The next three columns in the table state the number of cases at the beginning of the year, the number of ongoing cases, and the total number of ongoing cases (the two prior columns added together). The next four columns detail the types of sentences given for those cases that were completed and sentenced following a guilty verdict, including imprisonment, fine, conditional sentencing, and other penalties, respectively. Conditional sentencing could mean, for example, that if the perpetrator does not commit a crime for a particular period of time, then a jail sentence will not apply, as described in a prior case study in this report. Other penalties could include mandatory treatment for psychological illnesses or community service, for example. The next columns state the number cases that involved the acquittal of the alleged perpetrator(s), or their release following the court's refusal to hear the case, respectively. The following two columns relate to an expired statute of limitations, which means that cases have been dropped because they have passed the period during which legal action can be brought. In "relative" cases, the case has been open for one year, but no work has been done and the case is closed without trial. In "absolute" cases, work has been done on the case, but the case is dropped after two years have passed. Cases that are "solved differently" have several potential meanings, ranging from a settlement, to the death of the alleged perpetrator. The table then portrays the total number of cases solved, which is a sum of the prior nine columns. The last column summarizes the total number of unsolved cases during the reporting period.

Unfortunately, the Kosovo Judicial Council did not provide data disaggregated by the gender of the victim, despite multiple requests. However, based on the aforementioned police statistics, the percentage of women and men victims can be roughly estimated. Considering the prior explanation of how socialized power relations contribute to violence against women *because they are women*, and that violence against men also tends to result from socialized gender norms that encourage men to be tough, contributing to violence against men, it can be suggested that the vast majority of these cases involved gender-based violence. The sexual violence crimes (including rape and sexual assault) likely involved gender-based violence perpetrated against women *because they are women*, as women tend to comprise the vast majority of victims of sexual violence. From this perspective, a review of the Kosovo Judicial Council statistics from the last three years (2015-2017) can provide interesting information regarding how different cases have been treated by the justice system. As a disclaimer, every case depends on the specificity of the case and the evidence provided, so no steadfast conclusions can be drawn. Additional, closer monitoring of individual cases is needed in order to offer more accurate, qualitative evidence of how the justice system is treating gender-based violence cases.

While considering these shortcomings of analysing Kosovo Judicial Council data from the General and Heavy Crimes departments, the following observations reveal areas for further inquiry. Among the 5,024 cases resolved from 2015 to 2017, 73% involved some form of sentence, 1% were acquitted, 2% were refused by courts, 16% were closed due to an expired statute of limitations, and 8% were solved differently. Among the 76 resolved cases involving sexual violence, 59% involved a sentence, 4% were acquitted, 5% were refused by courts, 8% were closed due to an expired statute of limitations, and 24% were solved differently. Without considering the specific circumstances of each case, this suggests that sexual violence cases are less likely to be sentenced, more likely to be acquitted or refused by courts, and significantly more likely to be "solved differently" than are cases involving other crimes, as the graphic illustrates. Further research is needed to understand these differences, including how sexual violence cases are being "solved differently".



Among the total 3,651 cases sentenced, 11% were imprisoned, 33% were fined, 51% received conditional sentencing, and 5% received another penalty. With regard to the 45 sexual violence cases that were sentenced, 31% were imprisoned, 31% were fined, 29% received conditional sentencing, and 9% other penalties.

2015 Kosovo Basic Courts, General Department															
Criminal Code Article	Unsolved cases at beginning of reporting period	Cases on-going	Total cases on-going	Cases Solved									Total solved cases	Cases in court's competence	Unsolved cases during the reporting period
				With Charge				Acquitted	Re-fused	Expired Statute of Limitations		Solved differently			
				Completed cases, by type of penalty						Relative	Absolute				
				Imprisonment	With fine	Conditional sentencing	Other penalties								
178/146 Murder	0	1	1	0	0	0	0	0	0	0	0	0	0	0	1
186 Harassment	133	151	284	11	37	15	1	2	2	1	0	2	71	0	213
189/154 Light Bodily Injury	409	108	517	40	30	80	2	2	6	4	19	13	196	0	321
195/160 Coercion	45	8	53	1	3	6	0	0	0	0	4	1	15	0	38
198/164 Mistreatment during exercise of official duty or public authorization	49	20	69	0	0	3	0	1	1	0	2	0	7	0	62
230/164 Rape	2	1	3	0	0	0	0	0	0	0	0	1	1	0	2
232/195 Sexual Assault	36	27	63	1	6	2	1	1	0	0	4	4	19	0	44
2016 Kosovo Basic Courts, General Department															
178/146 Murder	1	0	1	0	0	0	0	0	0	0	0	1	1	0	0
179/147 Aggravated Murder	0	1	1	0	0	0	0	0	0	0	0	0	0	0	1
186 Harassment	211	203	414	8	41	55	1	1	2	0	0	9	117	0	297
Light bodily harm	3353	2322	5675	91	546	838	93	14	31	56	416	170	2255	1	3419
189/154 Grievous Bodily Harm	285	138	423	34	12	60	0	2	2	3	30	7	150	0	273
195/160 Coercion	37	7	44	1	2	2	0	0	2	0	0	0	7	0	37
198/164 Mistreatment during exercise of official duty or public authorization	2	0	2	0	0	0	0	0	0	0	0	0	0	0	2
230/164 Rape	44	28	72	1	4	4	1	1	2	0	0	5	18	0	54
232/195 Sexual Assault	1	0	1	0	0	0	0	0	0	0	0	1	1	0	0

2017 Kosovo Basic Courts, General Department															
Criminal Code Article	Unsolved cases at beginning of reporting period	Cases on-going	Total cases on-going	Cases Solved									Total solved cases	Cases in court's competence	Unsolved cases during the reporting period
				With Charge				Acquitted	Re-fused	Expired Statute of Limitations		Solved differently			
				Completed cases, by type of penalty						Relative	Absolute				
				Imprisonment	With fine	Conditional sentencing	Other penalties								
178/146 Murder	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
179/147 Aggravated murder	1	0	1	0	0	0	0	0	0	0	0	0	0	0	1
186 Harassment	296	162	458	5	47	27	2	3	7	1	5	13	110	0	348
Light bodily harm	3408	2004	5412	66	444	716	74	9	30	21	242	152	1754	2	3656
189/154 Grievous bodily harm	274	108	382	17	17	41	1	1	3	1	12	10	103	1	278
195/160 Coercion	18	22	40	0	4	0	0	0	1	0	1	1	7	0	33
x`230/193 Rape	2	0	2	0	0	1	0	0	0	0	0	0	1	0	1
232/195 Sexual Assault	51	16	67	3	4	4	0	0	2	0	2	1	16	0	51

2015 Kosovo Basic Courts, Department for Heavy Crimes															
Criminal Code Article	Unsolved cases at beginning of reporting period	Cases on-going	Total cases on-going	Cases Solved									Total solved cases	Cases in court's competence	Unsolved cases during the reporting period
				With Charge				Acquitted	Re-refused	Expired Statute of Limitations		Solved differently			
				Completed cases, by type of penalty						Relative	Absolute				
				Imprisonment	With fine	Conditional sentencing	Other penalties								
Criminal Offenses against Life and Body	224	79	303	37	4	4	0	1	1	0	0	4	51	8	244
178/146 Murder	89	22	111	11	1	0	0	0	0	0	0	2	14	0	97
179/147 Agrevated Murder	95	33	128	21	0	1	0	0	0	0	0	1	23	0	105
186 Harassment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
188/154 Light Bodily Injuries	11	11	22	1	2	2	0	1	0	0	0	1	7	2	13
189/154 Grivous Bodily Injuries	18	7	25	2	0	0	0	0	0	0	0	0	2	4	19
195/160 Coercion	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
230/193 Rape	48	4	52	2	0	0	1	1	0	0	0	0	4	0	48
232 195 Sexual Assault	5	0	5	0	0	0	0	0	0	0	0	3	3	2	0
2016 Kosovo Basic Courts, Department for Heavy Crimes															
178/146 Murder	41	21	62	11	4	2	0	2	1	0	0	3	23	0	39
179/147 Agrevated Murder	16	5	21	4	0	1	1	0	0	0	0	1	7	0	14
186 Harassment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
188/154 Light Bodily Injuries	2	2	4	0	0	1	0	0	0	0	0	3	4	0	0
189/154 Grivous Bodily Injuries	3	4	7	3	2	0	0	0	0	0	0	1	6	0	1
195/160 Coercion	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
198/164 Mistreatment during exercise of official duty or public authorization	0	1	1	0	0	0	0	0	0	0	0	0	0	0	1
230/193 Rape	11	3	14	3	0	2	1	0	0	0	0	1	7	0	7
232 195 Sexual Assault	7	2	9	0	0	0	0	0	0	0	0	2	2	0	7

