International Partnerships Austria

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

AT WHAT COST?

Costing Specialised Services for Addressing Gender-based Violence in Kosovo



© Kosovo Women's Network, 2026

All rights reserved.

Authors: Era Kadriu, Nicole Farnsworth and Donika Elshani

This publication was produced with financial support from the International Partnerships Austria. Its contents are the sole responsibility of the authors and do not necessarily reflect the views of the International Partnerships Austria.

ACKNOWLEDGEMENTS

The Kosovo Women's Network (KWN) thanks all representatives of institutions and organisations who gave their time to this research. Dr. Elisabeth Klatzer advised on the methodology. The KWN research team included Nicole Farnsworth, Era Kadriu, Donika Elshani, Besarta Breznica and Adelina Berisha who conducted, transcribed and analysed interviews, as well as wrote this report. The KWN Management Team provided ongoing support throughout the research and writing process, including Igballe Rogova, Zana Rudi and Besa Shehu. Arbenita Kllokoqi supported quality assurance in financial calculations and Erkenda Kabashi, Elirjeta Beka, Mirjeta Ademi, Melise Mustafaj and Melisa Kadolli assisted with desk research. Liridona Shkodra, Blerona Sojeva, Liza Qafleshi, Puhiza Shemsedini, Driana Mustafa and Mrika Rrustemi contributed voluntarily to transcribing interviews. Ebba Hellman coordinated volunteers. Loreta Suka supported translation and Laurie Engelhardt kindly donated her time to proofread the English version of the report. The research team thanks the peer reviewers who volunteered their time to provide thoughtful insight on the draft report: Ministry of Justice (MJ), particularly the Office of the National Coordinator on Protection from Domestic Violence, Violence Against Women and Gender-based Violence; Valentina Bejtullahu, National Programme Officer, and Yulia Safranova, Senior Legal Officer at the Organisation for Security and Co-operation in Europe Mission in Kosovo (OSCE); Adile Shaqiri, Head of the Division for Social and Family Services in the Ministry of Labour, Family and Values of the Liberation War (MLFV); Bind Skeja, Executive Director, Centre for Information and Social Improvement; Arber Nuhiu, Executive Director, Centre for Social Group Development (CSGD); Donjeta Morina, Gender Equality Expert; Dr. Bergita Curri, Forensic Medicine Expert, Institute of Forensic Medicine (IFM); and Ardita Ramizi Bala, Director, Women's Wellness Centre (shelter). This report would not have been possible without support from International Partnerships Austria.

CONTENTS

ACKNOWLEDGEMENTS 3
ACRONYMS 5
EXECUTIVE SUMMARY 7
INTRODUCTION 9
About This Research: An Abbreviated Methodology 9
What Is in This Report? 10
CHAPTER 1. LEGAL ANALYSIS 12
Legal Obligations for Gender-responsive Budgeting 12
Legal Framework Related to Gender-based Violence 16
Budget Commitments to Addressing Gender-based Violence 38
CHAPTER 2. IN SUM: THE COSTS OF SPECIALISED SERVICES FOR ADDRESSING GENDER-BASED VIOLENCE 45
SOS Helpline 45
Rape Crisis Centre and Sexual Violence Referral Centre 52
Shelters 68
Social Housing 87
Case Management, Coordination and Specialised Social Services 92
Conclusion: Total Costs 97
RECOMMENDATIONS 99
WORKS CITED 107
ANNEXES 110
Annex 1. Budget Processes and Opportunities for Influencing Budgets 110
Annex 2. Municipal Budgets for Staff Providing Social Services 113
Annex 3. Municipal Programs for Social Housing 116

ACRONYMS

AGE	Agency for Gender Equality
CCK	Criminal Code of Kosovo
CEDAW	Convention on the Elimination of Discrimination against Women
CEL	Center for Equality and Liberty
CPC	Criminal Procedure Code
CRC	Convention on the Rights of the Child
CSGD	Center for Social Group Development
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil society organisation
CSW	Centre for Social Work
DHSW	Department of Health and Social Welfare
EU	European Union
GDP	Gross Domestic Product
GEO	Gender Equality Officer
GIA	Gender Impact Assessment
GRB	Gender-responsive budgeting
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
IC	Istanbul Convention
IFM	Institute for Forensic Medicine
IMF	International Monetary Fund
ISF	Interim Secure Facility
KAS	Kosovo Agency of Statistics
KPGE	Kosovo Program for Gender Equality 2020-2024
KWN	Kosovo Women's Network
LGBTQI+	Lesbian, gay, bisexual, trans, queer, intersex and other identifying
LGBV	Law on Prevention and Protection from Domestic Violence, Violence against Women and Gender-based Violence[1]
LGE	Law on Gender Equality
MCM	Municipal Coordination Mechanisms against Domestic Violence
MESPI	Ministry for Environment, Spatial Planning and Infrastructure
MF	Ministry of Finance
MFLT	Ministry of Finance, Labour and Transfers
MLFV	Ministry of Labour, Family and Values of the Liberation War
MTBF	Medium-term Budget Framework
MTEF	Medium-term Expenditure Framework
NA	Not available
NGO	Non-governmental organisation
NPEI	National Programme for European Integration
NSVAW	National Strategy for Protection from Domestic Violence and Violence against Women 2022-2026
OSCE	Organisation for Security and Co-operation in Europe
PEFA	Public Expenditure and Financial Accountability
PVPT	Centre for Protection of Victims and Prevention of Trafficking in Human Beings
RA	Reform Agenda

[1] The official abbreviation of the Law on Prevention and Protection from Domestic Violence, Violence against Women and Gender-based Violence is "LPMDhFDhGDhBGJ", as confirmed by the Ministry of Justice. For ease of reference, readability and consistency throughout this document, the shorter abbreviation "LGBV" is used.

SANE	Sexual Assault Nurse Examiners
SART	Sexual Assault Response Team
SDG	Sustainable Development Goal
SOPs	Standard Operating Procedures
STI	Sexually transmitted infections
UN	United Nations
UNMIK	United Nations Mission in Kosovo
VPAO	Victim Protection and Assistance Office
WB	Western Balkan
WCSOs	Women's rights civil society organisations
WHO	World Health Organisation

EXECUTIVE SUMMARY

The Kosovo Women's Network (KWN) conducted this research to examine financing of specialised services for survivors of gender-based violence. It assesses whether the Government of Kosovo allocated and spent sufficient funds for these services in line with the Istanbul Convention (IC) in 2022-2025, and whether adequate budgets have been planned for 2026-2029. It estimates costs of specialised services per IC standards and Kosovo law.

Kosovo has a rather comprehensive legal framework governing specialised services for addressing gender-based violence. In 2020, the Constitution was amended to incorporate the IC, and several laws have been revised to align with its standards. Since 2015, gender-responsive budgeting (GRB) has been a legal obligation for all institutions under the Law on Gender Equality (LGE), which requires gender analysis to inform laws, policies and budgets. GRB is not yet fully integrated into financial management systems, hampering implementation. Strategies and action plans have actions to address gender-based violence but do not always clearly state bodies responsible for budgets or budget amounts. Several actions depend on donors or civil society, so budgets may be insufficient. Medium-term and annual budgets do not clearly link allocations to laws, strategies and action plans. Required GRB annexes have not included such information or been published consistently. The Ministry of Justice's budget line for subventions for specialised services has increased but does not only support shelters. Municipal allocations for addressing gender-based violence have been inconsistent.

Kosovo does not have a dedicated, state-wide, 24-hour, free-of-charge and confidential telephone helpline that covers all forms of violence against women and meets the requirements of IC Article 24. The Ministry of Justice can allocate subvention funds, contracting an established, experienced non-governmental organisation (NGO) to operate the Helpline for an estimated €150,727 in 2027. If a new space must be established and equipped, it will cost more. If the Ministry of Justice decides that the government will operate the Helpline, clearer budget lines would need to be established and start-up costs considered. Then, an estimated €154,043 should be budgeted for 2028 and €157,124 for 2029.

Kosovo does not have a Rape Crisis or Sexual Violence Referral Centre per IC Article 25 standards. This report proposes establishing both specialised services. A **Sexual Violence Referral Centre** should be established urgently with close links to forensic, health, psychosocial, legal and other relevant services near the Institute for Forensic Medicine (IFM) within the Ministry of Justice's budget. Establishing the Centre in 2027 will cost up to €302,831 plus infrastructure costs. An estimated budget of €218,289 is forecasted for 2028 and €222,655 for 2029. A **Rape Crisis Centre** should be established nearby, in Pristina, in 2028, becoming operational in 2029. Operating costs will be approximately €158,539 in 2029, without rent. While the policy framework governing its functioning does not exist, towards comprehensive management of specialised services, the Ministry of Labour, Family and Values of the Liberation War (MLFV) seems best suited to finance their operations directly or via subventions.

Domestic violence shelters serving multiple municipalities have insufficient financing for operating in line with official standards. Funding current shelters will cost €2,339,632 in 2027, €2,605,110 in 2028 and €2,654,152 in 2029. Towards efficiency, the relevant Ministry, currently MLFV, should fully finance shelters. Meanwhile, municipalities can allocate space and land for expansion and additional shelters in line with IC requirements. Municipalities can budget for supporting infrastructure, which can be costed in 2027, informing future building costs.

Municipalities should ensure that survivors of gender-based violence are explicitly included in the eligibility criteria, prioritisation mechanisms and allocation procedures for **social housing**, including through municipal regulations. The Ministry of Finance (MF) and

municipalities should improve budgeting for **social services**, including an additional €18,130 for two more social workers per municipality and four in Pristina (€36,260), totalling €707,078 in 2027, €722,634 in 2028 and €737,086 in 2029. Improved systems for monitoring caseload and working hours are needed to better estimate the time required for quality case management and social workers shifts, compensating for overtime, night and weekend work. Municipalities also should budget for municipal coordination mechanisms against Domestic Violence (MCMs), social housing and emergency funds. Improving data collection can support better budgeting for all social services.

INTRODUCTION

All Western Balkan (WB) governments have committed to implementing the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence, known as the "Istanbul Convention" (IC). It obliges states to provide comprehensive, survivor-centred services for all forms of gender-based violence.[2] While Kosovo is not a member of the Council of Europe and therefore is not a Party to the Convention in the conventional treaty sense, the IC has been incorporated into Kosovo's constitutional framework. Since 25 September 2020, it forms part of the instruments listed under Article 22 of the Constitution and is directly applicable in Kosovo. Despite commitments to the IC, WB governments, including Kosovo, rarely have allocated adequate budgets for these services. While Kosovo has increased budget allocations for shelters, evidence suggests that several services remain underfunded.[3] Using GRB to accurately assess the costs of specialised services is crucial for ensuring continuous, quality services in line with the IC. While the Agency for Gender Equality's (AGE) established guidelines for budgeting for shelter operations in 2019,[4] these have not been used annually by responsible institutions to budget accurately each year for shelter services. Costing for other specialised services has not been undertaken either. This report aims to provide the Government of Kosovo with an updated costing methodology in line with IC standards for all specialised services, as well as to compile data on trends in prior budgets and expenditures, which the Government can use for annual costing of specialised services in line with the IC.

About This Research: An Abbreviated Methodology

As part of a regional study, the methodology utilised best practices in GRB, drawing from existing guidance for costing similar services; AGE's guidelines; [5] and KWN's internationally recognised costing methodology.[6] The research involved a unit costing approach, focusing on estimating the precise costs of delivering specialised services for gender-based violence survivors. Throughout this report, "survivors" is generally used when referring to protection, support and social services, while "victims" is used where referring to legal, criminal justice and procedural contexts, consistent with terminology used in relevant legislation.

Research Questions

The main research questions that guided this research included: (1) to what extent has the Government of Kosovo allocated and spent sufficient funds for providing specialised services for treating gender-based violence in line with the IC in 2022-2025 and budgeted sufficient funds for 2025-2029; and (2) what are the estimated costs of providing specialised services in line with IC requirements for 2026-2029, including for supporting women's rights civil society organisations (WCSOs) providing services.

---

[2] Council of Europe, *Convention on Preventing and Combating Violence Against Women and Domestic Violence*, 2011.
[3] KWN, *Zero Tolerance? Monitoring the Institutional Response to Gender-based Violence in Kosovo,* 2025.
[4] AGE, *Operational Budgeting of Housing in Kosovo and Design Guidelines,* 2019.
[5] Ibid.
[6] KWN, *At What Cost Budgeting for the Implementation of the Legal Framework against Domestic Violence in Kosovo,* 2012. Initially established in consultation with international GRB expert Dr. Elizabeth Villagomez, it has since been used as resource to inform similar costing exercises in several countries.

Research Methods and Data Sources

In responding to the research questions, the methodology applied mixed methods involving qualitative and quantitative methods and analysis, including:

- **Legal analysis** of existing laws and policies related to specialised services for treating gender-based violence as per the IC. Laws, strategies and reports were analysed to identify shortcomings in the legal framework, and to determine the extent to which budget documents and processes involved GRB. Also, questions were asked as to whether there was adequate budgeting for specialised services to address gender-based violence, as per the IC.
- **Institutional analysis** of key institutions responsible for budgeting and providing specialised services for gender-based violence survivors. Data were collected from institutions' websites, reports and existing literature.
- **Budget analysis** to assess the extent to which the Government of Kosovo allocated and spent sufficient funds for specialised services for treating gender-based violence in 2022-2024 and planned adequate budgets for 2025-2027. The analysis included a review of specific budget lines for these services, actual expenditures, inefficiencies, beneficiaries and the impact of expenditures. Data sources included government budgets, expenditure reports, audit reports, institutional data and other literature.
- **Cost analysis**, which applied best practices in GRB to estimate the costs of specialised services for supporting survivors of gender-based violence, based on the IC. This involved reviewing costs, prior expenditures and market prices, as well as conducting interviews with key stakeholders. Findings informed budget forecasts.
- **Survey of municipalities** to collect data regarding the financing of specialised social services for addressing gender-based violence, including sources of funding; gaps and challenges in financing; and municipalities' planned financial support. Of 38 total municipalities, only nine municipalities responded.

Validity

The research employed triangulation of methods, data sources and research team members with expertise from various disciplines, as well as participant checks towards enhanced validity.

Limitations

This research focused on specialised services. It did not examine costs of prevention (e.g., awareness-raising), protection and/or justice (e.g., policing, prosecution, courts), which were beyond the scope of this inquiry. Some exceptions exist where rehabilitation and reintegration services involved prevention costs, such as information materials distributed about available services. The research did not involve feasibility studies for infrastructure development. Nor did it examine the costs violence has for society, including gender-based violence survivors and their families. These would need to be the focus of separate inquiries.

What Is in This Report?

This report is divided in three chapters.

The first chapter examines the extent to which the legal framework requires GRB related to addressing gender-based violence. It analyses the legal framework pertaining to the provision of services in line with IC requirements, examining the extent to which strategies

and action plans for addressing gender-based violence in Kosovo have allocated sufficient resources for these services.

The second chapter examines demand for services and costs of specialised services in accordance with IC requirements. It discusses overall budgetary allocations and expenditures related to gender-based violence and estimates needed expenses. It also presents institutional responsibilities and capacities for collecting and maintaining data on beneficiaries and budgeting for specialised services.

The final chapter provides recommendations for responsible institutions.

It should be noted that all numbers have been rounded to the nearest whole number for readability.

CHAPTER 1. LEGAL ANALYSIS

This chapter first examines the extent to which the legal framework requires GRB, particularly related to addressing gender-based violence in Kosovo. Second, it analyses the legal framework pertaining to provision of specialised services in line with IC requirements, examining the extent to which existing strategies and action plans have allocated sufficient resources for services. Third, it examines budget commitments for financing specialised services.

Legal Obligations for Gender-responsive Budgeting

This section examines the extent to which the legal framework requires GRB, particularly related to addressing gender-based violence.

Law on Gender Equality

In 2015, the Assembly of Kosovo adopted a new LGE.[7] It defines general and specific measures towards equal rights for women and men, and determines responsible institutions along with their competencies. The Law establishes GRB as a core legal obligation for public institutions. It requires all public institutions across legislative, executive, judicial and other state structures to apply GRB.[8] It defines GRB as an essential tool to ensure that gender equality is upheld in the collection, distribution and allocation of public resources. The Law also mandates that gender equality be mainstreamed across all public policies, programs and processes,[9] which would include those relating to budgeting and specialised services. Thus, from a gender mainstreaming perspective, GRB should be part of policy formulation, planning, implementation, monitoring and evaluation related to all programs, including specialised services for addressing gender-based violence. The LGE requires that gender equality principles and mainstreaming be applied at all stages of analysis, planning, budgeting and implementation of policies and legislation by both public and private entities, including the regular collection and analysis of gender-disaggregated data, and the allocation of adequate human and financial resources to support the achievement of gender equality.

Law on Public Financial Management and Accountability

This Law defines how public funds are allocated from the central government to ministries, municipalities and state agencies.[10] It should be implemented together with LGE. However, the Law on Public Financial Management and Accountability does not clearly require GRB implementation or define how to implement it as part of the budget process. This has undermined government action to ensure GRB is implemented across all ministries and municipalities, including related to specialised services.[11] In 2025, the Government was set to amend the Law as part of ongoing public finance reforms related to Kosovo's European Union

[7] Assembly of the Republic of Kosovo, Law No. 05/L-020 on Gender Equality, 2015.
[8] Ibid., Article 5.1.5.
[9] Ibid., articles 4 and 6.
[10] Assembly of the Republic of Kosovo, Law No. 03/L-048 On Public Financial Management and Accountability, 2008.
[11] Office of the Prime Minister, Kosovo Program for Gender Equality 2020-2024, 2020.

(EU) Accession process. This was postponed amid political instability and is scheduled for June 2026,[12] though delays will likely occur amid parliamentary elections on 7 June 2026.

Law on Local Government Finances

The Law on Local Government Finances, adopted in 2008 and amended in 2016, regulates the financing of municipalities in Kosovo.[13] It establishes the General Grant to municipalities as equal to 10% of total central government revenues with some exclusions. It defines the formula for distributing this Grant across municipalities. The General Grant is allocated according to population size (89%), minority population (3%), municipalities, most of whose population are comprised of national minorities (2%) and geographic size (6%).[14] Municipalities also receive separate grants for primary health care and education.[15]

The Law allows municipalities to generate own-source revenues through property taxes, licenses and fees. However, municipalities remain heavily dependent on central government transfers. Historically, more than 80% of local budgets have derived from government grants.[16] According to the municipal budget framework for 2024-2026, central government grants were planned to provide most municipal financing, amounting to an estimated 85.4% of total municipal financing in 2024, 85.7% in 2025 and 85.3% in 2026.[17]

Municipalities are responsible for funding social services, including services for survivors of gender-based violence, primarily with funds from the General Grant. Unlike education and health sectors, social services does not have a specific budget code. Social services are financed from the same municipal budget envelope as infrastructure and administrative expenditures. Thus, financing for social services is in "competition" with other municipal expenses.[18] Allocations are not determined based on social service needs assessments. Several actors have called for a specific grant for social services similar to specific grants for health and education to earmark funds for social services, designed based on needs.[19]

The Law does not incorporate a gender perspective into the calculation or distribution of the General Grant. The allocation formula does not involve gender analysis, GRB or assessments of the differing needs of women and men. Consequently, municipalities have limited ability to align budget allocations with the specific needs of diverse groups of women and men, including the provision and expansion of specialised social services. The heavy reliance on formula-based transfers further constrains municipal fiscal space, as municipalities cannot substantially increase funding requests beyond the ceilings established through the grant system, even when demand for social workers or specialised services increases. From a GRB perspective, this limits the extent to which municipal budgets can be planned and adjusted based on identified needs and gender equality objectives.

According to the Government Legislative programme in force as of May 2026, the Law's revision was scheduled for 2028.[20]

---

[12] Republic of Kosovo, Program of Draft Laws of the Government for the Year 2026-2028, 2025.
[13] Republic of Kosovo, Law on Local Government Finances, 2008.
[14] Article 24.
[15] Ibid.
[16] European Committee of the regions, Kosovo * - Fiscal Powers, 2020.
[17] KWN calculations based on Municipal Budget for 2024-2026.
[18] Coalition of NGO/s for the Child Protection in Kosovo (KOMF), Analysis of the Centers of Social Work: Challenges in the Legal, Institutional and Functional Aspect, 2023.
[19] Ibid.
[20] Republic of Kosovo, Program of Draft Laws of the Government for the Year 2026-2028, 2025.

Law on Public Procurement

This Law aims to ensure public funds are used efficiently, fairly and transparently.[21] It sets the rules, procedures, rights and obligations for anyone involved in public procurement, including authorities, companies and organisations. The Law foresees that the "Contracting authority may set, inter alia, specific conditions in the contract which allow taking into consideration social objectives," including "2.4. obligation to implement, during the execution of the contract, measures that are designed to promote gender equality or diversity on other grounds". In line with GRB, this provides for including requirements towards furthering gender equality as part of procured services.

The Law recognises CSOs as economic operators and establishes the legal basis for adopting a by-law that would regulate criteria and procedures for contracting services provided by CSOs. Although the Law allows for specific procurement rules for CSOs engaged in service delivery, no such by-law seems to have been adopted. Thus, no dedicated regulatory framework governs the contracting of CSO services. The process of drafting the Administrative Instruction on Procedures for Contracting Services with CSOs remains ongoing. It could facilitate such services being contracted through public procurement.

Budget Circulars

Every year the Ministry of Finance (MF) prepares budget circulars to guide budget organisations, including municipalities and ministries, in preparing their medium-term and annual budgets.[22] Building on KWN's recommendations, MF introduced GRB as a principle of budget planning in Kosovo.[23] After the 2015 LGE, the Ministry issued a budget circular requiring all budget organisations (e.g., ministries and municipalities) to submit GRB tables with objectives, activities and indicators for promoting gender equality. The circular emphasised that GRB does not demand higher spending but rather more equitable use of existing resources. Since 2015, annual budget circulars have required all budget organisations to report current and planned beneficiaries of expenditures, disaggregated by gender.[24] The Budget Circular requires all budget organisations to consider the impact of public spending on gender equality.[25]

While budget circulars have encouraged gender analysis as part of preparing required GRB annexes to accompany budgets each year, KWN's review of GRB annexes submitted by institutions suggests that insufficient gender analysis has informed budgets. Budget organisations mainly complete the standard tables on employment, wage distribution, ~~and~~ subsidies and transfers without analysing the actual impact of spending on gender equality. Kosovo lacks a systematic process for monitoring expenditures towards gender equality throughout budget preparation, implementation and reporting.[26] This means that while gender

[21] Assembly of Republic of Kosovo, Law Nr. 04 / L-042 on Public Procurement in The Republic of Kosovo Amended and Supplemented by Law Nr. 04 / L-237, Law No. 05 / L-068 and Law No. 05 / L-092, 2016. Notably, Article 4(5) states that "the pronoun he and the adjective his shall apply equally to either gender", extending a masculine as default rule rather than adopting gender neutral language. This should be amended to avoid reinforcing gender stereotypes.

[22] The Ministry's name has changed over time. The Ministry of Finance became the Ministry of Finance, Labour and Transfers (MFLT) in March 2021 following the reorganisation of ministries under the then new Government. In February 2026, MFLT was restructured and became the MF. This report uses the title and acronym relevant to the time discussed.

[23] KWN, A Practical User's Guide: Gender Responsive Budgeting at the Local Level, 2014, accessed 17 April 2025. See also, GAP Institute, *Gender-responsive budgeting in Municipalities*, 2023, accessed 17 April 2025.

[24] Republic of Kosovo, Budget Circulars 2015/01, 2014.

[25] Republic of Kosovo, Budget Circulars 2025.

[26] Public Expenditure and Financial Accountability, Kosovo GRPFM 2022, Gender Annex, 2022.

impacts are documented, there is no consistent mechanism to ensure that public spending is planned or allocated to address the specific needs of people of different genders or to further gender equality.

Concept Document on GRB

In 2022, AGE and the MF approved the concept document on GRB.[27] It outlines steps for creating an appropriate regulatory environment for integrating GRB tools and approaches into public policy frameworks, public finance planning and management processes, institutional structures, as well as procurement and auditing processes at all levels. The Government's stated goal is to eliminate gender inequalities, to enhance transparency and accountability, to improve good governance and democratic functioning, and to achieve gender equality for all. The Government proposes to allow a GRB secondary legal act and the gradual institutionalisation of GRB. This option supports evidence-based GRB planning, allocation and impact monitoring. Key activities include: developing a GRB action plan and regulatory framework; assessing financial systems and staff capacity; creating planning and oversight mechanisms; piloting GRB in ministries and municipalities; establishing and training planning structures; developing GRB expertise and an e-platform; providing gender-responsive procurement guidance; and offering technical assistance and capacity building. Due in part to the lack of Government, the Concept Document's recommendations have not yet been implemented.

Conclusion: GRB in Kosovo related to Specialised Services

Table 1. GRB in Kosovo related to Specialised Services

Criteria	Finding
GRB is obligatory for all institutions	Yes
Institutions' GRB responsibilities are clear	Partially
Gender analysis is required to plan budgets	Yes
Monitoring beneficiaries disaggregated by gender is required by law	Yes
Gender impact analysis (evaluation) is required by law	Yes
Sex-disaggregated data is available from service providers	Partially

While GRB is obligatory for all institutions according to the LGE, it has not been integrated into the public finance management system and thus has not been institutionalised as part of the public financial management process. While all institutions are responsible for GRB, specific responsibilities have not been specified as part of job descriptions or quality assurance processes, such as by Ministry of Finance, Labour and Transfers (MFLT) budget officers. Similarly, while the LGE requires gender analysis to inform gender mainstreaming for all laws and policies, including budgets, this is not clearly required as part of the budget process in financial management legislation and thus is not implemented in practice. The LGE also requires beneficiaries with sex-disaggregated data and gender impact analysis. However, in practice, collection, maintenance and publication of sex-disaggregated data regarding beneficiaries of socialised services generally is poor.[28] This hinders evidence-based gender impact analyses and budget planning based on needs for services.

[27] Republic of Kosovo, Concept Document for Gender Responsive Budgeting, 2022.
[28] For further information, see sections on data in Chapter 2.

Legal Framework Related to Gender-based Violence

This section examines the extent to which the legal framework has established specialised services and their financing in line with IC requirements. It then analyses the extent to which existing strategies and action plans for addressing gender-based violence have allocated sufficient resources for these services.

The International Legal Framework

The Constitution of the Republic of Kosovo guarantees that key international human rights instruments are directly applicable and take precedence over conflicting national laws.[29] These include: the United Nations (UN) Universal Declaration of Human Rights; European Convention for the Protection of Human Rights and Fundamental Freedoms and its Protocols; Convention on the Elimination of All Forms of Racial Discrimination; Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); Convention on the Rights of the Child (CRC); Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment; and the IC. Although Kosovo cannot formally ratify these conventions due to its political status (i.e., non-recognition as an independent country), Kosovo has committed to implementing these by incorporating them in its legislation. Legislation without ratification still presents some challenges, such as the fact that Kosovo does not have access to monitoring or complaint mechanisms.[30]

Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)

The IC entered into force on 1 August 2014. It aims to protect women from all forms of violence and eliminate domestic violence; promote gender equality and empower women; provide a comprehensive framework for protecting and assisting victims; encourage international cooperation; and support coordinated efforts by institutions and civil society.[31] The IC defines gender-based violence against women as violence that is directed against a woman because she is a woman or that affects women disproportionately. It calls for the criminalisation of various forms of gender-based violence. The IC obliges states to establish specialised, accessible and adequately resourced services for survivors of gender-based violence. These include free, confidential national SOS helplines operating 24/7; rape crisis and sexual violence referral centres providing medical, psychological, legal and forensic assistance; specialised shelters offering safe accommodation and protection for women and children at risk; counselling and psychological services delivering trauma-informed therapy and advocacy; and free legal aid to help survivors secure protection and access justice. To guarantee effective victim support, states must provide access to a range of recovery services including legal and psychological counselling, housing, education, training and employment assistance. States must also ensure an adequate number of safe shelters and specialised services for victims of sexual violence, including medical care, forensic examinations, trauma support and counselling.

Beyond service provision, the IC requires parties to refrain from committing or tolerating any act of violence against women and places a clear duty on states to ensure that all public authorities and institutions act in compliance with this obligation. States must

[29] Republic of Kosovo, Constitution of the Republic of Kosovo, Article 22.
[30] For further discussion, see KWN, *Gender-based Discrimination and Labour in Kosovo*, 2019.
[31] Council of Europe, Convention on preventing and combating violence against women and domestic violence, 2021.

integrate a gender perspective into both the implementation and evaluation of measures, recognising the disproportionate impact of violence on women and promoting gender equality and women's empowerment. The IC calls on parties to "recognise, encourage and support, at all levels, the work of relevant non-governmental organisations and of civil society active in combating violence against women and establish effective co-operation with these organisations."[32] They are further required to allocate sufficient financial and human resources to implement comprehensive policies and programmes to address violence, "including those carried out by non-governmental organisations and civil society".[33]

On 25 September 2020, the National Assembly of Kosovo adopted a constitutional amendment to ensure direct application of the IC.[34] Kosovo has introduced several legislative and policy measures towards implementing the IC, discussed later in this section.

UN Convention on the Elimination of All Forms of Discrimination against Women

In 2020, Kosovo expanded its commitments to CEDAW, an international treaty adopted in 1979 that aims to eliminate discrimination against women.[35] CEDAW requires states to ensure gender equality in law, education, employment and public life and to protect women from discrimination by individuals, organisations and institutions. By ratifying the Convention, States commit to abolish discriminatory laws, enshrine equality in their legal systems, establish mechanisms to safeguard women's rights and prevent discrimination in public and private spheres. CEDAW defines discrimination against women to include gender-based violence, directed at women because they are women or that disproportionately affects them.[36] This covers physical harm, mental harm, sexual harm, threats, coercion and restrictions on liberty. General Recommendation No. 19 stresses the importance of creating, strengthening and supporting appropriate protection and support services for women who have experienced, or are at risk of, violence, rape, sexual assault or other forms of gender-based violence.[37]

UN Convention on the Rights of the Child

The CRC requires authorities to take all necessary measures to protect children from all forms of violence and abuse, including sexual abuse.[38] They must respond promptly to any allegations of abuse or violence, conduct thorough investigations, and ensure that those responsible are held accountable. States are required to implement legislative, administrative and social measures to support child victims.[39] In terms of services and budgeting, this entails establishing child protection units and response teams, providing child-sensitive trauma care and psychological support, and allocating funds for prevention programs in schools and communities. In managing such cases, relevant institutions must guarantee the full protection of children's rights, including their rights to privacy, safety and appropriate support services.[40]

---

[32] Ibid., Article 9.
[33] Article 8.
[34] Council of Europe, The National Assembly of Kosovo* decides to apply the Istanbul Convention, 2020.
[35] UN, Convention on the Elimination of All Forms of Discrimination against Women, Resolution 34/180, adopted
[18] December 1979, entered into force 3 September 1981.
[36] See Article 1.
[37] Committee on the Elimination of Discrimination against Women, General recommendation No. 35 on gender-based violence against women, updating general recommendation No. 19, 2017.
[38] UN, Convention on the Rights of the Child, Resolution 44/25, adopted 20 November 1989, entered into force 2 September 1990.
[39] Article 19.
[40] Laws relevant to social services include the Law on the Protection from Discrimination, 2015; Law on Family, 2006; Law on Prevention and Protection from Domestic Violence, Violence against Women, and Gender-based Violence, 2023; Law on Social and Family Services, 2023; Law on the Social Assistance Scheme, 2023.

UN Convention on the Rights of Persons with Disabilities

Kosovo has not yet explicitly incorporated the Convention on the Rights of Persons with Disabilities (CRPD). In 2023, the Constitutional Court found that the proposed constitutional amendment to incorporate the CRPD is compatible with the Constitution, and the amendment is awaiting parliamentary approval.[41]

The CRPD obliges states to protect persons with disabilities from violence and abuse, including gender-based violence and to ensure access to assistance, recovery and reintegration services.[42] It emphasises the rights of women and girls with disabilities to access to healthcare, including sexual and reproductive health services and social protection measures

UN Sustainable Development Goals

Although Kosovo cannot become a signatory to Agenda 2030 and the Sustainable Development Goals (SDGs) due to its non-member status at the UN General Assembly, it has committed to supporting these efforts. In 2018, the Assembly of Kosovo adopted a parliamentary resolution endorsing SDGs.[43] SDG 5, Target 5.2, aims to address gender-based violence. SDG 5, Target 5.c, aims to advance GRB. Indicator 5.c.1 and the methodology developed by UN Women provide guidance for assessing countries' implementation of GRB, which can be used to inform improving institutionalisation of GRB in Kosovo. It evaluates three key aspects: i) the government's commitment to gender equality, based on the presence of relevant policies, programs, and budgets; ii) the extent to which the public finance management system supports gender-responsive objectives; and iii) the existence of mechanisms in public resource allocation that enhance accountability.[44]

EU Directive 2024/1385 on Violence against Women

This Directive aims to provide an EU-wide legal framework for preventing and combating violence against women and domestic violence. It seeks to ensure a minimum level of protection for victims across all Member States, so that safeguards and legal responses are consistent throughout the EU.[45] The Directive introduces the criminalisation of several forms of violence, including technology-facilitated gender-based violence, the non-consensual sharing of intimate images, cyberstalking, cyber-harassment and cyber incitement to hatred or violence. It applies broadly to all victims of violence against women and domestic violence, regardless of gender.

In Kosovo, the Criminal Code includes provisions on harassment, sexual harassment and incitement to hatred; however, it does not specifically define or explicitly regulate emerging forms of online violence. It does not directly address conduct such as cyberstalking, doxing, the non-consensual sharing of intimate images, deepfakes or cyberflashing. This EU Directive explicitly recognises these forms of digital abuse and establishes minimum standards for their criminalisation across EU Member States, so Kosovo will need to address these in the Criminal Code and in social support services. Some regulations in Kosovo comply with this Directive, such as Regulation (GRK) - No. 01/2025 on the Local Coordinating Mechanism for Protection against Domestic Violence, Violence against Women and Gender-Based Violence.

[41] Constitutional Court of the Republic of Kosovo, Judgment KO207/22, 2023.
[42] UN, Convention on the Rights of Persons with Disabilities, adopted 13 December 2006, entered into force 3 May 2008.
[43] Republic of Kosovo, Resolution on the adoption of Sustainable Development Goals, 2018.
[44] SDG 5.c.1 Indicator.
[45] Directive, EUR-Lex, accessed 18 May 2026.

Laws related to Addressing Gender-based Violence and GRB

This sub-section summarises laws related to addressing gender-based violence in Kosovo, particularly governing specialised services foreseen by the IC. It identifies institutions responsible for their implementation, including budgeting adequate resources.

Criminal Code of Kosovo

In 2019, the CCK was amended to incorporate additional criminal offenses in line with the IC, including domestic violence, sexual harassment and female genital mutilation. The CCK recognises domestic violence as physical, psychological, sexual or economic violence or ill-treatment within a family relationship.[46] Amendments also introduced *ex officio* (automatic) prosecution for offenses such as minor bodily harm, serious bodily harm, rape, sexual assault, forced marriage, forced abortion and forced sterilisation, thereby aligning the CCK with IC Article 55(1). The CCK was further amended in 2023, including provisions strengthening sanctions for rape and domestic violence and introducing restrictions related to holding public office.[47]

The CCK requires all persons to report criminal offenses prosecuted *ex officio*. Persons who fail to report a crime are subject to punishment.[48] This could deter victims of violence from seeking much-needed assistance or from receiving shelter in instances when victims do not want crimes reported. This article can jeopardise the ability of specialised service providers like shelters and healthcare professionals to ensure a victim-centred approach in providing immediate care to women who have suffered violence. Assisting such cases can put professionals at risk of criminal sanctions if they do not report related crimes. Further, the Government will not fund shelter services for clients who have not reported crimes to police. This can contribute to incurred costs for shelters that are not reimbursable by the state. To align with IC requirements for a victim-centred approach that prioritises the safety, dignity and immediate needs of victims, the CCK would require amending to foresee circumstances in which specific professionals would not be required to report crimes when this would be in the best interest of offering immediate protection and care for victims. This would need to consider the safety and security of victims in instances when crimes are not reported, as well.

Criminal Procedure Code

The Kosovo Criminal Procedure Code (CPC) establishes the mandatory rules of criminal procedure governing the work of courts, the state prosecution and other participants in criminal proceedings covered by the Code.[49] It requires that "due consideration" be given to injured parties or victims of human trafficking, gender-based violence, violence in a domestic relationship, sexual violence, exploitation or discrimination, as well as to victims who have suffered considerable harm due to the severity of the criminal offence. It defines a "vulnerable victim" as a person whose circumstances, including pregnancy or their relationship to and dependence on the offender, make them particularly vulnerable to repeat victimisation, intimidation or retaliation. Vulnerable victims are specifically recognised in relation to several offences relevant to gender-based violence, and the commission of any crime against a victim

[46] Article 248 of the CCK states that "anyone who commits physical, psychological, or economic violence or abuse with the intent to violate the dignity of another person within a family relationship" is punishable, but it excludes certain forms of violence by intimate partners who do not cohabit with the victim, though these acts are covered under IC Article 3(b).

[47] Official Gazette of the Republic of Kosovo, Law No. 08/L-188 on Amending and Supplementing the Criminal Code No. 06/L-074 of the Republic of Kosovo, 2023.

[48] Article 81.

[49] Assembly of the Republic of Kosovo, Law No. 08/L-002 on changes to the Criminal Procedure Code No. 04/L-123, as changed by Law No. 06/L-091.

who is considered "particularly vulnerable" is treated as an aggravating circumstance during sentencing.

The CPC also sets out detailed provisions concerning victims' rights and broadens the concept of an injured party or victim to include persons who have experienced physical, mental or emotional harm, or economic loss. While these provisions apply to victims generally, the CPC expressly requires due consideration for victims of human trafficking, gender-based violence, violence in a domestic relationship, sexual violence, exploitation or discrimination, as well as victims who have suffered considerable harm because of the severity of the offence, victims with disabilities and persons who are particularly vulnerable. CPC Article 124 concerns exemptions from the duty to testify. This should be considered alongside the broader evidentiary framework, ensuring that cases of gender-based violence rely on all available lawful forms of evidence and do not rely unnecessarily on the testimony of victims. Finally, domestic violence should be consistently identified when recording criminal charges and statistics, including where offences are prosecuted under general criminal provisions. Clear recording of domestic violence would strengthen the visibility of domestic violence in criminal statistics and support more accurate forecasting of caseloads, service demand and related budgeting.

