



Comprehensive and multi-sectoral approach to Domestic Violence

Lessons learned

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***BASELINE STUDY: Budget Allocation for Domestic Violence Services at the Municipal Level;
Functionality of Coordination Mechanisms and Knowledge on Gender Responsive Budgeting
in 3 pilot municipalities /September 2012***

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Glossary of terms

AAK	The Alliance for the Future of Kosovo (political party)
ADL	Anti-Discrimination Law
AGE	Agency for Gender Equality
AKR	New Kosovo Alliance (political party)
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CSW	Center for Social Work
DFID	Department for International Development
DV	Domestic Violence
GE	Gender Equality
GRB	Gender Responsive Budgeting
ICT	Information and Communications Technology
IOM	International Organization for Migration

KAB	Mid-term Municipal Budget
KPGE	Kosovo Program on Gender Equality
KWN	Kosovo Women's Network
LDK	The Democratic League of Kosovo (political party)
LMFPP	Law for Management of Public Finance and Responsibilities
MF	Ministry of Finance
MDHSW	Municipal Department for Health and Social Welfare
MLSW	Ministry of Labor and Social Welfare
MoU	Memorandum of Understanding
NGO	Non-Governmental Organization
OSCE	Organization for Security and Co-operation in Europe
PKD	Democratic Party of Kosovo (political party)
QSGF-P	Center for Protection and Rehabilitation of Women and Children in Prizren
UNDP	United Nation Development Program
UNFPA	United Nation Population Fund

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Lessons Learned

UNSCR United Nations Security
1325 Council Resolution 1325

UN United Nations Entity for
WOMEN Gender Equality and the
Empowerment of Women

1.

Introduction

Domestic violence (DV) remains one of the challenges faced by Kosovo authorities. Progress has been made, especially in terms of developing a legal framework and strategic documents aimed at preventing domestic violence and providing services for DV survivors. However, there are many challenges related mainly to the reintegration of DV survivors due to the fiscal constraints of the Kosovo government and a vast number of priorities that Kosovo has as a new country. What is evident is that the reporting of DV has increased, which however does not mean that DV has increased. Furthermore, women are found to be more likely to be subject to domestic violence than men.

During 2011, Centers for Social Work (CSWs) in Kosovo reported 226 domestic violence, of which 132 subjects were women and 94 were children. Based on monitoring done at all NGOs and shelter houses during 2011, there were 204 women domestic violence survivors and 187 children accommodated with their mothers in shelter houses. In the first quarter of 2012, social services by CSWs in Kosovo were offered to 105 women and 38 children of those mothers.

Despite developments in the field of DV, there is still huge scope for improvement in both preventing domestic violence and in improving the quality of services for DV survivors, for whom a wide range of institutions are responsible.¹ Accordingly, the aims of this project are threefold:

- a) To understand whether the Municipalities of Dragash/š, Gjakovë/Đakovica and Gjiilan/Gnjilane have a budget line for DV; to understand how budgeting is performed; and to determine the budget line from which the support is provided, if any. The purpose of this aim is to identify a potential budget line that could be used to allocate funds for DV;
- b) To understand the functionality of the coordination mechanisms (mechanisms that incorporate representatives from all institutions that are engaged in service provision for DV survivors) and their development needs, so as to offer the most adequate services to DV survivors; and
- c) To obtain information on the knowledge the members of the coordination mechanisms have on gender responsive budgeting (GRB), and whether their institutions apply this budgeting procedure.

Once this information is collected, proposals will be drawn to inform the best approach to promote budget allocation at

¹ See Chapter 4.

the local level for DV and develop the capacities of the coordination mechanisms with the result of supporting the provision of better quality services. Based on their level of knowledge on gender responsive budgeting, information on training needs

will be provided. The description of the methodology presented in the following section highlights the broad approach used in this report by incorporating a wide range of stakeholders.

2. Methodology

To reach the above-mentioned aims of the report, a combination of a desk-based research and fieldwork involving community interviews were applied. The starting point was to understand the legal framework that supports protection against DV and provides support for DV survivors. To understand whether Kosovo reports on international documents on gender equality (i.e. CEDAW and UNSCR 1325), an interview was conducted with the Executive Director and officers from the Agency for Gender Equality (AGE). The aim of the interview with the AGE was to understand whether they are engaged in budgeting processes for DV and current developments related to DV.

In order to obtain information on budgeting processes in municipalities, an interview was conducted with the Ministry of Finance. An interview was done with the Director of Budget and Finance in the Ministry of Labor and Social Welfare (MLSW), and with the Department for Social Welfare. Information was collected on how budgeting for social services is performed for the municipal CSWs.

Directors of the Finance Departments in Municipalities of Dragash/š, Gjakovë/Đakovica and Gjilan/Gnjilane were interviewed to understand the following points: budgeting procedures at the municipal level; how priorities are set and how budget is prepared based on those priorities; whether the municipality allocates budget for DV Activities; if and what type of services are financially supported by the municipality, and from which budget line; and to understand the participatory process of citizens on budget preparation. The most important information collected from the interviews with Directors of Finance Departments was the identification of the budget line that could be used to provide a budget for services to DV survivors.

In all municipalities there is a gender equality (GE) officer. Such officers were interviewed in the three municipalities in order to collect information on their role in activities related to DV, and whether they are engaged in budget preparation and public hearings in municipalities. Questions also targeted their information on the financial support provided to DV survivors.

Interviews were conducted with three shelter houses, in Gjilan/Gnjilane, Gjakovë/Đakovica and Prizren (this accommodates the Municipality of Dragash/š). Questions addressed to shelter

houses related to their sheltering capacity; financial sources; activities available for DV survivors; staffing and professional development; statistics on the number of sheltered persons in 2011 and 2012; and other related information.

One component of the project was a survey that was performed by distributing a number of questionnaires to the members of the coordination mechanisms in each municipality (i.e. the Heads of the Department of Education and the Department of Health and Social Welfare; Victim's Advocates; shelters; GE officers; police officers; Director of CSWs; and one judge). The aims of the survey were:

- To understand the level of functionality and the role of the DV coordination mechanisms in the three municipalities;
- To understand the level of knowledge of all mechanism members on national and international gender equality laws and documents;
- To obtain information on their knowledge on financial support provided by the municipalities;
- To understand their level of knowledge on GRB and the application of such budgeting procedures in their institutions.

Based on the findings of the surveys, further activities will be proposed.

In order to understand current developments related to DV, interviews were conducted with Kosovo Women's Network, the OSCE and the UNDP, as they

are the three institutions that are most active in the area of DV.

3.

Laws and strategies with relevance to GE and domestic violence in Kosovo

This section provides a review of the laws, strategies and other documents available in Kosovo that focus on DV.

Law No.2004/2 on Gender Equality in Kosovo states that gender equality is a fundamental value for the democratic development of the Kosovo society, providing equal opportunities for both female and male participation in the political, economical, social, cultural and other fields of social life. The Law defines institutions and leading bodies that are responsible for ensuring gender equality. The Law on Gender Equality was approved in 2004, leading to the establishment of the institutional mechanisms for achieving gender equality at the national and local levels (see (a) and (b)). However, the Law does not make any reference to domestic violence.

a) Institutional mechanisms for gender equality at the national level

- The Agency for Gender Equality within the Office of Prime-Minister: In 2005, the Government of Kosovo established the

Office for Gender Equality following the passing of the Law on Gender Equality in the year 2004. In September 2006, the Office was transformed into an Agency for Gender Equality, established as an executive agency responsible for the promotion of equal participation of men and women in political, economic, social and cultural life, as an important determinant for the democratic functioning of institutions;

- The Advisory Office for Good Governance, Human Rights, Equal Opportunities and Gender Issues: This office advises, monitors and develops policies by promoting good governance, protecting Human Rights, and ensuring equal opportunities and gender equality;
- The Unit for Gender Equality within the Ombudsperson's Institution;
- The Officers for Gender Equality in the ministries; and
- The Inter-ministerial Council for Gender Equality;

b) Institutional mechanisms for gender equality at the local level

- The Officers for Gender Equality in municipalities; and
- The municipal committees for gender equality.

Law Nr.2004/32 Family law of Kosovo regulates engagement, marriage, relations between parents and children, adoption, custody, protection of children without parental care, family property relations and special court procedures for disputes of family relations. There are two articles mentioning violence within the law: Article 59 on General Principles indicates that the court and any person concerned with a breach of marriage shall have regard to the

mentioned general principles among which it is included that any risk of harm or violence to spouses and to children should be avoided. Article 63 on Fear, Violence, and Threat states that marriage shall be annulled upon the spouse's consent following incidents of fear, violence or serious threat.

The **Kosovo program on Gender Equality (KPGE)** 2008-2013, approved in 2008, 'aims to stimulate dialogue on the integration of gender equality in Kosovo, that is, equal participation of men and women in the social, economic, and political life of the country, the equal opportunity for men and women to enjoy the rights, and to put their individual potential to the service and the good of service'. Although the document refers to studies on DV that provide evidence that women are mostly victims of domestic violence, the National Program does not set any goals to reduce or address the DV.

Law No.03/L – 182 on protection against domestic violence was approved by the Kosovo Assembly on 1 July 2010, abrogating the UNMIK Regulation No. 2003/12 on Protection against Domestic Violence. The Law aims to prevent domestic violence, in all of its forms, through appropriate legal measures for the family members that are victims of the domestic violence, by paying special attention to the children, elders and disabled persons. The Law also aims for the treatment of perpetrators of domestic violence and the mitigation of consequences. The Law defines DV as one or more intentional acts or omissions when committed by a person against another person with whom he or she is or has been in a domestic relationship. The Law defines

the protection measures for the DV victim, protection orders and the responsibilities of the police.

The Anti-Discrimination Law 2004/3 was adopted in 2004 with the purposes of preventing and combating discrimination, promoting effective equality and putting into effect the principle of equal treatment of the citizens of Kosovo under the rule of law. The principles of this law are the regulation of the issues dealing with non-discrimination, based on the following principles:

- (a) The principle of equal treatment means that there shall be no direct or indirect discrimination against any person or persons, based on sex, gender, age, marital status, language, mental or physical disability, sexual orientation, political affiliation or conviction, ethnic origin, nationality, religion or belief, race, social origin, property, birth or any other status;
- b) The principle of fair representation of all persons and all members of communities in employment in the frame of public bodies of all levels; and
- c) The principle of good understanding interethnic tolerance among the citizens of Kosovo.

An important document related to DV is the **Kosovo Program against Domestic Violence and Action Plan 2011-2014**, a document that aims to 'build a social, economic and legal environment which ensures that family members (women and girls) live in a society without violence, provided with space to get involved in active movement for changing their life'. This aim tends to be achieved through three main objectives:

- To establish effective mechanisms for the prevention, protection, treatment, rehabilitation and integration of victims of violence;

- To find more ways to empower and include every marginalized individual who experiences domestic violence in normal life.
- To raise awareness in our society that domestic violence is one of the causes of social and economic problems.

The three main strategic objectives of the 2011-2014 action plan are:

1. To establish efficient and comprehensive mechanisms for prevention of domestic violence by 2014;
2. To implement efficient protection mechanisms for victims of domestic violence by 2013; and,
3. To ensure efficient services for the rehabilitation and integration of victims and perpetrators of domestic violence throughout the territory of Kosovo.

One of the activities related to the second goal is the 'signing of the cooperative agreements between institutions involved in treatment of cases of domestic violence'.

The Strategy and Action Plan lists institutions that address domestic violence, among which MLSW is an important institution through which the CSWs must provide social protection to victims including assistance, advice and material assistance when funding sources are available. Furthermore, CSWs, as authorities for ensuring the protection of children in need, have a legal responsibility to represent the best interests of the child in court proceedings. In civil cases, CSWs give their opinions regarding child custody.

Indirectly, CSWs may also influence access to justice. The provision of social assistance or support from the CSW for child custody can affect change for women who seek to get away from violent family ties and secure the custody of their children. There is no government agency that directly provides services to victims of domestic violence. Nevertheless, the MSLW provides financial support to NGOs that manage shelters for victims of domestic violence, where several victims of trafficking are also placed. However, the document does not indicate the role that the MLSW should play in the reintegration process for domestic violence survivors, through education and employment. Reintegration remains one of the main challenges related to the support provided to DV survivors, a fact indicated by Rames (2012), who stated that one of the most marked gaps is the lack of reintegration services for survivors of violence. The CSWs and the Regional Employment Bureaus provide very little support for reintegration. As a result, NGOs (in particular shelters) have to a large extent had to take matters into their own hands. However, due to the lack of funds, shelters have only succeeded to find a limited number of jobs for DV survivors. The conclusion raised is that there is very little support for reintegration, both at the central and local levels.

Implementation of gender equality international documents in Kosovo

Although Kosovo is not a signatory country, there are two important documents that are reflected in Kosovo Laws and other gender related regulations and strategies: The Convention on the Elimination of All Forms of Discrimination against Women

(CEDAW) and the United Nations Security Council Resolution 1325. These two documents served as guidebooks for the development of the legal framework for gender equality in Kosovo.

Implementation of CEDAW in Kosovo

Article 2 of CEDAW indicates that State Parties condemn discrimination against women in all of its forms and agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake: (a) to embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and, to ensure through law and other appropriate means, the practical realization of this principle; (b) to adopt appropriate legislative and other measures, including sanctions where appropriate, prohibiting all discrimination against women; (c) to establish legal protection for the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination; (d) to refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation; (e) to take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise; (f) to take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women; and (g) to repeal all national penal provisions which constitute discrimination against women.

As indicated in the interview with officers of the AGE, conducted in July 2012, Kosovo does not report on CEDAW. The Kosovar Gender Studies Centre (KGSC; 2008) conducted research on monitoring the implementation of CEDAW in Kosovo, and indicated findings as follows. The awareness level of women on their legal rights is low (KGSC, 2008). The Ombudsperson Institution highlights that the awareness of Kosovo society on the discrimination principle and the fight against discrimination is low. All reports indicate that groups such as women are marginalized, confirming the presence of discrimination practices in all public spheres of life. Although the law provides for the rights of women on property, rent and inheritance, this is often not provided for in practice. Furthermore, a lot of women do not claim their rights, worsening their economic situation (KGSC, 2007).