2017 Kosovo Basic Courts, Department for Heavy Crimes															
Criminal Code Article	Unsolved cases at beginning of reporting period	Cases on-going	Total cases on-going	Cases Solved									Total solved cases	Cases in court's competence	Unsolved cases during the reporting period
				With Charge				Acquitted	Re-refused	Expired Statute of Limitations		Solved differently			
				Completed cases, by type of penalty						Relative	Absolute				
				Imprisonment	With fine	Conditional sentencing	Other penalties								
178/146 Murder	14	1	15	10	0	0	0	1	0	0	0	0	11	0	4
179/147 Agrevated Murder	10	1	11	4	0	0	0	0	0	0	0	0	4	0	7
186 Harassment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
188/154 Light Bodily Injuries	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
189/154 Grivous Bodily Injuries	3	3	6	3	0	0	0	0	0	0	0	0	3	0	3
195/160 Coercion	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
198/164 Mistreatment during exercise of official duty or public authorization	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
230/193 Rape	8	2	10	4	0	0	0	0	0	0	0	0	4	0	6
232 195 Sexual Assault	2	0	2	0	0	0	0	0	0	0	0	0	0	0	2
Total Cases 2015-7				395	1210	1867	179	43	93	87	737	413	5024	20	
% of All Solved Cases				8%	24%	37%	4%	1%	2%	2%	15%	8%			
% of All Sentenced				11%	33%	51%	5%								
Sexual Violence Cases															
230/193 Rape	115	38	153	10	4	7	3	2	2	0	0	7	35	0	118
232/195 Sexual Assault	102	45	147	4	10	6	1	1	2	0	6	11	41	2	104
Total				14	14	13	4	3	4	0	6	18	76	2	
% of All Solved Sexual Violence Cases				18%	18%	17%	5%	4%	5%	0%	8%	24%			
% of All Sentenced Sexual Violence Cases				31%	31%	29%	9%								

Annex 2. Summary of the Implementation of the NSPDV

This annex contains the NSPDV in its original, published form. All text is directly quoted from this government document. KWN has added the last, grey column. It assesses the extent to which each activity had been implemented as of the end of 2017 in accordance with the NSPDV's stated indicators, where possible, and based on research conducted for this report. A scoring system is used according to which a score of "0" means not at all implemented, "0.5" means partially implemented and "1" means fully implemented. This enables a proxy estimate of the unweighted percentage of the NSPDV that has been implemented. Instances in which insufficient information was available are marked as unavailable, "U", whereas actions that were not applicable for 2016-2017 are marked as "NA". It was considered too early to assess progress towards the expected results, objectives, and strategic objectives. Using the aforementioned scoring system, based on KWN's assessment, approximately 19% of the NSPDV had been implemented as of the end of 2017.

PILLAR 1: PREVENTION AND AWARENESS RAISING
STRATEGIC OBJECTIVE I: Until 2020, decrease of judgmental stances and behaviour that support domestic violence, through information, education and schooling and continuous awareness raising of professionals, community and the whole society.
OBJECTIVE: 1.1. Enhance professional capacities of professionals that provide basic services for prevention of domestic violence (such as: employees in the police, prosecutors, teachers, educators, doctors and other health workers, psychologists, social workers, attorneys of the victims, etc.); 1.2. Encourage individuals to report domestic violence cases and increase of their trust in respective institutions. 1.3. Increase awareness of the society for not accepting and not tolerating domestic violence
EXPECTED RESULTS: 1.1.a. Basic services professionals (such as: employees in police, prosecutor's office, teachers, educators, doctors, psychologists, social workers, defenders of victims, etc.), trained to identify and deal with and treat professionally and without prejudice cases of domestic violence. 1.2.a. More domestic violence victims and members of society encouraged to trust in relevant institutions and more domestic violence cases reported. 1.3.a. A higher percentage of society is aware of challenge violent behaviour, because they believe that violence is intolerable.
1.2.a.1. Increase of at least 10% until 2020 of the number of reports of domestic violence cases, as a result of increase of individual's trust to responsible institutions that provide protection and treatment of these cases. {Unit of measure: percentage. Disaggregated by: gender, age, special skills, education, living place, civil status, year, the institution where the reporting takes place. Means of verification: official data, for everything specified above, sent by each implementing institution by the end of the year to National Coordinator against DV; or the reports that will be produced by the database system which is expected to be established in the frame of implementation of this strategy; annual monitoring report on implementation of the strategy, which will be prepared by the National Coordinator against DV based on M&E system that is drafted in the frame of the implementation of this strategy, nation-wide study that will be conducted again by KWN in 2017 – from which the baseline for 2014 has been taken} 1.3.a.1. Increase of at least 20% until 2020 of the number of individuals of society sensitized on different forms of violence and who believe that domestic violence is intolerable. {Unit of measure: percentage. Disaggregated by: gender, age, special skills, education, living place, civil status, year. Means of verification: nation-wide study that will be conducted by KWN in 2017 and maybe in 2019}
INDICATORS AT THE OBJECTIVE LEVEL 1.1.a.1. Increase by 50% until 2020, of the number of professionals in basic services who are trained and evaluated for treating professionally domestic violence cases. {Unit of measure: percentage. Disaggregated by: the type of professionals, municipalities where they work, number of trainings provided every year, number of conducted assessments and if possible the evaluation they received for example in a scale from 1-5. Means of verification: official data, for everything specified above, sent by each implementing institution by the end of the year to National Coordinator against DV; annual monitoring report on implementation of the strategy, which will be prepared by the National Coordinator against DV based on M&E system that is drafted in the frame of the implementation of this strategy}

ACTIVITIES	TARGET GROUPS	IMPLEMENTING INSTITUTIONS	SUPPORT INSTITUTIONS	YEAR	M&E	Financing	Possible Sources Financed (€)	Requested funds (€)	Implementation 2017
Objective 1.1 Enhance professional capacities of professionals that provide basic services for prevention of domestic violence (such as: employees in the police, prosecutors, teachers, educators, doctors and other health workers, psychologists, social workers, attorneys of the victims, etc.)									
1.1.1. Continuous training and certification of police officials focused on DV, on well-defined themes and approved modules	Police officials	AKSP and Kosovo Police	MIA Donors	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of police officials certified each year; Register with data on trained officials, updated on the basis of the offered training and certification of each official.	Total 78,973.52		Donors 78,973.52	0.5: Some police have been trained, others not; unclear if trainings always enhance professional capacities. Unclear if they have developed a set module.
1.1.2. Continuous training and certification of healthcare officials focused on DV, on well-defined themes and approved modules	Healthcare officials	Ministry of Health	Family Medicine Centers, UNFPA	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of health officials certified each year; Register with data on trained health officials, updated on the basis of the offered training and certification of each official.	Total 56,879.07		Government 28,416.42 Donors 28,462.65	0: KWN found no evidence of such training.
1.1.3. Continuous training and certification of prosecutors focused on DV, on well-defined themes and approved modules	Prosecutors	Kosovo Judicial Institute in cooperation with Prosecutorial Council and Judicial Council	Donors and International Organizations	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of prosecutors certified each year; Register with data on trained prosecutors, updated on the basis of the offered training and certification of each prosecutor.	Total 11,991.61		Donors 13,128.52	0.5: There have been some trainings, but training is not yet institutionalized.
1.1.4. Continuous training and certification of judges focused on DV, on well-defined themes and approved modules	Judges	Kosovo Judicial Institute in cooperation with Prosecutorial Council and Judicial Council	Donors and International Organizations	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of judges certified each year; Register with data on trained judges, updated on the basis of the offered training and certification of each judge	Total 10,588.52		Donors 10,588.52	0.5: There have been some trainings, but they do not seem to be institutionalized.
1.1.5. Continuous training and certification of	Victims' Advocates	State prosecution	Donors and International Organizations	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No.	Total 16,701.67		Donors 16,701.67	0.5: They have attended training, but