Law on the Prevention and Protection from Domestic Violence, Violence against Women and Gender-based Violence

In 2023, the Assembly of Kosovo adopted the LGBV, which defines gender-based violence in line with the IC.[50] It aims to prevent and address violence against women, domestic violence and gender-based violence; to protect and contribute to the elimination of all forms of discrimination against women; to promote gender equality and the empowerment of women; and to establish the necessary mechanisms for providing support to victims of all forms of violence. Institutions responsible for its implementing include all state bodies, courts, prosecution offices, police, centres for social work (CSWs), victim advocates, local self-government units and legal entities that perform public functions defined by law.[51]

The Law states that support services for victims must be provided free of charge, without discrimination, funded by the budget of the Republic of Kosovo.[52] The Law foresees financial support for service providers without specifying for which forms of violence these services are intended, thereby implying that the state will support services for *all* types of violence. It requires that shelters and licensed service centres receive financing through allocations from the Kosovo Budget, while allowing for additional support from grants or subsidies. Funding is intended to implement medium-term programs and priority measures for assisting victims of domestic violence.

To guarantee the sustainability of these services, the Government of Kosovo must dedicate adequate budget funds for sustainable financing of licensed shelters for a period of no less than three years and create a budget line or sub-program with a specific code within the responsible Ministry to manage this funding.[53] Neither multiyear funding nor the specific budget line has been established yet.

Law on Social and Family Services

This 2024 Law regulates social and family services for individuals and families in need.[54] It outlines the duties and responsibilities of public institutions that draft policies and

[50] Assembly of the Republic of Kosovo, Law No. 08/L-185 on Preventing and Addressing Violence against Women and Domestic Violence, and Gender-based Violence, 2023.
[51] Article 9.
[52] Article 22.
[53] Article 24.
[54] Republic of Kosovo, Assembly, Law on Social and Family Services, 2024.

provide such services and of private institutions involved in service delivery. The Law defines social services as services delivered through methods of social work and other professional approaches with the goal of enhancing the wellbeing of individuals, vulnerable families and communities. These services aim to eliminate risks and poverty, promote inclusion and integration, and support individuals in reaching their full potential in life. Social service beneficiaries include citizens and any individuals residing or temporarily present in Kosovo who are in need, including children and adults who are victims of domestic, gender-based or other forms of violence.[55] Article 4 emphasises that social services must be provided without discrimination based on race, gender, age, nationality, religion, political or trade union affiliation, economic status, culture, language, disability or any other personal characteristic, and that these services must be continuous and consistent.

The Law separates social and family services into primary and secondary services. Both are relevant to addressing gender-based violence. Primary services include information, advice and counselling aimed at prevention, and early intervention to reduce vulnerability. Secondary services involve specialised treatment, rehabilitation and protection of individuals who have experienced violence, including therapeutic counselling for trauma, reintegration and support programs, and mentoring services to reduce risk and promote recovery. These should be provided as close as possible to the beneficiary's residence and in a location ensuring confidentiality.

Tertiary services are intensive, 24/7 social care provided for at-risk individuals or victims, offering short or long-term treatment and rehabilitation.[56] These services include family-based care, either within or outside the biological family, providing: shelter, food, hygiene, healthcare, education, work activities, psychosocial rehabilitation and leisure; small group homes as an alternative care option with similar services; reception centres, offering temporary housing and support for individuals or families in emergency situations until they can be transferred to professional services; and supported group housing, where up to five residents receive organised professional support 24/7 to meet their basic short-term living needs.

Services must be primarily financed by the Budget of the Republic of Kosovo with possible additional support from development partners, public-private partnerships and service beneficiaries.[57] The Ministry responsible for social matters must plan the budget and provide payments or material compensation for services including residential housing, daily care, home assistance, rest and recreation, supported housing, shelter and reception services, housing for vulnerable persons, and other services, as the budget allows. Municipalities also plan and fund social services, including for CSWs, daily care, residential housing and community-based homes for children.

Law on Trafficking

This Law provides comprehensive protection for all victims of human trafficking, guaranteeing access to legal, medical, psychological and social assistance, as well as compensation and other rights.[58] Protection applies to all individuals identified or presumed to be trafficked, regardless of gender, age, marital status, language, disability, sexual orientation, nationality, political beliefs, religion, ethnicity, race, property, birth or other status. Protection is based on a human rights approach in compliance with international human rights

[55] Article 29.
[56] Article 19.
[57] Article 74.
[58] Assembly of Kosovo, Law No. 04/L-218 on Preventing and Combating Trafficking in Human Beings and Protecting Victims of Trafficking, 2013.

standards. All anti-trafficking activities should consider gender perspectives, promote gender equality and empower women and girls who are victims.

The Government supports specialised shelters and temporary centres that provide accommodation, hygiene, food, urgent care, legal and psychological assistance, security and family contact. Shelter stays typically range from 30 to 90 days and may be extended for medical, legal or personal reasons, including up to one year for pregnant victims.[59] Authorities also ensure prompt identification, referral and free health services for victims, alongside vocational training and employment support for those over 16.[60] Special protection is provided for child victims. All suspected cases must be promptly reported to law enforcement. Victims, including children, are entitled to compensation to ensure full recovery and reintegration, which may take the form of court-ordered damages, civil claims or legal acts under criminal law.[61]

Competent authorities responsible for preventing trafficking and assisting victims include ministries, police, courts, municipal bodies, the Office for Victim Protection and Assistance, AGE, NGOs and other authorised service providers.[62]

Law on Protection of Children

This Law establishes a comprehensive legal and institutional framework, aligned with Kosovo's Constitution, the CRC and other relevant legislation, to prevent and respond to all forms of violence, abuse, exploitation and neglect. It protects children from physical and mental violence, trafficking, sexual abuse and other harm. The protection of children without parental care is provided through guardianship, family housing, residential shelters or community-based houses, adoption and independent supervised living. It states that the Ministry of Labour and Social Welfare (or responsible ministry) and municipalities must support families providing care in shelters. Child Protection Houses offer emergency services for up to three days; serve as centres for handling cases of violence, particularly sexual offenses involving child victims or witnesses; provide counselling and therapy; and act as temporary shelters for children who cannot safely remain at home or in family shelters. These houses are funded by the Kosovo budget and donor contributions. Every child referred to a CSW is assigned a case manager, and legal guardians are appointed to protect the interests, rights and wellbeing of child victims of domestic violence.

Law on the Protection from Discrimination

This 2015 Law aims to prevent and address discrimination on all grounds, ensuring consistent application of the principle of equal treatment.[63] Its implementation is supported by three key institutions: the Ombudsperson Institution, an independent constitutional body handling discrimination cases; the Office for Good Governance within the Prime Minister's Office, which coordinates governance efforts related to addressing various forms of discrimination; and designated units or officials within ministries and municipalities responsible for implementing anti-discrimination measures. The Law is relevant to specialised services for addressing gender-based violence as survivors must have access to support and protection without facing discrimination based on gender, social status or other factors.

The Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) has expressed concern that women facing multiple forms of discrimination

[59] Article 23.
[60] Article 24.
[61] Article 39.
[62] Article 6.
[63] Republic of Kosovo, Assembly, Law on the Protection from Discrimination, 2015.

or vulnerability encounter significant barriers in accessing specialised services, particularly due to language and accessibility issues.[64] This includes women with disabilities, Roma, Ashkali, Egyptian, Serb, migrant and elderly women. The absence of dedicated services for victims of sexual violence, female genital mutilation, forced marriage, stalking, sexual harassment, online violence, forced sterilisation and forced abortion leaves these women without access to legal and social counselling, psychological support or trauma care tailored to their needs. This evidences the necessity of budgeting funds to address these needs and ensure specialised services are available without discrimination.

Law on Ombudsperson

In 2015, the Assembly adopted this Law.[65] The Ombudsperson is an equality mechanism for promoting, monitoring and supporting equal treatment without discrimination on the grounds protected by the LGE and the Law on Protection from Discrimination. The LGE designates the Ombudsperson as an equality institution responsible for addressing cases related to gender-based discrimination. It has the power to monitor whether public authorities meet their obligations to prevent and respond to gender-based violence, including domestic violence, sexual violence and discrimination. It can identify gaps in laws or implementation, recommending improvements.

Law on Social and Affordable Housing

In May 2026, the Assembly approved this Law.[66] It aims to create programs for social and affordable housing by outlining rules and procedures for their planning, management, execution and delivery. It also defines eligibility requirements and access opportunities for families and individuals in need of housing support. Groups targeted to receive social and affordable housing include, among others, survivors of domestic violence, human trafficking as well as women and men who are victims of war. Its provisions apply to all institutions involved in the planning, management, oversight, implementation and distribution of housing programs at both national and municipal levels, as well as to beneficiaries and other relevant stakeholders. Municipalities are responsible for providing human and financial resources and for establishing appropriate local structures for residents. The creation and expansion of social housing units is financed through municipal funds, general grants, funding from the ministry responsible for housing, contributions from donors, and support from local and international financial institutions. Units under the affordable housing program can be financed through the responsible ministry's budget, the municipal budget, budgets of other public institutions, public-private partnerships, donations and loans.

Policies, Strategies and Action Plans related to GRB for Addressing Gender-based Violence

This sub-section examines the gender-responsiveness and implementation of GRB in policies, strategies and action plans foreseeing specialised services for addressing gender-based violence.

[64] Council of Europe, Assessment of the alignment of Kosovo*'s laws, policies and other measures with the standards of the Istanbul Convention, 2022.
[65] The Assembly of Kosovo, Law on the Ombudsperson, 2015.
[66] The Assembly of Kosovo, Law on Social and Affordable Housing, 2026.

National Strategy for Protection from Domestic Violence and Violence against Women (2022-2026)

In 2022, the Government approved the NSVAW.[67] The Strategy addresses all types of offenses that should be criminalised under IC Chapter V. It also sets goals based on IC-required measures including physical, sexual, psychological and economic violence. The Strategy foresees the establishment of a national helpline for all forms of violence against women and domestic violence, available 24/7 in all official languages of Kosovo.

The Strategy outlines institutional responsibilities for implementing policies aimed at prevention, protection, coordination, prosecution, resocialisation and reintegration. The Ministry of Justice, through the Office of the National Coordinator against Domestic Violence, is responsible for overseeing the implementation of the NSVAW and its Action Plan. Meanwhile, several institutions are obliged to fulfil responsibilities in the Strategy's Action Plan. The Strategy also envisages strengthening the institutional response capacity of the Kosovo Police through the establishment of a special police directorate at the central level and dedicated units at the regional and local level to deal with cases of domestic violence and violence against women. In addition, logistical support to domestic violence units is foreseen to enable the transportation of victims for access to emergency medical services, court appearances or other support services. The Strategy further foresees the creation of emergency funds (petty cash) within the Kosovo Police and CSWs to address the immediate needs of victims during their stay in police stations and CSWs.

The Action Plan for implementing the NSVAW 2022-2026 has a total implementation cost of €5,745,570 for three years (2022-2024). It outlines budgets, deadlines, funding sources, responsible institutions, outputs and references. However, some activities lack budgets for certain years. Sometimes more than one institution is responsible for an action, which can lead to challenges in holding specific institutions accountable for budgeting expenditures. The budget does not ensure sufficient resources for implementation. The Action Plan foresees financing from the central budget and international donors, relying on donors' external support for its implementation. This could jeopardise implementation if such funds are not secured or are cut.

The Action Plan foresees sustained financial support to shelters with an annual budget of €320,000 allocated for 2022 to 2024. The action foresees strengthening support services through the employment of psychologists and social workers in public institutions and specialised NGOs, proportionate to the population of each municipality. It requires at least one social worker per 20 victims in each CSW and calls for specialised psychosocial counselling tailored to the needs of specific groups. In addition, it prioritises establishing and strengthening coordination mechanisms at the local level for managing cases of violence. This includes establishing Coordination Mechanisms in municipalities where they are not yet available, developing guidelines and protocols for their functioning, providing sufficient financial resources for their operation, building the capacity of members through periodic training on handling cases, and supporting municipalities in translating this Strategy into local strategies and work plans. The total budget for these actions is €11,730.[68]

Notably, the Action Plan expired at the end of 2024 and no new Action Plan has been adopted to replace it. A new Action Plan is expected to be developed in line with the new Strategy for the period 2027-2031. The prior Action Plan did not foresee expenditures for the Rape Crisis Centre or Sexual Referral Centre services. No publicly available evaluation report of the implementation of the Action Plan exists yet. Therefore, it is not possible to assess

[67] Republic of Kosovo, National Strategy on Protection Against Domestic Violence and Violence Against Women 2022-2026, 2022.
[68] More specifically, €5,620 in 2022, €3,055 in 2023 and €3,055 in 2024.

whether the allocated budget was spent as planned. Annual expenditure reports could shed light on expenditures.

The 2023 Annual Report suggested that implementation remained uneven related to Strategic Objective IV, which covers general and specialised support services.[69] Of 28 planned activities, 7 (25%) were fully implemented, 14 (49%) were in progress and seven (25%) were unimplemented, showing slight improvement from 2022.[70] Key challenges identified in the Report include inadequate planning of activities, poor engagement of specific groups (e.g., boys, men, lesbian, gay, bisexual, trans, and intersex persons - LGBTI+), weak public-private cooperation and insufficient budgets for child victims, sexual assault survivors and NGO services. It also notes the absence of an emergency fund for victims and insufficient support programs for economic reintegration and housing. These issues indicate that the budget is not fully allocated or secured to cover all planned activities. Identified risks include unclear institutional roles, limited economic reintegration support, inadequate housing, and lack of financial assistance for children's education. Progress is further limited by insufficient reporting on outcomes for victims. To address these issues, institutions should clarify roles, allocate adequate budgets and improve monitoring to track victims' access to support, protection and rights from initial procedures to full resolution. The lack of accountability and proper monitoring mechanisms suggests that budget execution is only partial and not fully aligned with the planned allocations.

The 2024 Annual Report found that implementation of Strategic Objective IV remained uneven. Of 28 planned activities, 7 (25%) were fully implemented, 14 (49%) were in progress and 7 (25%) were unimplemented. Key challenges identified include: weak planning and coordination; limited engagement of specific groups (such as men, boys, and LGBTI+ persons); insufficient cooperation with the private sector; and inadequate budgeting for services supporting child victims and survivors of sexual violence, as well as NGO-led services. The report highlighted delays and gaps in NGO selection and funding, limited municipal support for shelters and kindergarten subsidies, and uneven development of social housing plans. In addition, reintegration programs and support for women's property rights remain underdeveloped. Overall, progress has been constrained by insufficient funding, unclear implementation responsibilities and weak monitoring systems. The report does not contain any information regarding expenditures.

Table 2. GRB in the NSVAW and Action Plan 2022-2024

Criteria	Finding
Strategy and Action Plan clearly state budget for all activities	Partially
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Partially
Sufficient state resources are allocated (without donor dependency)	No
The budget is fully allocated (secured)	No
The allocated budget is spent as planned	Partially

National Strategy against Trafficking in Human Beings in Kosovo 2022-2026

This Strategy's objectives include strengthening institutional mechanisms, preventing human trafficking, improving identification, protection and reintegration of victims, investigating and prosecuting trafficking cases, and strengthening regional and international cooperation.[71] Activities in its Action Plan 2022-2024 include profiling professional staff in institutions supporting trafficking victims, increasing human resources in the CSW to handle

[69] Republic of Kosovo, Annual Report on the Implementation of the National Strategy on Protection Against Domestic Violence and Violence Against Women 2022-2026, 2024.
[70] Ibid.
[71] Republic of Kosovo, National Strategy Against Trafficking in Human Beings in Kosovo 2022-2026, 2022.

trafficking cases, and strengthening the human and technical capacities of the helpline. It also includes capacity building for social service providers and victim advocates to improve early identification of victims. The Action Plan included budget allocations for certain activities; however, several activities did not have specified budgets. Many activities relied on donor funding. Information on whether the allocated budget was spent as planned is unavailable.

Table 3. GRB in the National Strategy against Trafficking in Human Beings

Criteria	Finding
Strategy and Action Plan clearly state budget for all activities	Partially
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Partially
Sufficient state resources are allocated (without donor dependency)	No
The budget is fully allocated (secured)	No
The allocated budget is spent as planned	Not available (NA)

State Protocol for the Treatment of Sexual Violence Cases

In 2022, the Government approved this Protocol towards a coordinated response in identifying, protecting, treating and reintegrating survivors of sexual violence. The Protocol calls for establishing a victim-centred approach; requires allocation of additional human resources for adequate case management (e.g., at least two specialised, dedicated social workers per municipality and four in Pristina) by 2022; calls for establishing an SOS helpline for assisting sexual violence cases; and requires organising Sexual Assault Response Teams (SARTs). These teams are legally accountable to provide professional, inclusive care that is coordinated, and includes a multidisciplinary team approach to responding to sexual violence promptly and responsibly. The teams should include all relevant institutions: police, prosecutors, victim advocates, forensic doctors, health professionals, CSWs shelters and specialised centres, such as sexual violence referral centres or rape crisis centres.[72] Services must be comprehensive, available 24/7, free, accessible, tailored to diverse needs, adequately funded and staffed by trained professionals. Services should ensure equal access across all ages, genders, abilities and backgrounds, and include coordinated referrals to additional support.

Currently, Kosovo does not have rape crisis centres or sexual violence referral centres in sufficient numbers that provide services required under IC Article 25. A key challenge is legal regulation of these centres and securing sufficient funding for their establishment in line with the IC. Although the Government has approved Administrative Instruction No. 01/2025 regarding the emergency phone line for victims of domestic violence, no funding has been allocated to support its operation by the Ministry of Justice as the responsible institution, and it is unclear if this line will treat sexual violence as well. A comparison of municipal annual budgets from 2023 to 2026 shows no increase in the number of staff in the Department of Social Welfare budget line, suggesting that municipalities have not hired and trained the foreseen two additional specialised social workers.

Table 4. GRB in the State Protocol for the Treatment of Sexual Violence Cases

Criteria	Finding
Protocol clearly states budget for all activities	No
Budgeted amounts are sufficient for realising activities	No
The institution responsible for the budget is clear	No
Sufficient state resources are allocated (without donor dependency)	No
The budget is fully allocated (secured)	No
The allocated budget is spent as planned	NA

[72] Republic of Kosovo, Decision No. 11/109, State Protocol for the Treatment of Sexual Violence Cases, 2022. The protocol aligns with IC, Article 25.

Kosovo Program for Gender Equality 2020-2024

The KPGE aimed to place gender equality at the forefront across all Government, agency, civil society, private sector and donor structures, institutions, policies, procedures, practices and programs. It had three pillars: Economic Empowerment and Social Welfare; Human Development, Gender Roles and Relations; and Women's Rights, Access to Justice and Security.[73] It provided a strategic and institutional foundation for integrating GRB in all stages of public financial management. It called for AGE and municipal Gender Equality Officers (GEOs) to provide oversight, technical support and coordination on GRB. This included developing a comprehensive legal and policy framework, along with capacity-building efforts aimed at ensuring effective enactment of the LGE.

Among its actions, the KPGE foresaw reviewing and supplementing or amending the legal framework for Social and Family Services; this action did not foresee any additional cost. It also planned to train social workers on the implementation of minimum standards of social services, without any cost. Another action was continuous training of police, prosecutors, judges, victim advocates, social workers and CSO-licensed service providers on gender-based violence, emphasising definitions in the CCK. This activity did not foresee any additional costs either, considering that the NSVAW would cover expenses.

The Action Plan foresaw some budget allocations for its activities. However, some measures stated that they involved no additional cost or were covered under existing strategies. Not all activities had clear, detailed budget allocations. The institutions responsible for implementation were clearly identified, with accountability for planned actions. The KPGE did not contain detailed costing, and many activities relied on existing funds rather than additional funding, which made it difficult to assess whether budget allocations were sufficient. However, the lack of budget for some activities, suggests that allocations were not fully sufficient. KPGE explicitly mentions donor contributions, indicating that full implementation depended on external support beyond state resources.

Between 2020 and April 2024, a total of €74 million was spent on gender equality initiatives, including €35 million from the Budget of the Republic of Kosovo; in 2020-2021, €38 million in activities were reported despite only €8 million being planned, while in 2022, €14.5 million was spent compared to a planned €5.7 million.[74] As the Action Plan covered only 2020-2022, no budgets were allocated for 2023-2024 under the KPGE; however, available data indicate that €20,966,314 was spent during 2023 and January-April 2024, including €11,857,730 from the state budget.[75] Many activities reported for 2023 and the period from January to April 2024 did not include budget details, so the total spending for this period is likely underestimated.[76]

Table 5. GRB in the KPGE 2020-2024

Criteria	Finding
Programme and Action Plan clearly state budget for all activities	Partially
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Partially
Sufficient state resources are allocated (without donor dependency)	No
The budget is fully allocated (secured)	Partially
The allocated budget is spent as planned	No, exceeded

In 2025, the Government started drafting a new KPGE, but it was incomplete upon the finalisation of this research. The new KPGE may foresee relevant allocations and expenditures

[73] Government of Kosovo, Kosovo Program for Gender Equality 2020-2024, 2020.
[74] Office of the Prime Minister, The Final Evaluation Report of the Kosovo Program for Gender Equality 2020-2024, 2024.
[75] Ibid.
[76] Ibid.

related to addressing gender-based violence and would need to be considered by responsible institutions during the process of planning budgets for specialised services.

Government Program 2021-2025

The Government adopted this Program in 2021, outlining its vision for governance and development in Kosovo.[77] An objective was to advance gender equality by finalising the legal framework for protection against domestic and gender-based violence and by enhancing institutional mechanisms to respond effectively to such cases. To improve shelter services, it planned to develop a situational analysis and an economic cost model. Further, it stated that new policies should undergo gender impact assessments to support evidence-based and inclusive decision-making, and GRB would be further strengthened. It planned to finance initiatives that promote women's participation in society by funding NGOs. To prevent financial difficulties for shelters providing accommodation services, concrete measures would be taken: the Basic Shelter Services line would be established as a permanent line in the Kosovo Budget Law, and the legal framework for free legal aid would be revised to recognise victims of domestic and gender-based violence as a distinct category. The document does not include any budget figures; it only outlines the intended actions.

National Development Strategy 2030 and Plan for 2024-2026

Published in April 2023, the Strategy aims to create a framework that links a long-term vision for the country with specific actions to achieve desired outcomes.[78] It is divided into two sections. The first outlines Kosovo's development and strategic goals up to 2030, known as the National Strategy for Development 2030. The second details strategic measures, indicators and concrete steps planned for the next three years. This three-year perspective coincides with the medium-term budget planning horizon, towards planned activities having sufficient financial support. The Strategy identifies the Medium-term Expenditure Framework (MTEF) as a key tool for aligning budgets with policy goals and improving financial oversight. The Strategy prioritises addressing poor performance and weak financial management in public enterprises, as well as implementing the LGE, particularly equal representation in public institutions and GRB. To this end, it plans to continue implementation of existing strategies, such as the NSVAW. Development objectives include improving access to healthcare and social services, strengthening social protection systems, and ensuring safe and adequate housing. Thus, the Strategy commits to prioritising address of gender-based violence and access to specialised services. It does not include specific budget allocations.

The National Development Plan for 2024-2026 was adopted in December 2023.[79] It includes two strategic measures: prevention and combating domestic violence and violence against women through education and awareness-raising (8.4.10); and institutional empowerment for the protection and treatment of victims (8.4.11), led by the Ministry of Justice. Under strategic measure 8.4.10, €39,650 was planned to be covered by the Government and €53,000 by donors.[80] The measure focuses on strengthening coordination mechanisms, monitoring the implementation of the national strategy, improving reporting and data collection, and ensuring access to information and services for victims. A budget of €17,200 was allocated for these activities in 2024. A budget was allocated for 2025 and 2026 under the revised 2025-2027 and 2026-2028 Plans, which are reviewed annually. The Plan also foresees awareness-raising on access to justice, focusing on gender-based violence, domestic violence, sexual violence during the war and other rights. This measure includes allocations of €15,000 in government funds for 2024, €10,000 from donors in 2025 and

[77] Republic of Kosovo, The Government Program of the Republic of Kosovo 2021-2025, 2021.
[78] Republic of Kosovo, The National Development Strategy 2030, 2023.
[79] Office of the Prime Minister, The 180th Government Meeting. Accessed July 24, 2026.
[80] Office of the Prime Minister, National Development Plan 2024-2026, 2023.

€15,000 from government funds in 2026. Information was unavailable as to whether the anticipated funds had been allocated and spent as planned.

Table 6. GRB in the National Development Plan for 2024-2026

Criteria	Finding
Plan clearly states budget for all activities	Yes
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Yes
Sufficient state resources are allocated (without donor dependency)	No
The budget is fully allocated (secured)	NA
The allocated budget is spent as planned	NA

Reform Agenda of Kosovo

In 2024, Kosovo adopted the Reform Agenda of Kosovo under the EU Reform and Growth Facility for the Western Balkans.[81] The framework provides a strategic roadmap to address key priorities, including governance, economic development, labour market reforms, infrastructure, the rule of law and social inclusion. GRB is referenced in the RA's mainstreaming section and in several reforms. The RA states that Kosovo has committed to advancing GRB through the development of a dedicated regulatory framework, the systematic application of ex-ante gender impact assessments in new policy and regulatory initiatives, and the preparation of a new KPGE as a whole-of-government strategic instrument. The RA notes that "in the policy area of fundamental rights and rule of law, we will focus our efforts in ... drafting of the Kosovo regulatory framework for gender responsive budgeting". Efforts in the RA to institutionalise GRB are not clearly linked to aims set forth in international monitoring frameworks, such as UN SDG indicator 5.c.1 or the Public Expenditure and Financial Accountability (PEFA) Gender Framework.[82] Nor does the RA contain any specific steps or foreseen allocations related to institutionalising GRB.

The RA aims to "Strengthen implementation of the legislative and strategic framework on the protection against domestic and gender-based violence". First, it aims to fully operationalise the Division for Access to Justice, Protection from Domestic Violence, Violence against Women and Gender-Based Violence (serving in the capacity of the National Coordinator's Secretariat), which was established under Regulation (GRK) No. 37/2024.[83] This involves full operationalisation of the National Coordinator's Office, including filling human resource positions. The RA also aims to increase the number of protection orders issued by basic courts by 20% compared to 2023. The approximate allocation related to this reform is €6.3 million. Second, it aims to strengthen the judicial response to domestic violence by ensuring that punishments exceed the minimum legal threshold in at least 80% of cases and by increasing final convictions that apply domestic relationships as an aggravating circumstance. The reform seeks to improve accountability, strengthen deterrence and enhance protection for victims. The approximate allocation for this reform is €12.5 million. Neither reform is explicitly related to social services.[84]

[81] Republic of Kosovo, Reform and Growth Facility for the Western Balkans: Reform Agenda of Kosovo, 2024.
[82] PEFA assesses the effectiveness of public financial management systems, and its gender-responsive framework uses nine indicators to evaluate how well these systems support gender equality and address the different needs of women, men and subgroups. The assessment focuses on institutions' capacity to manage resources in a gender-responsive way, including conducting gender impact assessments and using gender-disaggregated data. Kosovo's legal framework meets PEFA Gender Framework requirements. However, institutions do not fully integrate a gender perspective into public financial management.
[83] Republic of Kosovo, Regulation (GRK) No. 01/2025 for the Local Coordinating Mechanism for Protection Against Domestic Violence, Violence Against Women, and Gender-Based Violence, 2025.
[84] As no steps relate to specialised services, the GRB table is not included; all findings would be "not applicable" due to the lack of specific allocations for specialised services.

No measures include gender-responsive budget indicators to track expenditure impacts on women and girls. AGE has suggested indicators towards measuring gender equality, but they have not yet been adopted by the Government. Given the design of RAs, where allocations are provided as direct budget support after achieving steps, it is difficult to assess whether planned expenditures may be spent on actions related to addressing gender-based violence or not. From publicly available budget documents, it is unclear how much the Government has allocated to achieve these measures. Therefore, it is not possible to assess whether it is sufficient or if any allocations have been spent as planned.

Economic Reform Program 2024-2026

The Government published the Economic Reform Program in 2022. It aims to establish a stable and sustainable social protection system that meets citizens' needs and supports economic development.[85] Objectives include enhancing social services, expanding coverage for families in poverty, reforming the pension system, and including persons with disabilities in benefits and services. Additional priorities are improving service quality, eliminating duplication of payments, and strengthening oversight of beneficiaries' compliance with relevant laws. Measure 20 aims to contribute to population welfare through expanded and improved social protection schemes, social insurance and social services, aligning with the Government Program 2021-2025 and national strategies on social services, disability and child protection.[86]

In 2022, the measure planned activities focused on establishing the legislative and operational framework for social services. This included plans to adopt the Law on Family Social Services and secondary legislation, the Law on Local Finance with administrative guidance for funding through Special Grants, and drafting legislation to assess, recognise and provide benefits and services for persons with disabilities. Additional initiatives involved administrative guidance for social health insurance exemptions, construction of Child Protection Homes, implementation of the child allowance program, support for 50 licensed NGOs providing social and family services, and development of professional training modules for 200 social workers.

In 2023, the measure planned to focus on standardising and digitalising social service delivery. Planned activities included: developing minimum standards for social and family services; establishing the Social Assistance Scheme (SAS) Information System and Integrated Social Welfare platform; digitalising pension scheme data; constructing community homes for elderly and vulnerable groups; and supporting service delivery in line with forthcoming legislation. In 2024, efforts planned to focus on: expanding community homes; continuing service support under new legislation; licensing and training public and NGO social workers; further developing the Social Registry platform; and training staff across Pension Offices, CSOs and other social protection institutions. While measures do not explicitly refer to specialised services, several measures towards improving social protection services relate directly or indirectly to services for survivors of gender-based violence, including children.

The total estimated cost of Measure 20 for 2022-2024 was €150 million. In 2022, the cost was €30 million, including €28 million from the Kosovo budget and €2 million from donor funds); in 2023, €50 million (€47 million budget, €3 million donor); and in 2024, €70 million (€68 million budget, €2 million donor). These expenditures aimed to support implementation of new legislation related to child allowances, social assistance, disability, child protection and social and family services. None seemed explicitly linked to addressing gender-based violence, but they were not disaggregated. No publicly available reports provide information on actual expenditures.

[85] Republic of Kosovo, The Economic Reform Program, 2022, Measure 20.
[86] Notably the Strategy on the Rights of the Child expired in 2023.

National Programme for European Integration 2024-2028

In October 2024, the Assembly adopted the National Programme for European Integration (NPEI) 2024-2028. It serves as Kosovo's key strategic framework for advancing EU integration, focusing on aligning national laws with the EU acquis and ensuring their effective implementation. It aimed to address EU recommendations for 2024, which included: strengthening enforcement of gender-based violence laws; adopting necessary bylaws; providing financial support for shelters and specialised services; improving inter-institutional coordination for timely investigations and prosecutions; and empowering women and girls through capacity building and Gender Impact Assessments to prevent gender-based violence and ensure comprehensive victim support.

In the Matrix of Short-Term Measures, one measure focuses on improving free legal aid services to make the justice system more efficient, with a budget of €10,000 (€5,000 from Kosovo and €5,000 from donors). Another measure seeks to advance gender equality with €25,000 planned (€10,000 from Kosovo and €15,000 from donors). A third measure aims to strengthen the policy framework to fight domestic violence, sexual harassment and other forms of gender-based violence, including sexual, economic and psychological abuse. This has a budget of €20,000 (€10,000 from Kosovo and €10,000 from donors). The matrix also includes measures to improve and advance the rights of people with disabilities, with a total of €6,000 for each measure, funded by Kosovo. No information has been published clearly stating how these amounts have been budgeted in annual budgets or spent, including for specialised services, so the actual budget and expenditures cannot be assessed.

Table 7. GRB in the National Programme for European Integration 2024-2028

Criteria	Finding
Programme clearly stated budget for all activities	Yes
Budgeted amounts are sufficient for realising activities	Yes
The institution responsible for the budget is clear	Yes
Sufficient state resources are allocated (without donor dependency)	Partially
The budget is fully allocated (secured)	NA
The allocated budget is spent as planned	NA

Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in Kosovo (2022-2026)

As noted, GREVIO has raised concerns regarding Roma, Ashkali and Egyptian women's access to specialised services.[87] This Strategy and its Action Plan (2022-2024) reaffirm Kosovo's commitment to a multi-ethnic society based on equality, civil rights and freedoms for all.[88] In line with the EU framework for Roma integration, the Strategy sets five goals: expanding access to quality education; improving employment and reducing poverty; ensuring equal access to healthcare; securing sustainable housing and infrastructure; and preventing discrimination, racism, hate speech, segregation and prejudice.[89] The Action Plan focuses on awareness campaigns and lacks specific provisions for specialised services.[90] Gender-based violence is mentioned related to planned awareness-raising campaigns for Roma and Ashkali

[87] Council of Europe, Assessment of the alignment of Kosovo*'s laws, policies and other measures with the standards of the Istanbul Convention, 2022.
[88] Republic of Kosovo, Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024, 2022.
[89] European Commission, EU Roma strategic framework for equality, inclusion and participation for 2020-2030, 2020.
[90] As no expenditures relate to specialised services, the GRB table is not included; all findings would be "not applicable" due to the lack of specific expenditures for specialised services.

communities on violence. It also foresees AGE-led activities, including the rebroadcasting of a video on preventing early marriages and the production of 150 leaflets with a total cost of €300. The Action Plan includes signing the 10th Memorandum of Understanding between NGOs and shelters to strengthen cooperation and support the rehabilitation of children and women from Roma and Ashkali communities who are victims of domestic violence, with €50,000 planned annually from 2022 to 2024.

The 2024 implementation report indicated mixed progress in implementing the Strategy and Action Plan.[91] Although the Action Plan included support for licensed NGOs providing family and social services to Roma and Ashkali communities, no licensed organisations were available in 2023 and none of the planned €100,000 budget was spent. Meanwhile, cooperation with shelters continued through agreements between the Ministry of Justice and NGOs providing protection and rehabilitation services for victims of domestic violence, with 81 Roma, Ashkali and Egyptian victims accommodated in 2023. While some activities relating to specialised services had clear budget allocations and responsible institutions, not all activities had budgets specified, and some measures relied on donor support. Budgeted resources were not always sufficient to ensure implementation, and some funds were not spent as planned. While the Action Plan ended in 2024, no new Action Plan seems to have replaced it. The Strategy will expire in 2026.

Table 8. GRB in the Action Plan for the Advancement of the Rights of Roma and Ashkali Communities (2022-2024)

Criteria	Finding
Action plan clearly states budget for all activities	Partially
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Yes
Sufficient state resources are allocated (without donor dependency)	Partially
The budget is fully allocated (secured)	Partially
The allocated budget is spent as planned	No

Strategy for the Rights of Persons with Disabilities 2025-2030

The Strategy aims to advance the rights and wellbeing of persons with disabilities, their families, legal representatives and all relevant stakeholders.[92] It focuses on enhancing the quality of social services, fostering inclusive education and professional development and improving accessibility and participation. It aligns national reforms with the UN CRPD and SDGs of the 2030 Agenda, particularly SDG 10, which seeks to reduce inequalities and promote inclusion. The accompanying Action Plan for the Rights of Persons with Disabilities 2025-2027 translates these objectives into measurable activities and indicators, emphasising institutional strengthening, accessibility and public awareness on disability issues. The total implementation cost for 2025-2027 was estimated at €1,398,950, of which €45,000 was planned to be financed by donors and €1,353,950 by Kosovo.

The Strategy lacks specific provisions for specialised services.[93] GREVIO has raised concerns regarding disabled women's access to specialised services.[94] This could have been addressed through this Strategy and Action Plan, or future renditions of it.

Alongside the adoption of this Strategy, Kosovo has undertaken several legislative and regulatory reforms. These include the Law on Blind Persons, which provides monthly

[91] Office of the Prime Minister, Report on the Implementation of the Strategy for the Advancement of the Rights of Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024 for 2023, 2024.
[92] Republic of Kosovo, Strategy for the rights of Persons with Disabilities 2025-2030, 2025.
[93] As no activities relate to specialised services, the GRB table is not included; all findings would be "not applicable".
[94] Council of Europe, Assessment of the alignment of Kosovo*'s laws, policies and other measures with the standards of the Istanbul Convention, 2022.

compensation and priority access to public services; the Law on the Status and Rights of Paraplegic and Tetraplegic Persons, which establishes compensation, additional benefits and priority access to social housing; and Regulation No. GRK 15/2014 on the Provision of Sign Language Services, which obliges public institutions to ensure sign language interpretation and provides for funding, training and monitoring. However, these measures do not include specialised services for survivors of gender-based violence with disabilities; nor do they provide for GRB to address these specific needs.

Local Action Plans for Gender Equality

Municipalities are responsible for developing action plans to address gender-based violence at the local level, in line with the NSVAW. They also manage services in areas such as health, education, training, employment and social welfare, which are primarily funded through transfers from the general budget of Kosovo. In total, 17 municipalities have drafted plans towards implementing commitments to gender equality.[95] Plans aim to empower women, girls and young women in all their diversity by increasing transparency, participation in decision-making and awareness of equal rights. They also aim to improve access to economic opportunities, decent work, quality social services, education, culture and sports. Key indicators include the percentage of women aware of their rights, the budget allocated to gender actions, and participation in social services, education and cultural and sports activities. Since social services are primarily provided at the municipal level, local action plans for gender equality and for social services would need to plan resources for specialised services.[96]

A review of action plans shows that they tend to have a defined budget with planned allocations for activities. Responsible institutions are identified towards implementation. However, some activities depend on external donor funding. Funding shortages exist for some planned activities. In 2025, 16 municipalities had made modest progress, implementing approximately 60% of their planned activities.[97] Implementation varied, with some municipalities exceeding 70% and others less than 50%, reflecting differences in capacity, resources and prioritisation. Many activities have been initiated but remain partially implemented or uninitiated due to structural and administrative bottlenecks rather than lack of political will, such as delays in procedures, fund reprogramming and slow disbursement. Key challenges included delays in establishing gender equality committees, limited implementation capacity, weak monitoring mechanisms and, in some cases, a lack of essential services, which constrained implementation. There is also weak documentation and limited disaggregated data, which reduces accountability and limits impact assessment. Additional constraints include: budget mismatches; staff overload; competing priorities; and social barriers affecting women's rights and inclusion, particularly for marginalised groups. Coordination gaps and resource limitations continue to hinder their full implementation. As Table 9 illustrates, the extent to which plans included GRB and have allocated and spent funds varies across municipalities.