Implementation of Security Council Resolution (SCR) 1325 on ‘Women, peace and security’ in Kosovo

Article 24 of the Kosovo Constitution stipulates that equal legal protection shall not prevent the imposition of measures necessary to protect and advance the rights of individuals and groups who are in unequal positions. Further, the Anti-Discrimination Law (ADL) prohibits discrimination in all spheres of social life, including education, social care, employment, shelter, personal safety and access to public life. The Government is responsible for raising awareness about ADL and the Ombudsperson Institution is authorized to receive and investigate complaints related to discrimination.

Trainings have been provided for judges, prosecutors and civil servants on the practical use of the Law.

So far there is no study on the implementation of UNSCR 1325 in Kosovo. In February 2012, the Prime Minister’s Office in coordination with the Agency for Gender Equality decided to establish a working group for the development of an action plan for the implementation of UNSCR 1325.

4.

Mapping of the process through which domestic violence survivors go in Kosovo

The process that domestic violence survivors go through in Kosovo is as follows:

1. **DV survivor** informs the police. Unit for domestic violence reaches the survivor in the place where DV is reported, as soon as the case is reported to the police. The police speak to the DV survivor and the perpetrator(s) of domestic violence. In cases where signs of physical violence are visible, the DV survivor undertakes a medical

check. DV survivor is informed about services that he/she can use: the shelter in which she can be accommodated, the legal aid protection he/she can receive from the Victim's Advocacy and Assistance Office (VAAO), and all other services.

2. **If DV survivors desire**, the police open a case that is sent to the prosecutor. The police also report the case to regional police and to the DV unit at the central level in Pristina. The DV survivor (together with any children) is taken to the police station where a declaration is taken and where the survivor is informed about following steps.
3. **The police** informs the Victim's Advocate (VA) about the case, a person that accompanies the victim in all steps of the process until the temporary accommodation of the victim at her family or a shelter house can be secured.
4. **The police also** informs the CSW in cases where the DV survivor has children. Otherwise, this is not a compulsory step.
5. The **Prosecution** checks facts and witness reports, and takes the decision on whether to open a court case. If there is sufficient evidence, and the victim wants to proceed with the case to the court, the prosecution sends the case to the court. Otherwise, the case is not preceded with any further.
6. The DV survivor (if there is a need) is taken to the **safe institution or shelter house** where she can stay for maximum of six (6) months and where DV survivors undergo programs related to education,

employment and reintegration, in addition to being sheltered.

In acknowledgement of the role that shelter houses play in providing a safe place, guidance and development for DV survivors, the three shelters that cover the three municipalities chosen for this research have been interviewed. Findings from these interviews are presented in the following sub-section.

4.1 Shelter houses

Semi-structured interviews were conducted with shelter houses in Gjilan/Gnjilane, Gjakovë/Đakovica and Prizren. Findings and results are as follows:

The Centre for the Protection and Rehabilitation of Women and Children (QSGF-P) in **Prizren** was established in 2002. The Shelter is part of the DV coordination mechanism for the Prizren region, which also covers the Municipality of Dragash/š. However, there is no representative from Dragash/š in the coordination mechanism of Prizren, not even the Gender Equality Officer. The shelter has capacity for 15-20 women and children (boys only until age of 12).

The shelter employs 12 people, including advisors, a psychologist, an educator, an ICT trainer, a housekeeping trainer, a nurse and a director. DV survivors can stay for a maximum of 6 months, but in some cases they stay longer if there is nowhere else for them to go. In 2011, 50 women were sheltered. The staff members have been

employed since the shelter was opened and so they have gained a lot of experience.

Financing is primarily obtained through international donors (such as IOM, UNDP, UNFPA, OSCE, and ASB from Germany), but governmental structures at the central and local levels have also supported the functioning of this shelter. The MLSW supports part of costs (1,250 Euros per month). Further, the Municipality of Prizren has paid the rent from 2006 – 2011 and in 2012, provided a building that is being renovated with the support of Embassy of Netherlands. Due to lack of resources, the shelter was closed for 3 months in 2006 and once funds were secured, it was reopened as a result of demand for shelter services. Although located in Prizren, this shelter also houses women from outside of the Prizren region together with their children. It is shelter policy that the same women cannot be accommodated in the shelter more than 3 times as, according to the Director, it becomes a habit for women to approach the shelter for small problems. Women from other regions are also accommodated when the DV survivors' location is identified and they do not feel safe, and when rotation is needed due to rule of a maximum 6-month stay in the same shelter house.

On the topic of future financing, the Director explained that they are in an intensive discussion process with the Ministry of Labour and Social Welfare and the Ministry of Internal Affairs, in order to include a separate budget line to finance shelter houses. The minimum amount that one shelter would need is 50,000 Euros per year. The Director noted that the coalition of shelter houses in Kosovo (6 of them) works very well and they are strongly

lobbying to ensure shelter financing to secure their sustainability.

Once admitted to the shelter, DV survivors have to rest for 2-3 days, sign a contract and obtain a personal package. After three days, survivors take consulting hours and also participate in computer and housekeeping courses.

One strong criticism noted was that Protection Orders do not function in Kosovo, as the law is not fully implemented. According to the Law, the individual that exercises DV should leave the house, not the survivor. After few days in prison, the perpetrator tends to return home and as such, presents a risk to the DV survivor. Therefore, removing the DV survivor from the place of violence remains the safest option. Reintegration is the biggest problem that DV survivors face in Kosovo.

In 1999, the first Women Association was established in **Gjakovë/Dakovica**, with the aim to foster women's position in society and family. Kosovo police started bringing DV survivors to the association. In 2000, the first shelter house named 'Safe House' was established in Gjakovë/Dakovica, to support mothers and their children that were subject to violence, in addition to human trafficking victims. There were four development phases of the shelter: 1) establishment of the shelter infrastructures; 2) staff development; 3) establishment of S.O.S line and 4) establishment of the coordination mechanism for DV.

Safe House undertake the following activities: sheltering; protection and security for DV survivors; rehabilitation

(psychological, legal, medical and other daily activities); work with families and mediation; professional development of DV survivors (ICT; English, handy crafts, honey cultivation, production of creams from honey and flower cultivation, etc.)

As for the reintegration of those women who do not return home, the shelter pays for rent for two years, electricity and water. In some cases, education expenses are financed. For children education continues in the nearest school to the shelter.

The composition of the shelter's staff for the year 2011 is as follows: 2 psychologists; one lawyer; one educator for children; one advisor; one economist; one English teacher; one advisor - a student; the director; one trainer for IT courses and one for handicrafts. Employment for professional staff is undertaken through vacancy announcements and Board selection whereas for other positions, the Director selects employees with the Board's approval.

The shelter is financed by donations from the Ministry of Labor and Social Welfare when the tender is announced, whereas there is no realisation of the promised support from the municipality. The building is the property of the shelter financed by Vienna Caritas. The shelter can accommodate up to 18 persons. In 2011, there were 70 cases taken by the shelter cases and in 2012, 40 cases were taken.

During their stay in the shelter, women look after their children, clean and prepare the food for themselves and their children. They have fitness activities three times per week; group work once per week; psychological sessions that last up to an

hour, once per week; sessions with the lawyer and in groups twice per week; talk to advisors; visit the doctor and gynaecologist as needed; work in greenhouses 45 minutes a day; embroider once per week; take computer courses twice per week; work with honey bees and prepare creams; follow a hairdressing course three times per week; and watch TV in the evenings.

The shelter Liria in **Gjilan/Gnjilane** is of a closed nature meaning women do not leave the shelter during their stay, unless accompanied by the shelter staff. For example, if the victim needs medical treatment, she will be accompanied by the shelter staff. In all shelter houses, victims and their children can be sheltered, except for boys older than 12 years. The common length of stay in the shelter is 6 months, after when coordination with other regional shelters is conducted to find a place for women. However it was noted that there are cases when victims stay for more than 6 months.

Shelter house Liria has 10 employees: a psychologist, sociologist, and educators. Staff is qualified and vacancies are announced for specific occupations that meet shelter requirements. The municipality has provided the building and covers heating and maintenance costs. The municipality has also invested in the building to adjust it to the shelter's needs and has promised to offer land to build a shelter house which will be built with the municipality's and donor's contribution. At present, Caritas from Austria is financing the other shelter costs. The shelter pointed out that in other countries, shelters are financed from the government budget and this remains the biggest issue putting the

sustainability of the shelter at risk. The representative from the shelter pointed out that given that there are 6 shelters in Kosovo, 100,000 Euros per shelter would be sufficient to meet basic needs and which is not a big burden for the budget. The current capacity of Liria shelter is 20 persons. In 2011 there were 141 persons sheltered, out of which 79 were women. In 2012, 39 persons were accommodated.

During their stay in the shelter house, and depending on their educational level, DV survivors are trained in computers, kitchen work, sewing and other activities. Shelter staff performs the training and fitness exercises are organized within the shelter house. The shelter staff also monitors victims that have left the shelter for one (1) year after their leaving date. They visit the victim wherever she stays to check whether she has been subject to violence and also attempt to employ previous survivors. One case was presented whereby Caritas from Luxembourg and the municipality have allocated funds to offer grants for trainings and business start-ups, mainly in the field of agriculture. The shelter has close cooperation with the Department of Education and Health in the municipality to support victims and their children to continue their education, and for victims to receive needed medical support.

Reintegration of domestic violence survivors

One of the challenges that the shelters face is the reintegration of domestic violence survivors, for two primary reasons. First, there is a risk associated with employing DV survivors as there have been cases where DV survivors were attacked on their way to work and second, as there is a lack

of jobs in Kosovo in general, it is very difficult to find employment. Aside from very few successful cases, the issue of reintegration was outlined as one of the greatest gaps related to services provided to DV survivors by Rames (2012). Finding permanent shelter/long-term solutions for DV survivors is a great and costly challenge, and little has been done in this respect. According to an AGE officer, municipalities should prioritize DV survivors when social shelter apartments are allocated to people in need. The officer claimed that there should not be social shelter apartments for DV survivors, but rather that they should be given a priority.

5.

Budgetary planning processes

5.1 Budget description and procedures for municipal budget preparation

The information presented in this section is derived from existing Laws on budget and finance and also on interviews conducted with the Ministry of Finance, Ministry of Labor and Social Welfare, Agency for

Gender Equality and the three municipalities included in this project.

The Kosovo budget is comprised of four main categories: wages; goods and services; capital investments; and transfers and subsidies and utilities. The budget is calculated for each ministry, municipality and other government institution. The budget preparation in Kosovo starts in January and the order of procedures is as follows: the mid-term expenditure framework is prepared by the macroeconomic unit; the grant committee prepares the first circular with soft limits based on economic categories such as wages, goods and services, capital investments, transfers and subsidies and utilities; the second circular is issued with tougher limits; in some cases, if changes are needed, more circulars can be issued; municipalities prepare the budget on set templates according to set limits; the budget includes projects to be financed; the Ministry of Finance finalizes the budget and local government cannot make changes. They can only set a claim or a complaint to the grants committee, which can be rejected.

The main source of revenue in municipalities is the general grant received from the government. In 2012, only 17% of revenues were municipalities' own. Municipalities receive Operational Grants from the Budget of Republic of Kosovo, such as the General Grant, Specific Grant for Education and Specific Grant for Health, including secondary health. Grants are based on the fair criteria, transparency and the objectives, thus giving the municipalities' greater independence in allocation and expenditure. Municipalities also receive financing for transfers of

enhanced and delegated competences from the central level. However, none of the piloted municipalities receive such a grant. The indicators used for allocation of the General Grant to municipalities are as follows. The population accounts for eighty-nine percent of allocation (89%); the number of minority community members (3%); and the municipalities, in which the majority of population are composed of members of minority community (2%). The financing formula for the Education Grant includes municipal allocation: salaries for the teachers, salaries for the administrative and auxiliary staff, goods and services and small capitals. Definition of the Specific Grant for Health is based on the formula per capita, number of health visits and the average cost per visit. Adjustments to the formula parameters have been made to take into account the nominal population growth, inflation and the cost of primary health care delivery. The criteria applied are: average of visits per capita, multiplied by the cost of a visit including the inflation, multiplied by the number of inhabitants, resulting in Specific Primary Health Care Grant.

Main laws and documents related to budgeting at the local level are:

1. Law for Management of Public Finance and Responsibilities (LMFPP)
2. Law on Finance for Local Government
3. Laws of Annual Budget and publication of Annual Budget
4. Mid Term Municipal Budget (KAB) which is for planning process for a three year

5. Guidebook of Ministry of Finance
for planning process of Kosovo
Budget

Phases and deadlines for the preparation of
municipal budget include:

1. Preparation of Mid Term Municipal
Budget (KAB) – until 30th of June
2. Development of the first internal
municipal budget circular
3. Development of the second internal
municipal budget circular: initial
budget limits for specific programs
and budget calendar - until 1st of
July
4. Submission of budget proposal
according to programs
5. Development of the second internal
budget circular of municipality:
calendar and instructions for
internal budget hearings
6. Development of documents for
budget proposal
7. Submission of budget proposal at
the Municipal Assembly – until 1st
of September
8. Approval of the Budget by
Municipal Assembly and
submission to Ministry of Finance -
until 30th of September

An important body related to budgeting in
municipalities is the Policy and Finance
Committee. According to Law No. 03/L-
040 on Local Self Government, approved in
2008, Article 52 defines composition and
responsibilities of the Policy and Finance
Committee. The Chairperson of the
Municipal Assembly chairs the Policy and
Finance Committee. Its composition
reflects the representation of the political
entities in the Municipal Assembly.

The Policy and Finance Committee is
responsible to review all the policy, fiscal
and financial documents, plans and
initiatives, including strategic planning
documents, the annual Medium Term
Budget Framework, the annual
procurement plan, the annual regulation on
taxes, fees and charges, the annual internal
audit work plan, the annual medium term
budget and any changes to the budget
during a fiscal year, as well as reports from
the Mayor. The Committee submits
recommendations for action to the
Municipal Assembly.

Until January 2009, social services were the
responsibility of the Ministry of Labor and
Social Welfare and provided by their
Centers for Social Work. This meant that all
social services were managed by the central
government (that is, they were centralized).
Following the Memorandum of
Understanding from 1 February 2009 -
signed by the Ministry of Labor and Social
Welfare (MLSW), Ministry of Local
Government Administration, Ministry of
Finance (MF) and the municipalities of
Kosovo – the CSWs became part of the
municipal administration. The Municipal
Departments for Health and Social Welfare
became responsible for securing the
provision of social and family services, in
line with provisions of the Law for Social
and Family Services 2005. These new
responsibilities covered the stages of
planning, budgeting and supervising the
provision of social services. However, not
all Social Services were centralized, Some
became delegated responsibilities of the
municipalities and others even remained
centralized.