victims' advocates focused on DV, on well-defined themes and approved modules.					of VA certified each year; Register with data on trained VA, updated on the basis of the offered training and certification of each VA.				it is unclear if particular modules have been approved and training on them institutionalized.
1.1.6. Continuous training and certification of employees of SWC, VTC and EO focused on DV, on well-defined themes and approved modules.	Social workers, GE officials and SWC, VTC, EO officials	Ministry of Labour and Social Welfare	SWC VTC EO Municipalities, MED	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of officials certified each year; Register with data on trained officials updated on the basis of the offered training and certification of each official.	Total 38,681.86		Donors 38,681.86	0.5: A module was developed; some employees attended some training. However, training has been ad hoc and not yet institutionalized.
1.1.7. Continuous training on an annual basis, as well as certification of all professionals (such as teachers, teachers, principals, counsellor, psychologists, management committees of schools, parents, officials from the municipal Education Directorate) focused on DV, with special themes and approved model	Psychologists Teachers and Professors	Department for professional development of teachers MEST	REO Directors of schools, NGO	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; Number of certified on an annual basis (4 groups of 80 participants); Register with data on trained officials, updated on the basis of the offered training and certification of each official.	Total 25,057.36		Donors 25,057.36	0
1.1.8. Continuous training and certification of journalists and media officials on the ways to use the media as a DV prevention tool.	Journalists Media leaders	MLGA, AKJ (Association of Kosovo Journalists)	MLSW	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of certified each year; Register with data on trained officials updated on the basis of the offered training and certification of each official.	Total 9,494.46		Donors 9,494.46	0
1.1.9. Continuous training and certification of NGOs' employees focused on DV, on well-defined themes and approved modules.	NGOs' officials	MLSW Municipality AGE	NGO Municipality Donors	2016-2020	Number of approved modules with special topics for NP; Approved annual training plan; No. of certified each year; Register with data on trained officials updated on the basis of the offered training and certification	Total 17,188.92		Donors 17,188.92	0.5: Some NGOs organized capacity building on legal framework, types of DV. However, there does not seem to be

					of each official.				any approved module and institutionalized training.
Objective 1.2. Encourage individuals to report domestic violence cases and increase of their trust in respective institutions.									
1.2.1. Systematization of pedagogues and psychologists in schools.	Schools	MEST	MF, Municipalities	2017 - 2020	Number of pedagogues and psychologists who are appointed each year; Number of information collected from them for DV cases; The number of cases that psychologists and pedagogues report to Mechanism for Coordination (in municipalities where it exists) or to the police.	Total 2,016,000	Government 2,016,000		0
1.2.2. Supplementing the Administrative Orders for appointing pedagogues and psychologists (So amendments to AU. 26/2013 - selection of officials – not limited to the number of pupils for the existence of the pedagogue or psychologist, but each school has its own pedagogue and psychologists).	Pedagogues, Psychologists Schools	MEST	Education Departments MLSW	Last quarter 2016	Amended Instruction	Total 280.00	Government 280.00		0
1.2.3. Informing the public through media on the legislation in force, the protection that is provided and relevant institutions where they can be referred to.	General public (special focus on women)	Independent Media Association	Media, Police, MV, CM, Municipality, donors, international organizations	2016-2020	Number of television or radio programs that are organized. Number of TV spots produced and presented (the frequency of their presentation is also very important)	Total 87,038.90		Donors 87,038.90	0.5: During the 16 days of activism against violence against women, several stakeholders promoted legislation on TV.
1.2.4. Production/distribution of information on the legislation in force, the protection that is provided and relevant institutions where they can be referred to (leaflet).	General public (special focus on women)	MEST Municipal Departments for Education, Gender Equality Offices in municipalities	Respective ministries Members of CM, Donors, International Organizations	2016-2020	% of the population who are more familiar with the laws in force, the protection offered from the institutions which they can ask for; Diversified models such as (brochures, posters,	Total 30,200.00		Donors 30,200.00	0.5: During the 16 days, some actors produced information on legislation and protection avail-

					etc.). Number of prepared materials that are distributed each year detailed by themes, municipalities and institutions that prepared those				able. Overall awareness will be assessed in 2020.
1.2.5. Responsible and professional Implementation of SOPs	PK, SWC, MSH, MV, Shelters	Each institution specified in SOP	Respective institutions and NGOs	2016-2020	No. of complaints for non-implementation of SOPs submitted to ONCDV, detailed by institutions that have not implemented the SOP. Number of undertaken measures by ONCDV in cooperation with respective ministries, for institutions against which the complaints were directed. Number of persons trained regularly every year on SOP. Number of schools equipped with forms for the SOP as well as for evaluating DV. The number of forms that are distributed by educational institutions to prevent DV as well as for the implementation of the SOP	Total -			0 : No complaint has been submitted. National Coordinator not yet appointed. Schools unfamiliar regarding SOPs and reporting.
Objective 1.3. Increasing awareness of the society for not accepting and not tolerating domestic violence									
1.3.1 Review of Kosovo Curricular Framework (KCF) for Pre-University Education (PUE) and inclusion of standardized information on DV, and distribution of information on DV, working groups for preparation of the subject - categorized on the basis of all the groups to which can be carried out violence (women, children, the elderly, persons with disabilities, LGBT, ethnic minorities, etc.), the type of violence and where to report cases of violence.	Pupils, teachers	MEST	AGE, NGOs MF	2016-2017	Number of reviewed curricula, detailed by themes and years. Number of included programs, detailed by groups that suffer domestic violence.	Total 18,789.30	Government 18,789.30		0

1.3.2. National periodic researches on the phenomenon, the level, the profile of domestic violence perpetrators/victims, etc.	Public	ONCADV (The Office of the National Coordinator Against Domestic Violence)	AGE, Line ministries, Local institutions, NGOs Donors, Intern. organization	2017-2020	Published studies	Total 26,690.00		Government 13,345.00 Donors 13,345.00	0 during this period
1.3.3. Publishing of yearly statistical bulletins on the number of reported cases and cases treated in multidisciplinary manner.	Professionals of different areas	The Office of the National Coordinator AGE Municipality	Line-ministries Local institutions, Members of CMR; NGO, Donors, Inter. Organizations	2017-2020	No. of statistical bulletins published every year, in a central and local level, including their publishing on internet	Total 47,932.22	Government 47,932.22		0.5: VA's publish regular bulletins (also online). Others have not published data, but provide it when requested.
1.3.4. Organizing of national awareness raising campaigns every year, with themes set in accordance with international days /campaigns organized for the same purpose, and targeting different groups of individuals who are more affected by domestic violence, such as women, children, the elderly, persons with disabilities, LGBT, RAE communities.	General public	Office for Good Governance	Line ministries Local institutions, members of CMR, Municipality, NGO, Donors, Inter. Organizations, OVA	2016-2020	No. of organized campaigns; Coordinated calendars of activities. Types of developed activities, no of participants in those activities, detailed by groups to which they belong. Number of annual activities of MEST (with the theme "I want a happy life in my family-children do not want violence in the family). Number of activities held with pupils and parents in some subjects. (Albanian language, civic education, art, etc.)	Total 104,080.80		Government 42,872.80 Donors 61,208.00	0.5: During 16 days of Activism, coordinated campaign with several activities. Unclear if targeted particular groups, or if MEST has continued its activities, including with pupils and parents in an institutionalized manner.
1.3.5. Involvement of politicians in awareness raising activities by conducting messages set by ONCADV for raising the awareness of the population against domestic violence.	Politicians Women MPs	The assembly	AGE Municipal assemblies NGOs	2016-2020	Number of organized activities, Number of participating politicians, detailed by gender, political party, etc.	Total 13,010.10		Government 13,010.10	0
1.3.6. Holding of continuous lectures every year by judges and prosecutors	Students from Faculties of Law and Social	State Prosecutor Office, Basic Courts	Moj, municipalities, AGE, NCDV	2016-2020	Number of lectures held every year, detailed by themes and institutions that have organized	Total 5,000.00	Government 5,000.00		0.5: Done with support from USAID, and EULEX. Continuous.