[95] These include Hani i Elezit, Gjilan, Dragash, Kamenicë, Gjakova, Obiliq, Viti, Podujeva, Lipjan, Istog, Gračanica, Klinë, Mitrovica, Prizren, Peja, Ferizaj and Pristina.
[96] Republic of Kosovo, Assembly, Law on Social and Family Services, Article 8.
[97] Kosovo Gender Studies Centre, From Policy to Practice: Monitoring the Implementation of Local Gender Equality Action Plans in Kosovo, 2025.

Table 9. GRB in Local Action Plans for Gender Equality

Criteria	Finding
Action plans clearly state budget for all activities	Yes/partially
Budgeted amounts are sufficient for realising activities	Partially
The institution responsible for the budget is clear	Yes/partially
Sufficient state resources are allocated (without donor dependency)	Partially
The budget is fully allocated (secured)	Partially
The allocated budget is spent as planned	Partially

Regulation on the Rules and Procedures of the Government and Gender Impact Assessment

Following obligations for gender mainstreaming all laws and policies, established within the LGE, this Regulation requires Gender Impact Assessments (GIAs).[98] Article 7 mandates that before any concept document, draft law, sub-legal act or strategy is submitted to the Government, the proposing body must consult AGE. Since 2018, the Government of Kosovo has required GIA as a mandatory part of legal and policy development, as stated in the Better Regulation Strategy 2.0 for Kosovo 2017-2021.[99] This Strategy aimed to improve the quality of public policies and the efficiency of public administration. GIA was introduced as an *ex-ante* policy analysis tool to be used in developing concept documents to evaluate whether proposed initiatives could be improved to better promote gender equality and ensure alignment with both gender equality principles and Kosovo's national agenda on gender equality.[100]

To support implementation of the Rules of Procedure of the Government of Kosovo, the *Guidelines and Manual for Developing Concept Documents* outlines requirements for drafting Concept Documents. Attachments illustrate how Concept Documents should be completed for government adoption, following analysis and stakeholder consultations. This includes a GIA tool to guide assessment of gender-related issues in each Concept Document.[101] This tool aims to improve the quality of the Problem Definition by analysing the problem, its causes and effects from a gender perspective. In 2019, AGE developed the GIA Manual to guide GIAs of policies, programmes and activities.[102]

Thus, all public institutions including legislative, executive and judicial bodies must ensure that core elements of gender equality are integrated into the design and implementation of their policies and legal frameworks. This encompasses concepts, processes, systems and instruments. Consequently, GIA, as a key instrument for gender analysis, must be an integral part of policy development and the preparation of Concept Documents. Like other government bodies, budget organisations should conduct *ex-ante* GIA in accordance with the AGE Manual. These assessments should inform multiannual and annual budget proposals, as public policies, incorporating intersectional gender analysis where relevant. GIA can help identify gender-specific needs and potential inequalities at the early stages of policy design, so that they can be addressed through targeted budget measures by budget organisations like ministries and municipalities.

[98] Republic of Kosovo, Regulation No. 09/2011 on the Rules and Procedure of the Government, 2011.
[99] Republic of Kosovo, Better Regulation Strategy 2.0 for Kosovo 2017-2021.
[100] Ibid.
[101] Office of the Prime Minister, *Gender Equality Impact Assessment Manual*, 2019.
[102] Ibid. To build institutional capacity for conducting GIAs, AGE also organised 14 two-day training sessions and 11 orientation events during 2018-2019, reaching 486 civil servants (Gender Budget Watchdog Network, Monitoring the Implementation of SDG Indicator 5.c.1 in Kosovo, 2020).

Regulation (MLSW) No. 02/2015 on Financial Support for Subsidies and Grants

This Regulation defines the criteria and procedures for supporting individuals in need of financial assistance, as well as NGOs and enterprises that provide services and implement projects related to employment and social welfare.[103] The Ministry can provide financial support to individuals, NGOs and businesses that apply for financial support via subsidies and grants. At the beginning of each year, the Ministry prepares a support programme for subsidies and grants.[104] Support can cover urgent social needs for individuals and families, as well as social and family services for victims of domestic violence, among other needs.[105] Article 7 allows individuals and NGOs to receive funding for urgent cash needs, housing or basic living conditions. The application procedure for receiving subsidies or grants begins upon the official public announcement through a call for proposals or a project-based competition, in which the application deadline is clearly defined. The maximum amount of subsidy support is determined in the public call or competition.

NGOs applying for subsidies or grants must be registered and meet general eligibility criteria. Applications must include a project proposal with objectives, activities, beneficiaries, timeline, location and a detailed budget. NGOs must also demonstrate management capacity and ability to implement the project, submitting supporting documents including expert CVs, registration certificate, fiscal number, bank details and financial reports for the last two years. NGOs providing social and family services are required to be licensed for the specific type of services they provide.

Administrative Instruction No. 01/2026 on the Procedure for the Granting, Renewal, Suspension and Revocation of Licenses for Providers of Social and Family Services

This Administrative Instruction establishes the procedures and conditions for licensing, renewal, suspension and revocation of licences for providers of social and family services, as well as the types of services subject to licensing and the applicable licensing fees.[106] It sets minimum requirements that are directly relevant to the operation and costing of social services, including requirements concerning adequate premises and infrastructure, appropriate equipment, qualified and licensed professionals, and documentation of employment or service agreements. Providers applying for licensing or renewal must demonstrate that they have sufficient space and infrastructure, appropriate equipment and licensed professionals corresponding to the type of service provided. The Instruction also establishes requirements for financial and administrative documentation and provides for verification through documentation review and on-site inspections. Licences are initially valid for three years and are renewed for five years, with compliance subject to monitoring and potential suspension where the required conditions are no longer met. These requirements create direct cost implications for service providers, including costs related to premises, equipment, staffing, professional licensing, administration and compliance. They therefore must be considered when estimating resources required for providing gender-based violence-related social services and when assessing the adequacy of current funding arrangements.

---

[103] Republic of Kosovo, Regulation (MLSW) No. 02/2015 on the Criteria and Procedures of Financial Support for Subsidies and Grants, 2015, Article 1. Notably, in the English version, the term "Rules" is used, whereas the Albanian version uses "*Rregullatore*" meaning "Regulation". For consistency, the term "Regulation" is used.
[104] Article 4.
[105] Ibid., Article 5.
[106] Republic of Kosovo, Ministry of Labour, Family and Values of the Liberation War, Administrative Instruction No. 01/2026 on the Procedure for the Granting, Renewal, Suspension and Revocation of Licenses for Providers of Social and Family Services, 2026.

Regulation MF - Nr - 04/2017 on Criteria, Standards and Procedures on Public Funding of NGOs

This Regulation further defines criteria, standards and basic procedures for public funding of NGOs.[107] Budget organisations funding NGO projects and programs must meet criteria in this Regulation. The Regulation requires providers of financial support to plan this support within Kosovo's annual budget "in line with strategic priorities and objectives and in consultation with civil society".[108] NGO applicants must meet established general and specific criteria, including evidencing that they have experience implementing similar projects and have relevant licenses for conducting the foreseen activities; and financial support providers can require additional requirements.[109] The Regulation suggests that contracts can last more than one year.[110]

Notably, the Regulation does not apply when "direct support does not exceed the amount of one percent (1%) of the total budget allocation within the budget code / program for the relevant fiscal year, when the total amount within that program code is above One million (1,000,000.00 €) euro" [*sic*].[111] This Article reportedly has constrained financing to service providers including shelters. For example, the Ministry of Justice's budget line for social service providers was €2,500,000 in 2025. To finance NGOs based on this Regulation, the Ministry could not allocate more than 1%, or €25,000 to a shelter, which would be insufficient to cover its costs.

Regulation (GRK) – No. 01/2025 for the Local Coordinating Mechanism for Protection against Domestic Violence, Violence against Women, and Gender-Based Violence

Per the LGBV, this Regulation establishes the responsibilities of MCMs for protecting and supporting victims of gender-based violence.[112] It states that each MCM shall include the Mayor (Chairperson), Director of Health and Social Welfare or relevant department, Director of the CSW, Head of Social Services at the CSW, Director of Education, GEO, Director of the Main Family Health Centre, representative from the Office for Communities and Returns, shelter representative and representative from local NGOs active in human or women's rights. In accordance with LGBV Article 9, Victim Advocates from the Office for Protection and Assistance to Victims, and representatives from courts, prosecution, police, Free Legal Aid Agency, Employment Offices and Mental Health Centres are invited to join MCMs. In the Chairperson's absence, the First Deputy Mayor of the Municipality carries out the role of Deputy Chairperson. The Chairperson should nominate a "Secretariat" to facilitate the MCM's work. All MCM members must attend obligatory initial and advanced training.

MCMs' responsibilities include: identifying victims' needs and providing support based on the IC; coordinating policies for specific services to support victims; coordinating institutions' work towards prevention, protection and support of victims; drafting municipal

[107] Republic of Kosovo, Government, Ministry of Finance, Regulation MF - Nr - 04/2017 on Criteria, Standards and Procedures on Public Funding of NGOs, 2017.
[108] Article 5.
[109] Articles 10 and 11.
[110] Article 24, paragraph 3.1 refers to reporting for projects longer than one year. Annexed templates also all for data for multiyear activities.
[111] Article 2, Paragraph 5.3. The Article also states that the Regulation is inapplicable to funding under €500, 5% of budget codes up to €100,000 and 2% of budget codes ranging from €100,001 to €1,000,000.
[112] Republic of Kosovo, Government, Regulation (GRK) – No. 01/2025 for the Local Coordinating Mechanism for Protection against Domestic Violence, Violence against Women, and Gender-Based Violence, approved in the 249th Meeting of the Government of the Republic of Kosovo, with the Decision No. 01/249, dated 26.02.2025, Article 1.

action plans to implement the NSVAW; proposing budgets for social services for approval by municipal assemblies; raising awareness towards zero tolerance for violence; and coordinating efforts with WCSOs. The Regulation requires confidentiality and a victim-centred approach that considers the needs and rights of victims. MCMs should meet at least every three months but can also call ad hoc meetings to address specific cases. The Chairperson is responsible for reporting annually to the Municipal Assembly and every six months to the National Coordinator.

Standard Operating Procedures

In 2013, Kosovo adopted SOPs for Protection from Domestic Violence, which sought to establish a coordinated national response system that involved all relevant institutions, including the Kosovo Police, judiciary, social services, ministries of health and education and CSOs.[113] SOPs aim to clarify the roles and responsibilities of competent institutions in protecting victims of domestic violence through identification, referral, protection, rehabilitation and reintegration. Current SOPs are focused on domestic violence and do not attend to other forms of gender-based violence. In 2025, they were in the process of being updated in line with the LGBV and other recent legal reforms.

SOPs for Trafficked Persons provide official guidance for the identification, protection and referral of trafficked persons.[114] SOPs are based on key principles that guide anti-trafficking stakeholders and service providers throughout the processes of identification, referral, assistance and social inclusion of presumed or identified trafficked persons. The document includes: identification; first assistance and protection; further assistance and social inclusion; assisted voluntary return or resettlement; and criminal and civil proceedings. SOPs define the actions to be taken, when they should be performed, the responsible actors, and how they should be carried out.

Administrative Instruction MoJ - No. 14/2024 for the Criteria and Method for Licensing of Professional Workers to Provide Social and Family Services

This Instruction establishes procedures for "application, method, criteria, and requirements for obtaining a license to provide social services. It also includes the procedure for reviewing and deciding on licensing, the appealing procedure, and the fee for licensing".[115] It is obligatory for all professionals providing social and family services, including social workers in CSWs and shelters.

Administrative Instruction MoJ-No. 02/2025 on Determining the Procedure for the Provision of Services from the Emergency Fund for the Needs of Victims During Their Stay at Police

This Instruction establishes the procedure for "providing services from the Emergency Fund for needs of victims of domestic violence, violence against women and gender-based violence during their stay at the police to ensure that their immediate needs are addressed", in accordance with the LGBV.[116] It requires CSWs to plan, manage and utilise municipal

[113] OSCE, Shelters for Victims of Domestic Violence, 2019.
[114] Ministry of Internal Affairs Office of the National Anti-Trafficking Coordinator, Standard Operating Procedures for Trafficked Persons in Kosovo.
[115] Republic of Kosovo, Government, Ministry of Justice, Administrative Instruction MoJ - No. 14/2024 for the Criteria and Method for Licensing of Professional Workers to Provide Social and Family Services, approved by the Minister of the Ministry of Justice dated 26.11.2024, with decision No. 416/2024.
[116] Republic of Kosovo, Government, Ministry of Justice, Administrative Instruction MoJ-No. 02/2025 on Determining the Procedure for the Provision of Services from the Emergency Fund for the Needs of Victims

budgets to create Emergency Funds to "cover the immediate basic needs of the victims and of the persons who are dependent on the victim during their stay at the police".[117] Emergency funds can support food, beverages, clothing, hygiene products, medicine and other emergency services that CSW case managers determine necessary following a needs assessment. CSWs should report quarterly to the Directorate of Social Welfare, Mayor and MCM on the funds provided and number of beneficiaries of the Emergency Fund.

Administrative Instruction (MoJ) No. 03/2025 on Residential Housing

This Instruction defines structural and functional conditions for residential housing for various types of beneficiaries, including shelters for gender-based violence.[118] It foresees that "Shelters offer safe housing, protection, rehabilitation, reintegration, and specialized support tailored to the specific needs of children and adults who are victims of all forms of violence".[119] It establishes the maximum number of residents in community-based housing: twelve in community-based housing for adults and eight in housing for children. It also sets forth procedures of admission led by CSWs, and record-keeping. Record-keeping does not require the gender, ethnicity, or ability of beneficiaries, or the number of days housing was provided. Annex 4 details "Minimum Quality Standards for Social Services in Residential Housing for Victims of Domestic Violence, Gender-Based Violence, Human Trafficking, or Other Forms of Violence."

Administrative Instruction MLFVLW-Nr. 02/2026 on Determination of the Minimal Conditions for the Establishment of Institutions for Social Services

This new Instruction establishes minimal conditions for institutions providing social services, including CSWs and safe houses.[120] For CSWs, it details requirements for physical conditions, equipment and appropriately qualified staff with ongoing training. For shelters, it references the requirements in Administrative Instruction No. 03/2025 on Residential Housing.

Budget Commitments to Addressing Gender-based Violence

This section examines the extent to which funding for specialised services for addressing gender-based violence is reflected in medium-term and annual budgets. It also considers Kosovo's medium-term financial outlook in the context of funding availability for specialised services.

Kosovo's Medium-term Financial Outlook

Kosovo's economy grew by 3.6% in Q1 2025, slower than the 5.6% growth in Q1 2024.[121] The slowdown reflected weaker consumption growth, lower goods exports and higher imports. Meanwhile, investments and service exports supported growth. Inflation averaged 2.3% in 2025, driven mainly by higher food prices, while services and energy also contributed

During Their Stay at Police, signed by the Minister of the Ministry of Justice on 12.02.2025 with Decision No. 40/2025 of 12.02.2025, Article 1.

[117] Articles 3 and 4.

[118] Republic of Kosovo, Government, Ministry of Justice, Administrative Instruction (MoJ) No. 03/2025 On Residential Housing, signed by the Minister of the Ministry of Justice on 13.02.2025, with Decision No. 51/2025 of 13.02.2025, particularly Article 14 and Annex 4.

[119] Article 14, paragraph 2.

[120] Republic of Kosovo, Government, Ministry of Labour, Family and Values of the Liberation War, Administrative Instruction MLFVLW-Nr. 02/2026 on Determination of the Minimal Conditions for the Establishment of Institutions for Social Services, approved by the Minister with Decision No. 02/2026, 08.07.2026. Article 15 refers to shelters.

[121] Central Bank of Kosovo, Quarterly Assessment of the Economy, 2025.

to price increases. The current account deficit widened to 9.2% of Gross Domestic Product (GDP), reflecting increased imports of electricity, food and cars. Stronger service exports, particularly diaspora tourism, partly offset the deterioration. The fiscal position remained sound, with the budget deficit at 0.7% of GDP, despite higher social spending. The International Monetary Fund (IMF) projects GDP growth to slow further to 3.3% in 2026, with inflation expected to rise to 5.9% due to higher global commodity prices.

According to the IMF's Country Report, Kosovo requires comprehensive structural and institutional reforms to improve economic and social outcomes, strengthen public institutions and increase competitiveness. The report also notes that because of a large gender gap, even a small increase in female labour force participation could significantly increase the country's labour supply.[122]

The Annual Audit Report 2024 shows that 31 out of 38 municipal audits (81%) resulted in qualified opinions, compared to 60% in 2023, showing a decline in results.[123] The main issues included: wrong classification of spending, including cases linked to court-enforced payments for collective contract obligations such as jubilee salaries; and weak budget planning. There were also problems in recording assets, liabilities, contingent liabilities and accounts receivable. In 14 municipalities, misclassification linked to collective contract costs was a key reason for the qualified opinions. The report also points to weak internal controls and errors in financial reporting, which affected the Annual Financial Statements.

From a macroeconomic perspective, increases in revenues have been accompanied by increased expenditures, leaving little fiscal space to increase expenditures towards better funding services. In this context, reallocation of existing resources likely will be needed to adequately fund social services in accordance with the legislation in force.

Medium-term Expenditure Framework

Central level budget organisations use the MTEF and municipalities use the Medium-term Budget Framework (MTBF) for medium-term budget planning. New MTEFs and MTBFs are adopted each year with revenue and expenditures projections for the next three years. The Ministry responsible for finance manages the MTEF, oversees the preparation of the state budget and issues annual budget circulars.

Since Kosovo uses line item budgeting rather than performance or programmatic budgeting, MTEFs and MTBFs are important documents for clearly linking budgets to the Government's strategic and programmatic commitments. MTEFs contain narrative sections that can link expenditures to government strategies with clear objectives, indicators, baselines and targets, including towards addressing gender-based violence. The narrative in the MTEF also provides space for including intersectional gender impact analysis and clear information on anticipated beneficiaries and impacts.

The MTEF 2022-2024 mentioned gender-based violence once as a key strategic objective in the sector of law, order and public safety, which includes the prevention and combating of domestic violence, violence against women and gender-based violence.[124] An objective was improving social welfare through restructuring, expansion and enhancement of the quality of social and family protection services, with a special focus on vulnerable groups and gender equality. The MTEF 2023-2025 similarly mentions addressing gender-based

[122] IMF, Republic of Kosovo, Fourth Reviews Under the Stand-By Arrangement and the Arrangement Under the Resilience and Sustainability Facility-Press Release; Staff Report; and Statement by the Executive Director for the Republic of Kosovo, 2025.
[123] Republic of Kosovo, Annual Audit Report 2024, 2025.
[124] The term gender is mentioned four times. MFLT, Medium-Term Expenditure Framework 2022-2024, 2021.

violence. However, these do not translate into concrete actions or budget lines.[125] The MTEF 2024-2026 has priorities including: completing the legal framework for protection against domestic violence and gender-based violence; and building the capacities of institutional mechanisms to address violence against women and domestic violence.[126] One of the main objectives within the general public governance sector is promoting and protecting human rights and ensuring gender equality through the empowerment of women. This objective includes promoting and protecting the rights of communities. However, it does not include clear actions or dedicated budget lines. The MTEF 2025-2027 maintains these same priorities and strategic objectives, but again does not have a clearly allocated budget.[127] The MTEF for 2026-2028 had not been published as of mid-2026 and could not be analysed.

Overall, a review of Kosovo's MTEFs for the period examined indicates that while addressing gender-based violence is recognised as a strategic priority, MTEFs have lacked concrete actions, indicators and budget allocations to clearly address gender-based violence.

At the municipal level, in 2023 most municipalities submitted GRB annexes with their 2023-2025 MTBF.[128] However, in 2024, only 12 municipalities submitted GRB annexes with their MTBFs.[129] KWN could not analyse these annexes, as they were not publicly available.

Annual Budget Commitments to Addressing Gender-based Violence

This sub-section examines the extent to which annual state budgets for 2022-2026 have budgeted for each specialised service related to addressing gender-based violence. It examines which specific budget lines exist for addressing gender-based violence, if any; how much has been budgeted in each of these; and which bodies are responsible for implementing these budget lines. Regarding specialised services, it focuses on the SOS helpline, sexual violence services, shelters and holistic, victim-centred case management.

Kosovo uses line item budgeting rather than programmatic or performance budgeting. Thus, the annual budget template does not include gender impact analysis, objectives, indicators, baselines or targets related to any expenditures, including those towards addressing gender-based violence. This hinders transparency, monitoring and evaluation of the impacts of expenditures. The GRB Annex, requested by MFLT in annual budget circulars, could provide such information. However, no such annex has been published for any of the annual budgets for 2022-2026 by the responsible ministries. Therefore, planned expenditures related to specialised services cannot be examined using GRB annexes.

In total, 37 municipalities submitted GRB annexes with their annual budgets in 2023-2025.[130] In 2025, all but six municipalities submitted GRB annexes.[131] In 2026, only 15 municipalities seem to have submitted the annex.[132] The annexes were rarely publicly available and therefore could not be examined to assess planned municipal expenditures related to specialised services for addressing gender-based violence.

The following sub-sections discuss known annual budget allocations for each of the specialised services examined.

[125] MTEF, Medium-Term Expenditure Framework 2023-2025, 2022.
[126] MFLT, Medium-Term Expenditure Framework 2024-2026, 2023.
[127] MTEF, Medium-Term Expenditure Framework 2025-2027, 2024.
[128] Only Kllokot, Fushe Kosovo and Podujeva did not submit them.
[129] KWN analysis based on data request to MF. These included Fushe Kosovo, Rahovec, Suharekë, Mamushë, Deçan, Klinë, Vushtrri, Gjilan, Kamenicë, Shtërpcë, Ferizaj and Viti.
[130] The only municipality that did not submit the GRB annex in 2024 is Kllokot
[131] These included Prizren, Leposaviq, Zubin Potok, Partesh, Kllokot and Ranillug.
[132] The 2026 data is incomplete; not all municipalities reported if they had submitted it at the time of data collection.

SOS Helpline

Table 10. VPAO Budget Allocations

Year	Budget
2022	€294,458
2023	€292,867
2024	€413,370
2025	€542,146
2026	€611,351

Kosovo does not have a dedicated SOS helpline, so specific budget allocations cannot be assessed. Within the Office of the State Prosecutor, the Victim Protection and Assistance Office (VPAO) provides similar services through its helpline. However, it serves several different types of victims and not only those who have suffered gender-based violence. While specific information is unavailable for its helpline services related specifically to gender-based violence, VPAO's overall budget has increased over time (Table 10).

Sexual Violence Services

Annual budgets do not contain specific budget lines for these services, primarily because they do not really exist in Kosovo yet. The IFM provides examinations and some emergency support. It has its own budget within the Ministry of Justice.

Shelters

Table 11. Budget for Service Providers

Year	Budget
2020	€880,000
2021	€1,000,000
2022	€1,000,000
2023	€1,500,000
2024	€1,500,000
2025	€2,500,000
2026	€2,500,000

Since 2019, the national government budget has included a budget line for the basic operation of shelters.[133] It funds shelters and day services for women victims of domestic violence and their children, as well as victims of human trafficking, abused children and foster children. Thus, it is not earmarked explicitly for shelters; shelters share these funds with other providers of social services.

The allocation in this budget line has increased from €880,000 in 2020 to €1 million in 2021, following advocacy by KWN and its members, particularly shelters, among other actors.[134] The allocation remained steady in 2022 and rose to €1.5 million in 2023 and 2024. In 2025, the allocation increased to €2.5 million and remained the same in 2026. Although this marks a significant increase from past years and meets shelters' essential operating

[133] In 2019, this budget line was under the Ministry of Labour and Social Welfare and in 2020 under the Ministry of Health. In 2021, it returned to the Ministry of Labour and Social Welfare. In 2022, it moved to the Ministry of Finance, Labour and Transfers (now the Ministry of Finance). Since 2023, it has been under the Ministry of Justice. (KWN review of laws "on the Budget Appropriations for the Budget of the Republic of Kosovo" for 2019-2026).
[134] KWN has consistently advocated for adequate resources for shelters since 2010. See, for example, KWN, "The Government Should Support Shelters and Day Centres for Victims of Violence Against Women in Kosovo's 2021 Budget", letter addressed to the Ministry of Labour and Social Welfare and the Ministry of Finance, 2020.

expenses, it may fall short in funding the full range of rehabilitation and reintegration services required under the IC. Also, the fact that the budget line is not earmarked for shelters can force them to compete for resources with other service providers, potentially resulting in insufficient resources.

Victim-Centred Case Management and Coordination

Municipalities hold complete and exclusive authority over the delivery of social and family services within their jurisdiction.[135] Municipalities must assess social service needs of their residents, plan required services and allocate funding based on needs.[136] Municipalities are responsible for victim-centred case management provided through CSWs under the budget lines of directorates for social welfare, or similarly named directorates.

Since 2022, the State Protocol for the Treatment of Sexual Violence Cases foresaw that municipalities would allocate funds for two additional specialised social workers in each municipality and four in Pristina.[137] However, funding remains insufficient. Only one municipality (Istog) may have allocated funds for employing two additional social workers; and eight municipalities have hired at least one additional staff member since 2022, though they may not focus on gender-based violence.[138] Meanwhile, nine municipalities decreased the number of staff during this period.[139] Most municipalities lacked knowledge about this obligation or stated that they faced budgetary constraints.[140]

Additionally, all municipalities must establish municipal coordination mechanisms (MCMs) to address domestic violence.[141] Municipalities must provide adequate financial and human resources to implement the LGBV and the NSVAW at the local level. Seemingly, this budget should be allocated through Mayors' offices budgets as they are responsible for leading and ensuring the functioning of MCMs. Municipalities do not have specific budget lines for this purpose, which makes it difficult to assess budget allocations. Thus, KWN sent an official request to all 38 municipalities for data on budget allocations related to addressing gender-based violence; only five responded. Among them, only Suharekë Municipality reported budgeting for MCMs in 2022-2028 (Table 12).

Table 12. Municipal Budgets Allocated and Planned for MCMs

Municipality	Budgeted 2022	Budgeted 2023	Budgeted 2024	Budgeted 2025	Planned 2026	Planned 2027	Planned 2028
Suharekë	€1,520	€1,520	€1,520	€3,800	€1,500	€1,500	€1,500

Only five of the responding municipalities reported budgeting for shelters (Table 13). Additional municipalities likely budgeted to support shelters, but they did not respond to the data request.

[135] Republic of Kosovo, Law on Social and Family Services, 2024.
[136] Ibid.
[137] Republic of Kosovo, Decision No. 11/109, State Protocol for the Treatment of Sexual Violence Cases, 2022.
[138] KWN analysis of budgets 2022-2026. Budgets do not show the number of social workers, but rather the number of staff, which may also include administrative positions. The municipalities that have hired additional staff members include Istog, Kamenicë, Podujeva, Ferizaj, Viti, Zubin Potok, Junik and Gracinica.
[139] These include: Gjakova, Gjilan, Obiliq, Pristina, Prizren, Skenderaj, Suharekë, Malishevë and North Mitrovica.
[140] KWN meetings with municipal officials, 2026.
[141] Assembly of the Republic of Kosovo, Law No. 08/L-185 on Prevention and Protection against Domestic Violence, Violence against Women, and Gender-based Violence, 2022, Article 25. Although the Article refers to gender-based violence, the next paragraph only mentions protection from domestic violence. This should be revised to ensure protections from all forms of gender-based violence to harmonise it with this Article.

Table 13. Municipal Budgets for Shelters

Municipality	Budgeted 2022	Budgeted 2023	Budgeted 2024	Budgeted 2025	Planned 2026	Planned 2027	Planned 2028
Suharekë	€4,000	€4,000	€4,000	€4,000	€4,000	€4,000	€4,000
Dragash	€1,700	€1,700	€1,230				€1,700
Hani i Elezit	€500	€500		€500	€500	€500	€500
Pristina	€11,500	€11,500	€11,225	€15,000	€15,000	€15,000	€11,50
Obiliq		€3,000	€3,000	€3,000	€3-6,000		
Kllokoti	€0	€0	€0	€0	€0	€0	€0

The Municipality of Pristina also has budgeted to support survivors of gender-based violence in their reintegration (Table 14).

Table 14. Financial Support to Survivors (Direct Transfers and Subsidies)

Municipality	Budgeted 2022	Budgeted 2023	Budgeted 2024	Budgeted 2025	Planned 2026	Planned 2027	Planned 2028
Pristina	€70,000	€70,000	€70,000	€70,000	€80,000-€100,000	€80,000-€100,000	€80,000-€100,000

Two municipalities reported fulfilling obligations to budget for Emergency Support, including clothing and medicine. These were allocated through the Mayor's Office budget line.

Table 14. Budget for Emergency Support (e.g., Clothing, Medicine)

Municipality	Budgeted 2022	Budgeted 2023	Budgeted 2024	Budgeted 2025	Planned 2026	Planned 2027	Planned 2028
Suarekë	€1,000	€1,000	€1,000	€1,000	€1,000	€1,000	€1,000
Obiliq					€500	€500-€1,000	

Thus, municipalities have had varying practices in how they budget for supporting survivors of gender-based violence. The lack of clear budget lines or GRB annexes explaining these allocations has made it difficult to track them.

Conclusion

GRB is obligatory for all institutions, but GRB requirements and methods are insufficiently institutionalised within the public finance management system and processes. The LGE, regulations and guidance call for gender analysis to inform all legislation, including budgets. Sex-disaggregated data is required by the LGE. Gender impact analysis is also legally required. However, sex-disaggregated data is not always available from service providers, hindering its use for gender impact analysis that can inform budgets for specialised services.

The legal framework incorporates important principles and obligations arising from international human rights instruments, including the IC. However, gaps remain in achieving full and effective alignment and implementation, including in relation to specialised services, digital forms of violence, reporting and procedural obligations, GRB, and the protection of diverse groups. Further legal and institutional measures are needed, including to strengthen normative guarantees for the rights of persons with disabilities in line with the CRPD, and to ensure that the protections required under relevant international instruments are effectively realised in practice.

Strategies and action plans have actions to address gender-based violence but do not always clearly state bodies responsible for budgeting for these actions or budget amounts. Several actions depend on donor or civil society financial contributions. Thus, budgets may be insufficient. Some relevant budgets have been secured, while several actions depend on funds expected from future sources or donors. Of the clearly allocated budgets, only a portion has been spent to date; actual expenditures often have been delayed or lower than planned due to funding gaps or reliance on external contributions.

MTEFs do not include clear objectives towards addressing gender-based violence in line with governmental strategies and action plans. This can hinder midterm budget planning for implementing IC commitments, laws and policies governing specialised services. Kosovo's use of line item budgeting hinders clear portrayal of how annual budget allocations aim to contribute to strategies and programs, including related to gender-based violence. While GRB annexes required by MF could provide this information, they have not always included such details or been made publicly available. The Ministry of Justice's budget line related to specialised services has increased substantially over time but does not only support shelters and may be insufficient for supporting comprehensive rehabilitation and reintegration services. Municipalities also have allocated budgets for addressing gender-based violence, but the approach has not been consistent across municipalities.

CHAPTER 2. IN SUM: THE COSTS OF SPECIALISED SERVICES FOR ADDRESSING GENDER-BASED VIOLENCE

This chapter examines the extent to which the Government has allocated and spent sufficient funds for providing gender-based violence-related specialised services in line with the IC in 2022-2025, and budgeted sufficient funds for 2025-2029. This period has been selected to analyse any recurring trends over time, in accordance with best practices in GRB. The chapter examines financing for each specialised service defined by the IC. The services include respectively: the national SOS Helpline; Rape Crisis and Sexual Violence Referral centres; shelters; case management, coordination and specialised social services; and social housing.

For each service, this chapter first outlines institutional responsibilities and specific institutional mandates established under the IC and domestic legislation. It then provides an overview of the key actors responsible for delivering and financing each service, and analyses their capacities for GRB and the documented demand for the service. Each section then examines the budget and public expenditures for specific services during 2022-2025, drawing on budget laws, annexes and available financial reports. The final subsection provides cost estimates for each specialised service for 2026-2029. The estimates are based on publicly available financial and budget data, information provided by service providers, data gathered through interviews with providers and institutional representatives, and market prices.

SOS Helpline

According to IC Article 24, states are to establish appropriate support services for survivors of gender-based violence, including helplines, which should be available 24/7. Helplines should be confidential, free of charge and accessible for all survivors, providing immediate assistance and information about available services and legal options.

Responsibilities

The obligation to establish a fully operational national helpline began officially in 2020 with Kosovo's ratification of the IC. The Government should have begun planning and budgeting for the service since then. Establishing a 24/7 emergency helpline for victims of gender-based violence is an obligation in Kosovo's legal and policy framework, including in the State Protocol for the Treatment of Sexual Violence Cases,[1] NSVAW 2022-2026,[2] and

[1] Republic of Kosovo, State Protocol for the Treatment of Sexual Violence Cases, 2022.
[2] The NSVAW Action Plan foresees the establishment of a "National Helpline for all forms of violence against women and domestic violence, available 24/7 in all official languages in Kosovo, in accordance with the requirements of the Istanbul Convention."

Administrative Instruction on the Establishment and Operation of an Emergency Phone Line for Victims of Domestic Violence.[3]

The Protocol requires that the SOS helpline offer immediate, confidential and multilingual assistance. Assistance is intended to cover: emotional support; crisis intervention; referrals to relevant services such as shelters, police, healthcare providers; and psychosocial support. Emergency helpline providers must assess threats to victims and they must: document calls confidentially; cooperate with relevant services; attend ongoing training; report quarterly to the National Coordinator; prepare requested reports; and support public awareness of the service.[4] The NSVAW aimed for the helpline to be fully operational by the end of 2026. Leading and supporting institutions responsible for its establishment are the Ministry of Health, MFLT, Ministry of Justice National Coordination and AGE. Meanwhile, the Administrative Instruction rendered the Ministry of Justice responsible for establishing and operating the emergency phone line. The Ministry must ensure funding and establish procedures for its continuous operation and maintenance.[5]

Historically and to date, the VPAO has provided some helpline services, assisting persons who have suffered gender-based violence as well as other potential victims of crime. However, this service does not meet IC criteria for an SOS helpline *dedicated* to addressing all forms of gender-based violence, managed by professionally trained operators. Specialised helpline support for forms of violence besides domestic violence remains limited.[6] Additionally, VPAO and free legal aid helplines reportedly function inconsistently and, in some cases, have not functioned.[7]

Capacities for GRB for the SOS Helpline

The helpline has not been established, so it was not possible to examine responsible officials' capacities for GRB. No costing for this service seems to have been undertaken yet.

Data on Beneficiaries and Impacts

As the helpline has not yet been established, there have not been any beneficiaries yet. No systems seem to exist yet for confidentially maintaining such data.

Demand for Services

Official statistics on reported cases of gender-based violence suggest an urgent need for a SOS helpline. Precise levels of need and demand for this service cannot be determined given the nature of gender-based violence, as not all victims seek help or report violence. However, proxies can be used to estimate potential demand. Overall, 54% of women in Kosovo report having experienced psychological, physical or sexual violence by an intimate partner since the age of 15. Meanwhile, 29% of women have experienced sexual harassment

[3] Republic of Kosovo, Administrative Instruction (GRK) No. 01/2025 on the Emergency Phone Line for Victims of Domestic Violence, Violence Against Women, and Gender-Based Violence, 2025.
[4] Article 8.
[5] Article 4.
[6] Council of Europe, Mapping support services for victims of violence against women in Kosovo*, 2017.
[7] The Ministry of Justice stated that free legal aid helplines function regularly; however, KWN research found that they function inconsistently and sometimes do not work (see KWN, *Zero Tolerance? Monitoring the Institutional Response to Gender-based Violence in Kosovo*, 2025).

over their lifetimes, according to the last published household survey.[8] This suggests widespread potential need.

Kosovo police have reported an average of 2,613 reports of domestic violence per year (Table 15).[9] Meanwhile, Table 16 presents alleged women (w) and men (m) victims of crimes that potentially involved gender-based violence.[10] Not all alleged crimes necessarily involved gender-based violence. The Kosovo Police lack a system for classifying and tracking cases involving gender-based violence. Nevertheless, certain alleged crimes would have involved gender-based violence, such as domestic violence, sexual harassment and all forms of sexual violence.