In this new organization, the MLSW retains all supervisory function for all Social Services provided by the municipalities, its policy role for delegated functions and remains fully responsible for centralized social services. Based on the Law on Local Government Finance, municipalities receive a General Grant and two specific grants - one earmarked for Health and the other for Education. No specific grant is made for the provision of Social Services (DFID, 2011).

According to DFID (2011), in addition to the general scarcity of resources for social services in Kosovo, another important factor is the lack of sufficient criteria for the distribution of funds between the different Municipal Directorates and between the Units of Social Welfare and Unit for Health within each municipality. Similarly at the

central level, the variables or indicators used for the allocation of the General Grant are based simply on the population size of municipalities (DFID, 2011). It is expected that this weakness might be improved with more recent and diversified data from the 2011 census.

After decentralization, the Municipal Departments for Health and Social Welfare (MDHSW) were assigned to implement regulations and other legal acts from the fields of primary health care and social welfare. Based on the decentralization process, these Directorates organize and monitor the delivery of Social and Family Services within their territory through the activities of the CSWs. Every municipality in Kosovo is obliged to run at least one CSW.

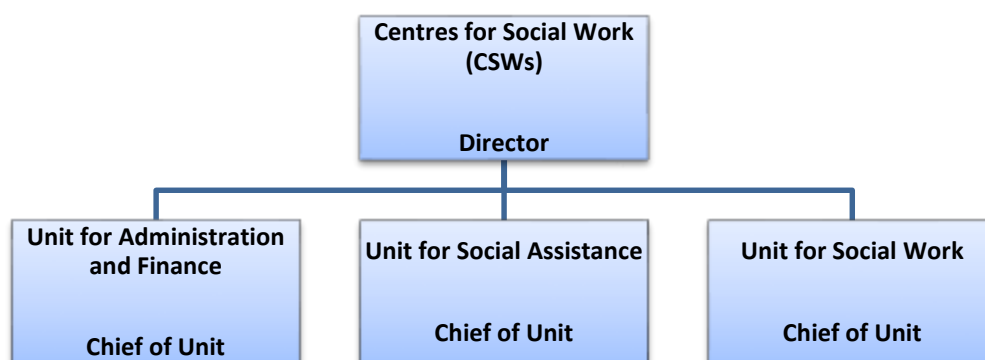


Figure 1: Structure of Centers for Social Work

Services offered by CSWs for DV survivors are related to reconciliation between the couple involved and related to protect children if they are considered at risk and if none of the parents wants the children. CSWs have a 24-hour telephone line and a staff member that attends the interviews of DV survivors. The police call the CSW social to inform about when the interviews will take place. It was found that CSWs social staff are not specialized and engaged only for services for DV survivors but in all

services that are provided by CSWs (that are around 50 in total).

Gaps and challenges related to services provided by CSWs in the three pilot municipalities, identified by Rames (2012), are listed below:

- The CSW provides assistance to survivors who meet the criteria for general social assistance schemes. This mechanism is not adapted to

provide emergency support to victims of DV;

- The CSW provides some counseling and case management, largely for the protection of children. It focuses primarily on the reconciliation of DV cases, even when it is not in the best interests of the survivor;
- The CSW has no budget for emergency or reintegration needs.

Since 2009 and decentralization, municipalities in Kosovo collectively receive 2 million Euros which go into the general grant to finance CSWs from the MLSW (based on an interview conducted with the Head of Division of Budget Analyses and Poverty Assessment at the MLSW). Municipalities perform the budget calculation and the MLSW allocates budget to each municipality. Municipalities calculate the budget based on previous years but until now they have not used data on domestic violence as information for budget calculation. Thus, the conclusion is that the budget calculation for CSW is completely under municipal discretion and there is room to intervene there if budget for DV is to be allocated. According to Mentor, municipalities can announce a tender and purchase services from NGOs related to DV.

According to the CSWs, their budget is defined by the MLSW. The municipality only receives a budget for the salaries of the CSWs and for operational costs. For practical reasons, the director of the Department for Health and Social Welfare in Pristina was interviewed to check whether the municipality has discretion in setting up the budget for CSWs, as stated by the MLSW. Contrary to what stated by the

MLSW, the director stated that they do not set the budget. However, there have been attempts to change to obtain a special grant for social services that are undermined within the existing system and budget. Municipalities provide part of the general grant budget for the salaries and operational costs of the CSWs, but there is no budget for services and support that could be offered for example to DV survivors. It was stated that the UNDP has supported a project conducted by KWN to calculate costs per social service provided to DV survivors. This could be used as good input data for budget allocation to municipalities. The report was published in September 2012.

Between 2006 and 2009, shelter houses in Kosovo were financed by MLSW based on MoUs. However, from 2009 the MLSW announced a tender call to buy services from NGOs to shelter DV survivors. Shelters are paid 50% of their costs: the Ministry purchases the services. Until 2012 the support amounted to 1,250 Euros per month. In 2012, the amount increased to 2,000 Euros per month. Shelters are not supported for staff salaries but rather for food, hygiene, rehabilitation, psychosocial services and similar services. Financial support from MLSW is obtained from the subsidies expenditure category. It was noted that shelters complain that staff costs are not covered and if no donations are found, this can lead to the shelters closing down.

The commitment to support shelter houses has also been noted in the Medium Term Expenditure Framework 2013-2015, according to which the objective “to increase welfare and support of families, through provision of social assistances and

social services for vulnerable categories” will be implemented by MLSW. 7 shelters will be funded for the protection of victims of domestic violence and protection of victims of trafficking, by acquiring such services from NGOs and co-funding with donors.

The proposal from MLSW is to create a special grant for CSWs, including services for DV survivors that would be calculated based on reliable input data and based on which budget allocations for each municipality would be made. However, the existing Law on Municipal Government Finance does not allow such a grant to be created. An important development is that MLSW will start certifying social workers in Kosovo, ensuring quality assurance since no certification existed previously. Hence there was no measure of whether shelter houses and other service providers were working up to standards.

According to Rames (2012), although the Directorate of Health and Social Welfare has more flexibility because its budget is managed at the municipal level in practice, it provides very little support to survivors (with some rare exceptions). These include paying the rent for two survivors in Gjilan/Gnjilane and building a house for one survivor in Gjilan/Gnjilane (with the support from an international donor and the Mayor’s Subventions budget; Rames, 2012).

The chief executive and officers from the AGE stated that the Agency is not involved in any budgeting process for DV and also does not report or receive reports on DV from municipalities. In July 2012, the national coordinator for monitoring the implementation of the Strategy and Action

Plan against Domestic Violence was appointed (also the Deputy Minister of Justice Ministry who reports to the Kosovo Government). This coordinator will follow up on and monitor the implementation of the strategy where objectives, activities and responsible institutions are defined. It was pointed out that the Gender Equality Law would include gender budgeting as one its articles. The AGE is keen on this approach, aside from reservations that they have on its implementation. Yet, they consider it to be a good first step. As for budgeting at the local level, one of the AGE officers stated that budgeting for DV is the responsibility of MLSW and hence there is no need to have it at the local level. It was noted that the tentative plan of the AGE is to establish Offices for Gender Equality in the municipalities that would have their own budget and hence could also budget activities for DV. At present, officers for GE are under the Unit for Human Rights and have no separate budget line. GE officers also typically hold another assignment as part of the Unit and as a result, undertake limited activities in the GE area.

5.2 Municipal budget procedures: interview findings on how priorities are defined and how allocations are performed

Having explained budget procedures in the section above, this section provides information collected from interviews with

the Finance Departments in three municipalities. The findings are presented focusing mainly on how the budget is defined and how priorities are set.

According to the Municipality of Gjilan/Gnjilane, the municipality receives a budget circular from the Ministry of Finance, which is sent to various departments. The Ministry sets limits in advance on wages and salaries, goods and services, and utilities and subsidies. In the municipality of Gjilan/Gnjilane, the Mayor and the Committee for Policy and Finance analyze demands from departments. Local governance law regulates the Committee, which is the main body that approves the budget and sends it to the municipal assembly for approval. It was stated that small changes were made in the budget from year to year due to Kosovo's budget limits. The tendency is for the majority of expenditures to be on capital investments. Within the set limit for capital investments, departments that need to propose project ideas set additional limits. These proposals are then sent to the office for project review. It was stated that the municipality budget on capital investments has been reduced due to the highway construction. It was indicated that the budget is small and little flexibility exists for municipality. Furthermore, approximately 70 percent of the budget comes from the central government and only 30 percent is derived from the municipality's own sources.

Once the budget is agreed upon by the Mayor and the team (consisting of a parliamentary group with representatives from all political parties: Mayor +3 from PKD (presently in power); +3 from LDK; and +1 from AAK and AKR, as regulated by the ADD Law), the Committee for

Policy and Finance organize the public hearing with citizens of Gjilan/Gnjilane municipality.

During the interview in Dragash/Š, it was pointed out that the first step is the development of the Medium Term Expenditure Framework, which is submitted to the municipal Assembly for discussion. The second step involves the setting of priorities by department directors. In the third step, first budget limits are set and budget preparations continue until 30th of September when the budget is approved. The Mayor submits the budget proposal to the municipal assembly by the 1st of September and the assembly sets priorities based on the proposals made by the Mayor. The budget is developed based on prior years' budgets. It was stated that annual reports for previous years are an important source of information when the budget is prepared as it enables weaknesses evidenced in previous years to be eliminated.

From the interview conducted in Gjakovë/Đakovica, it was noted that the budget is prepared based on the Law on Management of Finance and Responsibilities. The municipality prepares the budget based on circulars for each year that is prepared by Ministry of Finance. The Board of Directors and the Committee for Policies and Finance set priorities. Municipal Assembly organizes public hearings in urban and rural areas. The budget is also tailored by using the Strategy for the Economic Development of Municipality and the Urban and Rural Development Plan. Data on revenues and expenditures for each department from previous years is employed as a foundation.

In contrast to the municipalities of Dragash/š and Gjilan/Gnjilane, the Municipality of Gjakovë/Đakovica has a Board of Directors that meet once a week and is lead by the Mayor. The head of assembly, deputy mayor, directors of all departments, officer for gender equality, the head of Committee for communities and returnees and the information officer attend these meetings. All participants report to the Mayor about their activities. Furthermore, all requests to different bodies within the municipality, including those that come from civil society, are evaluated and the Mayor approves the decisions. Prior to this, the Board of Directors receives documents related to the requests that are then discussed. All decisions taken and the meeting minutes are published on the website.

6. Financial allocations at local level for response to Domestic Violence: Findings from interviews

Since the focus of this report is related to budgeting for domestic violence, interview questions with the heads of Finance Departments included a question that

addressed whether municipalities allocate budget for activities related to the protection and reintegration (or any other activity) of the DV survivors. The findings from these interviews are presented in this section.

In Gjilan/Gnjilane, it was stated that there is no budget line for DV. The municipality provided the building and utilities for the centre, paid under the municipal utility budget line. Similarly, there is no budget line for the Gender Equality office and gender related projects. However, on occasion, the Mayor finances projects when the budget allows. The Officer for Gender Equality provided examples when Mayor financed shelter and wood expenses for one domestic violence survivor from his office's budget, who after staying 6 months in the shelter had no other place to go. The Mayor has also sponsored the printing of leaflets for a DV awareness campaign. All these happened as a result of the Mayor's own will to support gender related projects.

In Gjakovë/Đakovica, there is no budget line dedicated to DV. When asked about the time that the GE officer allocate to services related to DV, the Director stated that she spends a lot of time related to DV and also features in all budget public hearings. However according to the GE officer, very little time is spent supporting DV survivors. In 2011, the Municipality of Gjakovë/Đakovica supported the shelter 'Safe House' with 5,000 Euros. Other NGOs are supported depending on their projects and municipal possibilities.

Similar to the other two municipalities, there was no budget allocated for DV in Dragash/š in 2011 or in 2012 and so far, no financing has been done for DV. The

Director of Finance was not informed on the time that the officer for GE spends on activities related to DV. There is no separate budget line to support NGOs, but projects are supported from transfers and subsidies presented by the GE officer. However, once again this depends on financial resources. According to the GE officer, no projects have been financed until now. When asked about how shelter houses are financed, the response was that the CSW should be asked. In fact, there is no shelter in Dragash/š. The shelter in Prizren covers Dragash/š as well. Based on the interview with the Director of the shelter in Prizren, it was indicated that they have never been in contact with Dragash/š officials and that no support was ever received from them.

7. Participatory process with regard to budget preparation at the municipal level: interview findings

Article 68 on Public Information and Consultation in Law No. 03/L-040, on Local Self Government (approved in 2008), states that each municipality shall hold periodically, and at least twice a year, a public meeting in which any person or

organization with an interest in the municipality may participate. The date and place of the meeting shall be publicized at least two weeks in advance. One of the meetings shall be held during the first six months of the year. However, the article does not indicate that one meeting should be about budget proposal.

According to the Director of Finance in Gjilan/Gnjilane, the Committee for Policies and Finance and Directors of all Departments take part in the public hearing, whereas the Officer from the Gender Equality Office participates as an observer. When asked about the gender of the abovementioned participants, it was stated that for many years (7-8 years), all members of the team were men, as delegated by all political parties. The budget is presented in Euros, but only the total amount for capital investments group. According to the Finance Director, this is the only expenditure type where flexibility for change exists. It was surprising that only a list of projects is presented, without amounts for each project. A public hearing is held once a year in the municipal assembly room. Although information is distributed all around the municipality, including rural areas (billboards and published on the website), mostly participants consist of municipal officers who discuss issues on behalf of their communities. No women and no NGOs ever attend these hearings. Participants comment and make proposals related to capital investments projects. Based on past experience, proposals include plans to build a school, construct a road and similar projects. After taking into account comments and proposals, changes can be made. However, this is very rare and once approved by the Municipal assembly and

Ministry of Finance, the budget is published in the website. No information is provided to those who made the proposals, although this is hardly applicable as municipal officers alone take place in the public hearings.

It was interesting that the information provided by the officer in the Gender Equality Office in Gjilan/Gnjilane differed greatly from that obtained from the Director of Finance in relation to the participation of women in public hearings. The officer stated that around 20% of participants are women whereas the Director stated that citizens do not take place only officers. The GE officer stated that she is a permanent member in the team during public hearings whereas the Director explained that she is just an observer.