tors for raising awareness of young professionals with regard to treating domestic violence cases (example: Lectures with students and internships, which are held every year by the Forum of Women Judges and Prosecutors).	Sciences				them (courts, office of the prosecutor) and municipalities where they were held Number of participants, detailed by gender, age, faculty, municipality, etc.				
1.3.7. Inclusion of reintegrated domestic violence victims as models of empowerment, in awareness raising campaigns (with their good will and their full approval)	Vulnerable groups	Municipalities, MoJ, AGE	MoJ, AGE, NGOs	2018-2020	No. of organized activities in the presence of reintegrated victims, no of participants, etc.	Total 16,000.00	-	Donors 16,000.00	0
PILLAR 2. STRATEGIC OBJECTIVE 2: Until 2020, ensure inclusive and efficient mechanisms for quick reaction against domestic violence cases, as well as liable inter-institutional cooperation between central and local level actors, for the protection and management of these cases.									
OBJECTIVES									
2.1. Advancing of inclusive policies in the frame of protection of domestic violence victims.									
2.2. Increase of the functioning of the existing coordinating mechanisms in local level as well as establishing of new mechanisms in municipalities where they do not exist.									
Improvement of inter-institutional coordination and cooperation between central, local level and civil society organizations, for protection of victims by clarifying the roles, tasks and responsibilities of each institution in providing adequate services.									
Expected results:									
2.1.a. Comprehensive policies and advanced standards applied with responsibility, for protection and safety of domestic violence victims.									
2.2.a. Functional and efficient coordination mechanisms, established at the whole territory of Kosovo.									
2.3.a. More inter-institutional services coordinated between central and local level for protection of domestic violence victims established throughout Kosovo specialized and diversified as per requirements and standards foreseen by national and international legislation.									
INDICATORS ON THE LEVEL OF THE OBJECTIVES (€)									
2.1.a.1. Percentage of improved policies and standards applied for protection of domestic violence victims, increased at 50% by 2020 {Unit of measure: percentage. Disaggregated by: the type of improved policies or standards approved every year, and are implemented regularly by institutions, by municipalities. Means of verification: official data, for everything specified above, sent by each implementing institution by the end of the year to National Coordinator against DV; annual monitoring report on implementation of the strategy, which will be prepared by the National Coordinator against DV based on M&E system that will be created in the frame of the implementation of this strategy}									
2.2.a.1. Increase of efficiency of functioning of 14 existing Coordination Mechanisms by at least 50%, from 2017 to 2020. {Unit of measure: percentage. Disaggregated by: municipalities where CMs exist. Means of verification: official data, for everything specified above, drawn from the evaluation on functioning of CMs which can be conducted during 2016}									
2.3.a.1. Establishment of eight new Coordination Mechanisms yearly in municipalities where they are lacking, starting from 2017 {Unit of measure: number. Disaggregated by: municipalities, institutions that support establishing of CMs, year of establishment, number of participating institutions, etc. Means of verification: official data, for everything specified above, sent by each implementing institution by the end of the year to National Coordinator against DV; annual monitoring report on implementation of the strategy, which will be prepared by the National Coordinator against DV based on M&E system that will be created in the frame of the implementation of this strategy}									
2.4.a.1. Increase by at least 3% of inter-institutional and coordinated services for protection of DV victims, starting from 2018. Services should be diversified according to standards required by national and international legislation.									

Objective 2.1. Advancing comprehensive policies in the frame of protection of domestic violence victims									
2.1.1. Revising and re-viewing of existing policies and programs	Victims, perpetrators	NCADV	AGE, line ministries, MRSW, international organizations, NGOs	2016-2020	Number of reviewed programs and number of prepared proposals; Number of approved changes	Total 5,866.16	Government 5,866.16		0
2.1.2. Review of needs for supplementing and amending the SOP forms	Victims	AGE	line ministries, international organizations, NGOs	2017 - 2018	Number of new forms for reporting proposed; The number of new form for reporting that are used	Total 391.58	Government 391.58		0
2.1.3. Improvement of service standards for domestic violence victims/survivors	Victims and potential victims	MLSW	AGE, KKDFH, NGOs, Inter. organizations, MoH, Medical Centers, Municipal Departments of Healthcare	2018 – 2020	No. of new proposed standards No. of standards that are improved/approved	Total 156.63	Government 156.63		0
Objective 2.2. Increase of the functioning of the existing coordinating mechanisms in local level as well as establishing of new mechanisms in municipalities where they do not exist									
2.2.1. Increase of responsibilities of OGE to include also the task as Local CM Coordinator, as well as the adequate compensation in accordance with the added responsibilities	OGE and MK	Municipality	MLSW, Donors	2016 - 2020	OGE job description includes their responsibility as Coordinator of CM. Harmonized salary in accordance with the responsibilities	Total 66,000.00	Government 66,000.00		0
2.2.2. Establishing of data management system for treated cases in a coordinated way by CM	Members of CM	Municipality, NCADV	Line ministries, Kosovo Police, Members of CM, Basic Courts, Offices of the Prosecutor, Judicial Council, Donors, international organizations	2016-2020	Established system (Database) Drafted periodic reports submitted to CM members as well as to OCADV	Total 56,632.00	Government 13,832.00	Government 7,600.00 Donors 35,200.00	0
2.2.3. Training of CM members on inter-institutional cooperation and	Members of CM	KIPA and other institutional mechanisms that provide	Municipality, Members of CM, Donors	2016-2020	% members of CM trained in the use of a data management system for the items that were	Total 43,980.00		Donors 43,980.00	0

on the use of data management system for cases which were resolved in a coordinated manner by the MK-a		trainings			addressed in a coordinated manner by the CM; Improved capacities, demonstrated through the effective use of data management systems				
2.2.4 Extension of municipal Coordinating Mechanisms in municipalities where they are lacking such mechanism	Victims and their children	MLGA	Responsible institutions members of CM	2016 - 2020	Number of newly established CM Number of signed Memorandums of Understanding	Total 199,991.00	Government 199,991.00		0: The number of municipalities with CMs remains the same as prior to adoption of the strategy (12).
2.2.5. Establishing of a budgetary line for the Office on gender and for supporting the functioning of CM	CM	MLGA	Responsible institutions members of CM	2017 - 2020	No. of municipalities that create budgetary lines for supporting the functioning of CM, each year	Total -			0: Most municipalities still lack specific budget lines.
Objective 2.3. Improvement of inter-institutional coordination and cooperation between central level, local level and civil society organizations, for protection of victims by clarifying the roles, tasks and responsibilities of each institution in providing adequate services.									
2.3.1. Increasing free legal aid services provided to domestic violence victims	Victims, family	Moj	Court, Chamber of Advocates, NGO	2016 - 2020	No. of new services of free legal aid increased every year (the target can also be the extent in the Municipality)	Total 229,545.23	Government 229,545.23		0
2.3.2. Increasing Serbian speaking victims' advocates (as well as other languages of minorities living in Kosovo) in existing offices, as well as establishing of offices for Victims' Advocates (wherever they are missing).	Victims and their children	State Prosecutor's office, VAs	NCADV, Donors, Victims' Advocates	2016-2020	No of Serbian speaking VAs (as well as other languages of the minorities living in Kosovo) added in the existing offices. No. of new offices established each year (target geographic extent)	Total 251,400.00	Government 251,400.00		0
2.3.3. Increased number of staff of the existing phone line with Serbian speaking employees (as well as other languages of minorities living in Kosovo) as well as the extension in the areas where it is missing (ex. in the North).	Victims and potential victims	Office of the State Prosecutor	NCADV, Moj NGOs, International organizations, Municipalities, Donors	2016 - 2017	Number of Serbian speaking staff added to existing service of telephone assistance line (as well as speakers of other languages of the minorities living in Kosovo). Established services wherever its missing	Total 198,720.00	Government 198,720.00		0: They have not increased the number of staff. However, VAs said that they speak the local languages.