Table 15. Domestic Violence Cases Reported to Police

Year	Cases	% Change
2021	2,456	
2022	2,764	13%
2023	2,639	-5%
2024	2,959	12%
2025	2,246	-24%
Average	2,613	-1%

Table 16. Victims by Alleged Criminal Offence and Gender

Crime	W 2021	W 2022	W 2023	W 2024	W 2025	M 2021	M 2022	M 2023	M 2024	M 2025	Total	Total W	% W	Total M	% M
172 Murder	1		1	1		6	3	8	2		22	3	14%	19	86%
173 Aggravated Murder	2	4	5	2		16	10	15	10		64	13	20%	51	80%
183 Sexual Harassment	19	51	34	49	32	1	1	1		2	190	185	97%	5	3%
182 Harassment	138	152	134	111	133	56	60	53	54	51	942	668	71%	274	29%
186 Serious bodily injury	23	25	20	18		214	172	158	130		760	86	11%	674	89%
227 Rape	89	74	72	56	62	2	3	5	4	4	371	353	95%	18	5%
229 Sexual Assault	552	40	40	41	31	1	3	3	24	3	738	704	95%	34	5%
230 Degradation of sexual integrity				1	3	1			2		7	4	57%	3	43%
233 Inducing sexual acts by false promise of marriage	4	1	1								6	6	100%	0	0%
234 Facilitating/ compelling prostitution	4	1		4					1		10	9	90%	1	10%
236 Sexual relations within the family		2		1							3	3	100%	0	0%
248 Domestic violence	1245	1414	1144	1095	2137	328	296	279	269	699	8906	7035	79%	1871	21%
Total	2077	1764	1451	1379	2398	625	548	522	496	759	12019	9069	75%	2251	19%

[8] OSCE, *Survey on the Well-being and Safety of Women in Kosovo*, 2019. More recent data is unavailable.
[9] Kosovo Police, Annual Report of the Work of the Kosovo Police, 2026.
[10] Kosovo police response to data request, published in KWN, *Zero Tolerance? Monitoring the Institutional Response to Gender-based Violence in Kosovo*, 2025. Notably, Kosovo Police report data do not match the data provided to KWN in response to a data request. Both data are present here, though it is unclear which are more accurate. Exceptionally, the domestic violence figures for 2025 are from the Ministry of Justice's Database for the Identification of Cases of Domestic Violence.

Notably, domestic violence consistently has been the second most prevalent crime reported in Kosovo, following light bodily injury.[11] Women have accounted for 79% of alleged victims, underscoring the gendered nature of this offense. Women also comprised 97% of alleged sexual harassment victims. Women were disproportionately represented among victims of harassment (71%), rape (95%), sexual assault (95%) and incest (100%). In the absence of helpline data, police data can serve as a proxy for the potential level of need for the helpline. On average, there have been 2,404 cases related to alleged instances of gender-based violence reported each year; actual prevalence likely is more. Police data suggest a potential need to respond to at least seven calls per day.

Police data only include reported alleged crimes. Not all cases are reported. Thus, calls related to gender-based violence received by the VPAO also can be used to estimate potential future demand. The number of clients seeking assistance related to domestic violence has increased steadily from 2021 to 2024 (Table 17).[12] Meanwhile, the number of helpline calls related to domestic violence has declined substantially since 2023, though calls related to human trafficking have increased. Based on the VPAO's experience, it could be predicted that an SOS Helpline would likely receive an average of 389 calls per year, averaging approximately one call per day.

Table 17. VPAO Domestic Violence Cases and Helpline Calls Related to Gender-based Violence

Year	Cases	Helpline Calls					
		Domestic Violence	Human Trafficking	Sexual Violence	Mistreatment	Other	Total
2021	1,822	187	2		2	136	327
2022	2,538	267	6	4	1	281	559
2023	2,636	175	9	5		239	428
2024	2,620	119	14	1		247	381
2025		96		5		147	248
Average	2,404	169	8	4	2	210	389

Meanwhile, police data suggest that a SOS helpline could receive approximately seven calls per day, on average. This could increase in the future with better promotion of the service, including the availability of counselling related to other forms of gender-based violence that currently seem underrepresented.

Budgets and Expenditures 2022-2026

Despite obligations arising since 2020 and the fact that the NSVAW has foreseen the helpline's establishment by 2026, no funding was allocated for this service in 2022-2025 budgets. No budget was foreseen for 2026 in the NSVAW. No evidence exists of preparatory planning or cost projections.

As a similar albeit different service, the budget and expenditures of the VPAO within the Office of the State Prosecutor can provide insight to inform costs (see Table 10). The VPAO received a €128,776 (31%) increase in its 2025 budget compared to its 2024 budget

[11] Kosovo Police, Some of the Results and Achievements of the Kosovo Police During 2024, 2024. Accessed 15 August 2026.

[12] Data provided by VPAO following data request for gender-based violence cases reported through the Helpline, 2026. It is unclear to what "other" refers, but since the data request was for gender-based violence cases, it should refer to such cases.

(€413,370). Although the budget for 2026 (€611,351) represents a 13% increase compared to 2025 (€542,146), the number of staff remained unchanged.[13]

The 2026 budget foresees an allocation of €10,000 per year for 2026, 2027 and 2028 for the Electronic Case Management System at the VPAO.

Historically, the number of Victim Advocates has been insufficient to fulfil legal obligations and ensure adequate protection for survivors of gender-based violence.[14] The number of staff has increased since 2022, suggesting an effort to strengthen capacity.[15] However, VPAO officers provide several services to various beneficiaries and did not only operate the helpline. Therefore, without detailed records, the time spent on gender-based violence cases and affiliated costs could not be estimated.[16] Without further information, the VPAO budget and expenditures do not adequately indicate potential helpline costs.

Costs

An evidence-based, multiyear financing model for the helpline is needed. The Administrative Instruction does not establish the number of staff required or their positions, which can affect costs. Based on state requirements and market prices, Table 18 estimates the costs affiliated with this service, forecasting the budget for 2026-2029.

Table 18. Estimated SOS Helpline Costs, 2026-2029

Cost	Monthly	2026	2027	2028	2029
Staff		**€130,459**	**€135,156**	**€138,129**	**€140,892**
Director	€981	€11,778	€12,202	€12,470	€12,720
Operators, daytime shifts (4)	€789	€37,884	€39,248	€40,111	€40,914
Operator, night shift (2)	€1,026	€24,625	€25,511	€26,072	€26,594
Operators, weekends, holidays (4) (50%)	€592	€28,413	€29,436	€30,083	€30,685
Operator, weekend night shift (50%) (2)	€710	€17,048	€17,662	€18,050	€18,411
Finance Officer / Administrator	€643	€7,712	€7,990	€8,166	€8,329
Housekeeper (50%)	€250	€3,000	€3,108	€3,176	€3,240
Operational Costs		**€20,530**	**€15,571**	**€15,914**	**€16,232**
Utility expenses	€200	€2,400	€2,486	€2,541	€2,592
Communication expenses	€200	€2,400	€2,486	€2,541	€2,592
IT	€400	€4,800	€4,973	€5,082	€5,184
Technical equipment		€6,500	€1,036	€1,059	€1,080
Office supplies	€50	€600	€622	€635	€648
Campaign expenses		€630	€653	€667	€680
Continuous training		€2,000	€2,072	€2,118	€2,160
Banking expenses	€100	€1,200	€1,243	€1,271	€1,296
Total		**€150,989**	**€150,727**	**€154,043**	**€157,124**

[13] A request was submitted to the VPAO for information regarding the helpline's staff structure, number of calls received, operational costs, key challenges, budget needs, required staffing levels, and budget allocation. No response was received, and the requested information was not provided.
[14] KWN, *Zero Tolerance; Monitoring the Institutional Response to Gender-based Violence in Kosovo*, 2025.
[15] Republic of Kosovo, Annual Report on the Implementation on National Strategy on Protection against Domestic Violence and Violence against Women 2022-2026, 2024.
[16] While KWN requested information about staff, time, and other related expenses, this information was not provided.

Salary estimates are based on current public sector pay levels set by Kosovo's Law on Salaries, unless otherwise noted.[17] In accordance with this Law, the basic salary shall be raised based on the employee's work experience, by 0.5% for each full year of work experience. Meanwhile, in accordance with the Law on Labour, working hours between 22:00 and 06:00 are considered night work, and employees who work during this period should receive a 30% additional hourly payment for each hour worked.[18] Employees who work weekends should receive 50% additional pay per hour.[19] Salaries and budgets have been calculated considering these legal obligations.

The helpline Director will be responsible for managing helpline operations. This includes supervising staff, ensuring quality services in line with legal requirements, planning strategically, promoting the helpline and maintaining strong partnerships with other institutions to provide effective support. The annual gross salary is estimated based on the public sector salary coefficient of 8.3 for a full-time "director of institution" as an equivalent public sector role (e.g., for a school or health facility director). The coefficient multiplied by the base salary (€110) results in a total gross salary of €913 per month. Assuming the Director will need at least 15 years' experience working with cases related to gender-based violence to be adequately qualified for this position, a 0.5% salary increase for each year of work experience will increase the basic salary by 7.5%, resulting in an estimated gross salary of €981 per month and €11,778 per year in 2026.[20]

The Administrative Instruction states that helpline staff must possess higher education; be licensed and trained to provide psychosocial support, counselling and referrals. Further, the service provider organisation must have at least five years' experience in addressing gender-based violence, and helpline staff must have at least one year of relevant professional experience.[21] Operators must be able to provide services in the languages spoken by victims, suggesting a need for Albanian and Serbian language skills, among other possible languages. Helpline operators must be trained, qualified psychologists who answer calls, listen to callers and provide support without judgment. They check if someone is in danger of hurting themselves or others, provide simple advice and coping tips to manage stress or strong emotions, and refer callers to other services or resources. Their main job is to keep people safe and offer support. The helpline will require professional psychologist operators to ensure coverage across day and night shifts. A second staff member must always be available while a call is ongoing. For example, if a caller is in an emergency situation and the Kosovo Police need to be contacted, the operator should be able to maintain communication with the caller while another staff member handles the necessary coordination and logistics. Therefore, at least two staff members must be present during each shift. They will cover 6:00-15:00, 15:00-22:00 and 22:00-6:00 shifts, with one additional operator always available to provide support when needed, including during periods of high volumes of calls (e.g., holidays), when other operators take leave and on weekends. The salary is based on the coefficient for psychologists (7), totalling €770 per month per operator. Assuming operators will need at least five years' experience to be adequately qualified, their salaries will amount to €789 each. Based on years of experience, the cost for each operator may be slightly higher. For four daytime operators,

[17] Republic of Kosovo, Law on Salaries in the public sector, 2022.
[18] Republic of Kosovo, Law on Labour, 2010, articles 27 and 56.
[19] An employee may request to be compensated with days off instead of receiving such allowances.
[20] Considering that such a service does not currently exist, requiring 15 years of work experience may limit the number of applicants without necessarily ensuring higher quality. If suitable candidates are not found, the required experience could be reduced to 10 or five years.
[21] Articles 6 and 7. Professionals must meet the following criteria: "1.1. have a higher education in psychology, sociology, pedagogy, legal sciences, or related fields; 1.2. be licensed by the relevant authority; 1.3. have at least forty (40) hours of specialized professional training per year in the prevention and protection against domestic violence, violence against women, and gender-based violence; 1.4. have at least one (1) year of work experience in the psycho-social field for victims of violence, violence against women, and gender-based violence."

the total amount will be €37,884 in 2026. The two-night shift operators will need to be paid an additional 30% for working from 22:00 to 6:00, totalling €1,026 monthly per person and €24,625 for two operators in 2026. Four weekend and holiday operators are needed; they can also cover for weekday staff during their holiday and other leaves. They will require 50% for weekend shifts and 50% when working to cover for other operators on national holidays. They will not work full-time, but only weekends, others' paid vacation days and holidays. They will be paid based on hours worked, considering weekend, night and holiday pay. For weekend (50%) and holiday (50%) pay, the base salary of €789 must be multiplied by 50%, totalling €1,184 per person. Assuming this will be a part-time position (50%), this amounts to €592 per month per person and €28,413 for four operators in 2026. Finally, two-night shift operators will be needed for weekends and holidays of other night shift operators, receiving night (30%) and weekend (50%) pay, totalling €1,421 monthly, €710 as a part-time position (50%) and € €17,048 in 2026 for two operators. As these are proxies, data on actual expenditures will be essential for budgeting more accurately for future budget planning based on actual hours worked.

The Finance Officer / Administrator is responsible for managing the helpline's finances, including budgeting, bookkeeping, making payments and preparing financial reports. This person ensures that all financial activities follow legal requirements, ensuring transparency and accountability. This position also handles administrative tasks to support the overall functioning of the helpline. The annual gross salary is estimated based on a municipal regulation coefficient of 5.7 for a full-time financial officer position.[22] The coefficient multiplied by the base salary (€110) results in a total gross salary of €627 per month. Assuming at least five years' experience will be required for this position, and a 0.5% salary increase per year, the estimated gross salary will be €643 monthly and €7,712 in 2026.

The Housekeeper is responsible for maintaining cleanliness, order and hygiene throughout the facility. The annual gross salary is estimated based on a state salary coefficient of 3.9 for a full-time housekeeper position. Considering recent changes to the minimum salary (€500), the monthly gross salary for this part-time position (50%) will be €250.[23] The annual gross salary will be €3,000 in 2026.

Operational costs ensure that the helpline functions, including a supportive working environment to enable continual, quality services. Cost estimates are based on other similar helpline services like *Linja e Jetës* (Lifeline).[24] Utility costs include water, electricity, waste management and heating, estimated at €200 per month on average and €2,400 in 2026. Communication expenses are necessary for the functioning of the helpline's telephone line. These costs ensure uninterrupted communication services for beneficiaries and smooth internal coordination in the team. The estimated budget is €200 per month and €2,400 in 2026.

IT support involves contracting an IT professional or company responsible for maintaining the technical systems related to the helpline, ensuring proper functioning of

[22] Republic of Kosovo, Municipality of Istog, *Rregullore Komunale 97/2025 për Organizimin e Brendshëm dhe Sistematizimin e Vendeve të Punës në Administratën Komunale* [Municipal Regulation 97/2025 for the Internal Organisation and Systemisation of Workplaces in Municipal Administration] is used because the Law on Salaries does not contain a coefficient for this position. Other municipalities have similar regulations with the same coefficients.

[23] According to Article 9 of the Law on Salaries, regardless of the monetary value of the coefficient, when the basic salary calculated through the coefficient is lower than the minimum salary, the basic salary shall be considered equal to the minimum salary. The minimum salary was changed on 31.10.2026 via decision number 10/273.

[24] "*Linja e Jetës*" (LifeLine) is the first suicide prevention helpline in Kosovo. Since its establishment in November 2019, it has provided free emergency support to anyone who calls in need. While it does not focus on cases of gender-based violence, as a helpline, it can offer an indication of costs affiliated with helpline services in Kosovo.

communication tools, software and overall system stability. This support is essential for preventing technical disruptions and ensuring continuous service delivery. The allocated budget for IT support is €400 per month, totalling €4,800 in 2026. Technical equipment required for the helpline includes computers, headsets, servers and other infrastructure. These items will not need to be purchased annually, but only as needed for replacement or upgrading. Following initial investments in laptops, a server and related equipment, totalling €6,500 in 2026, upkeep can be planned at €1,000 per year plus inflation for 2027-2029. Office supplies are required for daily operations, including workplace beverages (e.g., coffee and tea), stationery, printing materials, consumables, cleaning supplies, disinfectants and other basic supplies. These are estimated to cost €50 monthly and €600 in 2026. Campaign expenses relate to awareness-raising about gender-based violence and available support services, as foreseen by the IC, estimated at €630 in 2026.[25] This can include outreach, pamphlets, televised ads and social media promotion. Employees' continuous training includes costs for trainers, materials, transportation, fees and other resources required for capacity-building. The estimated budget for training is €2,000 annually.[26] Bank fees cover standard banking charges related to the project's financial transactions, including transfers and account maintenance. The budget is €100 per month on average, totalling €1,200 per year.

Based on the assumptions and cost items included in the model, the estimated recurring and identified start-up budget is €150,989 for 2026, excluding office rent and certain initial furnishing, supplies and set-up costs. Notably, the costs of office rent and initial start-up costs related to furniture, supplies and non-computer equipment have not been considered as it is unclear whether these will already be in place by the government body or the NGO providing SOS Helpline services. If not, these additional costs will need to be budgeted, as well, and could be based on costs for similar products outlined in later sections of this report. Considering fewer start-up costs and an annual inflation rate of 4%, the budget will be €150,727 in 2027.[27] Applying a further annual inflation rate of 2% for 2028 and 2029, the total budget will increase to €154,043 in 2028 and €157,124 in 2029.

Rape Crisis Centre and Sexual Violence Referral Centre

According to IC Article 25, states are required to take measures to ensure the establishment of appropriate and easily accessible rape crisis or sexual violence referral centres. Such centres must provide comprehensive services, including medical care; forensic examinations; trauma counselling; and referrals to legal, health and psychosocial support.

A *rape crisis centre* is a specialised service that provides long-term support to victims of sexual violence. A centre's primary activities include counselling and therapeutic assistance, including face-to-face counselling; support groups; and contact with other relevant services. Rape crisis centres may also support victims during court proceedings by offering advocacy and practical assistance.[28]

In contrast, a *sexual violence referral centre* focuses on immediate medical care, forensic examination and crisis intervention following sexual assault. Such centres may be hospital-based. They conduct medical assessments, forensic examinations, and ensure prompt referral to appropriate specialised organisations for further support. They also may collect and store forensic evidence even when the victim has not yet decided whether to report the assault to police.[29] These centres should be part of a broader support network that is free of charge,

[25] For consistency, calculated based on shelters' average budget, which is less than the Lifeline's budget.
[26] Ibid.
[27] IMF, Inflation rate, average consumer prices. Website accessed on 22 July 2026.
[28] Council of Europe, Explanatory Report to the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, p. 26.
[29] Ibid.

available to all survivors, -and ensures confidentiality and informed consent. In addition to providing all elements typically required for shelters, rape crisis and sexual violence referral centres must have specialised infrastructure and equipment for forensic and medical services.

Responsibilities

The State Protocol for Treatment of Sexual Violence Cases foresees the establishment of specialised rape crisis centres *or* referral centres as essential first-response services for survivors of sexual violence.[30] It calls for SART programs handling sexual violence cases to ensure coordination and cooperation between police, the State Prosecutor, CSWs, Victim Advocates, health professionals, forensic doctors and shelters. Currently, Kosovo's legal, policy and institutional framework do not include SART, a multidisciplinary coordination mechanism for sexual assault cases, or Sexual Assault Nurse Examiners (SANE), a specialised forensic nursing function. SANE-SART models have been associated with improved clinical care and coordination in some settings.[31] Their applicability and potential effectiveness should be considered in the context of Kosovo's legal, health and forensic systems. Any SART-type mechanism would need to be integrated with existing MCMs to avoid duplication; and any SANE function would need to be linked to existing forensic physicians and forensic procedures.

The current legal and policy framework does not state how many rape crisis or sexual violence referral centres shall be established. Currently, no institution is formally designated or legally mandated to operate as a rape crisis centre or sexual violence referral centre in Kosovo. No policy document currently specifies where these centres should be located, or which institution should manage them. Nor are their mandates and functioning clearly defined in any secondary legislation. Neither the State Protocol nor the NSVAW have foreseen the establishment of secondary legislation governing their functioning.

In practice, the Institute for Forensic Medicine (IMF) performs some functions associated with a sexual violence referral centre, particularly forensic examination and evidence collection. Located within the complex of the University Clinical Centre of Kosovo in Pristina, it functions under the budget of the Ministry of Justice. Some research participants argued that the IFM would be the most logical location for a Sexual Violence Referral Centre, as it is the main institution responsible for collecting and preserving forensic evidence.[32] IFM staff also have had relevant training and possess much of the expertise required. Other institutions reportedly often have failed to fully understand the nature and fragility of biological evidence, or how to handle it appropriately.[33] Regardless of the eventual management arrangement for the centre, IFM should retain responsibility for forensic standards, evidence-collection protocols, quality assurance and chain-of-custody requirements. The overall management, governance and financing of the multidisciplinary service needs to be be determined through the appropriate legal and institutional framework.

A Sexual Violence Referral Centre and potentially a Rape Crisis Centre could be constructed on the unused municipal property surrounding the IFM.[34] The planned infrastructure project would need to be submitted to the municipality for a building permit. A thorough feasibility study would still need to be conducted related to infrastructure costs. The institution responsible for managing such centres still needs to be clarified for the budget to be allocated.

In the absence of a dedicated facility, the Institute has adapted its current premises to provide conditions as acceptable and suitable as possible for victims and other parties. This does not replace the need for a specialised centre, particularly since no follow-up services

[30] Republic of Kosovo, State Protocol for the Treatment of Sexual-Violence Cases, 2022.
[31] Department of Health, Sexual Violence Services International Overview, 2012.
[32] KWN interview with IFM representative, August 2025.
[33] Ibid. and KWN observations.
[34] Ibid.

exist for victims. No institutions are in place to which IFM can refer victims for psychosocial or psychological support. No mechanisms are in place to address coordination gaps with institutions and the criminal justice chain. These issues require resolve within the framework of a dedicated centre.

The absence of a specialised referral centre has resulted in multiple systemic challenges across the criminal justice chain. Without a centralised centre operating with standardised procedures, survivors are forced to repeat their testimonies to multiple institutions, increasing the risk of re-traumatisation. The lack of a referral centre also causes procedural delays and evidentiary risks, as key forensic and legal steps are not streamlined. Coordination failures between police, prosecutors, social services and healthcare providers mean that emergency protection, medical treatment and psychological assistance often occur in isolation rather than through a single, survivor-centred pathway.[35]

Without official referral centres, shelters have provided some, ad-hoc services. Shelter staff have received training on providing services for gender-based violence, domestic violence including sexual violence and persons affected by sex trafficking. [36] They already provide support services to survivors of sexual violence, particularly occurring within domestic relationships. Shelter services include facilitating urgent medical care, psychological counselling and crisis accommodation.[37] These services are delivered without formal recognition, designated funding or institutional support. In emergency situations, shelters reported helping sexual violence victims as they "could not turn victims away". However, without a formal mandate to provide such services, shelters have not been able to report to institutions the services provided if sexual violence occurred outside domestic relationships. Shelters rely on police reports to validate their services and to receive state support for these services. Shelters do not receive financial support for cases involving sexual violence outside domestic relations. This places an additional administrative and financial burden on shelters that provide these services.

> "We couldn't refuse such cases. […] In emergencies, we accept them.

While shelters potentially could be given the mandate to host rape crisis centres using their existing facilities and expertise, shelter representatives expressed concern about adding such services. They tended to think that separate facilities should exist, dedicated to supporting survivors of sexual violence.

> "Mixing services is very problematic. I wouldn't like to mix them. It's risky. [I]t causes many problems.

Capacities for GRB for the Specialised Service

No institution exists so the capacities for GRB within such an institution could not be assessed. IFM has made some budget estimates, but capacities for GRB could be furthered.

Data on Beneficiaries and Impacts

Currently, the institutional Database for the identification of cases of domestic violence only registers domestic violence cases. This makes it impossible for shelters or other institutions to formally record sexual violence cases, which impedes accurate case documentation, service planning and the establishment of funding projections for needed services.

[35] Ibid.
[36] KWN interviews, 2025.
[37] For further information about shelter services, please see the section on Shelters.

Demand for Services

The Council of Europe explanatory materials suggest a benchmark of one rape crisis centre per 200,000 inhabitants and at least one centre per region. Kosovo's resident population is approximately 1,536,137.[38] Table 19 illustrates the number of centres that will be required based on population size and to serve different regions.

Table 19. Rape Crisis / Sexual Violence Referral Centres Required by Municipality

Municipality (By Size)	Total Population	% of Kosovo's Population	Required Rape Crisis Centres	Current Crisis Centres
Pristina	227,154	14.1%	1	0
Prizren	148,202	9.2%	1	0
Ferizaj	109,264	6.8%	1	0
Gjilan	83,576	5.2%		0
Gjakova	79,480	4.9%		0
Podujeva	72,735	4.5%		0
South Mitrovica	67,900	4.2%		0
Vushtrri	62,559	3.9%		0
Lipjan	55,021	3.4%		0
Peja	53,620	3.3%		0
Suharekë	46,228	2.9%		0
Gllogoc	48,361	2.6%		0
Malishevë	43,888	2.9%		0
Rahovec	41,595	2.8%		0
Skenderaj	40,664	2.6%		0
Viti	35,566	2.3%		0
Istog	33,334	2.1%		0
Klinë	30,503	2.0%		0
Kamenicë	36,170	2.2%		0
Deçan	27,979	1.7%		0
Fushe Kosovo	66,070	4.1%		0
Obiliq	25,342	1.6%		0
Shtime	24,460	1.5%		0
Junik	3,900	0.2%		0
Dragash	29,023	1.8%		0
Kaçanik	33,572	2.1%		0
Kamenicë	36,170	2.2%		0
Shtërpcë	10,870	0.7%		0
Zubin Potok	3,158	0.2%		0
Zveçan	2,877	0.2%		0
Graçanica	17,907	1.1%		0
Mamushë	5,649	0.4%		0
Hani i Elezit	8,712	0.5%		0
Ranillug	2,476	0.2%		0
Partesh	2,296	0.1%		0
Leposaviq	12,087	0.7%		0
North Mitrovica	7,976	0.5%		0
Novobërdë	4,493	0.3%		0
Kllokoti	3,053	0.2%		0
Total	**1,536,137**	**100%**	**8**	**0**

[38] KAS, Estimated population of Kosovo by year and population, 2024.

In total, Kosovo will need eight centres to meet IC standards. To ensure available services across the country based on population size, centres could be established in each of Kosovo's main regions, serving nearby municipalities, such as in Pristina (two), Prizren, Ferizaj, Gjilan, Gjakova, Peja and Mitrovica (Table 20).

Table 20. Required Rape Crisis / Sexual Violence Referral Centres by Region

Location /Region	Additional Municipalities to Serve	Total Population Served	Current Crisis Centres	Required Rape Crisis Centres
Pristina	Podujeva, Graçanica, Fushe Kosovo, Gllogoc, Obiliq	457,569	0	2
Prizren	Suharekë, Dragash, Mamushë, Malishevë	272,990	0	1
Ferizaj	Kaçanik, Shtime, Hani i Elezit, Shtërpcë, Lipjan	241,897	0	1
Gjilan	Kamenicë, Viti, Partesh, Ranillug, Kllokoti, Novobërdë	167,630	0	1
Gjakova	Rahovec, Junik, Deçan	152,954	0	1
Mitrovica	North Mitrovica, Vushtrri, Skenderaj Leposavic, Zubin Potok, Zvecan	197,021	0	1
Peja	Istog, Klinë	117,457	0	1

Given currently low rates of reporting (Table 16) and limited resources available, experts have proposed a staged introduction of such services, particularly considering that Pristina is accessible within a few hours from most locations in Kosovo.[39] Thus, the first two centres could be established in Pristina, including the Sexual Violence Referral Centre within or near the IFM and a Rape Crises Centre to which it could refer clients for long-term care. Following this pilot initiative, services could be established in the other seven municipalities, prioritising municipalities where more cases have been reported.

Budgets and Expenditures 2022-2026

Between 2022 and 2026, none of Kosovo's national budget laws included a dedicated budget line for the creation, operation or planning of rape crisis or sexual violence referral centres (i.e., feasibility studies).

As a proxy, the IMF budget can provide some insight into the costs of a sexual violence referral centre (Table 21). Given that Kosovo uses line item budgeting with only five expenditure categories, it is difficult to understand which costs annual budgets cover based on official, published data. In total, the IMF has 65 employees.[40] However, the IMF provides services to several types of cases and not only to sexual violence cases. Thus, costs likely are substantially more than for operating a referral centre.

[39] KWN interview with expert, August 2025.

[40] Republic of Kosovo, Regulation No. 01/2025 on the Internal Organization and Systematization of Positions at the IFM, 2025. Specifically, Annex No. 1 - Organizational Chart of the IFM, sets out 75 positions, though 65 are currently filled.

Table 21. IMF Budget 2022-2026

	2022	2023	2024	2025	2026
Number of workers	65	65	65	65	65
Salary and wages	€760,671	€764,474	€605,516	€814,345	€874,234
Goods and services	€180,878	€230,878	€330,878	€330,878	€330,878
Municipal expenditures	€52,000	€52,000	€52,000	€52,000	€52,000
Subventions and transfers					
Capital expenditures	€60,000		€170,000	€410,000	€288,000
Total	**€1,053,549**	**€1,047,352**	**€1,158,394**	**€1,607,223**	**€1,545,112**

Costs

Given that their purposes differ, sexual violence referral centres and rape crises centres may have slightly different costs. The potential costs of each are presented separately in this subsection. Given the lack of prior expenditure data, cost estimates are based on comparable existing services, informed by interviews with an IFM expert and KWN market price research. They are based on internationally recommended best practices and similar albeit different services in Kosovo. Costs are illustrative and will require review upon completion of the legal framework for these centres.

Sexual Violence Referral Centre Costs

Referral centres are intended to be hospital-based, multidisciplinary services, providing 24/7 medical, forensic and psychosocial support to survivors of sexual violence. As integrated hospital services, Referral centres should be staffed by a multidisciplinary team of healthcare professionals that includes forensic nurses, doctors, gynaecologists, paediatricians, laboratory staff, radiologists, physicians and other relevant medical professionals.[41] The team should also include dedicated support staff such as social workers and counsellors. This specialised team should include female health professionals who can respond to cases of sexual violence in instances when survivors may not wish to be examined and/or may experience re-traumatisation if examined by persons of the opposite sex. In addition to professional qualifications, staff should complete specialised training in the clinical, forensic and psychosocial management of sexual violence cases. The training should include: safeguarding; informed consent and capacity; trauma-informed care; communication with survivors; risk assessment; forensic evidence collection and preservation; mental health awareness; advocacy and referral pathways; and coordinated multi-agency working. While such training is particularly important for doctors, nurses and social workers, all other healthcare facility staff, such as cleaners and administrators, should also receive awareness training. Such training must cover how to respect confidentiality and communicate compassionately, without discrimination.

Referral Centres should provide comprehensive, survivor-centred care which includes: emergency medical treatment; forensic examinations; pregnancy testing and emergency contraception; sexually transmitted infections (STI) testing and prophylaxis; treatment of injuries; psychosocial counselling; and referral to legal aid and social welfare services. To ensure quality and confidentiality, centres should have dedicated facilities with a private examination room equipped for forensic and gynaecological examinations, a separate counselling room, a patient shower and toilet facilities, and an appropriate reception and

[41] World Health Organization, Guidelines for medico-legal care for victims of sexual violence, 2003.

waiting area. These standards are intended to minimise repeated examinations and ensure that survivors receive coordinated care in a safe and confidential environment.

All potential costs are considered for a Centre that could function independently. If sufficiently qualified staff are employed already by the IFM and/or nearby hospital, some of these costs may not be required. Costs also are estimated assuming that the Centre provides for stays up to 72 hours maximum, after which cases are referred to Rape Crisis Centres for further treatment.

Staff costs include gross salaries for all personnel working in a centre. As in the last section, salary estimates are based on current public sector pay levels set by Kosovo's Law on Salaries and in accordance with the Law on Labour regarding night work (30% additional pay), holiday and weekend work (50%).[42]

The Director is responsible for managing all operations. This includes: supervising staff; ensuring quality services; planning strategically; following legal requirements; overseeing sound financial management and planning; monitoring and evaluating the Centre's work; and maintaining strong partnerships with other institutions to provide effective support. The salary is calculated using the official coefficient for a director (8.3) multiplied by the base salary (€110) and considering at least 10 years' experience. This amounts to €1,009 gross monthly and €12,106 in 2026.

The Finance Officer is responsible for managing the centre's finances. This includes evidence-based budgeting, bookkeeping, preparing financial reports and other administrative tasks. The Officer ensures all financial activities follow legal requirements with transparency and accountability. Given the size of the Centre and its activities, this is anticipated to be a part-time position (50%). The projected salary is calculated based on the public salary coefficient (5.7) multiplied by the base salary (€110), considering five years' experience, totalling €321 monthly for part-time work and €3,856 in 2026.

Social workers provide direct support and case management for survivors of sexual violence. They offer psychosocial assistance, trauma support, case management; and help survivors access essential services, including through referral to other institutions. They also are responsible for data entry, managing case documentation and compiling data for reporting. To provide 24-hour and emergency services, while respecting labour and leave rights of staff, the Centre will require six professional social workers: three to cover the 24-hour weekday shifts and three part-time workers for weekends, holidays and other social workers' leave. The three 24-hour shifts will be 6:00-15:00, 15-00-22:00 and 22:00-6:00 (night work). The public salary coefficient (6.7) multiplied by the base salary (€110) totals €670 per month. Assuming at least five years' experience, the regular monthly salary is €755 monthly and €9,065 annually for two weekday workers, totalling €18,130. Based on years of experience, the cost may be slightly higher. For the weeknight shift, a social worker will receive an additional 30% compensation, totalling €982 monthly and €11,785 in 2026. Meanwhile, two weekend and holiday social workers, who also will cover for weekday staff during their holiday and other leaves, will require 50% for weekend shifts and 50% when working to cover for other social workers on national holidays. They will not work full-time and will be paid based on hours worked, considering weekend, night and holiday pay. For weekend (50%) and holiday (50%) pay, the base salary of €755 must be multiplied by 50%, totalling €567 monthly, on average for part-time work, €6,799 annually for one worker and €13,598 for two workers in 2026. Finally, a night shift social worker will be needed for weekends and holidays of other workers, receiving night (30%) plus weekend (50%) pay, totalling €884 for part-time (50%) work per month, and €10,606 in 2026. As these are proxies, data on actual expenditures will be essential for budgeting more accurately for future budget planning based on actual hours worked.

[42] Republic of Kosovo, Law on Labour, 2010, articles 27 and 56.

The Clinical Psychologist provides specialised support to survivors, assisting victims in coping with trauma and stress. The psychologist also can provide follow-up counselling and visits to victims after they have left the Centre, if victims select to receive such services. The psychologist can also provide psychological support for staff to help them manage the emotional impact of their work and prevent secondary traumatisation. This support will help staff maintain their well-being and provide quality services to survivors. The salary is calculated based on the coefficient (7) for a clinical psychologist multiplied by the base salary (€110), totalling €770. The psychologist should possess specialised training and expertise in treating gender-based violence, particularly sexual violence. Therefore, the projected monthly salary of €789 considers that the psychologist will have at least five years' expertise, totalling €9,471 in 2026. If the Centre is located within or near the hospital, a psychologist from the hospital can provide these services at no additional cost, though the psychologist will require training and specialised qualifications.

The Forensic Doctor provides essential medical and legal expertise to survivors of sexual violence. The doctor conducts detailed medical examinations, documents injuries for legal purposes, collects forensic evidence and provides expert testimony in court. The doctor coordinates with law enforcement, social services and counselling staff to ensure comprehensive care for survivors. The projected annual salary is based on the Specialist Doctor category with a coefficient 12 and at least five years of experience, totalling €1,353 monthly and €16,236 in 2026. While the Centre will require at least one forensic doctor, a second doctor will need to be on call for emergencies and periods when the main doctor is on leave. If the Centre is located within the IFM or hospital, this position can be covered by the hospital at no additional cost, as doctors are already employed and paid for 24-hour on-call duty in both the IFM and hospital. However, the doctors will require specialised training. Similarly, specialised and certified gynaecologists, paediatricians, radiologists, laboratory staff and other specialists working at the hospital can service the Centre, if it is nearby. These services need to be provided within the Centre, so that the patient does not need to move.[43] Meanwhile, Rape Crisis Centres can utilise the same, specialised forensic doctor within the Referral Centre, as a specialist is needed to properly document injuries. These forensic services are within a few hours of driving from most corners of Kosovo. In the future, they could be developed in other areas, based on need and available funding.

Forensic nurses or sexual assault nurse examiners provide essential medical care and support to survivors of sexual violence. They conduct health assessments, treat minor injuries, provide first aid after incidents of sexual assault, monitor both physical and mental wellbeing and give guidance on hygiene and reproductive health. The Centre will need six nurses to ensure 24-hour availability for survivors to receive timely and professional medical care, similar to the shifts of social workers. The projected annual salary per nurse is calculated using a coefficient of 5.6 multiplied by the base salary of €110, considering that at least five years of experience will be required, totalling €631 monthly and €7,577 annually. For two weekday nurses the cost will be €15,154. The nurse working the night shift will receive an additional 30% compensation, amounting to €821, totalling €9,850. Meanwhile, two weekend and holiday nurses, who also will cover for weekday staff during their holiday and other leaves, will require 50% for weekend shifts and 50% when working to cover for other nurses on national holidays. They will be paid based on hours worked, considering weekend, night and holiday pay. Multiplying the base salary of €631 by 50%, totalling €474 monthly for part-time work, €5,683 annually for one worker and €11,365 for two nurses in 2026. Finally, a night shift nurse will be needed for weekends and holidays of other night shift nurses, receiving night (30%) and weekend (50%) pay, totalling €568 for part-time (50%) work per month, and €6,819 in 2026. As these are proxies, data on actual expenditures will be essential for budgeting more accurately for future budget planning based on actual hours worked. Also, if

[43] World Health Organisation, Clinical management of rape and intimate partner violence survivors, 2020.

the Centre is located within the hospital, these budget lines may not be required as hospital nurses can be available to provide these services. However, nurses will require specialisation and on-call availability to respond promptly when clients arrived. The person working at the reception desk after regular working hours and during the night could also be a nurse, so victims can have direct access to professional staff.

The housekeeper is responsible for maintaining cleanliness, order and hygiene throughout the facility, including client rooms, common areas and offices. In some cases, this person also may prepare food for persons in the centre. Following the 2026 increase in the minimum salary to €500 per month,[44] the gross salary for this position is €6,000 in 2026.

Several initial expenditures are needed to establish the Centre.[45] These expenses will be in the first year. Afterwards, only periodic replacements and repairs will be needed. If the Centre is operated by the government, these expenses would be under the goods and services budget line. Beds are required as a one-time purchase for accommodation needs of survivors and any accompanying children, providing a safe and comfortable space for recovery. The projected cost for each hospital bed is €1,210, totalling €7,260 for six beds.[46] An examination couch will cost €600. The Centre also will require specialised equipment. A biological sample storage refrigerator will ensure secure and compliant storage of biological samples, maintaining their integrity for medical examinations, evidence collection and legal procedures. Based on international suppliers, the price per refrigerator will be approximately €5,650, depending on the specifications. A paediatric examination table is required for the medical examination needs of child survivors. Based on international prices, a table will cost approximately €1,209, depending on the model and specifications selected.[47] A new centre also needs an adult examination table, which has a similar projected cost (€1,209). A colposcope is required for gynaecological examination of survivors, costing approximately €2,850, depending on the model and specifications. Professional equipment for recording (€1,000), audio (€1,000) and camera (€800) for documenting testimonies and evidence for legal procedures will be needed.[48] Additional medical equipment will be required, including a microscope (€500), swab dryer (€150), measuring devices including ruler, tape and callipers (€50), sterilisation equipment (€1,000), speculums of various sizes (€65), a proctoscope/ anoscope (€100), a sharps container (€10), a scale and height measure (€100) and a tourniquet (€447).