As for the participatory process in tailoring the municipal budget, the Municipality of Gjakovë/Đakovica organizes a public hearing with the citizens. Local radio and TV stations provide information on the public hearings. Some NGOs do participate. However, they are not invited directly but rather through the same media. Public hearings are held in the municipal assembly room and in rural areas in schools and cultural buildings. The following participants attend: Mayor, head of assembly, Director of Finance and development, GE officer and so on. According to the Director of Finance in public hearings, women are represented through NGOs (this is not agreed upon by the GE officer). The budget is presented in Euros and in percentages. Primarily, proposals deal with the improvement of infrastructure. As for recommendations related to DV, the Director stated that proposals had to deal with social services

for DV survivors. Recommendations are taken into consideration based on fiscal municipal possibilities.

A public hearing is also utilized in Dragash/š as a mechanism for the participatory process in budget preparation. Information on the public hearing is announced through local media and no separate invitations are sent to NGOs. Meetings are held in the municipal assembly room. All interested individuals from the municipality can participate, in addition to the GE officer. It was stated that there is low participation in the public hearing and that women NGOs do take part, although the GE officer stated that no women are in these hearings. The budget is presented in absolute values. Proposals primarily deal with infrastructure projects. The interviewed person could not remember a case in which proposals were made in relation to DV. Proposals are analyzed and if possible, changes are made. The final budget is published on the municipality's webpage.

8.

The Gender Equality Officer: Human resources active in response to DV in municipalities

In municipality of Gjiilan/Gnjilane, the GE officer does not have DV as part of her job description. She also confirmed that there is no separate budget line for gender projects and DV. The GE officer explained that there is a working group that signed a MoU between members of the coordination mechanism and the municipality, and that discusses issues related to DV. The GE officer is regularly in these meetings. When asked about reporting, she stated that all members of the working group report for their area of work and then she reports to the Mayor on a bi-annual basis. She does claim for budget but her claims seemed primarily related to office supplies. However, she stated that she claimed for a budget to support DV survivors once they leave the shelter. The only documentation that she was able to produce was the MoU and no reports or meeting minutes were provided.

In Gjiilan/Gnjilane, an interview was conducted with the Coordinator of the Human Rights Unit, in which the GE officer is situated. He explained that his job

description does not include tasks related to DV and also confirmed that neither the municipality nor his unit has a budget for DV. He has worked in the unit for 1.5 years and he has not come across a project proposal claim from NGOs related to domestic violence. Contrary to the GE officer, he stated that the working group meetings only took place once during 1.5 years. When asked whether they are engaged in budget preparation, he stated that they are almost never invited due to a fear of their human rights approach.

In Gjakovë/Dakovica, it was stated that the Gender Equality Officer spends a significant amount of time on activities related to DV. The GE Officer stated that she is active in the coordination mechanism and mentioned awareness-raising days that are organized every year. A lack of budget was noted as the main barrier to support DV survivors. DV survivors contact the GE Officer from time to time to ask for support but due to lack of funds, little support can be provided.

In Dragash/š the GE Officer stated that there are no activities related to DV and no related financial support. The GE Officer stated that due to limited budget and lack of will, almost nothing has been done so far in gender field.

Tasks related to DV are not included in any of the municipalities' GE Officers' job descriptions. However, according to the AGE, it is understood that work on DV is part of a GE Officer's assignment even though it is not expressly stated.

Reading the Bulletin published in 2012 by the AGE, it was noted that Officer for Gender Equality in Gjiilan/Gnjilane distributed brochures and pamphlets in

three languages about the importance of reporting DV. In Gjakovë/Đakovica on 25th November 2011, a debate was organized on the phenomena of DV. However, no activities were noted for Dragash/š.

AGE officers noted that much depends on how active an OGE at the municipal level is. They noted that the Municipality of Dragash/š lacks resources and therefore falls behind in support for DV.

9.

Functioning of the coordination mechanism and level of knowledge of service providers on DV and GRB: Findings from the survey with members of the coordination mechanism

In three municipalities, 23 questionnaires were distributed and 21 responses were obtained. The results are as follows:

Knowledge on gender related laws and documents

The main laws and documents on gender issues that the respondents have knowledge on are the Law on gender equality; Law on Protection against Domestic Violence; Constitution of Republic of Kosovo; Labor Law; Law against Discrimination; Family Law; Penal Law; Law on Social and Family Services; Law on child protection; and Inheritance Law. With regard to knowledge on strategies and programs, the most known documents are the National Program on Gender Equality; National Program against Domestic Violence; and Anti-trafficking Strategy. There were a few cases where no strategies and plans were noted. The CEDAW, Universal Declaration on Human Rights, European Convention on Human Rights and Security Council Resolution 1325 are the most known gender related international documents. However, there were respondents (about 30%) that did not answer, implying that do not have knowledge on international documents.

All respondents stated that they have knowledge on the Law for Protection against Domestic Violence. When asked whether respondents were trained on the standards and regulations related to domestic violence, 85 percent responded positively and 15 percent stated that they were not trained (Figure 1).

Figure 1: Respondents trained on DV standards/regulations

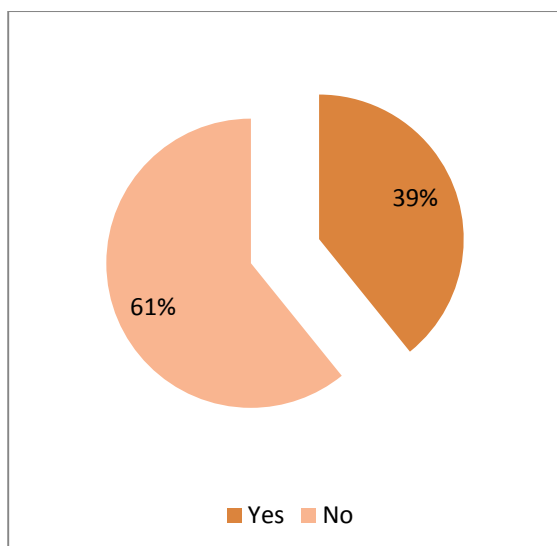
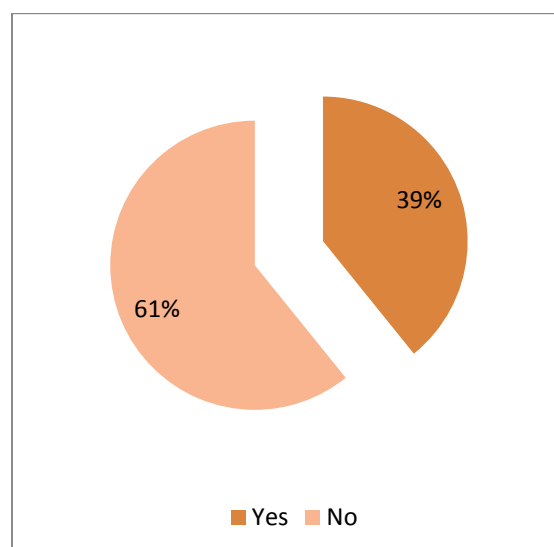


Figure 2: If a person is nominated

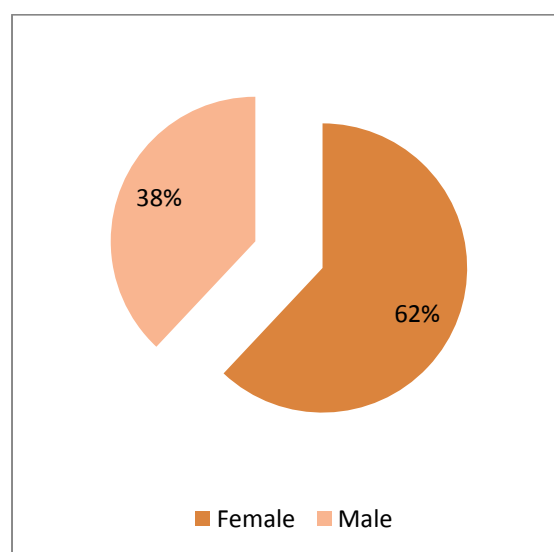


Functioning of coordination mechanisms

Members of the coordination mechanisms were asked about how many times they met as part of the coordination mechanism, except for members in Dragash/š where the mechanism was only recently established. Most respondents stated that they participated a number of times, ranging from 1 to 7 times.

Another question asked whether the respondents' institution nominated a person for the coordination mechanism. In 95 percent of cases institutions had nominated a person and in 5 percent of cases, no person was nominated (Figure 2). Among the nominated representatives, 60 percent are females and 40 percent males (Figure 3).

Figure 3: Gender of nominated person



More than 20 percent of respondents stated that they had missed a coordination mechanism meeting (Figure 4. 19 persons responded) and the main reason stated for their absence was that they were busy (among 12 respondents). As in Figure 5, 8 percent of respondents replied that they missed a meeting as they were not informed on time, indicating that there is a scope for better coordination of the mechanism.

Figure 4: If a meeting was missed

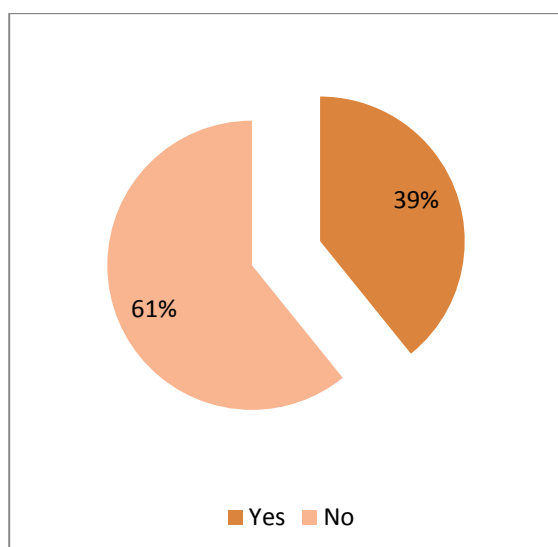


Figure 6: How beneficial is the coordination mechanism

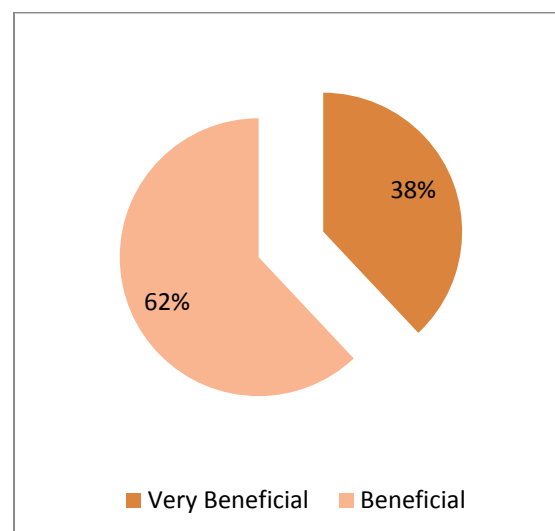
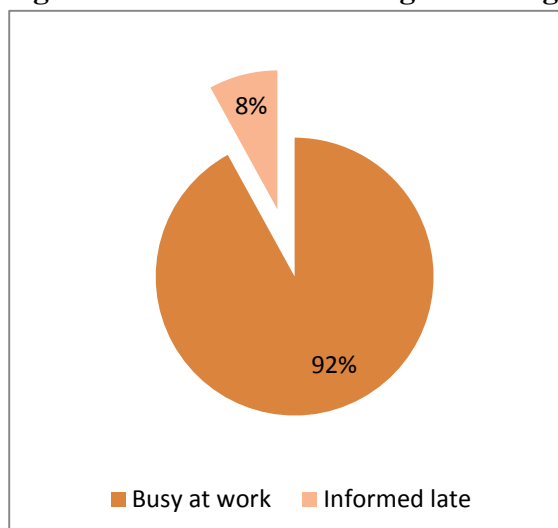


Figure 5: Reasons for missing a meeting



Data reveals that 38 percent of respondents consider that the coordination mechanism is very beneficial and 62 percent think it to be beneficial with regard to supporting better services for DV survivors and addressing DV issues in general (Figure 6). No respondent ticked 'somehow' or 'not beneficial', confirming the importance of the coordination mechanism.

When asked about benefits stemming from the coordination mechanism, responses included the following: strengthened cooperation between institutions that are part of the mechanism; improvement in the quality of services offered to DV survivors; information sharing on DV cases, issues and problems; and improved coordination on activities of the institutions that are part of the coordination mechanism. Some respondents believe that the coordination mechanisms also promote awareness raising related to DV and increase the trust in institutions that are engaged in providing services for DV survivors.

As for the functioning of the coordination mechanisms, the main problems identified were: irregular meetings; poor coordination due to the lack of a mechanism coordinator and lack of an office; the lack of budget for the mechanism; and irregular participation from members.

Considering the weaknesses mentioned, respondents were asked to propose what should be changed and their responses were

as follows: a higher commitment of the coordination mechanism members; the nomination of a coordinator for the mechanism; more frequent meetings; financial allocation for the coordination mechanism; task distribution among members; greater cooperation among departments within municipalities; joint decision making for joint activities; and capacity development to better perform tasks.

The data in Table 1 outlines responses related to the capacity development needs for coordination mechanism institutions. It can be noted that trainings on improving services for DV survivors are the most marked needs. An equal share of respondents stated that training in laws and regulations related to DV, and on how coordination mechanism should work, are trainings are needed.

Table 1: What are the development needs of your institutions?

	Number	%
Training on laws and regulations related to DV	9	45
Training on improving services for DV survivors	10	50
Training on the functioning of a coordinated community response against VAW/DV (coordination mechanism)	9	45
Drafting of internal protocols/regulations/MoUs in order to facilitate the work of the coordination mechanism (if such a MoU does not exist)	6	30

Respondents were also asked what central government should do in order to provide better services for DV survivors. Their responses are presented in Table 2. Adding a budget line for municipalities for DV was noted as the most adequate intervention by the central government (80 percent of respondents agreed). Around 75

percent consider that monitoring the implementation of the law on protection against DV is an important measure that the central government can employ, whereas 65 percent stated that central government should ensure that the Strategy on protection against DV is fully implemented.

Table 2: Desired actions from central government institutions

	Number	%
Add a budget line for DV in municipalities	16	80
Ensure full implementation of Strategy for Protection against DV	12	60
Monitor implementation of the Law on Protection against DV	15	75

One response was that there should be a specialized team working on DV cases at the municipal level and that there should also be a special budget line at this level for services for DV survivors.