2.3.4. Establishment of inter-municipal partnership (regional) for identification, referring, sheltering, rehabilitation, and empowerment of DV victims.	Victims and their children,	Municipalities, MIA, MLSW	SWC, shelters, Regional Police NGO, Internat. organizations	2016 - 2020	No. of regional agreements signed; % of municipal budgets transferred for this purpose	Total -				0.5: This exists in some municipalities, but not in others.
2.3.5. Enhancement of services for children witnesses of domestic violence with special emphasis on children over the age of 12	Children Boys over 12 years of age	SWC	Municipality, NGO	2016 - 2020	No. of established services for children witnesses of domestic violence; No. of centers that enable protection and treatment of boys over 12 years of age	Total 97,915.10	Government 97,915.10			0
2.3.6. Adapting of protection services in order for them to be accessible by groups with special needs (such as people with disabilities, LGBT, minorities- provision of service in their language, etc.) in accordance with improved and approved standards based on international ones.	DV victims, especially those with disabilities or from special groups	MLSW, NCADV and other actors	Municipality, NGO	2017-2020	Number of protection services adapted also for treating categories with disabilities	Total -				0
2.3.7 Increase of resources and staff to the office of the National Coordinator against Domestic Violence, who will have in their job description specific responsibilities for supporting the implementation and monitoring of the National Strategy on Protection against Domestic Violence.	ONCADV	MF		2017-2020	% of added budget to ONCADV Number of staff added to ONCADV (at least 1 additional staff member)	Total 32,256.00	Government 32,256.00			0
2.3.8. Establishing of consolidated monitoring and evaluation system in the frame of implementation	Institutions responsible for implementation	ONCADV, AGE	UN Women, Donors	2017	Established system	Total 4,500.00		Donors 4,500.00		0

of this Strategy									
2.3.9. Creating a common database of cases held by the police, prosecution, judiciary and training of staff to use this database	Kosovo Police, Prosecutors Office, the Court, Centre for Social Work, VA, shelters	Judicial Council, Prosecutorial Council, the Kosovo Police	Donors, MoJ, MIA	2017	Created database; The number of reported cases each year; Reports sorted by gender, age of the victims and the perpetrator, a type of violence and relationship between the victim and the perpetrator as an indicator based on the data	Total 81,638.16	Government 27,488.16	Government 16,800.00 Donors 37,350.00	0
PILLAR 3: LEGISLATION, INVESTIGATION AND PROCEEDING									
STRATEGIC OBJECTIVE 3: Until 2020, improve legal infrastructure and increase efficiency in treating DV cases, with a focus on victims' needs, as well as achieve adequate punishment for perpetrators.									
OBJECTIVES									
3.1. Improvement of legal infrastructure and other acts for efficient treating of domestic violence cases									
3.2. Profiling of police investigators, social workers, victims' advocates, prosecutors and judges, for investigation and prosecution of domestic violence cases with added urgency and care.									
3.3. Clarify the roles, tasks and responsibilities of each institution in provision of adequate services for domestic violence cases.									
Expected results:									
3.1.a. Harmonized legislation that prosecutes and brings in front of justice perpetrators of any kind of domestic violence.									
3.2.a. Profiled professionals reacting with additional priority and care to domestic violence victim's needs.									
3.3.a. Accountable institutions with clear roles that implement strictly the legislation, in the spirit of zero tolerance against domestic violence.									
INDICATORS ON THE LEVEL OF OBJECTIVES									
3.1.a.1. Number of laws and other acts amended and/or approved by the end of 2020 for efficient treatment of domestic violence cases. {Unit of measure: percentage. Disaggregated by: number of punished perpetrators, type of committed violence, sentence, year, etc. Means of verification: official data, data from the Official Gazette.									
3.1.b.1. Increase of 10% each year, starting from 2018, of the number of perpetrators of domestic violence who are criminally punished in accordance with the new provisions laid down in the Criminal Code of Kosovo. (Unit of measure): percentage. Disaggregated by: the number of convicted perpetrators, type of offense committed, the sentence imposed, year, etc. Means of verification: official data for all of the above, reporting from the MIA;									
3.2.a.1. The total number of police investigators, social workers, victim advocates, prosecutors and judges, specialized for urgent and carefully investigate cases of domestic violence. Unit of measure: number. Disaggregated by: number of specialized officers, relevant institutions, the number of cases prosecuted after specialization, etc. Means of verification: official data for all of the above, reporting by the respective institutions to the ONCADV}									
3.2.b.1 Increasing the fund from the state budget by 3% each year and that is set aside for investment in improving infrastructure and profiling professionals. Unit of measure: percentage. Disaggregated by: Investments realized each year for specific amounts or for training professionals, age, etc. Means of verification: official data from the State budget and the annual reports on the use of this budget.									
3.3.a.1. Increasing the number of institutions with roles, tasks and responsibilities coordinated, working in a spirit of zero tolerance against violence. Unit of measure: number. Disaggregated by: policy and institutional or inter-institutional agreements that have improved. Means of verification: official data submitted by the relevant institutions for ONCADV.									
3.3.b.1. Increasing the number of protective orders by 10% every year, which are effectively implemented. Unit of measure: percentage. Disaggregated by: issued protective orders, number of violated PO, etc. Means of verification: official data from the state police and MoJ.									
Objective 3.1. Improvement of legal infrastructure and other acts for efficient treating of domestic violence cases									
3.1.1. DV cases to be treated as violations of human rights, in order to	Prosecutors Judges	Judicial Council, Prosecutorial Council	Victim Advocates, CSW, judicial institutions, NGOs,	2016- 2017	No. of DV cases treated with priority by courts and office of the prosecutor	Total 14,472.00	Government 14,472.00		0.5 All basic courts and prosecutions have appointed judges

receive prioritized treatment by office of the prosecutor and courts			international organizations, KP						and prosecutors specialised in DV. General backlog still prevents prioritization sometimes.
3.1.2 Appointing a working group of professionals (including NGOs with experience in working with DV) for harmonizing the legal base with international standards and existing studies, and to produce a manual for penal policy, including the tightening punitive policy against repeat offenders	Ministry of Justice, experts from the field of justice	Judicial Council, Prosecutorial Council, Kosovo Police, MoJ (experts working group) AGE.	MIA, international organizations, NGOs, donors	2016 – 2017	Number of working group meetings held Adopted manual	Total 13,500.00	Government 6,750.00	Donors 6,750.00	0
3.1.3. Amendment of laws – complementing of the legislation in order to specifying domestic violence as criminal act in the Criminal Code of Kosovo in accordance with the definition of domestic violence from the Law on Protection from Domestic Violence.	Ministry of Justice	Judicial Council, Prosecutorial Council, Kosovo Police	MIA, International organizations, NGOs, Donors,	2017	Changed Code DV defined as criminal act	Total 5,600.00	Government 5,600.00		0
3.1.4. Avoiding fragmentation of criminal and civil procedures while treating cases with priority by the office of the prosecutor and the court.	Prosecutors, Judges	Judicial Council, Prosecutorial Council	VA, SWC, Judicial institutions, NGOs, international	2016 – 2018	Ordering of PO in civil proceeding becomes part of the file of the office of the prosecutor for criminal prosecution. Number of unified procedures	Total 10,180.80	Government 10,180.80		0.5 No procedure available. Judges declared that it is implemented.
3.1.5 Applying efficiently the declaration on harm (aiming at materialization of the compensation from the accused in criminal proceeding)	Victims' Advocate, Prosecutors, Court	Judicial Institutions, Judicial Council	Kosovo Police,	2016 -	The effective implementation of the Declaration for damage compensation in the proceedings; Judges treat compensation in a criminal proceeding.	Total 28,565.63	Government 28,565.63		0