The Centre will require computers and laptops for case management, documentation and coordination of services. The Director, Finance Officer, Psychologist, Doctor, social workers and nurses will need a total of six high quality computers. Based on current online prices, this will cost approximately €900 per unit, totalling €5,400.[49] A scanner and printer will support the administrative, documentation and legal needs of the Centre, towards accurate record-keeping and efficient processing of forms, reports and survivor documentation. It costs approximately €300.[50] A photocopier costs €1,500. The Centre will need a website to promote its work and services, which is estimated to cost €1,000 for initial establishment.

---

[44] Government of the Republic of Kosovo, Decisions of the 275/2025 Government Meeting, 2025. Based on the state salary coefficient of 3.9 and base salary of €110, the monthly salary would be €456. However, according to Article 9 of the Law on Salaries, regardless of the monetary value of the coefficient, when the basic salary calculated through the coefficient is lower than the minimum salary, the basic salary shall be equal to the minimum salary.

[45] These have been identified based on the World Health Organisation, Guidelines for medico-legal care for victims of sexual violence, 2003, and a discussion with a Kosovo expert.

[46] Cost estimate based on the price of a three-function hospital bed listed on Amazon.

[47] Estimate based on online stores, including sources such as Smart Medical Technologies and Exam Tables Direct.

[48] Projected costs are based on prices available from online stores in Kosovo.

[49] Prices from online stores such as Gjirafa50.

[50] Projected costs are based on models available in Kosovo online stores.

A television is needed for clients for entertainment while at the Centre. The projected cost based on available models in online stores is approximately €599. While at least one television will be required, the Centre can budget for one television per room to facilitate clients' privacy, totalling €3,594. The Centre also needs an interactive Smartboard for medical assessment, evidence review and documentation, and organisational planning. The projected cost based on models in online stores is €529, depending on the size and specifications. A telephone also is needed for communications, totalling approximately €600 for a mobile phone with multiple options for communicating with clients and other institutions.

The Centre needs furniture upon initial establishment.[51] Four desks are necessary for workspaces for staff to carry out confidential administrative work and case management tasks. The projected cost is estimated at €350 per desk, totalling €1,400, calculated based on standard market prices. Four office chairs are required for comfortable and ergonomic seating for staff. The projected cost is €60 per chair, totalling €240 for four chairs. A table is needed to support private consultations, meetings and case discussions. The projected cost for a sturdy, medium-sized table suitable for multi-purpose use in office and counselling spaces is €900. Four chairs are needed for seating for survivors, staff and visitors during consultations and activities. The projected cost is €60 per chair, totalling €240 for four chairs. A couch for the waiting area is necessary to create a safe, calm and welcoming environment. The projected cost is €1,250 for a mid-range couch that is durable, easy to clean and suitable for a reception area. A secure filing cabinet is needed to store hard copy files, including with secure locks, totalling €450. Light sources are needed, totalling €150.

A washing machine for regular laundering of clothing, bedding and other essential items costs an estimated €800. A dishwasher is required to ensure proper cleaning of dishes and utensils. The projected cost is €550 for a standard home or small commercial dishwasher that balances cost and efficiency. A microwave for quick preparation and reheating of meals for survivors and staff is estimated to cost €500. A mid-range oven to prepare nutritious meals and support the wellbeing of survivors costs approximately €550. A durable refrigerator for safely storing food, medicine and other perishable items costs €2,000. A set of plates and utensils costs approximately €58.

Following these initial purchases, ongoing operational costs include all expenses related to providing safe and functional conditions for the centre. Office supplies, including pens, pencils, paper for consent forms, labels, pathology/radiology referral forms and medical reports, cleaning supplies, and disinfectants cost €50 monthly and €600 annually. Communications, including website maintenance, telephone and internet costs, will cost approximately €200 per month and €2,400 in 2026. The Centre will require an electronic case management system to support case management, documentation and coordination of services. The system may have a higher initial cost, but it would provide important long-term benefits, including reducing human errors, improving the tracking and secure storage of case records, supporting statistical and analytical reporting, and allowing possible integration with electronic systems used by other relevant institutions. The cost of such a system will depend on its design, features and level of integration required. Ongoing software subscriptions (Windows operating system, Microsoft Office package, antivirus) cost approximately €656 per unit, totalling €3,936 for six computers.[52]

Recreational and educational materials for children can be purchased and then periodically replaced, based on need; children may grow emotionally attached to some toys and take them with them, while others may be destroyed through use. For this, approximately €2,000 is budgeted per year. Office maintenance, including the repair or replacement of equipment, is estimated to cost €300 on average and €3,600 in 2026. Meanwhile, outreach

[51] Costs in this category are based on market research of prices offered by companies like Neptun, Gjirafa and Foleja.

[52] Costs are calculated based on official Microsoft pricing for Windows operating systems and Microsoft 365 Office packages. Prices may vary depending on region, taxes and licensing options.

to promote the Centre and its services, including pamphlets about services, will cost approximately €630 in 2026. Continuous training for Centre employees to ensure they maintain qualifications, certifications and knowledge of most recent development in treatment will cost approximately €2,000 in 2026.

Estimated based on expected clients, annual expenses for medical supplies exist for syringes, needles and sterile swabs (€2,160 in 2026), examination gloves (€60), pregnancy testing kits (€336), STI collection kits (€12,000), lubricant, sterile water, normal saline (€250), containers for transporting swabs (€312), microscope slides (€180), various blood tubes (€235), urine specimen containers (€1,500), drop sheet paper rolls (€400), paper bags (€20), analgesics (€1,000), emergency contraception (€1,200), suture materials (€250), tetanus and hepatitis prophylaxis/vaccination (€5,000), STI prophylaxis (€5,000), sheets and blankets (€180), towels (€40), clothing for patients in need (€1,200), patient gowns (€170), sanitary items like pads and tampons (€600), food and hygiene expenses (€2,880) and medical expenses for medications (€3,600). As clinically indicated, the STI prophylaxis package should include HIV post-exposure prophylaxis (PEP), STI testing and clinical follow-up, alongside STI treatment, emergency contraception and relevant vaccination. PEP should be initiated as soon as possible following exposure, ideally within 24 hours and no later than 72 hours, and continued for 28 days. These costs may vary based on the number of clients assisted. Costs have been estimated according to projected demand, considering that IFM has conducted approximately 120 examinations of suspected sexual violence cases per year. However, this number may increase in the future.

Vehicle registration involves annual expenses required to register the vehicle used for transporting survivors, staff and goods, estimated at €1,200. Transport costs involve expenses required for transporting survivors and other travel-related needs. Costs include fuel, vehicle maintenance and other transportation-related expenses. Transport will cost an estimated €172 per month and €2,067 in 2026.[53]

Unforeseen costs include unexpected expenses that may arise, such as replacement or repair of damaged inventory, unplanned maintenance needs and contracting translation services for beneficiaries speaking different languages, as needed. This budget line is important the first year of operations as costs may exist that could not be identified in planning. This is estimated to cost €1,785 in 2026.[54]

Municipal expenses include utilities (water, electricity, waste disposal, heat), estimated to cost €200 monthly and €2,400 annually.

Regarding capital expenditures, this estimate does not include costs for constructing a new building, which must be estimated based on a thorough feasibility study. Additionally, a vehicle is needed to support the Centre's operational and outreach needs, including the safe transport of survivors to other institutions and services, staff travel for outreach and coordination with other institutions. Based on contracts for the supply of vehicles to institutions and market prices, a secure vehicle costs approximately €40,000.

Table 22. Estimated SOS Sexual Violence Referral Centre Costs, 2026-2029

Unit	Unit Cost	2026	2027	2028	2029
Salaries and Wages		**€144,976**	**€150,195**	**€153,499**	**€156,569**
Director	€1,009	€12,106	€12,542	€12,818	€13,075
Finance Officer (50%)	€321	€3,856	€3,995	€4,083	€4,164
Social Workers (weekday) (2)	€755	€18,130	€18,783	€19,196	€19,580
Social Worker (weekday night)	€982	€11,785	€12,209	€12,477	€12,727
Social Worker (weekend) (2) (50%)	€567	€13,598	€14,087	€14,397	€14,685

[53] Cost estimates based on average expenses of shelters, assuming similar costs.
[54] Ibid.

Table 22. Estimated SOS Sexual Violence Referral Centre Costs, 2026-2029

Unit	Unit Cost	2026	2027	2028	2029
Social Worker (weekend night) (50%)	€884	€10,606	€10,988	€11,230	€11,454
Clinical Psychologist	€789	€9,471	€9,812	€10,028	€10,228
Forensic Doctor	€1,353	€16,236	€16,820	€17,191	€17,534
Forensic Nurse (weekdays) (2)	€631	€15,154	€15,699	€16,045	€16,365
Forensic Nurse (weeknights)	€821	€9,850	€10,204	€10,429	€10,638
Forensic Nurse (weekends) (2) (50%)	€474	€11,365	€11,774	€12,033	€12,274
Forensic Nurse (weekend nights) (50%)	€568	€6,819	€7,065	€7,220	€7,364
Housekeeper	€500	€6,000	€6,216	€6,353	€6,480
Goods and Services		**€104,933**	**€108,710**	**€62,248**	**€63,493**
Hospital beds	€1,210	€7,260	€7,521		
Examination couch	€600	€600	€622		
Biological sample storage refrigerator	€5,650	€5,650	€5,853		
Paediatric examination table	€1,209	€1,209	€1,253		
Examination table (adult)	€1,209	€1,209	€1,253		
Colposcope	€2,850	€2,850	€2,953		
Recording devices and camera	€2,800	€2,800	€2,901		
Microscope	€500	€500	€518		
Swab dryer	€150	€150	€155		
Measuring devices	€50	€50	€52		
Sterilisation equipment	€1,000	€1,000	€1,036		
Speculums (various sizes)	€65	€195	€202		
Proctoscope/anoscope	€100	€100	€104		
Sharps container	€10	€10	€10		
Scale and height measure	€100	€100	€104		
Tourniquet	€447	€447	€463		
Computers	€900	€5,400	€5,594		
Printer/scanner	€300	€300	€311		
Photocopier	€1,500	€1,500	€1,554		
Website	€1,000	€1,000	€1,036		
Televisions	€599	€3,594	€3,723		
Smartboard	€529	€529	€548		
Telephone / smart phone	€600	€600	€622		
Desks	€350	€1,400	€1,450		
Office chairs	€60	€240	€249		
Table	€900	€900	€932		
Table and chairs	€60	€240	€249		
Couch	€1,250	€1,250	€1,295		
Filing cabinet	€450	€450	€466		
Lights	€150	€150	€155		
Washing machine	€800	€800	€829		
Dishwasher	€550	€550	€570		
Microwave	€500	€500	€518		
Oven	€550	€550	€570		
Refrigerator	€2,000	€2,000	€2,072		
Plates and utensils	€58	€58	€60		
Office supplies	€50	€600	€622	€635	€648
Communications	€200	€2,400	€2,486	€2,541	€2,592
Computer software	€656	€3,936	€4,078	€4,167	€4,251

Table 22. Estimated SOS Sexual Violence Referral Centre Costs, 2026-2029

Unit	Unit Cost	2026	2027	2028	2029
Recreational/educational materials for children	€167	€2,004	€2,076	€2,122	€2,164
Maintenance	€300	€3,600	€3,730	€3,812	€3,888
Outreach	€630	€630	€653	€667	€680
Training	€2,000	€2,000	€2,072	€2,118	€2,160
Syringes, needles, sterile swabs	€120	€2,160	€2,238	€2,287	€2,333
Examination gloves	€12	€60	€62	€64	€65
Pregnancy testing kits	€14	€336	€348	€356	€363
STI collection kits	€100	€12,000	€12,432	€12,706	€12,960
Lubricant, sterile water, saline	€50	€250	€259	€265	€270
Containers for transporting swabs	€10	€312	€323	€330	€337
Microscope slides	€15	€180	€186	€191	€194
Blood tubes	€47	€235	€243	€249	€254
Urine specimen containers	€25	€1,500	€1,554	€1,588	€1,620
Drop sheet paper rolls	€20	€400	€414	€424	€432
Paper bags	€20	€20	€21	€21	€22
Analgesics	€25	€1,000	€1,036	€1,059	€1,080
Emergency contraception	€10	€1,200	€1,243	€1,271	€1,296
Suture materials	€50	€250	€259	€265	€270
Tetanus and hepatitis prophylaxis vaccination	€50	€5,000	€5,180	€5,294	€5,400
STI prophylaxis	€50	€5,000	€5,180	€5,294	€5,400
Sheets and blankets	€30	€ 180	€186	€191	€194
Towels	€20	€40	€41	€42	€43
Clothing	€100	€1,200	€1,243	€1,271	€1,296
Patient gowns	€17	€170	€176	€180	€184
Sanitary items – pads/tampons	€50	€600	€622	€635	€648
Food and hygiene expenses	€8	€2,880	€2,984	€3,049	€3,110
Medical expenses for medications	€30	€3,600	€3,730	€3,812	€3,888
Vehicle registration	€1,200	€1,200	€1,243	€1,271	€1,296
Transport costs	€172	€2,064	€2,138	€2,185	€2,229
Unforeseen costs	€1,785	€1,785	€1,849	€1,890	€1,928
Municipal Expenses		**€2,400**	**€2,486**	**€2,541**	**€2,592**
Utilities	€200	€2,400	€2,486	€2,541	€ 2,592
Capital Expenditures		**€40,000**	**€41,440**	**€ -**	**€ -**
Vehicle	€40,000	€40,000	€41,440		
Total		**€292,308**	**€302,831**	**€218,289**	**€222,655**

The total budget for establishing and operating the Centre in 2026 would be €292,308. As it probably will not be established until 2027, these prices are predicted to increase to €302,831 due to 4% inflation, if it were to open in January 2027. Notably, costs may decrease depending on the month when it will be open and operational costs start. As costs are based on current market prices, costs need to be monitored to support evidence-based estimates each year. For 2028 budget projections, one-time purchase costs like furniture and equipment can be removed. Meanwhile, IMF-predicted inflation at 2% should be considered. Thus, the estimated budget for 2028 is €218,289. Considering predicted inflation of 2% in 2029, €222,655 should be budgeted. Given the special training required to operate this Centre, it is proposed to establish only one Centre in Pristina. Then, based on the level of demand for services in 2027-2029, the Ministry of Justice could assess whether any additional Sexual Violence Referral centres will be needed to serve other geographic areas.

Rape Crisis Centre Costs

A Rape Crisis Centre also should be established in Pristina, given the population size and the proximity to the Sexual Violence Referral Centre, from which cases can be referred for long-term treatment and care. Given its intermunicipal specialised social support services, it should be established by MLFV and financed through its annual budget.

Similar to Sexual Violence Referral Centre costs, detailed in the last section, the Rape Crisis Centre will need a director; part-time finance officer (50%); six social workers to cover all shifts; a full-time clinical psychologist to provide individual and group counselling, including following up on cases referred through home visits;[55] a full-time nurse with flexible working hours, depending on need, who could serve "on call" for emergencies, including on weekends and at night; and a housekeeper. The Rape Crisis Centre also will need an educator to support the daily care, safety and development of children receiving services, including both child survivors of violence and children accompanying survivors. The educator organises educational and recreational activities; helps with learning and homework; and supports children in building social and emotional skills in a safe and caring environment. The educator also may care for children accompanying a victim of sexual violence while she receives treatment, counselling, medical assistance or other services. Based on public sector salary levels for this staff category, the monthly salary for caregivers/educational staff for children is €681.[56] As children may not be constantly at the Centre, this is budgeted as a part-time salary (50%) of €340 monthly, totalling €4,084 per year.

Several similar one-time expenditures are needed to establish a Rape Crisis Centre, as detailed in the prior section, including: regular beds,[57] an examination couch, a recording device, a camera, five computers/laptops, a printer/scanner, a photocopier, a website, six televisions, a high quality smart phone, desks, chairs, tables, a couch, a secure filing cabinet, lights, a washing machine, a dishwasher, a microwave, an oven, a refrigerator, plates, utensils and towels.

Ongoing operating expenses include: office supplies; communications; computer software; recreational and educational materials for children; maintenance expenses; outreach materials to promote the Centre and its services; and continuous training for employees. The Centre also will need some basic first aid and medical supplies (€2,400 annually), though medical care should be provided primarily through the Sexual Violence Referral Centre. The Centre also can have pregnancy testing kits, emergency contraception and rape kits in case of emergencies. However, these should be performed by the Sexual Violence Referral Centre. The Centre will have vehicle registration (€1,200), transport (€2,067) and potential unforeseen costs €1,785.[58]

The Rape Crisis Centre also will need clothing, sanitary items, food, hygiene products and funds for medical expenses. These costs may vary based on the number of clients and duration of their stays, during the day or at night. They have been estimated based on the number of cases treated by the IFM (120) and average shelter stay (29 days), assuming that no more than one-fourth of IFM beneficiaries would require overnight stays. The Centre also serves as a day centre, which may involve costs for food and basic supplies for beneficiaries.

[55] This has been budgeted as a full-time position, but it could be paid based on time worked.
[56] The calculation includes five years of work experience with a 0.5% increase per year.
[57] The projected cost for each bed, based on the Kosovo Shelter Operational Budgeting & Design Guidelines (2021), including bedframe, mattress, blankets, pillows, duvet and protective bedding, is approximately €475 per bed for six beds.
[58] Cost estimates based on average expenses of shelters, assuming similar costs.

Some clients may need emergency clothing, estimated at €2,400.[59] Food may cost approximately €5,933 annually.[60] Hygienic materials are estimated at €400 per month, including for tampons, pads and other materials. Medical expenses including medication and visits for treatment not covered by regular public healthcare are estimated to cost €300 monthly and €3,600 in 2026. The number of clients and affiliated costs should be tracked during the first year of operations to assess budget needs for future years more accurately.

As foreseen by the IC and Kosovo's legal framework, support for reintegration includes financial assistance provided to survivors to support their ability to establish safety, stability and independence. Support may assist with small business development, temporary rent assistance, childcare, transport and other forms of assistance that help survivors rebuild their lives. This support should be approved by the government. A budget of €500, on average, per client for an estimated 30 survivors would total €15,000. Costs and needs will need to be monitored towards better future budgeting for this cost.

Municipal expenses include utilities (water, electricity, waste disposal, heat), estimated to cost €200 monthly and €2,400 annually.

Regarding capital expenditures, this estimate does not include costs for constructing a new building, though they may be required. An NGO with expertise may be contracted and/or a municipal space may be used. Related expenses for infrastructure and renovation will need to be considered. Additionally, a vehicle is needed to support the Centre's needs, including the safe transport of survivors to other institutions and services; staff travel for outreach; and coordination with other institutions. Based on contracts for the supply of vehicles to institutions and market prices, a secure vehicle costs approximately €40,000.

The costs of establishing and operating one Rape Crisis Centre in 2027 are summarised in Table 23, applying an annual inflation rate of 4%, totalling €218,966. Considering predicted inflation of 2%, projected budgets for operations are €155,498 in 2028 and €158,539 in 2029.[61] After two years, additional Rape Crisis centres could be opened in other locations, based on IC criteria and the level of demand identified in other regions, according to sexual violence cases reported. This costing model can be used to budget for establishing these centres in the future, while considering inflation.

Table 23. Estimated Rape Referral Centre Costs, 2026-2029

Unit	Unit Cost	2026	2027	2028	2029
Salaries and Wages		**€97,213**	**€93,716**	**€95,701**	**€97,546**
Director	€1,009	€12,106	€12,542	€12,818	€13,075
Finance Officer (50%)	€321	€3,856	€3,995	€4,083	€4,164
Social Workers (weekday) (2)	€755	€18,130	€18,783	€19,196	€19,580
Social Worker (weekday night)	€982	€11,785	€12,209	€12,477	€12,727
Social Worker (weekend) (2) (50%)	€567	€13,598	€14,087	€14,397	€14,685
Social Worker (weekend night) (50%)	€884	€10,606	€10,988	€11,230	€11,454
Clinical Psychologist	€789	€9,471	€9,812	€10,028	€10,228
Nurse	€631	€7,577	€7,850	€8,022	€8,183
Housekeeper	€500	€6,000	€600	€600	€600

[59] MLFV predicted expenses used. According to the Kosovo Agency of Statistics (KAS), the annual expenditure for clothing and footwear was approximately €2,632 per year or €219 per month per person in 2024 (Consumer Price Index).

[60] KAS reported that the minimum food basket cost €2,298 per year (€6.29 per day) in 2024 (Consumer Price Index). Considering inflation, the present cost may be €6.82 per day. Numbeo similarly estimates that food costs approximately €6.01 per person per day in Kosovo. This estimates that approximately one-fourth of the 120 persons reporting violence (30 clients) use day or night services for an average of 29 days (the average shelter stay).

[61] IMF, Inflation rate, average consumer prices. Website accessed on 22 July 2026.

Table 23. Estimated Rape Referral Centre Costs, 2026-2029

Unit	Unit Cost	2026	2027	2028	2029
Educator (50%)	€340	€4,084	€2,850	€2,850	€2,850
Goods and Services		**€78,498**	**€81,324**	**€57,256**	**€58,401**
Beds	€475	€2,850	€2,953		
Examination couch	€600	€600	€622		
Recording devices and camera	€2,800	€2,800	€2,901		
Computers/laptops	€500	€2,500	€2,590		
Printer/scanner	€300	€300	€311		
Photocopier	€1,500	€1,500	€1,554		
Website	€1,000	€1,000	€1,036		
Televisions	€599	€3,594	€3,723		
Smart phone	€600	€600	€622		
Desks	€350	€1,050	€1,088		
Office chairs	€60	€180	€186		
Table	€900	€900	€932		
Table and chairs	€60	€240	€249		
Couch	€1,250	€1,250	€1,295		
Filing cabinet	€450	€450	€466		
Lights	€150	€150	€155		
Washing machine	€800	€800	€829		
Dishwasher	€550	€550	€570		
Microwave	€500	€500	€518		
Oven	€550	€550	€570		
Refrigerator	€2,000	€2,000	€2,072		
Plates and utensils	€58	€58	€60		
Towels	€20	€40	€41	€42	€43
Office supplies	€ 50	€600	€622	€635	€648
Communications	€200	€2,400	€2,486	€2,541	€2,592
Computer software	€656	€3,280	€3,398	€3,473	€3,542
Recreational/educational materials for children	€167	€2,004	€2,076	€2,122	€2,164
Maintenance	€300	€3,600	€3,730	€3,812	€3,888
Outreach	€630	€630	€653	€667	€680
Training	€2,000	€2,000	€2,072	€2,118	€2,160
Medical supplies	€200	€2,400	€2,486	€2,541	€2,592
Pregnancy testing kits	€14	€140	€145	€148	€151
Emergency contraception	€10	€100	€104	€106	€108
Rape kit	€100	€100	€104	€106	€108
Vehicle registration	€1,200	€1,200	€1,243	€1,271	€1,296
Transport costs	€172	€2,064	€2,138	€2,185	€2,229
Unforeseen costs	€1,785	€1,785	€1,849	€1,890	€1,928
Clothing	€200	€2,400	€2,486	€2,541	€2,592
Food	€7	€5,933	€6,147	€6,282	€6,408
Hygiene materials	€400	€4,800	€4,973	€5,082	€5,184
Medical expenses for medications	€300	€3,600	€3,730	€3,812	€3,888
Support for reintegration	€500	€15,000	€15,540	€15,882	€16,200
Municipal Expenses		**€2,400**	**€2,486**	**€2,541**	**€2,592**
Utilities	€200	€2,400	€2,486	€2,541	€2,592
Capital Expenditures		**€40,000**	**€41,440**		
Vehicle	€40,000	€40,000	€41,440		
Total		**€218,111**	**€218,966**	**€155,498**	**€158,539**

Shelters

According to IC Article 23, states shall ensure establishment of appropriate and easily accessible shelters, available in sufficient numbers to provide safe accommodation and to proactively reach out to survivors, especially women and their children.

Responsibilities

The LGBV and related sub-legal acts regulate the licensing, funding, monitoring and functioning of public and non-governmental providers of services to persons who have suffered gender-based violence. Shelter financing also is influenced by laws and policies on social and family services outlined in the previous chapter. Minimum standards for operations affect the costs of operating shelters in line with legal obligations.[62] Licensed providers may operate protection centres with temporary accommodation and day centres for victims of violence. Funding and budgetary support are based on service and operational costs and may be supported through allocations from the Kosovo Budget. In recent years, shelters have been financed through the Ministry of Justice, but this competency has been transferred to the MLFV.

Kosovo has a network of shelters run primarily by NGOs. Eight shelters offer protection and essential services to survivors of domestic violence. They also provide services related to other forms of gender-based violence when needed. These include:

- The Centre for Protection of Women and Children in Pristina
- The Centre for the Protection of Women and Children "Raba Voca" in South Mitrovica
- Women's Wellness Centre in Peja
- Safe House in Gjakova
- Housing Centre for Women and Children in Prizren
- Liria shelter in Gjilan
- The Centre for Protection of Women and Children "My Home" in Ferizaj
- Women's Centre in Novobërdë

Additionally, the Centre for Protection of Victims and Prevention of Trafficking in Human Beings (PVPT) in Pristina provides specialised services for women and girls affected by trafficking. All shelters offer safe accommodation, psychosocial support, legal aid, healthcare referrals, education and vocational training. They also provide long-term rehabilitation and reintegration programs aimed at empowering survivors and preventing re-victimisation.

In addition to these NGO-run facilities, the Government of Kosovo operates the Interim Secure Facility (ISF), a high-security shelter designated for high-risk trafficking victims. The Government also announced that it will open a new shelter for domestic violence victims in North Mitrovica. In August 2024, the Minister of Internal Affairs signed an agreement with the mayor of North Mitrovica to repurpose a former facility in the city as a centre for the care and shelter of domestic violence victims.[63] The shelter was officially inaugurated on 21 May 2026.[64] During the inauguration, the Acting President of Kosovo stated that the keys to the shelter had been handed over to the Minister of MLFV so that the facility could be placed in the service of those in need of safety, care, and dignity. No further information regarding the operation,

[62] Republic of Kosovo, Government, Ministry of Justice, Administrative Instruction (MoJ) No. 03/2025 on Residential Housing, signed by the Minister of the Ministry of Justice on 13.02.2025, with Decision No. 51/2025 of 13.02.2025, particularly Article 14 and Annex 4.
[63] Xhelal Sveçla, Facebook, 20 August 2024, accessed 23 February 2026.
[64] Presidency of the Republic of Kosovo, Acting President Haxhiu Inaugurated the First Institutional Shelter in the North, website, accessed 7 July 2026.

capacity or services of the shelter has been made publicly available. However, the shelter did not seem to have employees or be operational as of August 2026.

No official, specific operational mandate has been established for LGBTQI+ persons. While lesbian, bisexual and queer women can be sheltered in existing shelters, no specific services seem to exist for them. Trans and intersex persons, as well as gay men do not have any shelter services available. Following earlier commitments that had not resulted in an operational shelter, the Municipality of Pristina informed LGBTQI+ rights activists in 2025 that it intended to, support opening a shelter for LGBTQI+ persons in Pristina with an estimated budget of €800,000 to €900,000.[65] However, despite this commitment, the Municipality did not include the LGBTQI+ shelter in its 2025 or 2026 budgets. It has supported two residential units, discussed under social housing.

All shelters can and have sheltered children who have suffered various forms of gender-based violence, particularly those whose mothers have suffered domestic violence. However, current practice presents limitations in accommodating mothers with boys above 12 years of age. Shelters lack infrastructure and policies for accommodating mothers together with boys above age 12. The IC does not refer explicitly to children's shelters but generally states that shelters should have specialised support and child-friendly facilities. Shelter representatives interviewed emphasised the importance of separate spaces and specialised care for children, which can differ substantially from care provided to adults. Children usually require added supervision, treatment and attention. Kosovo used to have two dedicated shelters for children in Pristina and Prizren. However, in 2024, they closed due to insufficient financing. Recently, a new shelter for children without parental care, including maltreated, abused and neglected children was opened in Gjakova, run by the same NGO as the women's shelter. In 2025, staff from the women's shelter rotated between the two facilities.

While shelters exist for children and trafficking victims, this costing exercise has focused on shelters providing services to adults and accompanying children who have suffered domestic violence. It does not include costing for children's shelters or shelters for trafficking. Given their distinct mandates and target groups, separate costing exercises would need to examine costs.

Capacities for GRB for the Specialised Service

In line with best practices in GRB, the Government should annually assess the costs of providing comprehensive shelter, rehabilitation and reintegration services in line with the IC, ensuring adequate budget allocations are made each year. Interviews suggest that the Government has not based budget allocations on costing exercises or detailed conversations with shelters regarding needs, to date. It was unclear whether finance and programmatic officers in the Ministry of Justice or municipalities worked together during budget processes; or if GEOs or experts were engaged in budget planning towards more accurate budgeting for services. Shelters reported that they were not consulted in municipal or ministerial budgeting processes, suggesting limited coordination in budgeting.[66]

KWN conducted a thorough costing of shelters' needs in 2012.[67] AGE later developed a standards-based, gender-responsive costing model to estimate both start-up and annual operational costs for shelters. The model covers staffing, infrastructure, services, and asocial cost-benefit analysis to guide sustainable, multi-year budgeting in line with IC obligations.[68] AGE used this model to conduct a costing in 2019. It was unclear whether the Government utilised AGE's methodology for future costing. However, the fact that budgets for shelters

[65] KWN interview with LGBTQI+ activist, September 2025.
[66] KWN interview with shelter representative, June 2025
[67] KWN, *At What Cost? Budgeting for the Implementation of the Legal Framework against Domestic Violence in Kosovo*, 2012.
[68] AGE, Kosovo Shelter Operational Budgeting & Design Guidelines, 2021.

tended to involve lump sum amounts divided among several service providers, and not only shelters, seems to suggest that budgeting was not done based on evidence of cost. In 2026, supported by UNICEF, the newly formed Ministry of Labour, Family and Values of the Liberation War (MLFV) was in the process of developing a costing model for all social services, including shelters, which this research sought to inform.

Meanwhile, several shelter staff have undergone training in GRB and have basic knowledge how to budget for their own expenses. While capacities differ across shelters, historically shelters have tended to use project-based budgeting: budgeting for one project at a time, rather than creating an annual budget regarding their overall budgetary needs. Seldom had shelters applied GRB to their own work, using comprehensive analysis of past expenditures to inform the planning of future budget allocations.

Thus, Government and NGO capacities for evidence-based GRB remain limited, which can and has hampered forecasting accurate budgets to inform state budgeting for specialised shelter services.

Data on Beneficiaries and Impacts

The LGE requires all institutions to collect sex-disaggregated data.[69] Kosovo Police data on alleged cases of domestic violence reported has shown a rather steady increase in the cases reported, primarily affecting women. Table 24 illustrates the number of domestic violence cases affecting women and men, based on data from the Ministry of Justice. Notably the data differs slightly from data provided to KWN by the Kosovo Police, and it is unclear which is more accurate.

Table 24. Alleged Domestic Violence Victims Reported to Police according to Ministry of Justice

Year	Men	Women	Total
2019	386	1,592	1,978
2020	465	1,636	2,101
2021	500	1,986	2,486
2022	523	2,294	2,817
2023	597	2,120	2,717
2024	603	2,385	2,988
2025	699	2,137	2,836

Table 25. Domestic Violence Cases, Sexual Assault and Emergency Protection Orders, According to the Ministry of Justice

Year	Domestic violence	Sexual Assault in Families	Emergency Protection Orders from Police
2019	1,915	2	
2020	2,069	3	
2021	2,456	4	
2022	2,764	4	
2023	2,638		122
2024	2,959		122
2025	2,815	4	93

[69] LGE, Article 5.

As part of its coordination role, the Ministry of Justice maintains a database for the identification of cases of domestic violence. Covering 2019 to 2025, to date, the database includes domestic violence cases, including sexual assault in families, emergency protection orders granted, (Table 25), the number of women and children in shelters (Table 26), perpetrators and victims by age, ethnicity and gender and cases reported to police.[70]

Table 26. Women and Children Sheltered according to Ministry of Justice

Year	women	children	total
2023	286	334	620
2024	223	260	483
2025	160	181	341

Data disaggregated by age (Table 27) and ethnicity (Table 28) are available for 2023-2025. Data on disability or geographic location is unavailable. Nor was data publicly available disaggregated by sex *and* age or ethnicity. Institutions have faced challenges maintaining such detailed data.

Table 27. Domestic Violence Victims by Age Group

Year	0-18	18-20	20-30	30-40	40-50	50-60	60-70	70-80	80+
2023	178	153	597	688	498	273	209	93	26
2024	220	127	785	737	529	331	181	61	17
2025	216	163	669	630	539	324	190	81	24

Table 28. Domestic Violence Victims by Ethnicity

Year	Albanian	Serb	Bosnian	Turk	Montenegrin	Goran	Roma	Ashkali
2023	2,305	113	40	15	1	7	57	108
2024	2,577	125	19	12	0	7	75	127
2025	2,440	101	17	18	0	10	54	109

Notably, the state system only tracks cases involving domestic violence; it has not yet been updated in line with the LGBV to track all forms of gender-based violence. Thus, shelters cannot enter these cases, or any cases that have not been officially referred by the state, in this database. Thus, the database presents an underestimate of the number of beneficiaries of shelter services. This can contribute to inaccurate budget estimations of actual need and use of services.

Shelter records illustrate that they have assisted substantially more cases than those officially registered by the Ministry of Justice (Table 29).[71] Shelters have their own internal databases for tracking beneficiaries (Table 30).[72] Data is available by gender, ethnicity, disability, and age. The number of cases has varied each year and across shelters, averaging 680 total cases per year from 2021 to 2025. Evidence from prior services provided suggests that shelters must be ready for a rather variable number of persons requiring assistance. In addition to accommodation, shelters also provide services to persons requiring assistance during the day, including counselling, legal advice, empowerment and capacity development. These services also require time and resources. +

Table 29 shows the number of women and children sheltered and the number who received services from each shelter each year. It does not include data from the shelter for

[70] Republic of Kosovo, Ministry of Justice, Database for the Identification of Cases of Domestic Violence, accessed 3 September 2025.
[71] Ibid.
[72] Data provided by shelters to KWN, published in *Zero Tolerance: Monitoring the Institutional Response to Gender-based Violence in Kosovo*, 2024.

trafficked persons or the government-run ISF, as these facilities did not provide data. In some cases, women may have received both types of services. The Pristina shelter has generally accommodated the highest number of cases, likely due to the larger population. Meanwhile, the Gjilan shelter has provided services to significantly more cases than the other shelters.

Table 29. Women and Children Sheltered and Receiving Services from Shelters

Shelter	2021	2021	2022	2022	2023	2023	2024	2024	2025
	Sheltered	Services	Sheltered	Services	Sheltered	Services	Sheltered	Services	Sheltered
Ferizaj	55	32	81	43	75	27	45	18	40
Gjakova	113		172		135		145		85
Gjilan	71	350	66	329	94	332	76	346	73
Mitrovica	67		150		97		65		72
Novobërdë	20	32	38	51	39	52	23	61	23
Peja	66	66	117	117	98	98	64	64	67
Pristina	132	53	171	46	141	31	149	38	82
Prizren	53	53	55	55	45	45	57	57	70
Total	**577**	**586**	**850**	**641**	**724**	**585**	**624**	**584**	**624**

Table 30. Average Number of Persons Sheltered

Shelter	2021	2022	2023	2024	2025	Average
Ferizaj	55	81	75	45	40	59
Gjakova	113	172	135	145	85	130
Gjilan	71	66	94	76	73	76
Mitrovica	67	150	97	65	72	90
Novobërdë	20	38	39	23	23	29
Peja	66	117	98	64	67	82
Pristina	132	171	141	149	82	135
Prizren	53	55	45	57	70	56
Total	**577**	**850**	**724**	**624**	**624**	**680**

While cases vary unpredictably, tends in prior caseload can be used to predict the number of cases in the future. As Table 30 suggests, shelters may have an average of 680 women and children to shelter in future years, though this could increase with increased reporting. Notably, opportunities may also exist for shelters to continue to refer cases to each other when they are at maximum capacity, as some shelters historically have had fewer beneficiaries than others and have available space. In practice, survivors also may be transferred between shelters after the standard six-month stay period defined in internal regulations, supporting continuity of accommodation and case management where continued shelter is needed.

Table 31. Average Shelter Stay in Days

Shelter	2023	2024	2025	Average
Pristina	48	30	32	37
Prizren		16	10	13
Mitrovica	45	31	20	32
Peja	24	28	25	26
Average	**39**	**26**	**22**	**29**

The length of stay depends on each beneficiary's unique situation and could range from a day to six months. Based on data provided by four shelters, beneficiaries stayed in shelters for 29 days, on average. Data from other shelters and continual tracking of length of stay by all can support forecasting future occupancy and affiliated costs.

No known research has examined the impact of state expenditures on beneficiaries.

Demand for Services

Besides the need to meet IC minimum standards, prior trends in shelter use can indicate potential future use, estimated at a minimum of 612 cases per year. Considering the overall increase in cases reported to police (Table 16), the demand for shelter services may increase in the future. Shelter representatives interviewed by KWN anticipated an increase in the number of beneficiaries in the next three years. Their reasoning varied. One stated that demand is expected to increase each year due to growing need and the rising cost of living that could make it untenable for single women to find housing alone. Another indicated that increased awareness among women about their rights can contribute to continued increases in reporting violence and using shelter services. Considering government aims for awareness-raising to increase reporting,[73] the government should consider budgeting for 700 beneficiaries to ensure sufficient allocation of resources for this specialised service.

The 10 existing shelters all operate 24/7. In total, they can house 135 adults and four children comfortably. In emergency situations, they indicated that they could house 12 additional women and children for short periods of time. Thus, in total, they could house up to 151 women and children. Meanwhile, shelters have 26 family rooms, defined as separate rooms for a mother and her children (Table 32).[74] The Ferizaj shelter currently does not have a family room, but the shelter will relocate to another location soon.