Main problems that face DV survivors

The main problems that DV survivors face are: rehabilitation; reintegration; sheltering; unemployment; a lack of financial resources; a lack of proper location at the

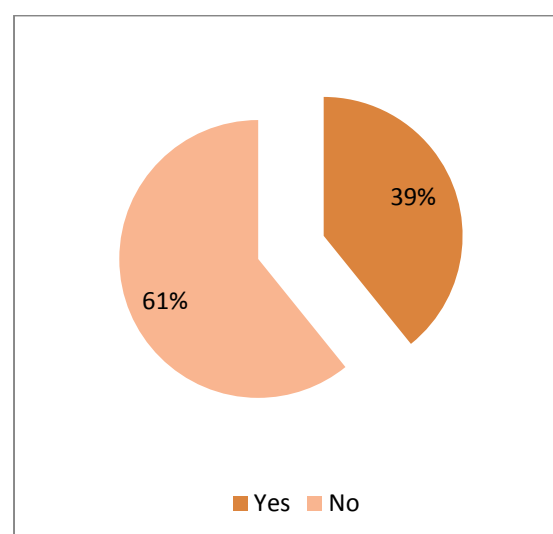
police station when DV survivors are interviewed; poor property inheritance for women; lack of residential shelter; and security.

Knowledge on GRB

When asked about what members of the coordination mechanism mean by the term ‘gender responsive budgeting’ their responses were: that both genders benefit equally from the budget; a special line at the central level for gender issues (the majority of respondents thought this); a special budget for the employment of women; the establishment of funds based on gender; budget allocation on a gender basis; an instrument that enables policy formulation in order to meet men and women’s needs in order to achieve gender equality; analyses on how expenditures and income impact women and girls in comparison to men; an assessment of the budget and income from a gender perspective; and the establishment of a budget that promotes gender equality. There were two responses of ‘do not know’.

In Figure 7 it can be seen that 11 percent (2 respondents) stated that their institution applies a GRB approach, while others responded to the contrary. Knowing that gender budgeting is not applied in Kosovo, the two positive responses indicate that these two respondents misunderstand GRB.

Figure 7: Does your institution apply gender budgeting?



When asked why institutions do not apply GRB, responses varied from a lack of decentralization to the claim that the court does not need such a budget and that there is no such policy in place in their institution.

As expected, all respondents stated that DV survivors’ needs are priority for their institutions. As to how these priorities are defined, it was found that information is primarily gathered through individual interviews followed by meetings in the community. The least applied methodology was focus groups (Table 3).

Table 3: What methodology does your institution apply to set DV survivors’ needs as their priority?

	Number	%
Individual interviews	7	70
Focus groups	2	20
Meetings in the community	3	30
Number of respondents	10	100

Proposals for improvements

The final question addressed to members of the coordination mechanism asked them to add suggestions on how to improve the quality of services offered to DV survivors, improve the functionality of the coordination mechanism and develop capacity needs. The proposals were as follows:

- Enforce functionality of the coordination mechanism and its activity within municipality;
- Work on rehabilitation, education, employment and reintegration of DV survivors;
- Shelters should be financially supported by the central and local levels;
- There should be a separate space at the police station for children and DV survivors when interviews are conducted;
- Ensure implementation of GE laws.

revised) will have an article on gender budgeting. It was also pointed out by AGE that nominating a coordinator to monitor the implementation of the Strategy and Action Plan on Protection against Domestic Violence will enhance support for DV survivors.

OSCE: Meeting with Xhylijeta Devolli, National Legal Advisor on Women and Children and Gender Focal Point in the OSCE Department of Human Rights and Communities

OSCE has organized trainings with institutions involved in implementation of the Law on Protection against Domestic Violence. Participants included Victim's Advocates, police officers, social workers, GE Officers, shelters and NGOs engaged in activities related to DV survivors and media. By the end November, OSCE will start trainings on gender mainstreaming with municipal officers in all municipalities, primarily focusing on policy design and not on budgeting.

Meeting with Rreze Duli: Project manager to Support Decentralization in Kosovo between 2008 and 2012

According to Ms. Duli, UNDP has been engaged in municipal development plans but not in covering gender issues, as these plans were developed from an economic point of view.

The trainings that have been provided by UNDP in relation to budgeting and gender equality are noted here.

In 2009, UNDP organized a training program on building the capacities of the civil servants of newly established municipalities. The training consisted of 11 modules, among which there was a training

10. Current developments related to DV: KWN, OSCE and UNDP

As indicated in this document, the AGE noted that one positive development is that the new law on gender Equality (to be

module on 'Municipal Budget Planning and Budget Execution' provided in the municipalities of Mitrovica/Mitrovicë North, Gračanica/Graçanicë, Ranilug/Ranillug, Parteš/Partesh, Klokot/Klllokot and the Ministry of Local Governance and Administration. The target Group included civil servants, Municipal Budget Officers and directors. The course provided training on budget planning; the development of capacities for the identification of needs; realistic budget planning; the legal procedures in this process; and GRB.

In 2010, UNDP organized trainings "Human rights and gender awareness" for all municipalities, including the following modules: initial basis for building a strategy for human rights and gender equality; reforms in the legal framework on human rights and gender equality; new legislation on civil service and gender equality; respect for human rights in public administration and gender equality; the role and responsibilities of Municipal Human Rights Units; the rights of persons with disabilities; the rights of minorities and right to language use; anti-trafficking and prevention through institutional mechanism; international children's rights law and local legislation; and official rules of writing and reporting for Human Right Units.

Kosovo Women Network (KWN): meeting with Nicole Farnsworth, 26 July 2012

KWN has been working in the DV field for some time, primarily at the macro level by interviewing the main stakeholders and aiming to calculate the cost of DV services

for budgeting purposes. The related report was published in September 2012.

11. Main findings and recommendations

In this section, the main findings and proposals on how to improve services for DV survivors at the local level are presented.

The main findings derived from this research are as follows:

- Although there is no separate budget line for DV at the municipal level, shelter houses were financially supported by municipalities. Activities were primarily related to awareness-raising days. All support crucially depends on the Mayor's will and it is understood that municipalities face financial constraints;
- Gender Equality Officers at the local level have no budget line and hence face difficulties in supporting activities. It was found that the amount of DV related activities that are implemented is greatly dependent on the GE Officers' engagement. This fact was also confirmed by the AGE;
- Given that GE Offices are under the Human Rights Units, and do not have a budget line, GE Officers are not engaged in budget preparation.

The lack of a special budget line demotivates GE Officers to prepare working plans for gender issues. Furthermore, they take part in public hearings for the budget as observers only i.e. their presence is not mandatory;

- With regard to public hearings, it was noted that projects for capital investments are primarily presented. In most cases, women's participation is almost non-existent and no NGOs participate. Thus, their voices are rarely heard;
- There is a lack of information and information sharing between Heads of Finance and GE Officers; Differing statements were collected;
- Shelters, one of the main service providers that DV survivors approach, face a main problem of financial sustainability. MLSW and donors have been the primary finance sources, with municipalities offering occasional support;
- As indicated by previous research, the reintegration of DV survivors remains the biggest challenge, including the provision of permanent shelter and their subsequent employment;
- Complaints were made related to the implementation of the law, in particular the fact that DV survivors often have to leave the house where violence is exercised set by the law that she should remain at home;
- Municipalities face financial constraints and are in urgent need of a special grant for social services, if those services are to be fostered;
- The decentralization of social services is considered to have

created a difficult situation for municipalities, as it is not accompanied by financial decentralization;

- There is some scope for intervention to improve the knowledge on strategies and other relevant documents to DV;
- Participation in meetings of the coordination mechanisms varies. Approximately one fifth of members have missed a meeting, mainly due to them being busy;
- The coordination mechanism is considered to improve services provided to DV survivors. The coordination of activities among member institutions is noted as the main benefit stemming from the mechanism;
- The most cited problems faced by coordination mechanisms are the absence of members in the meetings, the lack of a coordinator and the lack of a budget;
- In general, there is misunderstanding about the concept of GRB which is mainly understood as the existence of a separate budget for men and women;
- None of the interviewed institutions apply GRB in their budgeting processes;

Recommendations

Interventions at municipal level

- Close monitoring should be conducted on the implementation of the National Strategy and Action Plan for Protection Against Domestic Violence;
- Municipalities should have an office, and hence a separate budget

- line, for activities related to DV. Alternatively a 'budget line' for DV could be added as part of the mayor's office;
- A sustainable budget is needed to secure the provision of shelters, although this may fall mainly under the MLSW;
 - The participatory approach to budget preparation should be enhanced. GE Officers should not only be present, but also work to ensure the participation of women and women's NGOs, and discuss needs related to DV;
 - A budget for social services should be advocated for during public budget hearings (i.e. a budget for DV related services. Although no separate budget line exists, there can be an allocation from within the mayor's office);
 - Given that securing permanent shelter is a major obstacle, the municipal level should be lobbied so that when social shelter applications are reviewed, a priority will be given to DV survivors;
 - Municipality funds could be used for reintegration purposes, particularly education and employment. At present in Kosovo, there are projects on business start-ups. DV survivors could be engaged in such projects, in which they would realise two aims: receiving training and gaining the potential for economic independence. These could be followed by GE officers and followed to those in charge for such projects;
 - Jobs for DV survivors could be secured through close cooperation with Employment Centers;
- Decentralization should become more efficient so as to allow municipalities to plan the budget using recent and relevant data on the social service needs of DV survivors;
 - The nomination of coordinators for the coordination mechanisms and the development of reporting procedures would ensure that meetings are held regularly and benefits of the mechanisms are realized;
 - Budget should be allocated for the operation of the mechanism;
 - There should be a greater responsibility for coordination mechanism members to attend meetings;
 - More regular meetings should be imposed, once again confirming the need for nominating a mechanism coordinator;

Capacity development needs for members of the coordination mechanism

- Trainings for GE officers are necessary to encourage them to raise their voices and make demands at the municipal level;
- GE officers should be increasingly critical and not report the current situation to be better than it is. Trainings could be organized on how the officers should report and gather information related to DV. As no reports are available, it is difficult for GE Officers to lobby for the interests of DV survivors;
- Trainings are needed on the laws and documents related to DV;

- There is a need for training on GRB mechanism and on drafting for all institutions covered in this study; protocols and regulations for the mechanism;
- Trainings are needed on the functioning of the coordination

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Appendix: Questionnaire

UNWOMEN

August 2012

Questionnaire related to functionality of DV related coordination mechanism and development needs of institutions included in the mechanism in municipality of Dragash/š, Gjakovë/Đakovica and Gjilan/Gnjilane

The aim of this questionnaire is to collect information related to the functioning of coordination mechanism consisting of institutions that provide services to domestic violence survivors and also to identify development needs of these institutions including the topic of gender responsive budgeting as a new concept that produces beneficial impact in democratic societies that promote gender equality. Data will be analyzed and included in a report which will serve as a basis to design training and other activities aiming to improve services offered to domestic violence survivors in Kosovo.

The questionnaire is anonymous. Interviews will be conducted by UNKT coordinators and when needed, the consultant engaged by UNWOMEN will conduct interviews.

Thank you for your cooperation!

Questionnaire

1. Institution:
2. Position:
3. Gender: A. Female B. Male
4. Age:

5. Please indicate the Law and regulations that set up your duties (as mentioned above).
 - 1.
 - 2.
 - 3.
 - 4.

I. Level of knowledge on national and international Laws and documents with relevance to gender equality.

6. Can you please name national laws, strategies and plans that support/promote gender equality in Kosovo.
7. Do you have knowledge on Kosovo Law on Protection against Domestic Violence?
 1. Yes 2. No
8. Can you please name international documents related to gender equality which are basis for national laws.
9. Have you ever been trained at work regarding the standards/basic work regulations related to cases of domestic violence?
 1. Yes
 2. No
10. If Yes, which institutions/organizations have trained you and when?

Institution

Year

II. The role and level of activities by the mechanism and capacity development needs

11. When did your institution become member of the coordination mechanism (please indicate month and year):

12. Has your institution appointed a person to take place in the meetings of the coordination mechanism?

- Yes
- No
- I don't know

12.1 If Yes, please indicate his/her position in the institution and his/her gender

13. How many times did you take place in the coordination mechanism meeting?
_____ times

14. Did you miss any meetings:

1. Yes 2. No

15. A. If you missed a meeting what was the reason?

1. Busy at work
2. Was informed too late
3. Other reason (please specify)

B. How beneficial do you see the existence of the coordination mechanism?

1. Very beneficial 2. Beneficial 3. More or less beneficial 4. Not beneficial

16. Can you name three main benefits arising from the coordination mechanism?

- 1.
- 2.
- 3.

17. Can you name three main weaknesses in the running of the mechanism so far?

- 1.
- 2.
- 3.

18. What needs to be changed for the coordination mechanism to work efficiently if any needed?

- 1.
- 2.

3.

19. What are development needs of your institution related to DV as part of the coordination mechanism?

1. Training on Laws and regulation
2. Trainings on improving services for DV survivors
3. Training on the way of functioning of the coordinated community response against VAW/DV (coordination mechanism)
4. Drafting of internal protocols/regulations/MoUs in order to facilitate the work of the coordination mechanism (if such MoU does not exist)
5. Additional support to improve the functioning of the coordination mechanism (please specify)

20. What do you think are the three biggest issues/problems of DV survivors related to your field of work?

- 1.
- 2.
- 3.

21. If there are any issues to be addressed how could those be solved?

22. What do you think that the central government institutions (i.e. the respective Ministry) should do to ensure that DV survivors receive the most adequate services at the local level?

1. Add a budget line for municipalities for DV
2. Ensure full implementation of the strategy for Protection Against DV
3. Monitor implementation of the Law on Protection Against DV
4. Other (please specify)

III. The level of knowledge on GRB

23. What do you mean by GRB?

24. Do you use GRB as a planning tool in your institution?

1. Yes;
2. No;
3. I do not know

24.1 If YES, can you please describe how you use it (for what purposes and when exactly)?

24.2 If NO, why do you think your institution does not use GRB?

25. Does the municipality where you operate allocate budget for support to DV survivors?

1. Yes 2. No 3. Do not know

25.1 If Yes, do you know what is the % of this budget is in the total budget of the Municipality for a year?

26. Does your institution prioritize the needs of DV survivors?

1. Yes
2. No
3. I do not know

26.1 If YES, how is this realized, please indicate the methodology used

1. Individual interviews
2. Focus groups
3. Meetings in the community
4. Other? (Please specify)

IV. Comments and proposals

27. Please add any comments and proposals

Date of the interview:

ENDLINE STUDY: Budget Allocation for DV Services at the Municipal Level, Functionality of Coordination Mechanisms and Knowledge on Gender Responsive Budgeting in 3 pilot Municipalities /June 2015

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Abbreviations

CEDAW	The Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organization
CSW	Centre for Social Work
DV	Domestic Violence
GRB	Gender Responsive Budgeting
MLSW	Ministry of Labour and Social Welfare
NGO	Non-Governmental Organisation
SOP	Standard Operation Procedure

1.