Objective 3.2. Profiling of police investigators, social workers, victims' advocates, prosecutors and judges, for investigation and prosecution of domestic violence cases with added priority and care									
3.2.1. Special assessment of circumstances and risk management in all criminal acts with DV elements, by Kosovo Police and office of the prosecutor	Kosovo Police, Office of the Prosecutor, Court, CSW, Safe house, Correctional service, mental health	Kosovo Police, Office of the prosecutor	Victims' Advocates, Court, SHS, CSW, SWC, International organizations, EULEX, OSCE, Government	2016 – 2020	Number of treated cases	Total 392,148.94	Government 392,148.94		0
3.2.2. Ensuring the infrastructure in the police, to adequately address in accordance with the standards of all DV cases	Kosovo Police	MIA	Moj, MF, Donors	2017-2020	No. of established special interviewing rooms.	Total 25,000.00	Government 10,000.00	Government 15,000.00	0
3.2.3. Ensuring the infrastructure and officials that speak Serbian Language (or other languages depending on the minorities present in Kosovo) in police for adequate treating of DV cases based on standards.	Kosovo Police	MIA	Moj, MF, Donors	2017 - 2020	Number of special interviewing rooms; No. of police officials that speak Serbian as well as other languages depending on the minorities present in Kosovo made available for this community	Total 171,393.77	Government 171,393.77		I: Implemented. All stations have police officers that speak local languages.
3.2.4. Securing infrastructure in the prosecution office, to adequately address in accordance with the standards of all cases of NP	Office of prosecutor	Prosecutorial Council	Moj, MF, Donors	2017-2020	No. of established special interviewing rooms;	Total 35,000.00		Government 10,000 Donors 25,000	0.5: Most basic prosecutors have interviewing rooms.
3.2.5. Ensuring the infrastructure, prosecutors and victims' advocates that speak Serbian Language (or other languages depending on the minorities present in Kosovo) in the office of the prosecutor for adequate treating of DV cases based on standards.	Office of the prosecutor	Prosecutorial Council,	Moj, MoF, Donors	2017 - 2020	No. of prosecutors and VA that speak Serbian, as well as other languages depending on the minorities present in Kosovo, made available for this community.	Total 75,413.26	Government 75,413.26		I: All basic prosecutors and VA's provide services in all local languages. When needed (for example international victim) they provide translation.

3.2.6. Providing of judges that speak Serbian Language (or other languages depending on the minorities present in Kosovo) for adequate treating of DV cases based on standards.	Judiciary	Judicial	Moj, MoF	2017 - 2020	No. of judge that speak Serbian (or other languages depending on the minorities present in Kosovo made available	Total	Government 75,413.26		1: All courts have Judges who speak a local language or they provide translation.
3.2.7 Appointment of specialized prosecutors, judges and police officers for DV.	Prosecution, Court, Kosovo Police	Judicial Council, Prosecutorial Council, Kosovo Police	MP, UP Internat. Organizations	2016	Number of specialized prosecutors, judges and police officers for DV, by institutions	Total 443,909.86	Government 443,909.86		1: All police stations have a DVIU and all basic courts and prosecutions have appointed judges specialized in DV.
3.2.8. Training of prosecutors, investigators, judges, victims' advocates, to be specialized for DV cases	Police investigators, prosecutors, judges	Court, Judicial Council, Prosecutorial Council, Kosovo Police	International organizations, Moj, MIA	2016 - 2020	Module is prepared and institutionalized. No. of provided trainings. No. of issued certificates.	Total 46,612.33		Donors 46,612.33	0.5: Some have stated to attend such training.
3.2.9. Joint training for coordinating cases of domestic violence	Police, prosecution, court,	Kosovo Judicial Institute, JCK, PCK, Kosovo Police	MIA, International organizations, MIA, Moj	2016 - 2018	No. of provided trainings No. of participants segregated by gender	Total 74,463.82		Donors 74,463.82	0
Objective 3.3. Clarification of the roles, tasks and responsibilities of each institution in provision of adequate services for domestic violence cases									
3.3.1. Review of tasks and responsibilities, and coordination of procedures of each responsible institution (police, judicial, victims' advocates, office of the prosecutor) in protection of DV victims.	Kosovo Police, Office of the prosecutor, Court, Probation Service	Judicial Council, Prosecutorial Council, Kosovo Police, Victim Advocates	AGE, NCADV	2016 - 2020	Number of job descriptions that are considered and completed by each institution. Number of approved improvements in each institution	Total 2,569.44	Government 2,569.44		0
3.3.2. Effective implementation of protective orders, monitoring and adequate punishment, as well as awareness raising on their violations, including capacity building of the probation service to decrease the level of recidivism	Kosovo Police, court, office of the prosecutor, victims' advocate, DV unit in Kosovo Police, Judicial Council, Prosecutorial Council.	Police, Office of the prosecutor, Courts, Centre for Social Welfare	VAs, SWC, Judicial institutions, Judicial council, Prosecutorial Council, CHA, AGE, Free LA, NGO, international organizations, Probation Service	2016 - 2020	No. of orders issued; No. of punishments for violated orders; No. of issued reports for punishment of perpetrators in cases of recidivism; No. of trainings of the Probation Service staff on monitoring cases of recidivism.	Total 1,937,868.33	Government 1,928,201.93	Donors 9,666.40	0

PILLAR 4: REHABILITATION AND REINTEGRATION									
STRATEGIC OBJECTIVE 4: Until 2020, enable access to new and existing services that are efficient and sustainable, for long term rehabilitation and reintegration of domestic violence and gender based violence victims and rehabilitation of perpetrators, throughout Kosovo.									
OBJECTIVES									
4.1. Establishing of services for rehabilitation and empowerment of domestic violence victims and increase of their efficiency in central and municipal level.									
4.2. Establishing of budgetary lines for long term reintegrating services for domestic violence victims, in the governmental level									
4.3. Use of integrated policies for improvement of rehabilitation and reintegration services for domestic violence victims.									
4.4. Establish rehabilitation institutions and consultancy centres with mandatory programs for the perpetrators of domestic violence.									
Expected results:									
4.1.a. Efficient rehabilitation services provided to domestic violence victims, throughout Kosovo.									
4.2.a. Long term reintegration programs supported regularly by state budget, applied in central and local level									
4.3.a. Municipalities with enhanced capacities that apply integrated policies for improvement of rehabilitation and reintegration services for domestic violence victims.									
4.4.a. Mandatory and efficient programs for rehabilitation of domestic violence perpetrators, provided by specialized institutions for that purpose.									
INDICATORS ON THE LEVEL OF OBJECTIVES									
4.1.a.1. Percentage of established services starting from 2017, which efficiently rehabilitate and reintegrate domestic violence victims, increased by 2% yearly. Unit of measure: percentage. Disaggregated by: the type of services established each year, their number, municipalities, as well as efficiency of their functioning assessed through certain methods, by municipalities. Means of verification: official data, for everything specified above, collected through official data that are reported at the end of each year municipality to the Office of the National Coordinator against DV; or monitoring and evaluation reports that will be drafted based on M&E system that will be created in the frame of the implementation of this strategy}									
4.2.a.1. Percentage of annual budget allocated by governmental institutions for rehabilitation and reintegration services, increased by 2% yearly starting from 2017. Unit of measure: percentage. Disaggregated by: institutions and yearly budgetary plans by setting also the type of service they support. Means of verification: official data from annual budget of governmental institutions, as well as the data for reporting the expenditures of these budgetary lines}									
4.3.a.1. Percentage of victims that benefit yearly from reintegration services increased by 2% yearly starting from 2017 {Unit of measure: percentage. Disaggregated by: number of victims that benefit each year from the services, by municipalities, type of the benefited service, duration, etc. Means of verification: official data, for everything specified above, collected through official data that are reported at the end of each year									
4.4.a.1. Percentage of perpetrators that are rehabilitated through mandatory programs provided by specialized institutions increased by 5% every year. {Unit of measure: percentage. Disaggregated by: type of established services, number of perpetrators that are treated there, by municipalities, as well as the efficiency of their functioning, evaluated through certain methods. Means of verification: official data, for everything specified above, collected through official data that are reported at the end of each year municipality to the Office of the National Coordinator against DV; or monitoring and evaluation reports that will be drafted based on M&E system that will be created in the frame of the implementation of this strategy.									
Objective 4.1. Establishing of services for rehabilitation of domestic violence victims and increase of their efficiency in central and municipal level.									
4.1.1 Provision of short term and long term psychological-social consulting for domestic violence victims by certified professionals	Victims, perpetrator, family	MH, MLSW	DSHM, CSW Municipal Commission for Reintegration of Repatriated Persons, DSHMS, Shelters	2016 - 2020	Number of advisory programs have been prepared for implementation by certified experts. Number of certified experts who can offer advisory programs. The number of victims that are served in a professional manner.	Total 14,265.67	Government 14,265.67		0.5 Representatives from shelters provide counselling. However, established programs and certified experts do not seem to have been established.
4.1.2. Medical treatment and consulting for DV victims in existing health institutions (Mental health	Victims family	MH	Municipality AGE, UCCK- Neuropsychia-	2016 - 2020	No. of treated victims (divided by the centres where the treatment is carried out, experts offer services of treatment, etc.)	Total 107,886.26	Government 107,886.26		0.5: Health institutions like Emergency Centres, Family