Table 32. Shelter Beds and Family Rooms Currently Available in Kosovo

Shelter	# of Adult Beds	# Children Beds	Emergency Beds	Total Beds	# of Family Rooms
Ferizaj	15			15	0
Gjakova	15		5	20	5
Gjilan	15			15	5
Novobërdë	12	2 (babies)	3	15	3
Peja	16			16	3
Pristina	20	2		22	
Prizren	14		+	14+	4
South Mitrovica	20		4	24	4
PVPT	8			8	2
Total	**135**	**4**	**12**	**141**	26

Article 23 requires appropriate and accessible shelters in sufficient numbers to provide safe accommodation and proactively reach out to victims, particularly women and their children. The Council of Europe uses one family place per 10,000 inhabitants as an adequacy indicator, rather than a binding requirement, under the IC. Family places are intended to provide a comprehensive protection and support environment for survivors and their children, rather than simply additional bed capacity. They should include child safeguarding measures, child-friendly spaces, psychosocial and age-appropriate support, privacy and protection from re-traumatisation, continuity of education where relevant, adequate staffing and coordination with child protection systems.

The LGBV reaffirms that "the organization of shelters must be done in accordance with the standards of the Council of Europe (1/10,000 people)".[75] In Kosovo, the number remains below IC standards. Kosovo needs to establish 134 more family places in or near the following municipalities to ensure adequate geographic availability of services.

[73] NSVAW, Strategic Objective I, "Identifying and Preventing Violence through Education and Raising Awareness", p. 40.
[74] Data provided to KWN by shelters. Despite several attempts, the ISF would not respond to a request for an interview or data, so information is unavailable regarding its capacity.
[75] Article 24.

Table 33. Required Family Places by Municipality, Based on IC Requirements

Municipality (By Size)	Total Population	% of Kosovo's Population	Required Family Places	Current Family Places	Places to Establish
Pristina	227,154	14.1%	23	0	23
Prizren	148,202	9.2%	15	4	11
Ferizaj	109,264	6.8%	11	0	11
Gjilan	83,576	5.2%	8	5	3
Gjakova	79,480	4.9%	8	5	3
Podujeva	72,735	4.5%	7		7
Mitrovica	67,900	4.2%	7	4	7
Fushe Kosovo	66,070	4.1%	7		7
Vushtrri	62,559	3.9%	6		6
Lipjan	55,021	3.4%	6		6
Peja	53,620	3.3%	5	3	2
Suharekë	46,228	2.9%	5		5
Gllogoc	48,361	2.6%	5		5
Malishevë	43,888	2.3%	4		
Rahovec	41,595	2.8%	4		4
Skënderaj	40,664	2.6%	4		
Kamenicë	36,170	2.2%	4		4
Viti	35,566	2.3%	3		
Kaçanik	33,572	2.1%	3		3
Istog	33,334	2.1%	3		3
Klinë	30,503	2.0%	3		
Dragash	29,023	1.8%	3		3
Deçan	27,979	1.7%	3		3
Obiliq	25,342	1.6%	3		3
Shtime	24,460	1.5%	2		2
Graçanica	17,907	1.1%	2		2
Leposaviq	12,087	0.7%	1		1
Junik	3,900	0.2%	0		0
Shtërpcë	10,870	0.7%	1		1
Hani i Elezit	8,712	0.5%	1		1
North Mitrovica	7,976	0.5%	1		1
Mamushë	5,649	0.4%	1		1
Novobërdë	4,493	0.3%	0	3	0
Zubin Potok	3,158	0.2%	0		0
Kllokoti	3,053	0.2%	0		0
Zveçan	2,877	0.2%	0		0
Ranillug	2,476	0.2%	0		0
Partesh	2,296	0.1%	0		0
Total	**1,536,137**	**100%**	**159**	**21**	**134**

Based on population size, municipality and geographic distribution, Table 34 forecasts where additional shelter family spaces and shelters are needed to comply with IC requirements. The total population served column presents the total population served by each shelter across municipalities. The capacity required is calculated based on the populations served. Notably, cases also may be referred among shelters to ensure safety and security.

Table 34. Proposed Shelter Locations and Room Capacities based on IC Requirements

Shelter Location	Municipalities to Serve	Total Population Served	Current Capacity	Additional Places Needed	Total Capacity Needed
Pristina		227,154	0	23	23
Prizren	Mamushë, Dragash	182,874	4	14	18
Ferizaj[76]	Kaçanik, Shtime, Hani i Elezit, Shtërpcë	162,418	0	16	16
Gjilan	Ranillug, Partesh, Kllokoti, Viti	126,967	5	8	13
Gjakova	Rahovec, Junik, Deçan	152,954	5	10	15
Mitrovica[77]	Vushtrri, Skenderaj	171,123	4	13	17
Peja	Istog, Klinë	117,457	3	9	12
North Mitrovica	Leposavic, Zubin Potok, Zvecan	26,098	0	3	3
Novobërdë	Kamenicë, Graçanica	58,570	3	3	6
Fushe Kosovo	Gllogoc, Obiliq	139,773	0	14	14
Suharekë	Malishevë	90,116	0	9	9
Podujeva		72,735	0	7	7
Lipjan		55,021	0	6	6

This suggests that shelters should be expanded in Pristina, Prizren, Ferizaj, Gjilan, Gjakova, Mitrovica, Peja, North Mitrovica and Novobërdë. New shelters eventually should be established in Fushe Kosovo, Suharekë, Podujeva and Lipjan. There may also be a need to establish more than one shelter in some places, such as Pristina. While the IC does not specify whether a single shelter can support a maximum number of family rooms, infrastructure and human resource limitations may make it difficult to support 23 family rooms in a single shelter. Shelters could be expanded or constructed using a phased approach involving collaboration between municipalities and the MLFV. Where shelters already exist, expanding the number of family places through infrastructure investments in existing buildings can be considered. If this is not possible, municipalities can identify other municipal properties that could be renovated and budget for renovations. Where shelters do not exist, municipalities can examine municipal properties that could be renovated and budget for their renovations. As shelters will provide inter-municipal services, infrastructure investments also could be contributed by the MLFV. Operational costs also could be supported by MLFV given their intermunicipal function. All shelters could be established using a staged approach over several years, prioritising municipalities where the greatest demand for services exists based on police data of reported cases by municipality.

In accordance with IC criteria, shelters should be accessible for women speaking different languages and with disabilities. Prior use of services by groups with specific needs related to language or disability can inform costing. However, Kosovo does not currently maintain data that could facilitate this. Albanian, Serbian and English tend to be the languages most used by beneficiaries. Most shelters can provide services in these languages.[78] For other languages, a small budget for translation services has been considered as part of costing for contracted translation services.

Multiple shelter representatives emphasised the urgent need to establish a specialised shelter or facility for survivors of gender-based violence with mental health conditions. Shelters felt ill-equipped legally, professionally, financially and infrastructurally to

[76] A new shelter was under construction in Ferizaj in 2026, which is not reflected here. Information regarding the number of family spaces was unavailable.

[77] A new shelter is planned to be finalized and open in Mitrovica in 2026. Officials stated that it is in line with the IC. Information was unavailable regarding the number of family rooms it has, so this information has not been included.

[78] KWN interviews with shelter representatives, 2026. Only the shelter in Mitrovica noted a need for English translation.

accommodate survivors with complex psychiatric needs. Yet, they are frequently expected to do so in the absence of specialised institutions. A shelter director explained:

> There is nothing we can offer beyond food and accommodation. We try, but it's not enough. These cases are very challenging for us, especially because they tend to stay longer in the shelter due to the lack of viable alternatives. We currently have two such cases. One of them, a young woman with developmental problems and serious mental health issues, has been with us for five years. We tried to arrange a transfer to the Shtime mental health facility three years ago. When we were told to send her there, my heart broke. She experiences episodes and sometimes becomes aggressive, which disrupts others. Another woman, aged around 50, was also supposed to be transferred to Shtime after a decision by the Ministry, but there were no places available at the facility. Now we are left waiting. I don't understand how these decisions are made when there is no space. I don't see any coordination.[79]

Another shelter representative noted that although they rarely turn survivors away, they once had to decline a case due to the severity of the survivor's mental health condition, which posed a risk to others in the shelter. Without qualified psychological care, a separate living space and appropriate conditions, a shelter resident with mental health challenges could affect the wellbeing of other sheltered women and children.

The IC does not foresee the establishment of a specialised shelter for survivors with mental health issues; rather, it argues that shelters should ensure that they have adequate resources for treating such cases.[80] This would be in line with the UN CRPD, which foresees shifting social conditions towards integration and empowerment.[81] The need to expand the space available to have separate family rooms for assisting such cases has been considered in cost proposals. The costs of professional psychological services and additional training for shelter staff on how to assist persons with mental and physical health challenges has been considered in costing. This would ensure shelter staff are qualified to provide services in line with IC requirements.

Budgets and Expenditures 2022-2026

Table 35. Ministry of Justice Budget for Licensed Social Service Providers

Year	Total Budget	Shelters
2023	€1,500,000	€617,000
2024	€1,500,000	€667,000
2025	€2,500,000	€906,000
2026	€2,500,000	€815,000

Since 2022, the Ministry of Justice has increased the budget for providers of social services (see Table 35).[82] These funds are distributed through an annual open call for various social service providers, including shelters, under the budget line "Basic Shelter Expenses", and based on established criteria and evaluations of applications conducted by an evaluation committee. The public call for financial support from public funds for projects of licensed NGOs in the field of social and family services is issued based on: 1) Articles 12 and 20 of MF Regulation No. 04/2017 which set forth the criteria, standards, and procedures for public financing of NGOs, and 2) Decision No. 19/2025 of the Secretary General of the Ministry of

[79] KWN interview, 2025.
[80] Council of Europe, Council of Europe Convention on preventing and combating violence against women and domestic violence, 2011.
[81] UN, Convention on the Rights of Persons with Disabilities, adopted 13 December 2006, entered into force 3 May 2008.
[82] Republic of Kosovo, Law on Budget Allocations for the Budget of the Republic of Kosovo for years 2022-2026.

Justice. The funds under this budget line are not allocated exclusively to shelters but also support other licensed providers of social and family services. In 2025, a total of 49 beneficiary NGOs received funding through this public call. Table # illustrates funds allocated to shelters. No official government expenditure report was available regarding shelters' expenditures.

The ISF is funded through the government budget. The government allocated €100,000 in 2022, €75,000 in 2023 and €150,000 in 2024.[83] No public information was available regarding expenditures.

The government also has budgeted for infrastructure investments related to shelter services (Table 36). First, a new women's shelter in Ferizaj was budgeted at €80,000 in the 2023 budget. An additional €30,000 was allocated for 2024 and €50,000 for 2025. These were all budgeted under the "Financing of Municipal Capital Investments" budget line related to Health Primary Care Services, funded by the Government Grant to municipalities.[84] The same shelter's budget was later reduced to €70,000 in the 2024 budget, with €30,000 allocated for 2025 and €40,000 for 2026. However, this budget line was not included in the 2026 budget.

Second, the government committed to constructing a child protection emergency house in Nashec in the Municipality of Prizren, budgeted under the Social Services budget line and financed through the Government Grant to municipalities. Completion is expected by 2027.[85] This project appears in the 2025 budget as a capital investment.

Third, the Ministry of Justice also invested in the shelter in North Mitrovica in the amount of €640,000, which was officially inaugurated on 21 May 2026. It was not clear from which budget line, as KWN could not find this expense in the Kosovo budget.

Fourth, while not financed by the government, the United Nations Mission in Kosovo (UNMIK) funded a new shelter in South Mitrovica. UNOPS completed the structural works for the shelter in 2023. The shelter is designed to accommodate up to 30 survivors, providing a safe and secure environment. With a total area of 341 m², the building will provide essential facilities and services, as well as outdoor spaces designated for activities such as gardening and relaxation. However, as of 2026, the shelter of South Mitrovica still used the old, rented building to accommodate survivors, though it was planning to move.

Fifth, the Directorate of Social Welfare of the Municipality of Pristina planned to construct a shelter for LGBTIQ+ individuals in 2021. A budget of €300,000 was allocated for this shelter both in 2021 and in 2022.[86] From 2023 to 2026, this allocation was not reflected in the municipal budget.[87] The shelter has not yet been built. As the government has not published a MTEF since the 2025-2027 MTEF, it was not possible to examine planned expenditures for 2028-2029.

Table 36. Summary of Budgeted Capital Investments in Shelters, 2021-2027

Budget Organi-sation	Project Name	Budget Line	Implem-entation Dates	2021	2022	2023	2024	2025	2026	2027	Total
Munici-pality of Ferizaj	Construction of the Shelter for Women Victims of	656730 Health and Social Welfare	02.2024-10.2025				30,000	50,000			80,000

[83] U.S. Department of State, 2025 Trafficking in Persons Report: Kosovo. Accessed 07 August 2026.
[84] Assembly of Kosovo, Law No. 08/L-193 on Budget Allocations for the Budget of the Republic of Kosovo for the Year 2023, 2023.
[85] Assembly of Kosovo, Law No. 08/L-332 on Budget Allocations for the Budget of the Republic of Kosovo for the Year 2025, 2025.
[86] Municipality of Pristina, Budget of the Municipality of Pristina for the Year 2021, 2021.
[87] Municipality of Pristina, Budget of the Municipality of Pristina for the Years 2023-2026.

Table 36. Summary of Budgeted Capital Investments in Shelters, 2021-2027

Budget Organi-sation	Project Name	Budget Line	Implem-entation Dates	2021	2022	2023	2024	2025	2026	2027	Total
	Violence in Ferizaj										
Munici-pality of Prizren	Construction of an emergency house for protection of children - Nashec	755460 Social Services – 1040	05.2024-11.2027					155,000[88]	215,000	215,000	585,000
Munici-pality of Pristina	Construction of the Shelter for LGBTI Persons	616755 Social and Resident-ial Services	01.2021-12.2024	300,000	300,000						300,000

In accordance with their legal obligations,[89] municipalities also budgeted to support shelters using municipal budgets. Table 37 contains the amounts budgeted by municipalities that provided data. Municipalities not listed did not respond to KWN's data requests, though they may have provided funds.

Table 37. Municipal Budgets for Shelters, 2022-2025

Municipality (By Size)	2022	2023	2024	2025	Total
Pristina	€7,272	€11,500	€11,500	€11,225	€41,49
Suharekë	€4,000	€4,000	€4,000	€4,000	€16,000
Fushe Kosovo	€4,000	€4,200	€4,526	€5,444	€18,170
Obiliq	€2,500		€3,000	€3,000	€8,500
Dragash	€1,230	€1,700	€1,700	€1,230	
Hani i Elezit		€500	€500		
Total	**€17,772**	**€20,200**	**€23,526**	**€23,669**	**€84,167**

Shelters also received financial support from donors, outside the government budget. This suggests that shelters' operational costs were more than that allocated by the government. Table 38 illustrates income and expenditures from two shelters in 2025.[90] It illustrates that the government does not provide sufficient resources to support all their services.

Table 38. Shelter Income and Expenditures in 2025

Shelter	Income	Expenditures	Government Contribution	Donor Contribution
Gjakova (2025)	€265,819	€190,402	€102,000	€119,549[91]
Peja (2025)	€146,604	€146,604	€102,000	€29,399
Total	**€412,423**	**€337,006**	**€204,000**	**€148,948**

[88] Continued from 2024 budget, though it is not in this budget.
[89] Republic of Kosovo, Law on Social and Family Services, 2024, Article 21.
[90] The other shelters did not provide complete data.
[91] The total includes €88,000 allocated to the children's shelter.

Costs

This subsection presents cost estimates for shelters and the services that they provide for survivors of gender-based violence for 2026-2029. According to the LGBV, "funding and budgetary support of public and non-governmental providers will be based on the cost per unit/client, the cost of minimum standards and the cost of operating expenses for the functioning of a centre for the protection of victims of violence."[92] Budget projections are based on the AGE budgeting guidelines,[93] best practices in GRB and IC guidance. They seek to inform future government allocations for accessible, survivor-centred shelter services. Data draw from interviews with shelter directors and finance officers to understand their existing funding structures, staffing levels and service delivery models; their budget documents including historical expenditures (2022-2025) and projected costs for 2026-2028; and market research of costs. This subsection describes each expense, summarised in Table 40. A sample budget for one shelter is presented, on which the overall budget required for shelters is calculated. These have been used to project future costs while aiming to harmonise costs across shelters. This includes costs, based on IC requirements for minimum qualifications, EU principles of equal pay for equal work and the minimum standards for shelters.[94] Cost projections have been divided into operational costs and costs per client, which should be added together for total costs.

Shelters' Operational Costs

These include fixed monthly expenses that are incurred regardless of the number of survivors accommodated. Human resource costs include salaries for all personnel involved in service provision and management. Salaries were determined using public sector salary coefficients established by the Law on Salaries in Kosovo. Shelter budgets for 2023-2025, staff structures and the average years of work experience for each position also were considered. The experience-based increase of 0.5% per year of experience, foreseen by the Law on Salaries, was included in calculations. Working hours between 22:00 and 06:00 are considered night work and an additional 30% compensation was applied, as provided by the Law on Salaries and Law on Labour.

Shelter directors oversee the overall management of the shelter, including but not limited to: staff supervision, service delivery, strategic planning, compliance with legal and donor requirements and maintaining partnerships for effective service provision with other institutions. According to public sector coefficients, the equivalent position would be a "director of institution" (e.g. school or health facility director) with a coefficient of 8.3. The coefficient multiplied by the base salary (€110) results in a total gross salary of €913. Considering the average years of work experience among shelter directors (22 years), an additional 0.5% increase was applied for each year of work experience, totalling €1,014 per month and €12,169 in 2026.[95] Considering their experience, expertise, qualifications and the concept of equal pay for equal work, more funds should be budgeted for this position compared to prior years.

---

[92] Article 24.
[93] AGE, Kosovo Shelter Operational Budgeting and Design Guidelines, 2021.
[94] Republic of Kosovo, Government, Ministry of Justice, Administrative Instruction (MoJ) No. 03/2025 On Residential Housing, signed by the Minister of the Ministry of Justice on 13.02.2025, with Decision No. 51/2025 of 13.02.2025, particularly Article 14 and Annex 4.
[95] Based on annual budgets provided by shelters, the average annual salary of shelter directors was approximately €9,000, which is lower than the salary established for equivalent positions under the Law on Salaries.

Managers support planning, implementation, monitoring and evaluation of shelter programs, projects and activities. They support the organisation of work, quality data entry and reporting for internal and government databases. The public sector coefficient for a manager position is 7.3. This multiplied by the base salary (€110) results in a total gross salary of €803 per month. The average years of work experience for this position (19 years) was multiplied by 0.5% for each year of experience, totalling €878 per month and €10,542 in 2026.

Finance managers manage shelters' financial operations, including ensuring implementation of the relevant legal framework pertaining to sound financial management, budgeting, bookkeeping, making payments and financial reporting. Historically, some finance officers have worked fulltime while others have engaged part-time.[96] The coefficient 5.7 multiplied by the base salary (€110) results in a total gross salary of €627 per month.[97] The average years of work experience were considered (15 years), totalling €673 per month. As a part-time position (50%), the gross salary is €337 per month and €4,039 in 2026. This is similar to the existing average salary level for this position among shelters.

Licensed social workers in shelters provide direct support and case management for survivors of gender-based violence, including psychosocial assistance; trauma support; risk assessment; case planning; access to essential services; and appropriate, secure filing and archiving of case management materials. Social workers require professional experience, training and the required licences to provide specialised services. Official Residential Housing standards, particularly Annex 4: Minimum Quality Standards for Social Services in Residential Shelters for Victims of Domestic Violence, Gender-Based Violence, Trafficking in Human Beings, or Other Forms of Violence,[98] consider social workers part of multidisciplinary professional staff providing specialised assistance and services to residents based on assessed needs. The standards recognise the social worker as the case manager within the shelter. Each caretaker should be responsible for no more than six residents. The coefficient of 6.7 was used to calculate the salary, totalling €737.[99] Considering the average 14 years of experience, the salary totals €789 per month and €9,472 in 2026.[100] Two weekday social workers would be required to cover two shifts (6:00-15:00; 15:00-22:00), totalling €18,944. Each shelter needs a weeknight social worker, for the 22:00-06:00 shift, paid an additional 30% for night work, totalling €1,026 monthly and €12,314 in 2026. As cases often come at night, having an experienced social worker available is important for quality case management. Additionally, two social workers are needed to work on the weekend during the two daytime shifts. They also can cover for other social workers during their holiday, vacation and other leaves. They will not work full-time, only weekends and holidays. They will be paid based on hours worked, considering weekend and holiday pay. Paid 50% more for weekend and holiday work, the fulltime salary would be €1,184 and €592 for part-time work. For one worker this amounts to €7,104 and for two workers the total is €14,208 in 2026. Similarly, the shelter requires a social worker for the weekend night shifts, as well as to cover the night shifts for the other social worker when she is on leave. This would involve 80% additional compensation for weekend and night work, totalling €1,421 for part-time work. This structure would allow adequate shift coverage, while respecting labour rights.

To date, shelters have tended to engage psychologists as paid experts, using hourly rates. However, this can become costly and hamper consistent access for clients to receive ongoing psychological individual and group treatment. Moreover, other shelter employees can

[96] In the Novo Brdo shelter, this position is full-time, as the staff member also performs administrative and operational tasks related to the overall management and functioning of the shelter.
[97] Since the Law on Salaries does not contain a coefficient for this position, the Municipal Regulation No. 97/2025 on the Internal Organization and Job Classification of the Municipal Administration was used (2025).
[98] Ministry of Justice, Administrative Instruction (MD) No. 03/2025 on Residential Housing, 2025. The Annex also foresees caretakers, but this budget has been planned so that qualified social workers serve as caretakers.
[99] The Law on Salaries does not include a coefficient for social workers.
[100] Shelters reported an average salary of €645 per month with variations reflecting differences in employees' experience.

benefit from supervision and psychological support from the shelter's psychologist towards preventing burnout. The Minimum Quality Standards foresee that shelters will have paid psychologists. Therefore, a clinical psychologist has been budgeted based on the coefficient (7) multiplied by the base salary (€110), totalling €770. The psychologist should possess specialised training and expertise in treating gender-based violence, so a projected monthly salary of €789 assumes the psychologist has at least five years' expertise, totalling €9,471 in 2026.

Legal counsellors or officers provide specialised legal support to survivors residing in shelters, including legal counselling, information on legal rights and available remedies, assistance with legal procedures, and referrals to appropriate legal aid and justice institutions. Their role could include supporting survivors in understanding their legal options, accessing protection measures and other remedies, and navigating relevant administrative and judicial procedures. They could contribute legal expertise to individual case management and support coordination with relevant justice and legal aid institutions. Shelters reported that they generally do not consider a dedicated legal counsellor necessary, as survivors can access legal support through victim advocates and Free Legal Aid services. Shelters facilitate access to legal assistance during daytime operations. However, IC Article 22 requires States to ensure access to immediate, short- and long-term specialist support services for victims and GREVIO has emphasised the importance of access to specialised services, including legal counselling and advocacy. Thus, a dedicated legal counsellor may provide additional specialised support within shelters, particularly for cases requiring more sustained or complex legal support. Persons in this position must meet the required professional qualifications and licensing criteria to provide legal services. The public sector coefficient for legal officers (8.0) multiplied by the base salary (€110) results in a total gross salary of €880 per month. Considering five years of work experience and a 50% workload, the estimated salary is €451 per month, resulting in an annual cost of €5,412 in 2026.

Licensed nurses in shelters help safeguard the health and wellbeing of survivors by providing basic medical care, monitoring physical and mental health and offering guidance on hygiene and overall wellbeing. Nurses are considered part of the multidisciplinary professional staff providing specialised assistance and services to residents based on their assessed needs, in line with Minimum Quality Standards. The coefficient for a nurse is 5.6. This multiplied by the base salary (€110) results in a gross salary of €616 per month. Considering the average years of work experience for this position (11 years), the total is €650 per month. This parttime position is budgeted at 50%, totalling €325 per month and €3,899 in 2026. Annex 4 also foresees the involvement of a contracted general doctor to provide medical support. Shelters have not budgeted for this service previously, as they generally referred clients to public health facilities or hospitals. Therefore, it has not been included as a specific budget line but considered among the medical costs.

Educational staff and caretakers are responsible for supporting the daily care, safety and development of children residing in the shelter. Their role includes providing educational and recreational activities, assisting with homework and learning and supporting children in developing social and emotional skills within a safe and protective environment. They also can advise on the developmental, learning and educational needs of children, which supports the development of children's case management files and plans. As part of shelters' multidisciplinary professional teams, they provide specialised support and services to residents based on their assessed needs in line with Minimum Quality Standards. Persons in this position must meet the required professional licensing criteria to provide these services. The public sector coefficient for primary school teachers (5.6) multiplied by the base salary (€110) results in a total gross salary of €616 per month. Considering the average years of work experience (three years), the salary is €625 per month and €7,503 in 2026.

Support staff positions, including housekeepers, cooks, drivers and security guards, play an important role in ensuring the effective functioning, safety and daily operations of

residential shelters. Housekeepers are responsible for maintaining cleanliness, order and hygiene throughout the facility, including resident rooms, common areas and office spaces. Cooks are responsible for preparing daily meals for residents according to their needs. Historically, these positions were not included in shelter budgets, as shelter representatives stated that they engage residents in these activities as part of rehabilitation and empowerment activities towards supporting autonomy. However, Minimum Quality Standards require these functions.[101] Therefore, a position for a Housekeeper/Cook is proposed, but could be removed. Drivers are responsible for the safe transportation of survivors, staff and goods to and from the shelter, including accompanying residents to medical, legal, educational or social service appointments. During periods when transportation services are not required, drivers also may support shelter maintenance. Security guards are responsible for ensuring safety and security, including protecting residents, staff and facilities. For these three positions, the public sector coefficient 3.9 would be relevant. However, they should be paid at least the minimum salary.[102] Therefore, these positions are calculated at €500 per month, resulting in an annual gross salary of €6,000.

Table 39. Ownership and Rental Costs of Shelters

Shelter	Type	Cost 2025
Pristina	Municipal property	€0
Prizren	Municipal property	€0
Ferizaj	Rental	€4,800[103]
Gjilan	Municipal property	€0
Gjakova	Own property	€0
Mitrovica	Rental	€7,735
Peja	Own Property	€0
North Mitrovica	Municipal property	€0
Novobërdë	Municipal property	€0

Accommodation expenses relate to providing safe and adequate living conditions for shelter residents, which is relevant regardless of occupancy levels. Shelters' facility costs differ (Table 39). While some utilise municipal properties free of charge, two have rental costs. Rent will require financing until municipal properties are completed for permanent use, which will eventually reduce costs.

Supplies, maintenance and equipment costs include expenses required to maintain the daily functioning of the shelter and ensure an appropriate environment for survivors. Costs include consumable materials such as paper, toner, pens, notebooks, cleaning supplies, disinfectants and other office and operational supplies, as well as other minor maintenance and equipment-related needs. On average, shelters required €138 per month, which would total €1,652 in 2026 for maintenance and equipment. Security systems contribute to the safety and protection of survivors, staff and shelter facilities. Costs include installation, maintenance, repair and replacement of security equipment, such as cameras and other security system components, as needed. On average, shelters assessed security system costs to amount to €100 per year.[104] Computer and IT expenses cover costs required to support the digital and administrative functioning of shelters, including computer equipment, IT-related supplies, services and other technology necessary for daily operations. Based on information provided by shelters, the average annual cost for computer and IT expenses was €810.

[101] In accordance with Annex 4, support staff should include at least one cook, one housekeeper, one maintenance worker and one security guard.
[102] Law on Salaries, Article 9.
[103] According to 2024 data provided by the shelter; no data available for 2025.
[104] All shelters have security cameras; estimated costs therefore cover maintenance, repairs and replacement or installation of new equipment if a camera or other security component becomes damaged or stops functioning.

Utilities (electricity, water, waste collection and heating) involve essential costs required to maintain a safe, functional and comfortable environment, amounting to €200 per month and €2,400 in 2026. Communication costs are necessary for the daily operation of the shelter, including fixed and mobile phone lines, internet connectivity, website maintenance and related service fees. This is important for organising services, communicating with clients and their families and coordinating services with other institutions. Communication costs are budgeted at €200 per month and €2,400 in 2026. Ongoing software subscriptions cost approximately €656 per unit, totalling €3,936 for six computers.[105]

Vehicle registration involves annual expenses required to maintain the registration and operation of shelter vehicles used for transporting survivors, staff and goods. Based on shelter records, vehicle registration costs €1,200 per year on average. Transport costs include expenses required for transporting survivors to medical, legal, educational or social service appointments and other travel-related needs. Costs include fuel, vehicle maintenance, public transport tickets, taxi services and other transportation-related expenses. According to shelter records, transport costs €172 per month, on average, and €2,067 annually.

Children's toys and school supplies, including craft materials and occupational therapy materials, are needed to support the development, education and wellbeing of children in shelters. Costs include toys, working and creative materials, books, school supplies and educational resources. Shelters reported an average annual cost of €1,252 or €104 monthly. AGE estimated that these costs amount to €2,000 for toys and creative materials, €1,000 for books, €500 for shelves and organisers for children's rooms and €480 for children's desks (€60 per unit for eight units). This is higher than shelters' average budgets, though shelters already have some of the permanent furniture. Meanwhile, shelters observed that children often take toys with them when leaving the shelter, as many children develop emotional attachments to these items. While shelters' average reported expenditure is lower than the AGE estimate, higher budgeting for toys and educational materials is justifiable, as shelters need to regularly replace and purchase new items to ensure that children accommodated in shelters have access to appropriate recreational and therapeutic materials. Therefore, this has been budgeted at €3,000 annually, using AGE estimates.

Continuous training costs cover expenses required to ensure that shelter staff receive ongoing professional development and maintain the necessary knowledge, qualifications, certifications and skills to provide quality support and services to survivors of violence. This includes costs for registration fees, trainers, venues, accommodation per diem or food and beverages at trainings. On average, shelters have budgeted €2,000 per year for these costs.[106]

The IC calls on parties to conduct awareness-raising campaigns regularly in coordination with civil society, especially WCSOs. The National Development Plan for 2024-2026[107] and the Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in Kosovo[108] also foresee awareness-raising on gender-based violence. Thus, the government should budget to support costs affiliated with awareness-raising. Shelters' visibility costs cover expenses related to awareness-raising and promoting the shelter's services. Costs include producing banners, leaflets and brochures; organising awareness-raising and outreach activities; social media promotion and marketing; advocacy initiatives to inform policies and budgets; and other related expenditures. Among shelters, the average annual budget for visibility costs in 2024-2025 was €630. Shelter representatives expressed

[105] Costs are calculated based on official Microsoft pricing for Windows operating systems and Microsoft 365 Office packages. Prices may vary depending on region, taxes and licensing options.
[106] AGE estimated this cost at €1,035 (Kosovo Shelter Operational Budgeting and Design Guidelines, 2021). The average amount reported by shelters is higher, reflecting their needs and actual costs required to organise and participate in training. Additionally, inflation since the AGE analysis has contributed to higher costs, which has been considered.
[107] Office of the Prime Minister, National Development Plan 2024-2026, 2023.
[108] Republic of Kosovo, Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024, 2022.

concern that this budget line is often excluded from government funding allocations, despite its importance for awareness-raising, promotion of services and advocacy to prevent and address gender-based violence in line with government commitments to the IC.

Bank expenses cover fees related to the shelters' financial transactions, including account maintenance, fund transfers and other service charges applied by financial institutions. On average, shelters budgeted €39 per month for bank expenses and €468 annually. Auditing costs cover the external verification of shelter finances and review of compliance with donor and legal requirements. Annual audits are considered a best practice for NGOs, towards ensuring sound financial management, recommending any needed improvements and safeguarding accountability in the use of resources. Based on shelter data, the average annual audit cost is estimated at €900, equivalent to approximately €75 per month. Although shelters have requested government financing of these expenses, they said that such costs were removed from their budgets. Towards sound financial management, the government should finance this cost as part of NGOs' operations.

Unforeseen costs include unexpected expenses that may arise during shelter operations and cannot be planned. These costs may include the replacement or repair of damaged inventory and equipment and other unplanned maintenance needs. This also can cover contracting translation services, as needed, for beneficiaries speaking different languages. According to shelters, this cost has averaged €1,785 annually.

Costs related to Beneficiaries

In addition to operational costs, other costs vary depending on the number of survivors accommodated and supported, including food, hygiene supplies, clothing, psychological support sessions, medicine and medical visits. In line with best practices in gender-responsive budgeting,[109] projections were calculated considering the average number of survivors served (64) per year per shelter and the average number of days that they stayed in shelters (29).[110]

Food and hygiene products are needed for the basic daily needs of residents, including meals, cleaning supplies and personal care items. The average daily cost per survivor was calculated by dividing each shelter's annual expenditure on food and hygiene products by the number of survivors accommodated during the year and then dividing this amount by the average length of stay. This resulted in an average daily cost of €7 per survivor.[111] Meanwhile, AGE recommended a daily allocation of €8 per survivor for food and hygiene products in 2021.[112] This, multiplied by the average clients per shelter per year (64) and the average length of stay (29 days), totals €14,848 in 2026.

Medical supplies and healthcare include costs of basic medication, first aid materials and medical treatment by doctors as needed by survivors. Historically, shelters have relied primarily on public healthcare institutions to provide these services, resulting in relatively low costs. When required services were not available through the public healthcare system, survivors were referred to private healthcare providers. In 2024-2025, shelters reported an average budget of €80 monthly and €957 annually for medical purposes. AGE similarly estimated medical supplies cost €80 per month. On average, for 64 clients per shelter per year, the average healthcare cost is estimated at €15 per survivor and €960 in 2026. However, monitoring of actual expenses may suggest that more funds are needed.

Clothing costs cover the provision of essential clothing and footwear for survivors, particularly women and children who arrive at shelters without personal belongings. Shelters reported that clothing provided to survivors is not reused, as survivors take these items with

[109] KWN, *Gender Responsive Budgeting at the Local Level*, 2017.
[110] Four shelters submitted data on survivors' average length of stay.
[111] This is in line with the KAS, Consumer Price Index, 2024, as elaborated in the prior section.
[112] AGE, Kosovo Shelter Operational Budgeting & Design Guidelines, 2021. Notably, the potential 22% inflation since 2021 was not included. If adjusted for inflation, the daily rate would be approximately €10 in 2026.

them when they leave the shelter. Shelters reported an average annual budget of €1,695 for clothing in the past. On average, this would amount to nearly €27 per survivor.

Also foreseen by Minimum Quality Standards, support for reintegration includes financial assistance provided to survivors to address needs after leaving the shelter and to support their ability to establish safety, stability and independence. These costs may include support for small business development, temporary rent assistance, childcare, transport and other forms of assistance that help survivors establish stability and rebuild their lives after leaving the shelter. Historically, shelters have included this cost category in their budgets to provide support both during survivors' stay in the shelter and after they exit the shelter. The average annual amount allocated for reintegration support by shelters was €1,044, amounting to €16 per client, on average. However, this is insufficient to meet rehabilitation and reintegration needs. Shelter representatives emphasised that this type of support is essential for survivors' successful reintegration but is not always approved for government funding. These funds are essential for holistic reintegration and rehabilitation support as foreseen by the IC and Kosovo's legal framework and should be approved by the government. Therefore, it is proposed to budget €500, on average, per client to improve reintegration services. Costs and needs should be carefully monitored towards further improving budgeting for this cost.

These costs per beneficiary are projections based on prior costs. Actual financing may require adjustments per shelter due to differences in occupancy levels, as the number of residents directly affects consumption and costs. Costs also are influenced by the duration of stay, the number of children and the needs of residents with disabilities. If more beneficiaries require services and/or have additional costs affiliated with quality services, costs may be higher than predicted. To ensure quality services, shelter service providers should be able to request reimbursement for additional expenses affiliated with clients, so long as they are in line with the approved budget categories and standards for care. Similarly, if shelters have fewer clients than budgeted, extra funds could be deducted from final payment tranches, based on the total number of clients served.

The total cost for one shelter to function for one year can be calculated by adding together the costs in the different expenditure categories, totalling €205,746 in 2026, €212,694 in 2027, €217,092 in 2028 and €221,179 in 2029 considering inflation (Table 40).[113]

Table 40. Estimated Costs for One Shelter, 2026-2029

Expense	Cost per Unit	2026	2027	2028	2029
Salaries and Wages		**€133,550**	**€138,017**	**€140,845**	**€ 143,472**
Director	€1,014	€12,169	€12,607	€12,884	€13,142
Manager	€878	€10,542	€10,921	€11,162	€11,385
Finance Officer/ Assistant (50%)	€337	€4,039	€4,185	€4,277	€4,362
Social worker (weekday) (2)	€789	€18,944	€19,626	€20,058	€20,459
Social worker (weeknight)	€1,026	€12,314	€12,757	€13,037	€13,298
Social worker (weekend) (2) (50%)	€592	€14,208	€14,719	€15,043	€15,344
Social worker (weekend night) (80%)	€1,421	€17,049	€17,663	€18,052	€18,413
Legal Counsellor or Legal Officer (50%)	€451	€5,412	€5,607	€5,730	€5,845
Clinical Psychologist	€789	€9,471	€9,471	€9,471	€9,471

[113] For budget projections, annual inflation rates of 4% for 2027 and 2% for 2028 and 2029 were applied, based on IMF projections (IMF, Inflation rate, average consumer prices, website accessed on 22 July 2026).