Introduction and methodology

In 2012, UN Women commissioned a study to examine the following research questions: whether the Municipalities of Dragash/š, Gjakovë/Djakovica and Gjiilan/Gnjilane provide financial support of services for domestic violence (DV) survivors; to understand the functionality of the coordination mechanism (a mechanism that incorporates representatives from all institutions that are engaged in service provision for DV survivors) and the areas in which development is needed to offer the most adequate services to DV survivors; and to determine the knowledge that members of the coordination mechanism have on gender responsive budgeting (GRB) and whether their institutions apply these procedures.

Based on desk research, interviews and a survey, the main findings of the study were as follows:

- No municipality has a separate budget line for domestic violence but municipalities provided some financial support for DV services. Municipalities face financial constraints and are in urgent need of a special grant to foster social services;
- The Gender Equality Officers at the local level have no budget line and hence face difficulties in supporting activities;
- Shelter houses face financial constraints and their sustainability is at risk (the Ministry for Labour and Social Welfare and donors have been the main financing source, with some additional support offered occasionally by municipalities);
- The reintegration of DV survivors remains the biggest challenge, including the provision of permanent shelter and their employment;
- There is a need for improvement of the knowledge on strategies and other relevant documents for DV.
- With regard to the functioning of the coordination mechanism, there has been general agreement that the mechanism is needed but that participation is not at a desirable level. The lack of a coordinator and

lack of a budget were most cited problems that coordination mechanisms faced.

- Finally, related to the knowledge on GRB, it was revealed that a misunderstanding about GRB was common. GRB was frequently understood as the process of having separate budgets for men and women. It was found that none of the institutions interviewed apply GRB in their budgeting process.

Drawing on the findings of the research, the following main recommendations were proposed:

- Municipalities should have an office, and hence a separate budget line, which would be used for activities related to DV, among other issues;
- A sustainable budget is needed for shelters, although this may fall mainly as part of the MLSWs responsibility;
- There should be greater provision of social housing/shelter for DV survivors;
- Support for the reintegration of DV survivors should be enhanced through skill development and employment;
- The nomination of a coordinator for the coordination mechanism and the

development of reporting procedures to make sure that meetings are held regularly and benefits are derived from the mechanism;

- A budget should be allocated for operation of the mechanism;
- Meetings of coordination mechanisms should be more regular and there should be greater responsibility when it comes to meeting attendance on the behalf of all members. One important proposal was the need for capacity development of members of the coordination mechanisms through trainings related to laws and documents pertaining to DV, gender responsive budgeting and other topics that would enhance the functioning of the coordination mechanisms.

Having collected information for the initial baseline study, this study aims to analyze the progress made since 2012 in the three target municipalities. To gather needed information, focus group discussions with the coordination mechanisms were organised in three municipalities and a survey was also undertaken with members of the coordination mechanisms. In Gjilan/Gnjilane, the Mayor was present in the beginning of the meeting and in

Gjakovë/Djakovica, the advisor to the Mayor was present in the meeting and actively and constructively participated in discussions. Focus groups discussions aimed to address the following questions: what progress has been made in the functioning of the coordination mechanisms since 2012; what activities have been undertaken; the role of assigned coordinators; the issue of sustainability of the coordination mechanisms and support currently provided by the municipality for future plans; what benefits does the coordination mechanism provide to DV survivors; the main challenges that DV survivors face and how these should be addressed.

To capture the progress made since 2012, an almost identical questionnaire has been applied to the survey with coordination mechanism members used in the baseline study. Only one section was added containing direct questions on the functioning of the coordination mechanism, to assess if any developments were made at the central level to support DV survivors.

The report is structured as follows. Chapter 2 discusses findings from the focus group discussions with the coordination mechanisms in the three target municipalities. Findings from the survey are elaborated in Chapter 3. In Chapter 3,

comparative analyses between two rounds of the survey are provided. The report concludes with main findings and proposals for further improvement in the functioning and sustainability of the coordination mechanisms, to ensure sufficient financial support from municipalities for support to DV survivors and also to provide adequate services for DV survivors. This will not only ensure the safety of the survivors, but also facilitate their reintegration by increasing their employment opportunities.

2. Developments since 2012 and municipal support: findings from focus group discussions

2.1 Main developments and municipal support

The main developments and support provided by municipalities since 2012 are as follows:

- Municipal strategies on protection against DV have been developed, accompanied by Action Plans for protection against DV and the cost of each activity. This has also served as a capacity development exercise for all participating members;
- The collaboration among coordination mechanisms, including CSOs and newly elected municipal officials, has been strengthened and the needs of DV survivors were clearly presented to local level authorities. As a result, mayors in the three target municipalities allocated funds for the implementation the joint project proposals while UN Women provided less than 30% to support the proposals;
- In three cities, the 'friendly interviewing rooms' at the police stations have been equipped and are been used by DV survivors and their children. Supported by UNWOMEN, a number of police officers have received training in the UK which was perceived as being very beneficial for their work;
- The three target municipalities have allocated a specific budget amount to support activities during the 16 days of Activism and similar advocacy activities;
- The Municipalities of Gjakovë/Djakovica and Gjiilan/Gnjilane have provided social shelters for DV survivors, and further support has been promised. Moreover, in the municipality of Gjakovë/Djakovica, an additional criteria has been added for social shelters whereby DV survivors are a priority group;
- The agreement was reached between Municipal Commission for Shelter and the Safe House on social buildings for DV cases in Gjakovë/Djakovica.
- The mayor of the Municipality of Gjakovë/Djakovica has expressed the commitment to allocate a special budget that will be allocated for the functioning of the coordination mechanism in year 2016;
- Children of DV survivors do not pay any costs for their daily stay in pre-school institutions;

- The agreement between the Municipality of Gjakovë/Djakovica and DV Unit of Kosovo Police on the allocation of the budget to cover the basic needs of DV survivors during their stay in Police station has been reached and implemented;
- UN Women has supported the CSOs who deal with DV issues in developing project proposals on advocacy and GRB initiatives and presented those to the local municipal authorities;
- Training on the implementation of SOPs has been provided by the Agency for Gender Equality and Kosovo Police to all members of the coordination mechanisms in the three target municipalities;
- Based on the experience gained in all three pilot municipalities, the GRB manual has been developed and is ready to use when similar initiatives are proposed;
- Members of the Coordination Mechanisms, including CSOs, are well informed on the GRB approach and support the need for implementation of GRB in their institutions and local authorities. However, further work needs to be carried out in terms of advocacy on GRB;
- In June 2015, UN Women organised a training with coordination mechanism members on GRB with specific focus on planning concrete activities to support DV survivors by also identifying a budget line from which the support for planned activities can be allocated;
- UN Women has supplied coordination mechanism in Dragash with laptop, projector, and printer, which has facilitated coordination, communication and supported the implementation of activities.

Finally, it must be stressed that the Gender Equality Officers do not have any budget for undertaking activities.

2.2 Functioning of the coordination mechanisms

Discussions with members of coordination mechanisms concluded that since 2012, coordination mechanisms have been increasingly functional. In Gjakovë/Djakovica, the mechanisms consist of 20 members, of 18 in Gjilan/Gnjilane and of 13 in Dragash/š. There is no shelter in Dragash/š so the shelter in Prizren covers this area also. For the members, ‘functionality’ means that

regular meetings take place, that there is regular participation of all members and that the cooperation has been greatly improved among members. The main benefits of the coordination mechanisms are as follows: joint decision making for specific DV cases; more efficient management of cases; community awareness-raising on DV; support for the re-integration of DV survivors; better services for DV survivors; and accurate data on DV violence. Coordination mechanism members were closely engaged in organising the 16 Days of Activism against Gender Based Violence.

In the baseline study, the proposal was to assign a coordinator for the mechanisms in each municipality, as this would facilitate better functioning of the mechanisms. Now, in all three municipalities, one coordinator for the coordination mechanism is assigned. In the Municipalities of Dragash/š and Gjakovë/Djakovica, this role is played by the Gender Equality Officers. In Gjiilan/Gnjilane, a new staff member has been engaged for this position (paid jointly by UNWOMEN and the municipality).

According to members of the mechanisms, cases of DV are now dealt with more efficiently and more adequately responded to. Members of the coordination mechanisms directly communicate with each other ensuring that services are

delivered on time and to best possible standard. Individual cases confirming this finding have been presented. On average, coordination mechanisms meet six times per year (every second month) and when needed, additional meetings take place. In each meeting, members from all institutions report on the number of DV cases and services provided. Coordination mechanisms serve as a platform for discussing challenges and the best ways to deal with them. For example, the reintegration into society has been identified as one of the key challenges faced by DV survivors. This topic has been discussed in the coordination mechanism and the representative of the Employment Office advised workers from the Centres for Social Work on active labour market policies provided by the Employment Centres and also preconditions for access to those services. As a result, DV survivors are now advised and supported to register as unemployed at Employment Offices and have access to training and employment intermediation services. Several success stories of employment and training were

noted during discussions.² However, there is scope for further engagement in the facilitation of employment for DV survivors. Shelter houses should closely cooperate with Employment Offices to identify projects that would match the skills and needs of DV survivors.

To raise awareness and provide outreach for DV survivors, coordination mechanisms have opened a social network account that has been claimed to provide information on the role of the mechanism and the services available to DV survivors.

2.3 Activities organised or supported by the coordination mechanisms

The main development in this area has been the signing of Memorandums of Understanding (MOUs) among all coordination mechanism members, including the municipalities. In three municipalities, coordination mechanisms have developed strategies during workshops for the prevention of DV, and the protection and support for DV

survivors, covering period 2013-2016. Action plans for the implementation of the strategies have also been developed. However, until now, the implementation of the strategies has been constrained due to a lack of financial resources. It has also been found that there is no proper monitoring and reporting of the implementation of the strategy to the coordination mechanism or municipality. A brief description of the strategies is shown here.

The Local Strategy against DV for the Municipality of Gjakovë/Djakovica aims to:

- ✓ Work on preventing domestic violence and raising community awareness of the negative aspects of this phenomenon;
- ✓ Improve/build a system for collecting and sharing data among the mechanism's members;
- ✓ Strengthen the mechanisms for a quicker response to cases of domestic violence and improve coordination between mechanism's members;
- ✓ Provide advocacy and monitoring of policy implementation and

implemented by the Ministry of Labour and Social Welfare)

² in Gjilan/Gnjilane 12 DV survivors have been employed through a training scheme

suggest changes based on best practices in the DV area.

Local Strategy against DV for the Municipality of Gjilan/Gnjilane aims to:

- ✓ Ensure functional and good coordination between institutions for the prevention of DV , protection for victims and families of DV and reintegration into social and economic life in the municipality;
- ✓ Work on breaking stereotypes, mentalities and traditions that sustain and foster domestic violence, and promote social protection for victims of such violence by the community and society in Gjilan/Gnjilane;
- ✓ Provide economic support and the provision of opportunity for the welfare of survivors of DV and their families.

Local Strategy against DV for the Municipality of Dragash/š aims to:

- ✓ Work on the prevention of DV, which is defined as a key principle of the strategy
- ✓ Ensure the protection of DV survivor, through the provision of institutional, legal and social services

- ✓ Facilitate the reintegration of DV survivors through further education and training, and employment.
- ✓ Work on the rehabilitation of domestic violence perpetrators and offenders until they are completely integrated into normal life.

Between 2012 and 2015, trainings of police officers, judges, prosecutors and NGOs on the Law on protection against DV have been organised. Trainings on GRB have also been organised for municipal officers and NGOs. Activities have been organised in schools aiming to raise awareness and facilitate the prevention of DV. UNFPA organised trainings for health workers focused on gender-based violence. A health worker member of the coordination mechanism stated that the training of health workers on domestic violence is very important in identifying DV cases. She mentioned that some cases were identified through the children of mothers that were subject to DV.

2.4 Sustainability of the coordination mechanisms: challenges and opportunities

There is a strong willingness and commitment from all members of the coordination mechanisms to support the sustainability of the mechanisms. Overall, members of the coordination mechanisms consider that the group is sustainable. One of the coordinators was sceptical about this, but did not support the claim with any arguments. Gender Equality Officers that play the role of coordinators claimed that their job description needs to be amended and this additional role should be incorporated. This will make their work easier and make them more responsible. Support from municipalities has been noted to be of central importance for the sustainability of the mechanisms. Financial support was highlighted as a prerequisite for producing benefits from the mechanisms, as it will ensure that activities are organised. These activities would result in prevention of DV, awareness-raising and better services and support for DV survivors. From discussions, it became apparent that the motivation and commitment of the coordinators is of great importance and hence their continued capacity development is of utmost importance.

3.

Findings from the survey with members of the coordination mechanisms

In the three municipalities, 38 questionnaires were completed by coordination mechanism members, of which 20 were women and 18 were men. The average age of members was 46 (33 of them reported their age).