centres, psychologists, psychiatrist).			try and psychologist, Primary healthcare, FMC, Forensics Institute						Centres and ambulances provide medical treatment. No evidence from mental health centres. Psychological treatment limited.
4.1.3. Inclusion of DV victims in existing education programs for adults	DV victims	MED, MEST	Municipality, OGE, Directorate for Education, Schools, NGO	2016 – 2020	No. of education programs drafted for this purpose based on the Law on Adults Education, No. 04/L-143; No. of victims included each year in education programs; No. of scholarships provided for inclusion of victims into education programs	Total 28,310.58	Government 28,310.58		0
4.1.4. Establishing of new shelters for addressing the needs of minority communities	Victims, children	Municipality of North Mitrovica, Municipality of Graçanica, etc.	SWC, NGO, Donors,	2017 – 2020	Number of new established shelters in detail divided by municipalities. The capacity of these shelters (the number of people who can be supported).	Total 410,457.82		Government 207,270.94 Donors 203,186.88	0
4.1.5. Opening of a shelter for boys and men victims of domestic violence.	Boys over the age of 12 and men	Municipalities, Line Ministries	SWC, NGOs, international organizations	2018	Established shelter Capacities of the shelter (number of Victims sheltered in it)	Total 214,967.41		Government 72,369.97 Donors 142,597.44	0
4.1.6. Training of personnel in the existing shelters in order to be ready to provide quality services, based on different categories for victims of DV, for LGBT, RAE community, other minority communities,	Shelter personnel	Office of the National Coordinator, Line Ministries	Municipalities, Donors, International Organizations, NGOs	2016 – 2020	Assessment of improving capacity on the basis of the analysis form before/after organized training; Number of placed victims on the basis of different characteristics	Total 11,466.40	Government 11,466.40		0
4.1.7. Provision of long term sheltering for victims, through agreements	Victims	Municipalities	SWC, Shelters, Social Shelter Commission	2016 – 2020	Number of provided social shelters Number of sheltered victims	Total 21,000.00	Government 21,000.00		0.5: Only Gjakova and Gjilan are

of understanding between municipalities, shelter houses, SWC and the Commission for Social Sheltering, including regional sheltering through inter-municipal agreements									known to have reserved social housing for DV victims.
4.1.8. Trainings for officials for employment, healthcare, education, social services and others for a gender sensitive approach	Professionals	AGE	Municipality, MEST, MH, MLSW-DLE, Donors	2016 – 2020	Approved annual calendar of planned training Number of certified experts by areas	Total 40,353.30		Donors 40,353.30	0
4.1.9. The establishment of counselling centers for victims	Victims	MH	NGO, MLSW Donors, municipalities	2016 – 2020	Number of established centers	Total 277,500.00		Government 111,000 Donors 166,500	0
Objective 4.2. Establishing of budgetary lines for long term reintegrating services for domestic violence victims at the governmental level									
4.2.1. Economic empowerment of victims in the form of subsidies from the relevant ministries (for example, for victims of domestic violence who want to start a small business, or exemption from payment if they become involved in further education, etc.)	Victims, families	Ministries, municipalities	Ministry of Finance, MoJ, MLSW, MH, MEST, State Prosecution, VA	2016 – 2020	Number of supported victims in the form of grants awarded on the basis of the type of support (for example, to start small businesses, etc.). The number of Cases exempted from the payment of the MEST for victims of domestic violence for entry examinations, completed vocational education and training (including the graduation test, after the documentation submitted by the victim.	Total 250,000.00		Government 140,000.00 Donors 110,000.00	0: No examples identified.
4.2.2. Allocation of budgetary means of each ministry /institution for special programs for DV victims	Governmental institutions	Ministry of Finance and supportive Ministries	MoJ, MLSW, MH, MEST, Office of the State Prosecutor - VDs	2016 – 2020	No. of supported programs for reintegration of DV victims % of the budget used for this purpose	Total 5,749.53	Government 5,749.53		0
Objective 4.3. Use of integrated policies for improvement of rehabilitation and reintegration services for domestic violence victims.									

4.3.1. Utilization of municipal owned facilities for shelters for DV victims, including DV victims as a category for social housing.	DV victims	Municipalities, MLSW	Directory of Healthcare and Social Welfare in Municipality, SWCs	2017 – 2020	No. of shelters used for this purpose; No. of sheltered victims	Total 45,000.00	Government 45,000.00		0.5: A few municipalities have provided limited support.
4.3.2. Usage of municipal owned facilities of central government owned facilities for shelters, in accordance with article 284 (4) of the Criminal Procedure Code on confiscated assets, including facilities that can be given for use for social housing or for shelter	DV victims Shelters	Municipalities, Ministry of Justice, Agency for Administration of Sequestered and Confiscated assets, Office of the State Prosecutor	Directory of Healthcare and Social Welfare in Municipality, SWCs	2017 – 2020	No. of shelters used for this purpose No. of sheltered victims	Total 99,000.00	Government 99,000.00		0
4.3.3. Drafting an Administrative Instruction or Decision of the Prime Minister on subsidizing businesses for the victims of DV	Victims, children	Moj	Ministry of Agriculture, supportive, Municipality, businesses	2016 – 2020	Number of subsidized businesses	Total 2,714.00	Government 2,714.00		0
4.3.4. Supporting of shelter through purchase of services with yearly budget by municipalities	Shelters	Municipalities	MLSW, NGO, Donors	2016 – 2020	% of yearly budget that the municipality allocates for the shelter	Total 748,800.00	Government 374,400.00	Government Municipalities 374,400	0.5: Some municipalities have supported shelters' services (e.g., Ferizaj).
4.3.5. Inclusion in existing programs and drafting programs for economic empowerment of domestic violence victims, in cooperation with private businesses and donors.	DV victims	Municipalities and Line Ministries	MF, CSW, businesses, NGOs Donors	2016 – 2020	No. of drafted programs; No. of businesses that support these programs; No. of victims that benefit from these programs every year	Total 284,228.07		Government 143,528.07 Donors 140,700	0
4.3.6. Offer incentives (fiscal package) for businesses that employ vulnerable categories of society including the victims of domestic violence	Victims	Regional Employment Centers- MLSW, MTI, MED and municipalities	Commercial Chamber, Businesses, Donors	2016 – 2020	The envisaged measures to encourage business; The number of victims who were employed during the year	Total 12,441.07	Government 11,020.07	Donors 1,421.00	0
4.3.7 Prioritizing the em-	Victims EC	Regional Employment Centers -	Business Asso-	2016 –	Number of trained victims in VCT; The number of victims	Total 22,150.60	Government		0

ployment of DV victims/survivors by the Employment Center at local level.		MLSW, MTI, MED and Municipalities	ciation, Vocational Training Centers	2020	who are employed via EO		22,150.60		
Objective 4.4. Establish rehabilitation institutions and consultancy centres with mandatory programs for the perpetrators of domestic violence.									
4.4.1 Establishing of rehabilitation programs and establishment of appropriate infrastructure to work with domestic violence perpetrators, which are mandatory in line with the Law on protection from domestic violence	Perpetrators	Moj, Correctional service	Municipality, MLSW, Rehabilitation Centers, MH, Donors	2017 – 2020	Decision for opening programs; Number of established programs No. of perpetrators included in rehabilitation programs	Total 207,080.45		Government 104,570.45 Donors 102,510.00	0
4.4.2. Training of rehabilitation programs' staff	Doctors, Professionals	MH	Department for Social Works, Directory of Healthcare and Social Welfare in Municipality, Department of Education in Municipality	2016 - 2020	Number of trained/certified experts	Total 18,569.46		Donors 18,569.46	0
4.4.3 Using the Correctional Service to monitor the rehabilitation and re-integration of offenders.	Offenders	Moj, Correctional Service	MLSW, CSW, NGO	2016 - 2020	Number of rehabilitated offenders	Total 200,968.34	Government 197,103.34	Donors 3,865.00	0