Table 40. Estimated Costs for One Shelter, 2026-2029

Expense	Cost per Unit	2026	2027	2028	2029
Nurse (50%)	€325	€3,899	€4,040	€4,129	€4,211
Educator / caretaker	€625	€7,503	€7,773	€7,944	€8,103
Driver	€500	€6,000	€6,216	€6,353	€6,480
Housekeeper / cook	€500	€6,000	€6,216	€6,353	€6,480
Security guard	€500	€6,000	€6,216	€6,353	€6,480
Operational costs		**€22,692**	**€23,391**	**€23,833**	**€24,244**
Supplies, maintenance and equipment	€138	€1,652	€1,711	€1,749	€1,784
Security	€100	€100	€104	€106	€108
Computer/ IT expenses	€810	€810	€839	€858	€875
Utilities	€200	€2,400	€2,486	€2,541	€2,592
Communications	€200	€2,400	€2,486	€2,541	€2,592
Computer software	€656	€3,280	€3,280	€3,280	€3,280
Vehicle registration	€1,200	€1,200	€1,243	€1,271	€1,296
Transport costs	€172	€2,067	€2,142	€2,189	€2,233
1Children's toys and school supplies	€250	€3,000	€3,108	€3,176	€3,240
Continuous training	€2,000	€2,000	€2,072	€2,118	€2,160
Visibility	€630	€630	€653	€667	€680
Bank fees	€39	€468	€485	€496	€505
Audit	€900	€900	€932	€953	€972
Unforeseen costs	€1,785	€1,785	€1,849	€1,890	€1,927
Basic Costs for Clients and Quality Services		**€49,504**	**€51,286**	**€52,414**	**€53,463**
Food and personal hygiene supplies	€8	€14,848	€15,383	€15,721	€16,035
Medicine and medical visits	€15	€960	€995	€1,016	€1,037
Clothing	€27	€1,696	€1,757	€1,796	€1,832
Support for reintegration	€500	€32,000	€33,152	€33,881	€34,559
Total		**€205,746**	**€212,694**	**€217,092**	**€221,179**

Notably this does not include rent costs, assuming that the government-provided facilities for shelters in Mitrovica and Ferizaj will be finalised in 2027.

To forecast the total budget for 2027, this can be multiplied by 11 to include the shelter in North Mitrovica and by the inflation rate of 4%, totalling €2,339,631. For 2028, it can be multiplied by 12 to include the LGBTQI+ shelter, as well as by 2% for inflation, totalling €2,605,110. For 2029, considering 2% inflation the budget would be €2,654,152. As additional shelters are constructed, based on Table 34, costs should be multiplied to ensure their financing. Given that shelters are inter-municipal, MLFV should budget for these funds, though municipalities can budget to support infrastructure costs.[114]

Construction Costs

To establish enough shelters to serve the population and ensure adequate geographic distribution based on IC requirements, in the future Kosovo will need to budget for constructing and/or renovating buildings for shelters, using capital investment budget lines. As construction projects can differ substantially and require their own feasibility studies, they

[114] Official Gazette of the Republic of Kosovo, Law No. 08/L-255 on Social and Family Services, 2024, Article 74.

have not been part of this analysis. Feasibility studies will be required to budget for shelter expansion and construction in a staged process. New shelters also will require furnishing.

Social Housing

This section discusses the costs of social housing services for survivors of gender-based violence. Access to safe and affordable housing is an important component of survivors' recovery and long-term independence. While specialist shelters provide immediate protection, some survivors may require transitional accommodation, rental assistance or access to social housing, depending on their circumstances and housing needs. Such measures can reduce the risk of returning to perpetrators or becoming homeless and can support survivors' economic autonomy. Therefore, housing support should be considered as part of a broader continuum of protection, recovery and reintegration services, rather than as an extension of shelter accommodation.

Responsibilities

The Law on Financing Specific Housing Programmes was adopted in 2010 to provide access to adequate housing for those in need and who are unable to afford it. It foresees support to diverse persons and not only survivors of gender-based violence. Municipalities are responsible for social housing. They must identify the housing needs of residents; prepare three-year housing programs and projects based on available financial resources; provide land for housing and developing the necessary infrastructure for implementing housing programs; submit requests to the relevant Ministry for funding and new subsidies; create and manage a database of families benefiting from housing programs; and ensure the construction of housing units.[115]

At the national level, the Ministry for Environment, Spatial Planning and Infrastructure (MESPI) is responsible for developing three-year national housing strategies based on municipal programs.[116] The Ministry also plans the budget to support the implementation of annual housing programs and maintains the national housing database.

According to the Law on Social Housing, housing is provided through the funding of special rental housing programs. These programs include apartments built by municipalities, the government or donors, which are then rented out; existing apartments owned by private individuals or legal entities, which can be rented to families receiving housing assistance; and other municipal properties that can be adapted for use under special housing programs. Housing programs may be financed through the Budget of the Republic of Kosovo via the MESPI, municipal revenues dedicated to housing and contributions from various donors.

Survivors of gender-based violence are not explicitly included in the eligibility criteria of the Law on Social Housing, but victims of domestic violence are mentioned.[117] The LGBV requires provision of permanent housing for survivors or financial support to enable housing.[118] This can be provided either through social housing or financial assistance aimed at securing safe and stable accommodation. To this end, the NSVAW's Action Plan includes development of a three-year social housing plan in municipalities, which should include housing solutions for survivors of gender-based violence, including rental support and housing. The planned budget for 2022-2024 is €120,000, funded by the government and municipalities.

[115] Assembly of Kosovo, Law No. 03/L-164 on Housing Financing Specific Programs, 2010.
[116] UN Habitat Kosovo, Facebook 9 July 2026, accessed 17 July 2026. No plan exists yet. The Working Group developing the Housing Strategy 2027-2034 and the Action Plan 2027-2029 held its first meeting in August 2026. The Strategy is expected to be published in 2027.
[117] Assembly of Kosovo, Law on Social Housing, 2026. Article 5 specifically mentions victims of domestic violence.
[118] Article 22

However, it is unclear how much funding should be provided by the central government and how much by municipalities.

Bodies responsible for planning and budgeting for social housing differ across municipalities. These include but are not limited to directorates of budget and finance; urbanism, spatial planning and environment; public services, infrastructure and housing; labour and social welfare; and health and social welfare, depending on the municipality.

Only two social housing regulations governing the distribution of social housing in municipalities could be found online (Pristina and Prizren). Several municipalities adopted three-year plan for social housing, according to the OSCE Mission in Kosovo.[119] KWN's analysis of publicly available information in August 2026 found that 63% of municipalities have adopted social housing plan, particularly for 2022-2025 and 2023-2025. plans generally target a broad range of vulnerable groups, including low-income families, single-parent households, persons with disabilities and other vulnerable groups. Several municipalities reflected gender considerations in their municipal plans, including violence survivors, women-headed households and single mothers as priority groups; 55% of municipalities, and 88% of those with plan, explicitly mention survivors of domestic violence and violence against women. Commissions tended to select beneficiaries of social housing, based on the established criteria. In some municipalities, CSWs are consulted as well. Municipalities provided support through different models, including social housing units, rent assistance and housing bonuses. Some municipalities have placed violence survivors in shelters as an alternative to social housing when such housing was unavailable. These two solutions are different in nature; social housing is a long-term solution. Publicly available information on the number and size of housing units is inconsistent across municipalities.[120]

In July 2025, the CSGD and the Center for Equality and Liberty (CEL) confirmed that, after years of advocacy and cooperation with the Municipality of Pristina, two residential units had been allocated to serve as safe spaces for LGBTQI+ individuals facing violence, discrimination or exclusion until a permanent shelter could be established.[121] The short-term units provided by the municipality do not meet the standards or infrastructure requirements for formal shelter facilities.[122] Instead, these are "safe homes", or temporary spaces where LGBTQI+ survivors can stay until a more sustainable, long-term solution becomes available. Each unit consists of one bedroom, a living room, a kitchen and a bathroom, accommodating up to two people each under normal circumstances, or up to four in case of emergencies. At present, the units remain unfurnished, lacking basic infrastructure like beds and kitchen facilities.[123] Funding is needed to functionalise these safe homes.

[119] See Annex 3. OSCE Mission in Kosovo, Assessment of Social Housing and Housing Construction in Kosovo 2018-2023, 2024. Section 4: Field data per region. It provides an overview of municipal social housing programs during these years. At the time, Pristina, Malishevë, Dragash, Mamushë, Junik, Viti, Kamenic, Kllokot, Novobërdë and Partesh did not have such programs so they have not been included in the table.
[120] See Annex 3 for a summary.
[121] CSGD Kosovo, Facebook, March 2026.
[122] KWN interview with LGBTQI+ activist, September 2025.
[123] Ibid.

Capacities for GRB for Social Housing

Minimal evidence was available that municipalities use gender-responsive budgeting and the accompanying gender analysis of needs to identify social housing allocations.[124]

Data on Beneficiaries and Impacts

Table 41. Social Housing Units

Municipality	Units	Gender-based Violence
Pristina	100	0
Gllogoc	48	0
Obiliq	1[125]	3

Limited publicly available gender-disaggregated data exists on beneficiaries of social housing, making it difficult to assess whether support is reaching women survivors of gender-based violence, among other beneficiaries. The OSCE has also noted a lack of disaggregated data on social housing applicants and beneficiaries, including by gender, minority communities, disability, displacement, and experiences of domestic violence or violence against women. Given the dearth of publicly available information, KWN requested data on beneficiaries from 2022-2026 from MESP but received no response. Additionally, KWN conducted a survey of municipalities, but few responded. Only nine provided data on the number of social housing units that they had available in 2025, including the number of units reserved for survivors of gender-based violence (Table 41).[126]

No known analysis has examined the impact of these services on beneficiaries, specifically survivors of gender-based violence.

Demand for Services

The maximum possible annual demand for social housing following shelter stays will be if all beneficiaries require housing. However, not all women and children leaving shelters require social housing as some have other options available to them. The precise demand for social housing can best be determined by municipalities with CSWs, shelters,[127] departments of health and social welfare (DHSW), departments of finance and other responsible departments, discussing prior and future needs annually. These can be included in social housing plans. Conversations with municipalities suggested, qualitatively, that they required additional social housing to meet the level of demand.

Some municipal officials expressed concern that social housing regulations did not include periods of maximum stay, so some beneficiaries stayed indefinitely, making it difficult for new beneficiaries to access social spacing. Opportunities exist for addressing this challenge through amendments to regulations to establish maximum stay periods. However, these should also be flexible based on needs to safeguard the wellbeing of survivors of gender-based violence. Social workers can create case management plans that anticipate the time that survivors of violence will need to use accommodation, while assessing ongoing needs during regular monitoring visits. The aim should be to use such units during a transition period

[124] KWN review of online documents and conversations with municipalities, 2026.
[125] This is an entire building. KWN sent a follow-up request regarding the number of units but has not received any response.
[126] KWN distributed a survey electronically to all municipalities in Kosovo in 2025, as well as reminded them several times. Only eight municipalities responded, as summarised in the table.
[127] OSCE noted on the draft report that some shelters have established memoranda of understanding with municipalities for the provision of social housing to survivors. Shelters must be systematically consulted to understand and plan for future demand for social housing.

until survivors become autonomous and can afford their own accommodation. Then the units would be available to other survivors in need.

Budgets and Expenditures 2022-2026

In a review of municipalities' annual budgets, only a couple budget lines could be identified related to social housing capital investments. Of the nine municipalities responding to KWN's survey on social housing, only three provided information on social housing budgets and expenditures for 2022-2025 (Table 42). Notably, this includes budgets and expenditures for all social housing and not only units earmarked for survivors of gender-based violence. Generally, social housing budgets involved capital expenditures for building and equipping additional social housing. Social housing inhabitants live autonomously and tend to bear other costs affiliated with these accommodations. However, in some municipalities, the local government also pays for utilities and, in some instances, equips apartments with basic furniture.[128] In Suharekë, expenditures extensively exceeded budgeted amounts, whereas in Fushe Kosovo, budgets were underspent. In Pristina, budgets and expenditures remained the same each year.

Table 42. Municipal Budgets for Social Housing in Thousands, 2022-2025

Municipality	Budget Line	2022	2022	2023	2023	2024	2024	2025
		Budget	Expenditures	Budget	Expenditures	Budget	Expenditures	Budget
Suharekë	DHSW	€12.0	€59.9	€12.0	€69.3	€12.0	€ 11.1	€12.0
Pristina		€70.0	€70.0	€70.0	€70.0	€70.0	€70.0	€70.0
Fushe Kosovo	Subve-ntions	€30.0	€27.0	€32.0	€21.2	€30.0	€18.0	€26.0
Rahovec [129]	Depart. of Budget and Finance 40844	€10.0		€50.0		€0.0		€0.0
Obiliq[130]		€165.0		€120.0				
Gjakova[131]	DShMS	€200.0						

Table 43. Municipal Budgets for Social Housing in Thousands for 2026-2028

Municipality	Budget Line	Planned Budget		
		2026	2027	2028
Suharekë	DHSW	€12.0		
Pristina		€80-100	€80-100	€80-100
Prizren[132]	Construction of social housing units in Petrove-Prizren 55122	€183,000	€250,000	€300,000

[128] KWN conversations with municipalities. Peja, for example, financed utilities and basic furniture in its units.
[129] Municipality of Rahovec, Capital Investment Planning 2023–2025, 2022.
[130] Municipality of Obiliq, Three-Year Housing Programme, 2022-2024, 2021.
[131] Municipality of Gjakova, Annual Work Plan of the Executive, 2022.
[132] Municipality of Prizren, Budget of the Municipality of Prizren for 2026-2028, 2025.

Table 43 presents municipalities' identifiable planned budgets for social housing for 2026-2028, based on the survey of municipalities and publicly available budget documents. As of August 2026, the Government had not adopted an MTEF for 2026-2028 or 2027-2029, which should include budget forecasts for future years. Similar to prior years, Suharekë planned €12,000 for 2026. Pristina planned to increase its budget for social housing to €80,000 to €100,000 per year.

Costs

Further research is needed to adequately assess the level of demand and costs affiliated with providing social housing to survivors of gender-based violence while they transition to secure, autonomous living. This should consider costs of adequate security precautions in units, such as protections for windows on first floors, adequate locks on doors and potentially cameras for at-risk cases. To facilitate transitions, municipalities also can consider furnishing units to meet basic needs.

Table 44. Estimated Costs to Equip LGBTQI+ Apartments

Item	Cost
Sofa (3-seat)	€200
Curtains	€45
Carpets	€90
Vacuum cleaner	€60
Chandelier (3)	€120
Tables	€120
TV	€450
Kitchen	€500
Refrigerator	€250
Dining table, chairs	€200
Chandelier	€40
Plates	€30
Glasses	€10
Knives, forks, spoons	€25
Pots	€40
Stove	€250
Water heater	€180
Stools	€20
Washing machine	€300
Single beds	€100
Pillows	€5
Bedding set, pillowcases, etc	€20
Duvet	€50
Blankets	€25
Cabinets/Drawers	€150
Total	**€3,280**

As an example, the Municipality of Pristina has provided two units for LGBTQI+ survivors of gender-based violence until they can transition to autonomous living. The units are are not furnished. An NGO specialising in supporting LGBTQI+ persons, CSGD, coordinates the use of these units. Their services related to managing operations are not state-funded. Table 44 presents estimated costs for furnishing the two residential units earmarked for

LGBTIQ+ persons in Pristina, so that they will be suitable for accommodation.[133] Costs do not include operations or service provision. As the amount is relatively minimal, the Municipality of Pristina could budget to support these one-time costs, similar to the example in Peja.

A similar model exists in Banja Luka, Bosnia and Herzegovina, where a CSO manages a social housing unit for survivors of domestic violence.[134] The estimated management costs include staff and technical maintenance, while utilities are paid by beneficiaries as part of empowerment measures. Their experience suggests that where local governments contract CSOs to manage social housing, the related management costs need to be included in municipal budgets, potentially through a dedicated budget line for social housing support for survivors of domestic violence.

The Municipality of Pristina also has a rather unique program, which provides subsidies to survivors of gender-based violence to support their autonomy.[135] The support has three components: a housing subsidy of up to €250 per month, a €150 monthly living allowance for survivors who are not beneficiaries of the Social Assistance Scheme and up to an additional €100 per month for survivors with children in their care. Survivors do not necessarily receive all three components, and the maximum combined support is €500 per month. Support is provided for up to six months and may be extended for a maximum of two years, subject to an assessment of the survivor's circumstances. Support also may be provided for a shorter period or stopped earlier if circumstances change, based on an assessment by the CSW and the Municipal Assessment Commission. This may include finding a job or returning to work, reuniting with a spouse, moving to another residence, a change in marital status or other changes identified by the professional team.

For municipalities that have insufficient social housing units, Pristina presents an example of how they can support survivors' accommodation costs during periods of transition. Meanwhile, some municipalities noted that their budgets were too small to enable them to provide such support.

Case Management, Coordination and Specialised Social Services

According to IC Article 20, states shall take the necessary legislative or other measures to ensure that survivors have access to healthcare and social services. Further, services must be adequately resourced and professionals trained to assist survivors, including referring them to other appropriate services. Costs affiliated with specialised case management and related coordination are discussed in this section.

Responsibilities

Historically, the absence of a clear legal framework governing MCM operations led to uncertainty regarding institutional roles and responsibilities.[136] Since February 2025, Regulation (GRK) – No. 01/2025 on the Local Coordinating Mechanism for Protection from Domestic Violence, Violence against Women and Gender-based Violence has defined the duties and responsibilities of MCMs in providing protection and support to victims of gender-

[133] CSGD provided this information to KWN, 2026.
[134] Foundation United Women, At What Cost? Costing Specialised Services for Violence Against Women in Bosnia and Herzegovina, forthcoming, 2026.
[135] Republic of Kosovo, Municipality of Pristina, Decision on Financial Support for Victims of Domestic Violence, 2022.
[136] KWN, *Zero Tolerance? Monitoring the Institutional Response to Gender-based Violence in Kosovo*, 2025.

based violence.[137] MCMs should meet regularly to coordinate effective, specialised case management. MCMs are responsible for proposing the budget for provision of social services for victims of gender-based violence.[138] Mayors are responsible for coordinating MCMs. Thus, any budget required for MCM operations would likely derive from the General Grant to municipalities, via the budget of mayors' offices. The Regulation does not clearly specify who is responsible for managing or maintaining data collection.

GEOs serve as professional institutional mechanisms responsible for coordinating, implementing, integrating, monitoring and promoting gender equality across all levels of governance and public policy. GEOs must participate in the annual planning of municipal priorities and budgets, supporting gender mainstreaming and ensuring activities towards gender equality are integrated into municipal annual planning.[139] According to the OSCE Guidelines for Effective Performance of Municipal Coordination Mechanisms against Domestic Violence, GEOs should support MCMs and coordinators.[140] The Guidelines state that coordinators are responsible for advocating for a municipal budget for MCMs. All MCM members are responsible for providing statistical data on violence against women and disaggregating it by gender and "communities" (ethnicity). MCM members must submit regular narrative and statistical reports, present updates and challenges during meetings and coordinate with other MCM members to support victims of domestic violence.

Several municipalities have established MCMs towards enhancing the response to domestic violence, improving service provision for victims, implementing legal frameworks more effectively and fostering collaboration among relevant local actors.[141] As of December 2018, 17 MCMs existed in Kosovo, particularly in municipalities where shelters are located. Of these, 15 had formalised their cooperation through memoranda of understanding with municipal stakeholders, including mayors, police, CSWs, legal aid offices, prosecution offices and municipal departments for education and health.[142]

Following the adoption of the LGBV and the Regulation for the Local Coordination Mechanisms for Protection against Domestic Violence, Violence against Women and Gender-based Violence, every municipality should establish an MCM.[143] No known analysis has examined how many have been established to date. According to OSCE Mission in Kosovo field monitoring, municipal mechanisms exist in 37 municipalities across Kosovo.[144] During 2025 and 2026, in 11 municipalities these mechanisms were either newly established or re-established through mayoral decisions and/or municipal assemblies.[145] In most cases, mayors serve as chairpersons, with some variations. KWN's monitoring has revealed rather inconsistent functioning of MCMs across different municipalities with only a couple good practices (e.g., in Suharekë).

---

[137] Republic of Kosovo, Regulation (GRK) – No.01/2025 for the Local Coordinating Mechanism for Protection Against Domestic Violence, Violence Against Women, and Gender-based Violence, 2025.
[138] Ibid., Article 5.
[139] Republic of Kosovo, Regulation (GRK) No. 12/2016 on the duties and responsibilities of officials for gender equality in ministries and municipalities, 2016.
[140] OSCE, Guidelines for Effective Performance of Municipal Coordination Mechanisms Against Domestic Violence, 2023.
[141] Ibid.
[142] Council of Europe, Setting up Treatment Programmes for Perpetrators of Domestic Violence and Violence against Women, 2021.
[143] Republic of Kosovo, Regulation for the Local Coordination Mechanisms for Protection against Domestic Violence, Violence against Women and Gender-based Violence, 2025.
[144] Comment on draft report.
[145] Identified municipalities include Dragash (26 Feb 2026), Fushe Kosovo (23 Feb 2026), Gjakova (4 Jul 2025), Kamenicë (28 Aug 2025), Lipjan (24 Mar 2026), Obiliq (30 Jun 2025), Pristina (21 Aug 2025), Prizren (21 Aug 2026), Rahovec (23 Apr 2026), Skenderaj (14 Aug 2026) and Suharekë (19 Feb 2026).

With the consent of the beneficiary, CSWs have the legal responsibility to manage cases from the beginning until they are closed, in coordination with relevant institutions involved in each case. CSWs must appoint case managers responsible for case management. Social workers ideally should be specialised in treating gender-based violence cases.[146] CSWs must assess needs for fulfilling their obligations for appropriate case management and seek appropriate support, including financial resources in annual and mid-term budgets, to meet needs. DHSW must work with CSWs to budget adequately for specialised social services.

Capacities for GRB for the Specialised Service

Municipal officials did not seem to use GRB in planning budgets for MCMs, coordination or managing specialised social services.[147] While GEOs should support gender mainstreaming policies, including budgets, many GEOs simultaneously serve as heads of human rights units within their municipalities and have responsibilities for the rights of children, persons with disabilities, bilingualism and more. Their extensive portfolios make it difficult to comprehensively follow and implement all tasks related to gender equality and, by extension, GRB for specialised services for addressing gender-based violence.[148]

GEOs tended to say that their involvement in municipal budgeting processes and coordination with other directorates, including directorates of finance, is largely advisory. They are rarely, if ever, invited to provide input during initial stages of budget planning. One GEO shared that her input is typically only sought during the drafting of the MTBF, and even then, she contributes on her own initiative rather than through a structured process. Interviews thus suggested insufficient coordination between GEOs and finance officers in planning municipal budgets for MCMs, among other costs related to specialised services for addressing gender-based violence.

Data on Beneficiaries and Impacts

Based on the LGE, all institutions must collect and report gender-disaggregated data to KAS.[149] GEOs must gather quantitative and qualitative data related to the implementation of the LGE, KPGE and all institutional or municipal strategies and programs.[150] The Mayor as the head of the MCM should submit regular reports to the municipal assembly and the Ministry of Justice on the MCM's work. The National Coordinator's office has established a standardised reporting template, requiring MCMs to report semi-annually. Mayors' and MCMs' mandates do not explicitly require MCMs to collect data on age, ethnicity, disability or location.

To date, only a few MCMs have met to discuss specific cases. While the Ministry of Justice maintains an interinstitutional database of domestic violence cases treated, where relevant institutions report individually, the number of cases treated by MCMs is unclear. The general lack of data regarding the number of cases managed by MCMs or by each social worker, including gender-based violence cases, makes it difficult to assess costs. No known analysis has examined the impact of coordinated case management on survivors of gender-based violence.

[146] Republic of Kosovo, State Protocol for Treatment of Sexual Violence Cases, 2022.
[147] KWN conversations with GEOs, finance officers and directors of social welfare.
[148] KWN interviews with GEOs, 2025.
[149] Republic of Kosovo, Law on Gender Equality, 2015, Article 5(1.8).
[150] Republic of Kosovo, Regulation (GRK) - NO. 12/2016 on duties and responsibilities of Relevant Officials for Gender Equality in Ministries and Municipalities, 2016, articles 9 and 10.

Demand for Services

Overall, according to Kosovo Police data and considering under-reporting, it can be estimated that approximately 2,000 persons suffer gender-based violence annually. They could require coordinated, specialised services by CSWs and MCMs, including towards preventing recidivism. This does not consider children affected by gender-based violence directly or indirectly who also require case management plans.

Budgets and Expenditures 2022-2026

Social workers provide specialised services and coordinate the drafting and implementation of treatment plans for survivors of gender-based violence, via CSWs. CSWs are budgeted for under DHSW, drawing from the general grant to municipalities. Municipalities, specifically DHSW, do not seem to have conducted costing exercises to assess the costs of social workers.

A comparison of annual budgets for 2023-2026 indicates that the number of staff under DHSW budget lines has not increased.[151] Municipalities have not allocated additional funds for the recruitment and training of additional social workers, including the two social workers specialised in treating gender-based violence in each municipality, and four in Pristina, as foreseen in the State Protocol for the Treatment of Sexual Violence Cases. This is due in part to the limits set by MF on the number of allowable staff per municipality, based on the financing formula in the general grant. Hypothetically, municipalities could discontinue any unnecessary positions to afford these new positions. This has not been done either due to lack of knowledge about the Protocol or the inability or unwillingness to prioritise such positions.

On average, social workers reportedly manage 58 cases.[152] Social workers manage several different cases, so estimating budgets and expenditures related to addressing gender-based violence is difficult. According to the Strategy, a social worker should not manage more than 20 gender-based violence cases.[153] The amount of time spent on each case also may differ, depending on the complexity of the case. Some cases require one or two visits, while others may require dozens of visits, or more, over several years. No data seems to exist regarding the time required for individual cases involving gender-based violence, which could support calculating human resource needs. Social workers reported working overtime, weekends and nights without compensation according to the Labour Law, in violation of their rights.

Few municipalities seem to have allocated dedicated financial resources to supporting MCMs.[154] Of the nine municipalities that responded to KWN's survey, only one reported budgeting for its MCM.

Table 45. Municipal Budgets and Expenditures for MCMs

Municipality	2022 Budget	2022 Expenditures	2023 Budget	2023 Expenditures	2024 Budget	2024 Expenditures	2025 Budget
Suharekë	€1,520	€1,280	€1,520	€1,280	€1,520	€1,900	€3,800

[151] See Annex 3.
[152] Republic of Kosovo, KOMF & Terre des Hommes, Analysis of the Centers for Social Work: Challenges in the Legal, Institutional and Functional Aspect, 2023. Insufficient data exists on the number of cases managed at a given time, per month and per year, including ongoing active and inactive cases.
[153] Republic of Kosovo, National Strategy on Protection Against Domestic Violence and Violence Against Women 2022-2026, 2022. It does not state during what time period, but seemingly simultaneously.
[154] KWN survey of municipalities and interviews with GEOs, 2025.

Several municipalities historically have relied on external donor assistance, such as funding and technical support from UN Women and OSCE. They have financed MCMs' activities, including training, awareness-raising campaigns and coordination meetings.

Costs

The amount required to hire at least two social workers specialised in treating gender-based violence in each municipality, and four in Pristina, can be estimated based on the existing salaries of social workers. The additional cost will amount to approximately €707,078 per year. Specifically, it will be €18,130 per municipality for 37 municipalities and €36,260 for Pristina.[155] Meanwhile, this does not consider the costs affiliated with overtime, night and weekend work, based on the Labour Law. Nor does it consider the additional costs associated with proper case management, such as for transportation and emergency funds.[156] A thorough analysis of costs for proper case management by institutions was beyond the focus of this research and requires further analysis.

KWN has trained all MCMs in case management, referral and the new Protocol for the Treatment of Sexual Violence Cases. KWN continues to deliver continued training and mentoring. The Ministry of Justice could adopt this curriculum and make it obligatory for all MCM members. Then, the Ministry will only need to budget for training for new MCMs and continual training to further MCM capacities in the future.

MCMs' other coordination costs are minimal and can be assumed through existing mayoral budget lines of municipalities. Towards efficiency, office space in municipalities or CSWs can be used free of charge for MCM meetings. Officials engaged in MCMs already receive salaries through existing government budget lines. They already have computers, printers, office supplies and other equipment necessary for their functioning. Beverages, as a rather minor cost, also can be provided through mayor's offices. Costs also may exist related to implementing MCMs' action plans, such as awareness-raising and outreach to promote services in line with the IC. Municipalities also can budget for institutionalised training for MCM members.

In line with the NSVAW and Administrative Instruction MoJ-No. 02/2025 on Determining the Procedure for the Provision of Services from the Emergency Fund for the Needs of Victims During Their Stay at Police, municipalities should allocate a budget for emergency funds. Given that this fund does not yet exist in most municipalities,[157] this could be initially estimated at the modest amount of €100 per month, €1,200 annually. Lengthy procurement processes can make providing emergency support impossible, KWN's interviews suggest. CSWs emphasised the need for petty cash so that they can react quickly to support cases with food, medicine, clothes, diapers and other urgently needed supplies while victims and their children are at police stations. They stated that expenditure receipts then can be compared against case files and petty cash for verification, transparency and accountability.

[155] Calculation based on the salary of social workers using a coefficient of 6.7 and a 0.5% increase for five years of experience. This results in an estimated monthly salary of approximately €755 per employee. The calculation assumes two social workers in each of the 37 municipalities, resulting in 74 employees, with an annual cost of €670,817. For Prishtina, the calculation assumes four social workers, resulting in an annual cost of €36,260. The combined estimated annual cost for all municipalities is €707,078.

[156] Republic of Kosovo, Administrative Instruction on Determining the Procedure for the Provision of Services from the Emergency Fund for the Needs of Victims During Their Stay at Police, 2025, Article 3.

[157] KWN's conversations with 12 municipalities in 2026.

Conclusion: Total Costs

Table 46 summarises the amounts that should be budgeted in 2027-2029 budgets to provide specialised social services in line with the IC. If established in 2027 as a subvention from the Ministry of Justice to a capable CSO service provider that already has an office space, the **SOS Helpline** will cost at least €150,727 for operations. If a new space needs to be established and equipped, it will cost more. Then, an estimated €154,043 should be budgeted for 2028 and €157,124 for 2029.

The **Sexual Violence Referral Centre** must urgently be established near the IFM, likely with the Ministry of Justice's budget. Establishing the Centre in 2027 will cost approximately €302,831 plus infrastructure costs. An estimated budget of €218,289 is forecasted for 2028 and €222,655 for 2029.

A **Rape Crisis Centre** should be established in Pristina in 2028, becoming operational in 2029. This will require a feasibility assessment of infrastructure costs in 2027. Afterwards, their operating costs will be approximately €158,539 in 2029, without rent costs. While the policy framework governing their functioning has not yet been put in place for comprehensive management of these specialised services, the MLFV seems best suited to budget for these and finance their operating, considering they provide inter-municipal services. This could be through its own resources, or, if not possible, by contracting services from an NGO (subventions).

While the legal framework foresees that municipalities can contribute financially to the operations of shelters, the main responsibility lies with the relevant ministry, currently MLFV. Notably, **shelters** do not serve one municipality but multiple municipalities, including via referrals among shelters for security, space and other reasons. Applying via multiple procurement procedures and reporting on multiple contracts to both the Ministry and several municipalities can create an additional administrative burden for both shelters and government officials, accompanied by additional human resource costs. Multiple contracts also can contribute to insufficient financing if funders do not allocate sufficient resources on time. Thus opportunities exist for carry risks affiliated with poor coordination of resource allocations. It would be best if the relevant Ministry assumes all costs of financing shelters, decreasing both shelters' and overall administrative burden for the government in managing multiple contracts. Funding current shelters will cost €2,339,631 in 2027, €2,605,110 in 2028 and €2,654,152 in 2029. Meanwhile, municipalities can contribute by allocating spaces or land for shelters and expanding existing shelters to house additional survivors and children in accordance with the IC. Municipalities can budget for supporting renovations, which can be costed in 2027, informing future building costs.

Municipalities also can allocate **social housing**, ensuring that municipal regulations set aside spaces and prioritise access for survivors of gender-based violence. Municipalities also should improve budgeting for **social services**, including at least €18,130 for two more social workers per municipality and four in Pristina (€36,260), totalling €707,078 in 2027, €722,634 in 2028 and €737,086 in 2029, considering inflation. Improved systems for monitoring and planning caseload and working hours are needed to better estimate the time required for quality case management and accompanying number of social workers needed in each municipality. Municipalities should budget for MCMs, social housing under relevant municipal departments and emergency funds, while facilitating CSWs' access to these. Improving data collection systems regarding case management can support better budgeting for social workers, based on need, in the future.

Table 46. Budget Forecast for Treating Gender-based Violence

Service per IC	Institution Responsible	Budget line (# name)	Amount to be Budgeted		
			2027	2028	2029
SOS Helpline	Ministry of Justice (additional budget)	Subsidies and transfers	€150,727	€154,043	€157,124
Sexual Violence Referral Centre	Ministry of Justice, IFM	Wages and salaries	€150,195	€153,499	€156,569
		Goods and services	€108,710	€62,248	€63,493
		Utilities	€2,486	€2,541	€2,592
		Subsidies and transfers	NA	NA	NA
		Capital investments	€41,440		
Rape Crisis Centre	MLFV [Proposed] (additional budget)	Subsidies and transfers [proposed]	€218,966	€155,498	€158,539
		Capital investments	NA	NA	NA
Shelters	MLFV (total budget)	Subsidies and transfers	€2,339,631	€2,605,110	€2,654,152
	MLFV/municipalities	Capital investments	NA	NA	NA
Social housing	Municipalities	Capital investments	NA	NA	NA
Social services	All municipalities – directorate of social welfare (except Pristina) (additional budget)	Wages and salaries	€18,130	€18,529	€18,900
Social Services	Municipality of Pristina - directorate of social welfare (additional budget)	Wages and salaries	€36,260	€37,058	€37,799
Emergency fund	Municipalities directorate of social welfare (additional budget)	Goods and services	€1,200	€	€

RECOMMENDATIONS

Based on findings, KWN's recommendations are addressed to each responsible actor. They are intended to be practical, cost-effective and consistent with Kosovo's obligations under the IC, LGBV, NSVAW and other laws and strategies. While the Assembly of Kosovo, Ombudsperson Institution and civil society do not have legal responsibilities and obligations for implementing laws and policies related to addressing gender-based violence, the section contains recommendations within their competencies.

For Office of the Prime Minister of the Republic of Kosovo

For the Strategic Planning Office

- Review MTEFs and budget requests to ensure that financial allocations foreseen in strategies and action plans are reflected in budgets.

For the Agency for Gender Equality

- Ensure adequate gender analysis has been conducted to inform all strategies and action plans, including GRB for them. Ensure they clearly identify actors responsible for budget allocations.
- Ensure predictable, adequate and sustainable public financing for specialised services in line with the IC. Donor funding may complement, but should not substitute, sustainable public financing. Review MTEFs and annual budgets to ensure sufficient allocations are made in line with strategies and action plans.
- Collaborate closely with civil society experts to further capacities of institutions in GRB, especially once the legal framework for GRB is revised.

Office of Good Governance

- Ensure any future strategies and action plans on the rights of persons with disabilities and on Roma, Ashkali and Egyptians, respectively, include specific actions to address GREVIO concerns regarding access to specialised services, or reference other strategies and action plans containing such actions. Ensure adequate budget allocations for these.

For the Ministry of Finance

- Amend the Law on Public Financial Management and Accountability to clearly define and require GRB in line with Kosovo's commitments to SDG 5.c.1 and the PEFA Gender Framework, as part of ongoing public finance reforms.
- Amend the Law on Local Government Finances to include GRB, so that allocations are calculated based on needs and not on population. Establish a Specific Grant for Social Services to earmark financing for social services. The Specific Grant would provide dedicated funding for social services within the municipal financing system, preventing these services from having to compete with other municipal priorities for resources. Ensure the formula is based on gender analysis of needs and considers factors such as population, the number and complexity of social service cases, gender-based violence, vulnerable groups and the geographic coverage of municipalities, rather than relying solely on population size.

- Establish a permanent budget line for continuous, sustainable financing of shelters in the Kosovo Budget, as per IC, LGBV and Law on Social and Family Services requirements.
- Revise the MTEF template to require clear, measurable objectives, indicators, baselines, targets, actions and clear budget allocations to accompany them. Require inclusion of GRB in MTEFs to make clear how financing will contribute to gender equality aims. Ensure objectives aimed at addressing gender-based violence align with national strategies and action plans. This will strengthen midterm budget planning, facilitate the allocation of adequate resources to fulfil commitments under the IC and improve access to specialised services for addressing gender-based violence.
- Institutionalise the annual publication of a Gender Budget Statement (GBS) as an annex, similar to the current Gender Budget Annex, submitted with annual budget documentation. The GBS should expand on the existing Gender GRB Annex required under budget circulars, incorporating additional information in line with SDG 5.c.1 and the PEFA Gender Framework, such as gender analysis and clear objectives, indicators, baselines, targets and related budget allocations. Request that budget organisations provide the information required by the GBS through annual budget circulars, ensuring that it is incorporated into their GRB annexes.
- Include in budget officers' tasks GRB quality assurance and train them to review budget requests from this perspective, requesting clarifications and further data from budget organisations, if needed.
- Establish formal cooperation with the Department of Social Services in MLFV to redirect confiscated goods (e.g., food, clothing, hygiene products) to shelters or CSWs, rather than destroying them. This initiative will require minimal budgetary investment and can be implemented using existing logistics and storage infrastructure. A digital registry (database) of shelter and CSW needs could be developed to ensure equitable and needs-based distribution across municipalities.
- Ensure that municipalities have allocated sufficient budgets to hire at least two additional social workers responsible for handling gender-based violence cases in every municipality, and four in Pristina, as per the Protocol for the Treatment of Sexual Violence Cases and in line with their responsibilities.
- Ensure gender equality annexes are published annually alongside budget documents to enhance transparency, strengthen accountability and monitor progress on gender-related commitments.
- Establish a dedicated budget line for the SOS helpline.

For the Ministry of Justice

- Amend the CCK to foresee circumstances in which specific professionals would not be required to report crimes, such as when this would be in the best interest of offering immediate protection and care for victim. Ensure thorough training on this, in cooperation with responsible ministries of health and social protection, for healthcare workers so they can identify clearly in which cases to report violence, such as to prevent further crime.
- Ensure strategies and action plans include clear budget commitments, including the forthcoming new NSVAW.
- Amend the LGBV to ensure full protection for all forms of gender-based violence in all aspects. Although Article 25 refers to gender-based violence, the next paragraph only mentions protection from domestic violence. This should be amended so that MCMs support all forms of gender-based violence, ensuring harmonisation with Article 25.