3.1 Knowledge on gender related laws, strategies and documents with a focus on gender-based domestic violence

Aside from two members that did not have knowledge on any of the laws, all other members indicated knowledge of the Law on Gender Equality and Law on Protection

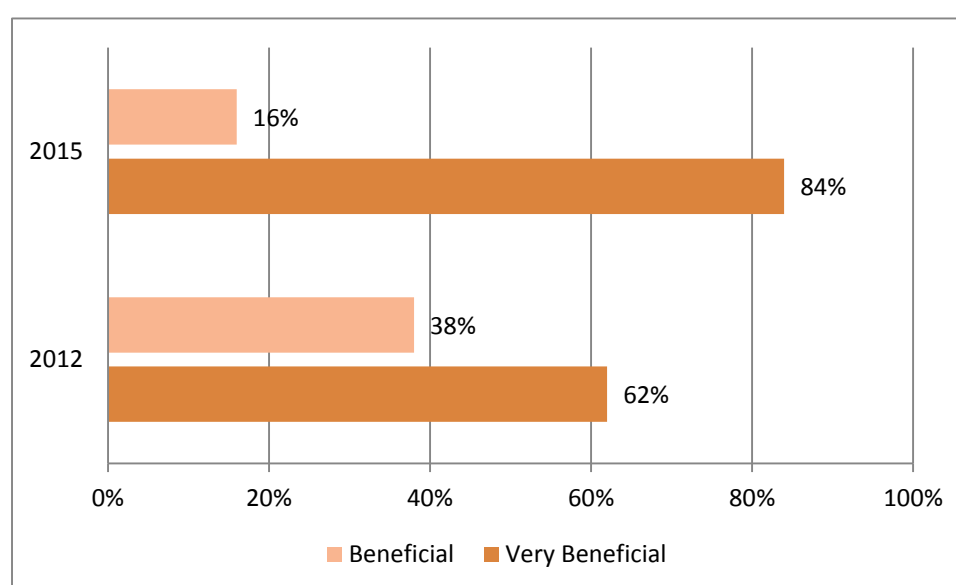
against Domestic Violence. With regard to knowledge of the strategies, all members listed the Municipal Strategy Against Domestic Violence and the National Strategy and Program Against Domestic Violence. However, 10 members did not respond to this question, which could be interpreted as a lack of knowledge on the strategies. Among other documents related to the Domestic Violence, members listed the Standard Operation Procedures for Protection from Domestic Violence in Kosovo from 2013. CEDAW and the European Convention on Human Rights were the most commonly noted international documents that serve as a basis for Kosovo laws.

Comparative note: Overall, an increase in knowledge was found from 2012 with

regard to the Law on Gender Equality, the Law on Protection Against Domestic Violence and national and municipal strategies.

When asked whether respondents were trained on standards or regulations related to domestic violence, 71% responded that they were not trained (Figure 1). The number of trained members was higher in the 2012 survey, but it must be noted that in 2012 only 21 questionnaires were filled out (16 less than in 2015). The main topics of the trainings included the protection, rehabilitation and reintegration of DV survivors. The main training providers were noted to be UN Women, OSCE, UNFPA, USAID, UNICEF, etc.

Figure 1: Whether trained on standards/regulations related to domestic violence, 2012 and 2015 responses



Functioning of coordination mechanisms

Respondents were asked whether there is one person named for the coordination of the mechanisms. In 90 percent of cases, institutions named a person and in 10 percent of cases, no person was nominated (Figure 2). Among the named representatives, 62 percent were females and 38 percent were males (Figure 3).

Figure 2: If a person nominated

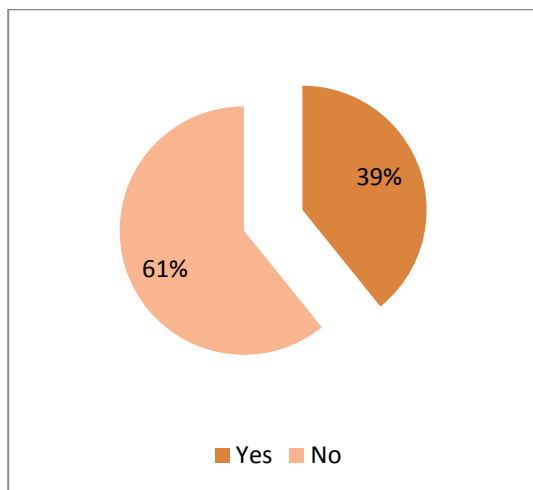
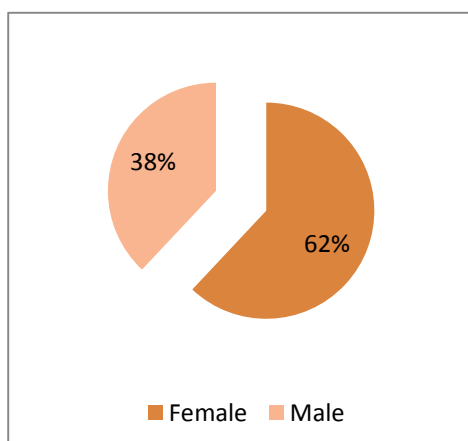


Figure 3: Gender of nominated person

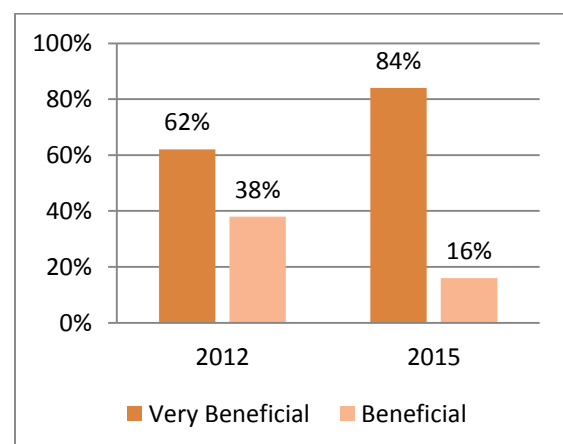


54 percent of members stated that they missed at least one of the coordination mechanism meetings. The main reason was

that they were busy, however they usually did send someone to represent the institution. During the focus group discussions, it was stated that participation in the coordination mechanism's meetings is a priority for all members and thus, when they are very busy, they delegate someone so that the meeting is not missed entirely.

In 2012, 5 percent of respondents missed a meeting since they were not informed on time. In 2015, only one person stated that the meeting was missed due to short notice (Figure 4). This highlights the important role of the coordinator in organising up meetings in advance.

Figure 4: Reasons for missing a meeting, 2012 and 2015

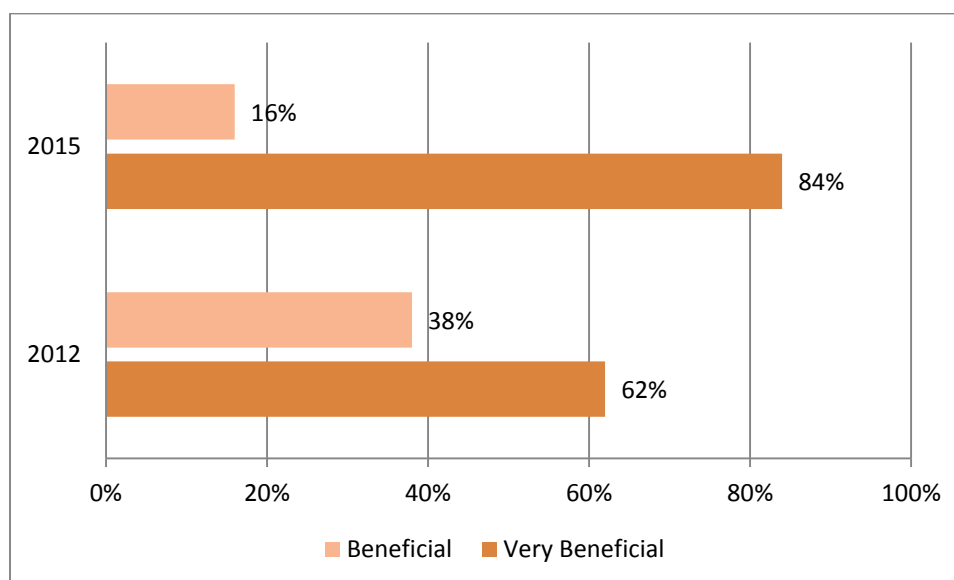


In 2015, 84 percent of respondents rated the coordination mechanism as 'very beneficial' in supporting improved services for DV survivors and in addressing general DV issues. 16 percent rated the mechanism

as ‘beneficial’ (Figure 5). No respondents gave a lower rating of the mechanism, illustrating its importance.

Observing the data from 2012 and 2015, a greater number of members continue to value the mechanism as ‘very beneficial’.

Figure 5: How beneficial is the coordination mechanism?



When asked about the benefits stemming from the coordination mechanism, responses included the following:

- Strengthened cooperation between institutions that are part of the mechanism;
- Improvement in the quality of services offered to DV survivors;
- Improvement in the identification of DV cases;
- Increased information sharing on DV cases, issues and challenges;
- Improvement in reporting and statistics;

- Increased facilitation of employment for survivors;
- Improvement in case management.

The main challenge to the functioning of the coordination mechanism was the lack of budget for implementing the Municipal Strategies Against Domestic Violence. In one case, the large group of people comprising the mechanism was mentioned as a weakness in its functioning.

Based on the weaknesses reported, respondents were asked to propose what should be changed to achieve improvement. The most common proposal was securing a budget for the

Implementation of the strategy. Sources of finance that were suggested included the municipality and donors.

The data in Figure 6 outlines responses related to the capacity development needs of the coordination mechanism. In 2015, the greatest need identified was training on improving services for DV survivors. Half of the respondents also claimed a need for increased knowledge on laws and regulations related to DV. One third of respondents stated that trainings are needed with regard to the functioning of the coordination mechanism. 42 percent consider that there is a need to improve skills in drafting protocols and regulations.

Comparing data from the two surveys, it is evident that fewer members identified a need to be trained on the functioning of the coordination mechanism in 2015. This may indicate an improvement in the functioning

of the coordination mechanism. More members claimed a need to improve services for DV survivors, and for trainings on laws, regulations and the preparation of internal protocols and regulations in 2015. These findings suggest that coordination mechanism members have become more informed on the needs of DV survivors, and hence propose that increased and improved services are needed. Additionally, since the mechanism has become more functional, they need greater skills to develop internal documents. The development of the municipal strategies has been an activity that also contributed to the needs of members in aiding them to develop strategies and action plans. In future, the development of project proposals can be a primary theme of training, as coordination mechanisms should submit well-prepared proposals to their municipality and potential donors.

3.2 Support needed at central and local levels

Another question asked was what the central government should do in order to provide better services for DV survivors.

Responses are presented in Figure 7. Adding a budget line from the municipalities for DV was noted to be the most adequate intervention by the central government. 80 percent of respondents agreed with this measure. In 2015, the second most important intervention was the need to monitor the implementation

of the Law on Protection against Domestic Violence. About half of the members stated that central government should ensure the implementation of the Strategy on Protection against Domestic Violence.

Comparing results between 2012 and 2015, the budget allocation remains the key intervention to be undertaken by the central government.

Figure 6: Development needs of institutional parts of the coordination mechanisms

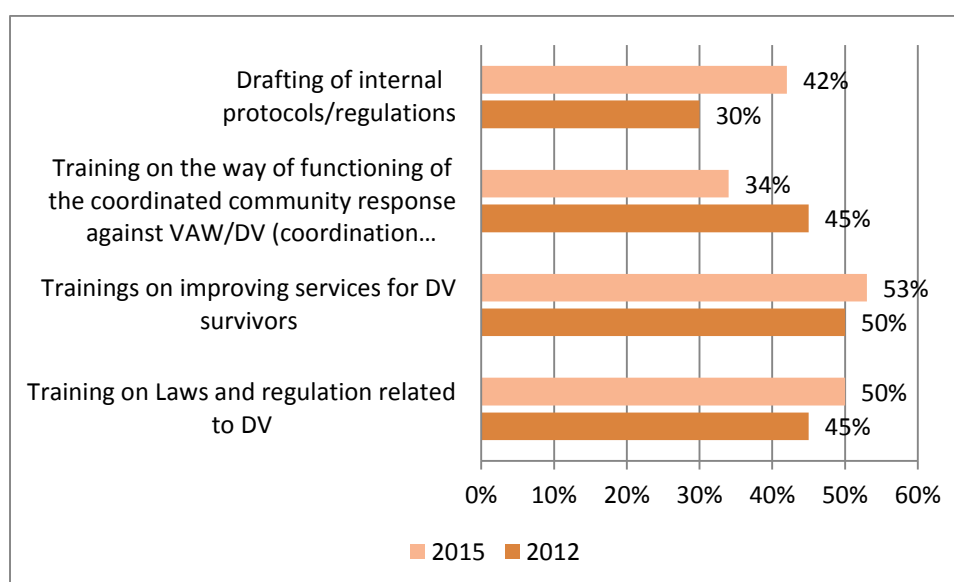
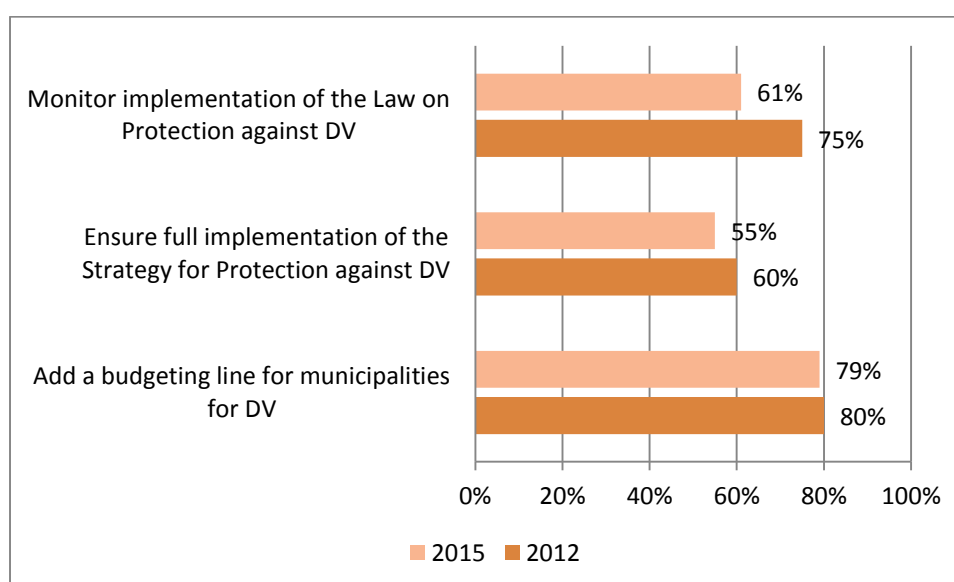


Figure 7: What actions should central government institutions undertake to provide adequate services for DV survivors (in % of members)



Almost all members proposed the allocation of a budget for gender equality. The application of a gender responsive budgeting approach should be implemented in all institutions.

3.3 Main problems facing DV survivors

According to coordination mechanism members, the main challenge faced by DV survivors is achieving economic independence, i.e. employment. This challenge was mentioned more often in the second round of the survey. Other challenges that face DV survivors include rehabilitation, the lack of a residential shelter, socialisation and establishing their safety. It was emphasised that even if DV survivors would receive all possible services, the need remains to work towards the rehabilitation of the perpetrators of violence. The lack of sustainable support for safe houses was also noted as an issue requiring a permanent solution. Access to social assistance was also noted as one issue that has to be prioritised.