Annex 3. Interview Respondents

Name	Institution	Position	Municipality
Agim Pula	Victim Advocate Office	Victim Advocate	Gjakova
Arber Nuhiu	Centre for Social Groups Development	Director	Pristina
Ardian Jerliu	Municipal Financial Department	Head	Gjilan
Ardita Ramizi Bala	Women Wellness Centre	Director	Peja
Arsim Gërxxhaliu	Ministry of Justice, Forensic Department	Head	Pristina
Avni Zahiti	Regional Kosovo Police	Spokesperson	Mitrovica
Bajram Demaj	Regional Employment Centre	Head	Peja
Basri Komoni	Municipal Department for Social Work	Head	Gjakova
Bekim Veliqi	Criminal Department	Judge	Vushtrri
Blert Morina	Centre for Equality and Liberty	Director	Pristina
Burhan Selmani	Regional Centre for Vocation Training	Director	Ferizaj
Dafina Krasniqi	Action for Mothers and Children	Coordinator	Pristina
Edije Sezairi	Civil Department	Judge	Prizren
Edona Ajdini Preniqi	Department of Education	Official	Peja
Elvane Shehu	CSW	Social Worker	Gjakova
Enis Mehmeti	Civil Department	Judge	Ferizaj
Eroll Raskova	Municipal Financial Department	Finance Officer	Pristina
Ertan Simitci	Municipal Financial Department	Head	Prizren
Fakete Elezi	Regional Employment Centre	Head	Gjakova
Florije Zatriqi	Criminal Department	Judge	Peja
Hajrie Haxhiaj	Municipal Financial Department	Head	Ferizaj
Hake Gegaj	Regional Employment Centre	Head	Prizren
Hamdije Selmani	CSW	Social Worker	Ferizaj
Iliri Bytyqi	Criminal Department	Judge	Ferizaj
Ilmi Prekazi	DVIU	Investigator	Mitrovica South
Jeta Berisha	ARTPOLIS	Coordinator	Pristina
Jubilea Kabashi	Shelter	Director	Prizren
Leke Prenaj	Basic Court	Judge	Pristina
Hasim Sogojeva	Basic Court	Judge	Pristina
Latif Xhemajli	Basic Court	Judge	Pristina
Kadri Gashi	Peer Educators Network	Manager	Pristina
Lendita Salihu	GEO	Head	Gjilan
Leonora Kelmendi	DVIU	Investigator	Mitrovica
Leonora Shemsiu Kadriu	Basic Prosecution	Prosecutor	Gjilan
Liridona Haziri	Office of Victim Advocates	Victim Advocate	Gjilan
Liridon Halimi	Regional Employment Office	Officer	Gjilan
Luljeta Domaniku	Ombudsperson	Legal Councillor for Gender Equality	Pristina
Lumnije Shllaku	GEO	Head	Gjakova
Mehat Berisha	CSW	Social Worker	Gjilan
Mehreme Hoxha	Basic Prosecution	Prosecutor	Prizren
Miradije Kelmendi	Police Inspectorate of Kosovo	Head of Department for Complaints	Pristina
Mirlinda Sada	Medica Gjakova	Director	Gjakova
Mursel Zymberi	CSW	Director	Gjilan
Mybexhele Zhuri	GEO	Head	Prizren
Myrvete Alidemi	Civil Department	Judge	Gjilan
Naser Krasniqi	Emergency Clinic	Doctor	Prizren
Nazife Jonuzi	Shelter Liria	Director	Gjilan
Nazmi Cakolli	Municipal Health and Social Welfare Department	Official	Pristina
Nuhi Koqinaj	CSW	Head	Prizren
Nysret Manxher	Municipal Financial Department	Head	Mitrovica

Name	Institution	Position	Municipality
Premtime Preniqi	GEO	Head	Pristina
Qazim Nimani	Municipality Department for Social Affairs	Head	Mitrovica South
Raze Malaj	Emergency Clinic	Nurse	Peja
Rexhe Gashi	Regional VTC	Director	Peja
Sebahate Beqiri	Down Syndrome Kosovo	Director	Pristina
Sebahate Qorkadiu	GEO	Head	Peja
Selvete Mecini	Emergency Clinic	Nurse	Mitrovica
Selvije Murati	CSW	Social Worker	Mitrovica
Serbeze Sylejmani	NGO Rrona	Director	Pristina
Sevdije Morina	Basic Prosecution	Prosecutor	Pristina
Shaban Laha	Regional VTC	Director	Gjakova
Shemsije Sagdati	Office of Victim Advocates	Victim Advocate	Prizren
Sherife Bala	CSW	Social Worker	Prizren
Shpresa Bakija	Basic Prosecution	Prosecutor	Gjakova
Shpresa Emra	Criminal Department	Judge	Prizren
Sinan Gashi	Centre for Vocational Training	Director	Prizren
Skender Avdiu	Department of Education	Head	Mitrovica
Tahire Haxholli	DVIU	Head of Unit	Pristina
Teki Shala	Municipal Financial Department	Head	Gjakova
Teuta Abrashi	Protection of Victims and Prevention of Trafficking in Human Beings	Coordinator	Pristina
Valbona Salihu	NORMA Lawyers Association	Director	Pristina
Vehbi Mujku	CSW	Director	Pristina
Veprora Shehu	Medica Kosovo	Director	Gjakova
Zehadin Shemsedini	Department of Education	Director	Prizren
Zylfije Mujku	CSW	Social Worker	Mitrovica South
Zylkifli Obertinca	Regional Office for Employment	Head	Pristina
Multiple respondents	EULEX		Pristina

Annex 4. Information Regarding Cases Monitored

This annex contains information regarding the cases that KWN and BIRN monitored in 2017. The first table displays the total number of cases monitored in from each institution.

Name of Institution	Department	Number of cases monitored
Basic Courts	General Department	51
Basic Courts	Heavy Crimes Department	20
Basic Prosecution	Victim Advocates	40
Kosovo Police	DVIU	41
Center For Social Work	Case Manager	13

The next table displays the number of cases monitored in each municipality.

Municipality	Cases Monitored
Ferizaj	14
Fushe Kosovo	3
Gjakova	9
Kacanik	1
Lipjan	1
Mitrovica (North)	12
Obiliq	1
Peja	48
Podujevo	1
Prishtina	47
Prizren	26
Skenderaj	2
Viti	2
Vushtrri	7

Katalogimi në botim – (CIP)
Biblioteka Kombëtare e Kosovës “Pjetër Bogdani”Muhamet

347(496.51)(047)

From Words to Action? : Monitoring the Institutional Response to Gender-Based Violence in Kosovo / prepared by Adelina Berisha, Nicole Farnsworth dhe Dardan Hoti. – Prishtinë : Rrjeti i Grave të Kosovës, 2018. – 80 f. : ilustr. ; 30 cm.

1. Berisha, Adelina 2. Farnsworth, Nicole 3. Hoti, Dardan

ISBN 978-9951-737-25-8

ISBN 978-9951-737-25-8



9 789951 737258