- Ensure clear objectives, indicators, baselines, targets and related budget allocations for specialised services in the annual MTEF, making clear how planned expenditures are anticipated to contribute to gender equality and addressing gender-based violence.
- Prepare and submit required GRB annexes that clearly link annual budget allocations to strategies and objectives towards addressing gender-based violence. Make clear allocations related to specialised services and justify their calculation.
- Amend Administrative Instruction (MoJ) No. 03/2025 On Residential Housing, as Article 21 on record-keeping does not require the gender, ethnicity or disability of beneficiaries, or the number of days housing was provided. Such information can support improved monitoring of needs and evidence-based budgeting.
- Draft and adopt secondary legislation establishing the Rape Crisis and Sexual Violence Referral Centres, respectively, in line with the IC, Council of Europe recommendations and in close consultation with MLFV, the Ministry of Health, IMF and WCSO experts. Assess the infrastructure and establishment costs of these centres together with these stakeholders and the Municipality of Pristina in 2027, so that they can be appropriately budgeted and operationalised in 2028.
- Establish one Sexual Violence Referral Centre in Pristina in 2027, preferably as a hospital-based multidisciplinary social service near the IMF, in close collaboration with the Ministry of Health, IMF, Ministry of Justice and WCSO experts. It should have the capacity to provide short-term, professional integrated medical, forensic and psychosocial support. The Centre may function independently, provided that it has the required specialised staff, facilities, equipment and referral pathways to ensure comprehensive, survivor-centred care. As per the previously presented costing model, allocate at least €302,831 in 2027, €218,289 in 2028 and €222,655 in 2029 for its operations. This requires a new budget allocation. Monitor demand for services during 2027-2029 to assess whether additional Sexual Violence Referral Centres are needed in other geographic areas.
- Budget for the SOS Helpline in 2027-2029 budgets as a new budget line. If the Ministry contracts an established NGO to provide these services, the Helpline will cost at least €150,727 for initial establishment and operations in 2027 from a subvention budget line. If a new space needs to be established and equipped, it will cost more. An estimated €154,043 should be budgeted for 2028 and €157,124 for 2029.
- Budget for training finance officers and programmatic officers in GRB or cooperate closely with AGE, KWN or other experts to provide this training, including refresh training.
- Ensure that GRB is applied for costing for all specialised services, drawing from existing data from prior beneficiaries and forecasted beneficiaries using a methodology similar to that detailed in this report.
- Improve the database for the identification of cases of domestic violence to include all cases of gender-based violence in line with the LGBV. Require institutions to enter this data regularly, allowing real-time analysis of trends which can inform the future demand for services and budgeting to meet this demand. Ensure that criminal cases are consistently identified as involving gender-based violence, including domestic violence, where the conduct is legally qualified under another CCK offence, so that the gender-based violence dimension remains visible in criminal records and statistics. This can support budgeting for additional workload, informing future costing.
- Collect data on the number of cases managed by MCMs and monitor the resources required for comprehensive case management, including by social workers in CSWs.

- Adopt KWN's training curricula for MCMs as official curricula to provide follow-up training to MCMs, as needed in the future. Budget for continual training for MCM members.

For the Ministry of Labour, Family and Values of the Liberation War

- Establish one Rape Crisis Centre in Pristina in 2027 in close collaboration with Ministry of Health, Ministry of Justice and WCSO experts. It should provide specialised, multidisciplinary medical, psychosocial, legal, referral and coordination functions, including short, medium and long-term rehabilitation and reintegration care. Based on previously presented costing model, it should have an estimated budget of €218,966 in 2027, followed by €155,498 in 2028 and €158,539 in 2029 for ongoing operations. This requires a new budget allocation. After two years of operation, assess the need for additional Rape Crisis Centres in other geographic areas based on demand, reported cases of sexual violence and the relevant IC criteria. Future centres should be budgeted using the same costing model, adjusted for inflation and based on gender impact analysis.
- Plan for scaling up shelter services in future years to reach additional municipalities, based on the IC, using this costing methodology. Costs should include human resources as well as budgets for ongoing, training to ensure that staff are properly recruited, fairly paid and well-trained to provide effective, victim-centred support.
- Budget for and ensure continuous and specialised training, supervision and mentoring for professional staff responsible for handling cases of gender-based violence, regularly updating their knowledge and skills, as well as addressing and eliminating traditional beliefs and practices that may affect the appropriate handling of cases, in line with the obligations set out in the State Protocol for the Treatment of Sexual Violence Victims.
- Collaborate with MF to establish a permanent budget line and code for multiyear support of no less than three years for intermunicipal shelters in accordance with the LGBV and Law on Social and Family Services, covering all shelter costs. Considering that shelters serve multiple municipalities, providing a single grant for each shelter can reduce administrative burden of shelters in submitting multiple applications to procurement and other procedures, coordinating multiple budgets and reporting to multiple municipalities on expenditures. This includes ensuring adequate allocations for specialised shelter tailored to the specific needs of children (particularly boys ages 12 and older), trafficking victims and LGBTQI+ persons, including through building additional shelter infrastructure or identifying appropriate infrastructure solutions such as annex facilities in existing shelters.
- Allocate adequate financing for shelters providing specialised services for survivors of gender-based violence, based on this costing methodology, integrating it into the official costing model currently being finalised by MLFV. Utilise this costing model annually for analysing costs for proper case management by institutions, including staff time (and overtime, weekend and holiday work), transportation and emergency costs. Projections suggest that the shelter financing should amount to €2,339,631 in 2027, €2,605,110 in 2028 and in €2,654,152 2029 in total for all existing shelters. This would require additional funding beyond existing resources. It will increase with any additional shelters.
- Establish a long-term plan to budget for 134 more family places and the functioning of new shelters in Fushe Kosovo, Suharekë, Podujeva and Lipjan municipalities to meet IC requirements for available shelter spaces. Budget for additional shelters based on the IC, including operations, considering their inter-municipal nature. This

can be done in collaboration with municipalities, which could provide land and/or existing spaces for renovation.
- Conduct further research, with MESPI, to adequately assess the level of demand and costs affiliated with providing social housing to survivors of gender-based violence while they transition to become autonomous.
- Improve systems for monitoring caseload among social workers to better estimate the time and number of social workers required in each municipality. Require data as part of regular reporting on the number of cases managed by each social worker per month, specifically the number of gender-based violence cases and costs related to emergency funds toward better budgeting for future costs.
- Establish and adopt a methodology for gender analysis of impacts of case management on beneficiaries, together with AGE, KWN and other experts. Utilise it as part of regular monitoring to inform improvements to service provision.

For the Ministry of Health

- Establish and adequately finance the medical and health-sector components of the Sexual Violence Referral Centre in close collaboration with the Ministry of Justice, including medical examination, clinical care, trained health personnel, necessary infrastructure and equipment, and related recurrent costs.
- Develop and implement standardised protocols for the medical examination, treatment, documentation and referral of survivors of sexual violence, in coordination with the Ministry of Justice and other relevant institutions.
- Ensure that health-sector personnel involved in responding to sexual violence receive the specialised training required to provide services in accordance with applicable professional standards, and include related training costs in institutional planning and budget

For the Ministry for Environment, Spatial Planning and Infrastructure

- Distinguish more clearly between different forms of housing support for survivors of gender-based violence, including emergency accommodation, specialist shelters, transitional accommodation, rental assistance and longer-term social housing. Together with the Ministry of Justice, MLFV, and WCSOs ensure that the definitions and forms of support are clear. Establish clear criteria regarding eligibility, duration of support and transition towards autonomous living, as part of a broader continuum of protection, recovery and reintegration. Based on these, provide guidance and support to municipalities in budgeting for different types of social housing.
- Finalise the new Housing Strategy and Action Plan, ensuring intersectional gender analysis and mainstreaming. Include requiring municipalities to collect and report the number of units, beneficiaries disaggregated by gender *and* age and ethnicity monthly for incorporation in the housing database. Digitalise this to facilitate reporting and to make such data available online in real time.
- Analyse the impacts of social housing on diverse beneficiaries to identify any needed improvements to policies, financing and programming.

For Municipalities: Municipal Assemblies, Mayors, Directorates of Finance and Social Welfare and Gender Equality Officers

- Utilise GRB, including gender impact analysis to determine diverse women and men's needs. Then utilise this data to make evidence-based requests from the central government related to the general grant, including for specialised services.
- Ensure clear objectives, indicators, baselines, targets and related budget allocations in MTBFs for specialised services, using GRB.
- Prepare and submit required GRB annexes to annual budgets, clearly linking budget allocations to strategies and objectives towards addressing gender-based violence. Make clear allocations related to specialised services and justify their calculation.
- Review and amend municipal social housing policies to ensure they have maximum timeframes for use of social housing. Provide for the continuation of social housing after maximum periods have ended in cases when survivors of violence still need such support for safety and rehabilitation towards autonomous living, based on CSW case managers' assessments.
- Allocate sufficient resources for municipal social housing for survivors of gender-based violence in accordance with the Law on Social and Affordable Housing, based on gender impact analysis, shelter use and other evidence of need in prior years.
- Utilise GRB to strengthen justifications for hiring more social workers by monthly tracking of the average number of cases managed, including gender-based violence cases. Present such data within MTBFs and budget GRB annexes, evidencing needs to increase the number and budget for social workers. Analyse municipal human resources to identify whether all positions are needed and if any should be removed to help finance additional social workers. Allocate sufficient budget to hire at least two additional social workers (four in Pristina), with specified qualifications for handling gender-based violence cases in every municipality in line with the State Protocol for the Treatment of Sexual Violence Cases and LGBV. This should cost approximately €707,078 per year in 2027, €722,634 in 2028 and €737,086 in 2029 in addition to exiting budgets. Specifically, in 2027, the cost will be €18,130 per municipality for 37 municipalities, and €36,260 for Pristina.
- Budget from mayoral funds for MCMs' plans, including operations, awareness-raising and further capacity-building.
- Establish earmarked funds for CSWs to provide emergency support under the goods and services budget line of the general budget. Minimise administrative burden in utilising these funds. Better track emergency support costs and beneficiaries' needs for this support, using GRB, to inform future budgets and the content of a potential future specific grant for social services.
- Allocate financial support for survivors' rehabilitation, providing monthly subsidies to support access to accommodation and other needs, under the subventions budget line, based on the best practice in Pristina. Make clear the amount and purpose of such expenditures in MTBFs and GRB annexes. Improve tracking of need for such support to facilitate evidence-based budgeting, including to inform any potential future social services grant.
- Ensure GEOs participate in planning municipal programs, plans and budgets as per Regulation (GRK) No. 12/2016.
- Generate own revenues for additional resources to support specialised services, such as through enforcing traffic and parking violations.[158]
- Budget for expanding shelter availability in line with the IC by allocating and renovating municipal spaces for this purpose. Budget for conducting feasibility

[158] Republic of Kosovo, Law on Local Government Finances, 2008, Article 18.

studies for expanding or renovating existing shelter spaces in Pristina, Prizren, Ferizaj, Gjilan, Gjakova, Mitrovica, Peja, North Mitrovica and Novobërdë, expanding the number of family places available. Conduct feasibility studies for establishing shelters in Fushe Kosovo, Suharekë, Podujeva and Lipjan in the future. Ensure infrastructure is adjusted to the needs of diverse women and children, including accessibility considerations for persons with disabilities.
- Begin infrastructure works in 2027 or 2028, using a staged approach. In future years, budget for their utilities and upkeep.
- Allocate social housing specifically for survivors of gender-based violence as part of three-year social housing programs. Budget for additional social housing, as needed.
- Ensure regular MCM meetings and budget for coordination costs within the mayor's office.

For the Municipality of Pristina

- Budget €3,280 in 2027 for equipping the LGBTQI+ accommodation with basic furniture. This requires a new budget allocation.

For Centres for Social Work in municipalities

- Improve record-keeping in line with best practices in GRB, monitoring costs to make evidence-based projections and stronger justifications for needed financing.
- Ensure data on the number of cases managed per case worker is digitalised to facilitate monitoring and GRB.
- Provide expert opinions during processes of selecting social housing beneficiaries. Set clear housing goals and intended timeframes as part of case management plans, monitoring progress. Support survivors in becoming autonomous, leaving social housing units available to other survivors as they become autonomous.
- Ensure that social workers employed in CSWs are recognised and classified as professional social service staff, rather than as general civil servants. Their professional status, job classification and remuneration should adequately reflect their professional qualifications, specialised responsibilities and licensing requirements.

For the Assembly of the Republic of Kosovo

- Incorporate the CRPD in the Constitution of the Republic of Kosovo, ensuring: protection for persons with disabilities from violence and abuse, including gender-based violence; access to assistance, recovery and reintegration services; and including sexual and reproductive health services and social protection measures for women and girls.
- Review for quality assurance and adopt other legal amendments identified in this section, drafted by responsible institutions.
- Ensure budgets for providing specialised social services in line with the IC, detailed in the following sections, are reflected in annual budgets.

For the Ombudsperson Institution

- Monitor budget allocations in close collaboration with WCSOs, making recommendations for institutions to improve budget allocations for implementing the legal framework for the protection of gender-based violence victims, without discrimination based on age, sexuality or disability.

For WCSOs

- Collaborate with the Ombudsperson Institution to provide research for evidence-based recommendations for improving budget allocations for specialised services without discrimination, directly or indirectly.

For Shelters

- Enhance evidence-based budgeting.
- Track average stay and beneficiaries to inform future budget costs.
- Ensure that the costing of family places reflects the full range of support and protection needs of women accompanied by children, including child safeguarding, child-friendly spaces, psychosocial support, case management, accessibility, privacy, continuity of education where relevant and referral arrangements.
- Budget for and provide additional training for shelter staff on how to assist persons with mental and physical health challenges, including specialised training.

WORKS CITED

Assembly of the Republic of Kosovo. *Law No. 03/L-048 on Public Financial Management and Accountability*. 2008.
———. *Law No. 05/L-020 on Gender Equality*. 2015.
———. *Law No. 08/L-185 on Preventing and Addressing Violence against Women and Domestic Violence, and Gender-Based Violence*. 2023.
———. *Law No. 04/L-042 on Public Procurement in the Republic of Kosovo, as Amended and Supplemented by Law No. 04/L-237, Law No. 05/L-068, and Law No. 05/L-092*. 2016.
———. *Law No. 04/L-218 on Preventing and Combating Trafficking in Human Beings and Protecting Victims of Trafficking*. 2013.
———. Law No. 08/L-002 on changes to the Criminal Procedure Code No. 04/L-123, as changed by Law No. 06/L-091.
———. Law No. 08/L-188 on Amending and Supplementing the Criminal Code No. 06/L-074 of the Republic of Kosovo. 2023.
Central Bank of Kosovo. *Quarterly Assessment of the Economy*. 2025.
Coalition of NGOs for the Child Protection in Kosovo (KOMF). *Analysis of the Centers of Social Work: Challenges in the Legal, Institutional and Functional Aspect*. 2023.
Committee on the Elimination of Discrimination against Women. *General Recommendation No. 35 on Gender-Based Violence against Women, Updating General Recommendation No. 19*. 2017.
Constitutional Court of the Republic of Kosovo. *Judgment KO207/22*. 2023.
Council of Europe. *Assessment of the Alignment of Kosovo*'s Laws, Policies and Other Measures with the Standards of the Istanbul Convention**. 2022.
———. *Convention on Preventing and Combating Violence against Women and Domestic Violence*. 2011.
———. "The National Assembly of Kosovo* Decides to Apply the Istanbul Convention". 2020. https://www.coe.int/en/web/istanbul-convention/-/the-national-assembly-of-kosovo-decides-to-apply-the-istanbul-convention
———. Explanatory Report to the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. 2011.
———. Mapping Support Services for Victims of Violence against Women in Kosovo. 2017.
———. Setting Up Treatment Programmes for Perpetrators of Domestic Violence and Violence against Women. 2021.
Department of Health. Sexual Violence Services: International Overview. 2012.
European Commission. *EU Roma Strategic Framework for Equality, Inclusion and Participation for 2020-2030*. 2020.
European Committee of the Regions. "Kosovo*-Fiscal Powers". 2020.
Foundation United Women. At What Cost? Costing Specialised Services for Violence against Women in Bosnia and Herzegovina. Forthcoming, 2026.
GAP Institute. *Gender-Responsive Budgeting in Municipalities*. 2023.
Gender Budget Watchdog Network. *Monitoring the Implementation of SDG Indicator 5.c.1 in Kosovo*. 2020.
Government of Kosovo. *Kosovo Program for Gender Equality 2020-2024*. 2020.
International Monetary Fund. *Republic of Kosovo: Fourth Reviews under the Stand-By Arrangement and the Arrangement under the Resilience and Sustainability Facility-Press Release; Staff Report; and Statement by the Executive Director for the Republic of Kosovo*. 2025.
———. Inflation Rate, Average Consumer Prices." Accessed July 22, 2026. https://www.imf.org/external/datamapper/PCPIPCH@WEO/CIS.
Kosovo Gender Studies Centre. *From Policy to Practice: Monitoring the Implementation of Local Gender Equality Action Plans in Kosovo*. 2025.
Kosovo Women's Network. *A Practical User's Guide: Gender Responsive Budgeting at the Local Level*. 2014.
———. *At What Cost? Budgeting for the Implementation of the Legal Framework against Domestic Violence in Kosovo*. 2012.
———. *Gender-Based Discrimination and Labour in Kosovo*. 2019.
———. *Zero Tolerance? Monitoring the Institutional Response to Gender-Based Violence in Kosovo*. 2025.
Kosovo Agency of Statistics. "Consumer Price Index". 2025. https://askdata.rks-gov.net/pxweb/sq/ASKdata/
———. Estimated Population of Kosovo by Year and Population". 2024. https://askdata.rks-gov.net/pxweb/sq/ASKdata/ASKdata__Population__Estimate,%20projection%20and%20structure%20of%20population__Population%20estimate/estimationCensus1921_2024.px/
Kosovo Police. Annual Report of the Work of the Kosovo Police. 2026. https://www.kosovopolice.com/wp-content/uploads/2026/02/Raporti-vjetor-i-pun%C3%ABs-s%C3%AB-Policis%C3%AB-s%C3%AB-Kosov%C3%ABs-2025.pdf

———. Some of the Results and Achievements of the Kosovo Police during 2024. 2024. Accessed August 15, 2026. https://www.kosovopolice.com/disa-nga-rezultatet-dhe-te-arriturat-e-policise-se-kosoves-gjate-periudhes-kohore-te-vitit-2024/?
Municipality of Gjakova. Annual Work Plan of the Executive. 2022.
Municipality of Obiliq. Three-Year Housing Programme, 2022-2024. 2021.
Municipality of Pristina. Budget of the Municipality of Pristina for the Year 2021. 2021.
———. Budget of the Municipality of Pristina for the Years 2023-2026. 2023.
———. Decision on Financial Support for Victims of Domestic Violence. 2022.
Municipality of Prizren. Budget of the Municipality of Prizren for 2026-2028. 2025.
Municipality of Rahovec. Capital Investment Planning 2023–2025. 2022.
Office of the Prime Minister. *Gender Equality Impact Assessment Manual*. 2019.
———. *National Development Plan 2024-2026*. 2023.
———. *Report on the Implementation of the Strategy for the Advancement of the Rights of Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024 for 2023*. 2024.
———. *The Final Evaluation Report of the Kosovo Program for Gender Equality 2020-2024*. 2024.
———. "The 180th Government Meeting." https://kryeministri.rks-gov.net/en/news/the-180th-government-meeting/. Accessed July 24, 2026.
Organization for Security and Co-operation in Europe (OSCE). *Shelters for Victims of Domestic Violence*. 2019.
———. Assessment of Social Housing and Housing Construction in Kosovo 2018-2023. 2024.
———. Guidelines for Effective Performance of Municipal Coordination Mechanisms against Domestic Violence. 2023.
———. Survey on the Well-being and Safety of Women in Kosovo. 2019.
Public Expenditure and Financial Accountability (PEFA). *Kosovo GRPFM 2022, Gender Annex*. 2022.
Presidency of the Republic of Kosovo. "Acting President Haxhiu Inaugurated the First Institutional Shelter in the North." Accessed July 7, 2026. https://president-ksgov.net/u-d-presidentja-haxhiu-peruroi-strehimoren-e-pare-institucionale-ne-veri/
Republic of Kosovo. *Annual Audit Report 2024*. 2025.
———. Administrative Instruction (GRK) No. 01/2025 on the Emergency Phone Line for Victims of Domestic Violence, Violence against Women, and Gender-Based Violence. 2025.
———. Administrative Instruction (MoJ) No. 03/2025 on Residential Housing. 2025.
———. Annual Report on the Implementation of the National Strategy on Protection against Domestic Violence and Violence against Women 2022-2026. 2024
———. Administrative Instruction (MoJ) No. 14/2024 for the Criteria and Method for Licensing of Professional Workers to Provide Social and Family Services. 2024
———. Administrative Instruction (MoJ) No. 02/2025 on Determining the Procedure for the Provision of Services from the Emergency Fund for the Needs of Victims during Their Stay at Police. 2025.
———. *Better Regulation Strategy 2.0 for Kosovo 2017-2021*.
———. *Budget Circulars 2015/01*. 2014.
———. *Budget Circulars 2025*. 2025.
———. *Concept Document for Gender Responsive Budgeting*. 2022.
———. *Constitution of the Republic of Kosovo*.
———. *Law on Local Government Finance*. 2008.
———. Law on Labour. 2010.
———. Law on Salaries in the Public Sector. 2022.
———. Law on Social and Family Services. 2024.
———. *National Strategy Against Trafficking in Human Beings in Kosovo 2022-2026*. 2022.
———. *National Strategy on Protection against Domestic Violence and Violence against Women 2022-2026*. 2022.
———. *Program of Draft Laws of the Government for the Year 2026-2028*. 2025.
———. *Reform and Growth Facility for the Western Balkans: Reform Agenda of Kosovo*. 2024.
———. Regulation (GRK) No. 12/2016 on the Duties and Responsibilities of Officials for Gender Equality in Ministries and Municipalities. 2016
———. Regulation (GRK) No. 01/2025 for the Local Coordinating Mechanism for Protection against Domestic Violence, Violence against Women, and Gender-Based Violence. 2025.
———. Regulation No. 01/2025 on the Internal Organization and Systematization of Positions at the IFM. 2025.
———. *Regulation No. 09/2011 on the Rules and Procedure of the Government*. 2011.
———. *Resolution on the Adoption of Sustainable Development Goals*. 2018.
———. *Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024*. 2022.
———. *Strategy for the Rights of Persons with Disabilities 2025-2030*. 2025.
———. State Protocol for the Treatment of Sexual Violence Cases. 2022
———. *The Economic Reform Program*. 2022.
———. *The Government Program of the Republic of Kosovo 2021-2025*. 2021.
———. *The National Development Strategy 2030*. 2023.

———. Ministry of Labour, Family and Values of the Liberation War. Administrative Instruction No. 01/2026 on the Procedure for the Granting, Renewal, Suspension and Revocation of Licenses for Providers of Social and Family Services. 2026.
SOS Children's Village Kosovo. "About Us." Accessed January 23, 2026. https://soskosova.org/about-us/
Sveçla, Xhelal. Facebook post, August 20, 2024. Accessed February 23, 2026.
United Nations. *Convention on the Elimination of All Forms of Discrimination against Women*. Resolution 34/180. Adopted December 18, 1979; entered into force September 3, 1981.
———. *Convention on the Rights of Persons with Disabilities*. Adopted December 13, 2006; entered into force May 3, 2008.
———. *Convention on the Rights of the Child*. Resolution 44/25. Adopted November 20, 1989; entered into force September 2, 1990.
UN Habitat Kosovo. Facebook post, July 9, 2026. Accessed July 17, 2026.
United States Department of State. 2025 Trafficking in Persons Report: Kosovo. 2025. Accessed August 7, 2026. https://www.state.gov/reports/2025-trafficking-in-persons-report/kosovo/
UN Women. SDG 5.c.1 Indicator.
World Health Organization. Clinical Management of Rape and Intimate Partner Violence Survivors: Developing Protocols for Use in Health Facilities. 2020.
———. Guidelines for Medico-Legal Care for Victims of Sexual Violence. 2003.

ANNEXES

Annex 1. Budget Processes and Opportunities for Influencing Budgets

Towards facilitating evidence-based inputs into budget processes, this annex summarises the timing of budget processes, including when draft midterm and annual budgets are prepared by each institution, consulted with the public and approved.

Overall, the MF Department for Budgets and Finances is responsible for planning and implementing the budget effectively.[1] Key budget preparation deadlines include 30 April for submission of the MTEF to the Assembly of the Republic of Kosovo for adoption; 30 September for municipalities to submit their budget proposals; and 31 October for submission of the Draft Consolidated Budget and the Draft Law on Budget Appropriations to the Assembly (see Table 47). Ministries are not explicitly required to organise public consultations on budgets. However, *all* laws and policies must undergo public consultations following established procedures, which is relevant to the budget law.[2]

Table 47. Key Dates in Annual Budget Process at the Central Level

Date	Event / Activity	Description
30-Apr	Approval of MTEF	Government approves MTEF and submits it to the Assembly.
15-May	First Budget Circular released	Circular includes instructions for the budget process, budget limits and the budget calendar.
28-Jun	Submission of Budget Requests	Budgetary organisations submit requests to MF via Budget Development and Management System and Public Investment Program systems with full justifications of expenses.
28-Jun	Presentation of macro-fiscal framework	The Macroeconomics Department presents the new macro-fiscal framework.
19-Jul	Second Budget Circular issued (if needed)	Addresses new issues that arise after the first circular.
26-Jul	Deadline for additional information	Budgetary organisations submit requested supplementary information to the MF Budget Department.
19-Aug	Start budget hearings	Hearings begin with officials from budgetary organisations, MF staff, the Office of the Prime Minister and Parliamentary Committee representatives.
30-Aug	End budget hearings	Efforts conclude to agree on total budget amounts for each organisation for the annual budget.
13-Sep	Final macroeconomic assessment	The Macroeconomics Department presents final macroeconomic indicators relevant to the budget process.

[1] Republic of Kosovo, Department for Budget and Finance, website.

[2] Assembly of the Republic of Kosovo, Law No. 04/L-025 on Legislative Initiatives and Regulation (GRK) No. 05/2016 on Minimum Standards for Public Consultation Process. This Regulation establishes minimum standards and procedures for conducting public consultations when drafting policies and legislation. It defines how public authorities should engage stakeholders and the public to ensure transparency and participation in decision-making. It requires that when organising public meetings, the proposing body must provide at least seven calendar days' notice to allow adequate preparation time. Invitations should include the draft proposal (if available), relevant background information, meeting details and contact information. A summary of the meeting's key points and conclusions must be prepared and shared with participants within seven days. For written consultations, the Regulation stipulates that the public and stakeholders must be given no less than 15 working days to submit comments from the date the consultation is announced. For more complex or significant legislative acts, this period may be extended up to 60 calendar days.

Table 47. Key Dates in Annual Budget Process at the Central Level

Date	Event / Activity	Description
16-Sep	Start government consultations	Consultations begin to set final budget limits.
20-Sep	End government consultations	Final budget limits determined.
23-Sep	Third Budget Circular issued	Includes final budget limits, which may differ from earlier circulars.
30-Sep	Start submitting appeals	Budget organisations submit appeals regarding budget limits.
3-Oct	End submitting appeals	Deadline for submitting appeals to the Government.
7-Oct	Start review of appeals	Government meetings begin to review and decide on appeals.
10-Oct	End review of appeals	Government concludes review of budget appeals.
18-Oct	Submission of first draft budget	MF submits first draft of the annual budget to the Government.
21-Oct	Start final government approval	Government begins review for final approval of the annual budget draft.
24-Oct	End final government approval	Government completes approval of the annual budget draft.
31-Oct	Submission of Kosovo Consolidated Budget	The Government submits the Kosovo Consolidated Budget proposal and Budget Appropriations Proposal to the Assembly of Kosovo.
31-Dec	Approval of national budget	The Assembly of Kosovo approves the budget for the next fiscal year.

Table 48 illustrates the timeframe and process for municipal budget planning. By 30 September, municipal assemblies must approve municipal budget proposals.[3] Following municipal assembly approval, municipalities must submit approved budget proposals along with supporting documents to MF by 30 September. These include a cover letter signed by the Mayor, the Municipal Assembly's approval decision and various municipal budget tables. Among these tables is the GRB Annex

In each municipality, one public meeting should be held during the first six months of the year.[4] Municipalities also must hold public meetings periodically, at least twice a year, in which any person or organisation with an interest in the municipality may participate.[5] The date and location of the meeting must be made public at least two weeks in advance. Further, municipalities are obliged to inform citizens of any important plans or programs of public interest.

Table 48. Key Dates in Annual Budget Process at the Municipal Level

Date	Event / Activity	Description
30-Apr	Submission of MTEF	The Government submits the MTEF to the Assembly of Kosovo, outlining fiscal priorities and expenditure ceilings.
15-May	Issuance of first Budget Circular	The MF issues the first Budget Circular, which includes budget process instructions, budgetary limits, and the budget calendar.
30-Jun	Submission of municipal MTBFs	Each municipality submits its MTBF, approved by the Municipal Assembly, to the MF.
June-Jul	Internal municipal budget planning	The Chief Finance Officer issues the first Internal Municipal Budget Circular requesting departments prepare budget proposals. The Officer later issues the second Internal

[3] Republic of Kosovo, *Qarkorja Buxhetore 2025* [Budget Circular 2025], 2024.
[4] Assembly of the Republic of Kosovo, Law No. 03/L-040 on Local Self-Government, Article 68.
[5] Ibid.

Table 48. Key Dates in Annual Budget Process at the Municipal Level

Date	Event / Activity	Description
		Circular with spending limits and the third Internal Circular with the schedule for budget hearings.
15-Aug	Issuance of second Budget Circular	MF issues the second Budget Circular, providing final budget guidelines and final grant allocations.
1-Sep	Submission of draft municipal budget	The Mayor submits the draft municipal budget proposal for the following year to the Municipal Assembly.
30-Sep	Approval and submission of municipal budget	The Municipal Assembly approves the municipal budget for the next year and submits it to MF.
31-Oct	Submission of Kosovo Consolidated Budget	The Government submits the Kosovo Consolidated Budget proposal and Budget Appropriations Proposal to the Assembly of Kosovo.
31-Dec	Approval of national budget	The Assembly of Kosovo approves the budget for the next fiscal year.

Annex 2. Municipal Budgets for Staff Providing Social Services

Table 49 illustrates the total number of staff in departments of social welfare providing social services and residential services, respectively for 2022 through 2026, based on municipal budgets. It also shows the budgeted salaries and allowances for each year.

Table 49. Municipal Budgets for Staff Providing Social Services

Municipality	Budget Line	Staff 2022	Salaries 2022	Staff 2023	Salaries 2023	Staff 2024	Salaries 2024	Staff 2025	Salaries 2025	Staff 2026	Salaries 2026
Deçan	Social Services	10	64,002	10	63,600	10	77,377	10	85,217	10	95,652
	Residential Services	8	89,250	8	90,000	8	88,318	8	100,000	8	100,000
Gllogoc	Social Services	14	91,503	14	91,961	14	109,530	14	166,422	14	139,122
	Residential Services										
Gjakova	Social Services	18	109,000	18	120,000	16	115,000	18	111,339	18	186,261
	Residential Services					13	50,000	6	50,000	5	50,000
Gjilan	Social Services	17	100,530	17	105,100	16	111,451	16	111,451	16	143,220
	Residential Services					10	56,105	10	56,105	10	102,500
Dragash	Social Services	10	54,000	10	54,000	10	69,000	10	70,000	10	87,925
	Residential Services										
Istog	Social Services	12	73,000	12	80,000	12	90,191	12	92,893	12	108,923
	Residential Services	12	94,500	13	94,500	13	96,539	13	101,000	14	131,361
Kaçanik	Social Services	9	50,348	9	50,972	8	52,545	8	61,120	8	74,658
	Residential Services										
Klinë	Social Services	11	75,200	11	77,700	11	91,162	11	90,104	11	103,409
	Residential Services	0		0		13	50,000	13	71,000	13	127,510
Fushe Kosovo	Social Services	10	65,378	10	64,473	10	76,123	10	75,746	10	89,724
	Residential Services										
Kamenicë	Social Services	12	74,500	12	78,228	13	79,000	13	97,354	12	114,952
	Residential Services	10	89,250	11	90,000	11	77,272	11	100,000	11	109,579
Leposaviq	Social Services	10	54,423	10	59,352	10	77,851	10	46,670	10	56,235
	Residential Services										
Lipjan	Social Services	13	73,510	13	81,764	13	102,268	13	105,874	13	112,793
	Residential Services	10	89,250	10	90,000	10	77,066	10	100,000	10	100,000
Obiliq	Social Services	11	70,978	11	83,000	11	75,692	11	84,465	10	95,027
	Residential Services										

Table 49. Municipal Budgets for Staff Providing Social Services

Municipality	Budget Line	Staff 2022	Salaries 2022	Staff 2023	Salaries 2023	Staff 2024	Salaries 2024	Staff 2025	Salaries 2025	Staff 2026	Salaries 2026
Rahovec	Social Services	15	100,780	15	101,284	15	102,625	15	108,000	15	136,000
	Residential Services										
Peja	Social Services	21	134,760	21	135,434	20	160,209	20	154,801	21	187,901
	Residential Services					10	52,505	10	52,500	10	52,500
Podujeva	Social Services	13	80,285	13	81,229	13	101,207	13	106,267	14	138,724
	Residential Services					13	91,390	13	104,648	13	110,198
Pristina	Social Services	49	265,000	47	280,000	47	360,000	47	360,000	47	413,627
	Residential Services			60	465,000	70	490,000	70	490,000	66	577,581
Prizren	Social Services	28	173,559	28	191,135	28	221,051	26	199,323	26	261,469
	Residential Services	13	175,000	24	184,500	24	177,483	24	183,243	24	199,829
Skenderaj	Social Services	17	100,130	17	87,000	17	101,954	17	118,300	17	170,000
	Residential Services	14	94,500	13	94,500	13	95,981	13	100,000	13	159,526
Shtime	Social Services	10	55,218	10	55,300	10	75,744	10	74,000	10	86,000
	Residential Services	10	89,250	10	90,000	10	78,712	10	100,000	10	100,000
Shtërpcë	Social Services	8	49,387	8	48,579	8	59,166	8	64,977	8	78,112
	Residential Services										
Suharekë	Social Services	13	77,000	13	76,000	13	97,000	13	101,000	12	113,000
	Residential Services										
Ferizaj	Social Services	16	94,839	16	97,940	16	119,900	17	125,821	17	132,051
	Residential Services	10	89,250	10	90,000	10	79,096	10	100,001	10	94,568
Viti	Social Services	10	57,160	10	57,150	19	130,000	15	120,000	15	133,055
	Residential Services										
Vushtrri	Social Services	13	80,345	13	80,900	13	92,965	13	92,300	13	111,228
	Residential Services	11	89,250	11	90,000	11	86,434	11	100,000	11	100,000
Zubin Potok	Social Services	12	70,000	12	65,000	13	76,006	13	76,006	13	76,006
	Residential Services										
Zveçan	Social Services	12	63,727	12	64,000	12	81,305	12	65,377	12	86,400
	Residential Services										
Malishevë	Social Services	11	65,283	9	66,265	9	119,835	9	81,591	9	92,407
	Residential Services					11	50,000	11	59,590	11	71,496
Novobërdë	Social Services	4	34,000	4	27,000	4	33,000	4	31,330	4	38,452

Table 49. Municipal Budgets for Staff Providing Social Services

Municipality	Budget Line	Staff 2022	Salaries 2022	Staff 2023	Salaries 2023	Staff 2024	Salaries 2024	Staff 2025	Salaries 2025	Staff 2026	Salaries 2026
	Residential Services	11	89,250	10	89,250	11	73,297	11	100,000	11	100,000
North Mitrovica	Social Services	14	80,988	14	81,500	12	78,030	12	85,000	12	101,000
	Residential Services										
South Mitrovica	Social Services	25	153,508	32	167,500	28	188,480	28	191,000	24	232,378
	Residential Services					10	52,500	10	52,500	66[6]	52,500
Junik	Social Services	2	10,538	2	11,426	2	12,519	2	13,089	3	20,194
	Residential Services										
Hani i Elezit	Social Services	3	19,540	3	19,728	3	24,059	3	24,585	3	28,200
	Residential Services										
Mamushë	Social Services	2	12,820	2	12,851	2	13,904	2	16,203	2	18,184
	Residential Services										
Graçanica	Social Services	4	24,526	4	24,633	4	27,725	4	28,989	5	43,425
	Residential Services	19	25,757	19	179,250	19	128,311	19	200,000	19	200,000
Ranillug	Social Services	4	25,757	4	26,000	4	27,207	4	30,838	4	37,105
	Residential Services										
Partesh	Social Services		NA								
	Residential Services		NA								
Kllokoti	Social Services		NA								
	Residential Services		NA								

[6] Although this number seems high, it was the official number published in budget documents.

Annex 3. Municipal Programs for Social Housing

Table 50. Three-year Social Housing Programs

Municipality	Programs
Shtime	2020-2022 2023-2025
Obiliq	2023-2025
Fushe Kosovo	2019-2021 2022-2024
Lipjan	2016-2019 2023-2025
Graçanica	2015-2018 2022-2025
Prizren	2019-2021 2023-2025
Rahovec	2019-2021 2022-2024
Suharekë	2019-2021
Peja	2018-2020
Gjakova	2021-2023
Deçan	2018-2020
Istog	2016-2019 2023-2025
Klinë	2022-2025
South Mitrovica	2019-2022 2022-2025
Podujeva	2019-2022 2023-2025
Gllogoc	2019-2021
Skënderaj	2020-2023
Vushtrri	2019-2021
Gjilan	2023-2025
Ferizaj	2023-2025
Kaçanik	2018-2021 2022-2025
Hani i Elezit	2016-2019
Ranillug	2017-2020
Shtërpcë	2019-2021 2021-2024

International Partnerships Austria

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

AT WHAT COST?

Costing Specialised Services for Addressing Gender-based Violence in Kosovo