To address these challenges, the following proposals were made:

- Support from the central government in the form of financial support from municipalities;

- Increased investments in social shelters;
- Awareness-raising on DV;
- Obtaining support from donors.

In 2012, a commonly noted challenge was the lack of a proper location in the police stations for interviewing DV survivors. By 2015, this facility was implemented in each of the three target municipalities.

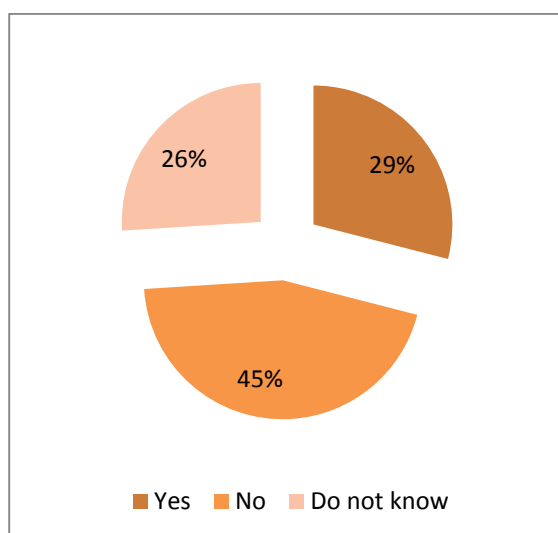
3.4 Knowledge on Gender Responsive Budgeting

In the 2012 survey, the majority of members understood GRB as a special budget line at the central level for gender issues. In 2015, GRB was understood as a budget from which both women and men benefit equally. Another interpretation was that GRB is the allocation of a budget for gender equality purposes. These findings indicate that there has been an increase in the understanding of GRB and that this can be attributed to trainings that were organised between the two surveys.

Data in Figure 8 shows that 29 percent of members consider that their institution applies GRB. 45 percent stated that this is not the case and 26 percent are not informed

as to whether their institution applies GRB. Members that responded that their institution applies GRB explained this as follows:

Figure 7: Does your institution apply gender responsive budgeting?



There is no sustainable budget in any of the municipalities for DV survivors, but support has been provided every year in the form of support for safe houses, support to

DV survivors and their children during their stay at the police station, the provision of temporary social shelter and also the support for activities that were organised during 16 Days of Activism Against Gender Based Violence.

70 percent of members of the coordination mechanisms stated that the needs of DV survivors are a priority. For others such as the Youth Centre, this topic is not their core activity. However, they also work in this area. Institutions that are part of the coordination mechanism identify the needs of DV survivors through individual interviews with DV survivors (70% of respondents). This figure was in 2012 (50% of respondents) and as such, it may be interpreted as a positive development in the response to the voices and concerns of DV survivors.

Table 3: What methodology does your institution apply to prioritise DV survivors' needs?

	2012	2015
Individual interviews	50	70
Focus groups	20	18
Meetings in the community	30	12
Number of respondents	100%	100

3.5 Developments at central and local levels since 2012

The progress noted in the last three years was entirely linked to the local level. No developments were attributed to the central level. Positive developments were noted at the institutional level, including better case management; improved services at the police station; increased awareness in schools and the community on DV; some progress in employment and training; and the increased reporting of DV cases. At the central level, the development of Standard Operation Procedures (SOPs) for Protection from Domestic Violence in Kosovo (2013) represents an important advancement. The purpose of SOPs' is to establish a coordinated system throughout Kosovo institutions, which reacts immediately and consistently to cases of DV for the purpose of providing quality assistance and support to survivors of DV. As a result, institutional mechanisms and other partners will harmonize and coordinate their actions at various stages in DV cases, including the identification, referral, protection, rehabilitation and reintegration of victims, and the treatment of perpetrators of DV. SOPs will improve the government's response to cases of

domestic violence. Victims will be protected from secondary victimization and they will be encouraged, assured and empowered to distance themselves from harmful and abusive relationships. As such, their reintegration into society will be more effective.

Almost all members stated that the coordination mechanisms have become increasingly functional since 2012. None of the members claimed that the mechanism has become less functional. However, there were some non-responses. The main contributing factors to the enhanced functionality of the mechanisms were the increase in support from the municipality (in Gjakovë/Djakovica, specifically from the Mayor); the regular meetings of the mechanisms attended by almost all members; the constructive discussions; the assignment of coordinators; and good coordination between mechanism members.

4.

Conclusions and recommendations

The findings from this research confirmed that progress has been made in the functioning of the coordination mechanisms and the support provided to DV survivors since 2012 in the three target municipalities. The main developments related to the coordination mechanisms are outlined as follows:

- ✓ Memorandums of Understanding have been signed among all institutions that are part of the coordination mechanisms;
- ✓ In each municipality, a coordinator has been assigned to facilitate the organization and functioning of the mechanisms;
- ✓ The coordination mechanisms have become fully functional. Regular meetings now take place and overall, there is regular participation of members;
- ✓ Due to increased cooperation among institutions, the efficiency of case management has been increased; the community is informed about the existence and role of the mechanisms; there has been an increase in reporting of DV; general awareness on DV has been improved within communities;
- ✓ Municipal strategies on protection against DV have been developed, accompanied by action plans and cost analysis for each activity. This has also served as a capacity development exercise for all participating members;
- ✓ As a result of trainings, the knowledge of mechanism members on laws and documents relating to gender equality and DV has been advanced;
- ✓ Discussions during meetings have lead to the identification of challenges faced by DV survivors and how these can be addressed. For example, while the main challenge in 2012 was identified as safety and shelter, this changed to reintegration and economic empowerment in 2015;
- ✓ Members of the mechanisms have jointly organised and implemented activities during the 16 Days of Activism Against Gender Based Domestic Violence;
- ✓ Some DV survivors have participated in training courses and a number have been employed

through Public Employment Offices;

- ✓ Although there is no application of Gender Responsive Budgeting in Kosovo, members of the coordination mechanisms are well informed on the approach and support the need for its implementation in their institutions;
- ✓ All members are of the opinion that coordination mechanisms are sustainable, that is they are not dependent on support from donors. However, to make the best use of the mechanisms, financial support for the organization of activities is deemed necessary;
- ✓ The lack of cooperation within the coordination mechanism in Dragash/š, and from the safe house in Prizren, was noted.

An increased willingness to support the mechanisms and activities in the area of DV at the local level has been confirmed. Although municipalities have financially supported the organization in some activities, and have supported DV survivors, there is no specific budget allocated for the mechanism or for services for survivors. There is a commitment to allocate a budget for the coordination mechanism in the Municipality of Gjakovë/Djakovica in 2016, and to support

DV survivors in the other two municipalities. Similar to 2012, in 2015 there was no budget available for Gender Equality Officers, a budget which could also be used for activities in DV area.

Recommendations

Despite the progress achieved, scope remains for improvement in the support of DV survivors. This can be achieved through following measures and interventions:

- ✓ Sustainable financial support from municipalities for the coordination mechanisms;
- ✓ Sustainable financial support for safe houses;
- ✓ Capacity development of coordinators in the areas of project proposal development, reporting, monitoring and lobbying;
- ✓ Facilitation of employment and up-skilling of DV survivors. The Ministry of Labour and Social Welfare should include DV survivors among priority groups to benefit from training and employment programs;
- ✓ Resources for intervention programs that target the perpetrators of DV. At present, all resources are used for the survivors of DV;

Comprehensive and multi-sectoral approach to Domestic Violence

Lessons Learned

- ✓ Training of police officers on techniques for interviewing children;
- ✓ Training of doctors on describing the injuries, as this is an important element for the adjudication of cases;
- ✓ Training of journalist so that they appropriately report on DV; and
- ✓ Increased activities in schools, contributing to the long-term reduction of DV cases.

Annex 1: Questionnaire

UNWOMEN

2015

Questionnaire related to functionality of DV related coordination mechanism and development needs of institutions included in the mechanism in municipality of Dragash/š, Gjakovë/Djakovica and Gjilan/Gnjilane

The aim of this questionnaire is to collect information related to the functioning of coordination mechanism consisting of institutions that provide services to domestic violence survivors and also to identify development needs of these institutions including the topic of gender responsive budgeting as a new concept that produces beneficial impact in democratic societies that promote gender equality. Data will be analyzed and included in a report which will serve as a basis to design training and other activities aiming to improve services offered to domestic violence survivors in Kosovo.

Thank you for your cooperation!

Questionnaire

1. Institution: 1.1. Municipality
2. Position:
3. Gender: 1. Female 2. Male
4. Age:

V. Level of knowledge on national and international Laws and documents with relevance to gender based domestic violence.

5. Can you please name national laws, strategies and plans that support/promote gender equality in Kosovo with focus on gender based domestic violence.

5.1 Laws

5.2 Strategies

5.3 Other documents

6. Do you have knowledge on Kosovo Law on Protection against Domestic Violence?
2. Yes 2. No

7. Can you please name international documents related to gender equality which are basis for national laws with focus on gender based domestic violence.

8. Since 2012 have you ever been trained at work regarding the standards/basic work regulations related to cases of domestic violence?

3. Yes
4. No

8.1. If Yes, which institutions/organizations have trained you and when?

Institution	Year	Topic

VI. The role and level of activities by the mechanism and capacity development needs

9. In which year has your institution become a member of coordination mechanism?

10. Has your institution appointed a person to take place in the meetings of the coordination mechanism?

- Yes
- No
- I don't know

10.1 If Yes, please indicate his/her position in the institution and his/her gender

10.1.1 Position

10.1.2 Gender

11. How many times did you take place in the coordination mechanism meeting during 2014?

_____ times

12. Did you miss any meetings:

2. Yes 2. No

12.1. If you missed a meeting what was the reason?

- 4. Busy at work
- 5. Was informed too late
- 6. Other reason (please specify)

13. How beneficial do you see the existence of the coordination mechanism?

2. Very beneficial 2. Beneficial 3. More or less beneficial 4. Not beneficial

14. Can you name three main benefits arising from the coordination mechanism?

- 1.
- 2.
- 3.

15. Can you name three main weaknesses in the running of the mechanism so far?

- 1.
- 2.
- 3.

16. What needs to be changed for the coordination mechanism to work efficiently if any needed?

- 1.
- 2.
- 3.

17. What are development needs of your institution related to DV as part of the coordination mechanism?

6. Training on Laws and regulation
7. Trainings on improving services for DV survivors
8. Training on the way of functioning of the coordinated community response against VAW/DV (coordination mechanism)
9. Drafting of internal protocols/regulations/MoUs in order to facilitate the work of the coordination mechanism (if such MoU does not exist)
10. Additional support to improve the functioning of the coordination mechanism (please specify)

18. What do you think are the three biggest issues/problems of DV survivors related to your field of work?

- 1.
- 2.
- 3.

19. If there are any issues to be addressed how could those be solved?

20. What do you think that the central government institutions (i.e. the respective Ministry) should do to ensure that DV survivors receive the most adequate services at the local level?

5. Add a budget line for municipalities for DV
6. Ensure full implementation of the strategy for Protection Against DV
7. Monitor implementation of the Law on Protection Against DV
8. Other (please specify)

VII. The level of knowledge on GRB

21. What do you mean by GRB?

22. Do you use GRB as a planning tool in your institution?

4. Yes;

5. No;

6. I do not know

22.1 If YES, can you please describe how you use it (for what purposes and when exactly)?

22.2 If NO, why do you think your institution does not use GRB?

23. Does the municipality where you operate allocate budget for support to DV survivors?

2. Yes 2. No 3. Do not know

23.1 If Yes, do you know what is the % of this budget is in the total budget of the Municipality for a year?

24. Does your institution prioritize the needs of DV survivors?

4. Yes

5. No

6. I do not know

24.1 If YES, how is this realized, please indicate the methodology used

5. Individual interviews

6. Focus groups

7. Meetings in the community

8. Other? (please specify)

VIII. Developments since 2012

25. Compared to 2012 in your opinion is the coordination mechanism more functional

1. Yes 2. No

25.1 If the coordination mechanism has become more functional please state what contributed to this?

1.

- 2.
- 3.

25.2 If the coordination mechanism has become more functional please state why did this occur?

- 1.
- 2.
- 3.

26. In last three years have there been any positive developments at central level to support DV survivors?

1. Yes 2. No

26.1 If Q26=1 then please list three most important developments.

- 1.
- 2.
- 3.

27. In last three years have there been any positive developments at local level to support DV survivors?

27.1 If Q27=1 then please list three most important developments.

- 1.
- 2.
- 3.

28. In last three years have there been any positive developments at your institution level to support DV survivors?

1. Yes 2. No

26.1 If Q28=1 then please list three most important developments.

- 1.
- 2.
- 3.

IX. Comments and proposals

29.1 Please add any comments you may have

29.2 Please add any proposals you may have

Date of the interview:

BASELINE STUDY: Budget Allocation for DV Services at the Municipal Level; Functionality of Coordination Mechanisms and Knowledge on GRB in Northern Kosovo Municipalities/

June 2015

(Mitrovica/ë North, Zveč/çan, Leposavić/ç and Zubin Potok)

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1.

Introduction and Methodology

Gender-based domestic violence (DV) is an issue that characterises Kosovo society. Despite progress improvements in this area, there is still a large scope of work to be done in improving violence prevention, reporting cases, ensuring safety and sheltering, providing adequate and qualitative services, facilitating the rehabilitation of proprietors, and supporting DV survivors to reintegrate in the social sphere through their economic empowerment. This study is the first of four to be conducted in municipalities in a and focuses on assessing challenges that DV survivors face; outlining the process which DV survivors undergo; identifying the services that are available for DV survivors and the mechanisms that are in place to facilitate cooperation between institutions engaged in the protection and support of DV survivors. The study seeks to identify further needs for fostering cooperation between involved institutions, which in turn will facilitate the provision of high quality support services.

Currently there are no official statistics on the prevalence of domestic violence in northern Kosovo, as the relevant

institutions do not maintain records on domestic violence cases (Waugh, 2013). The only data available is found at the police station level. Similarly, the main police station in the southern part of Mitrovica/ë records cases of DV. However, this data is not shared with institutions in the northern part of Mitrovica/ë. This lack of information sharing is considered as one barrier to developing a cohesive strategy to tackle domestic violence in northern Kosovo (Waugh, 2013). The same study concluded that there a comprehensive approach is needed, involving public campaigns, capacity-training for municipal workers, the establishment of a safe-house as well as the facilitation of cooperation between public institutions.

To achieve the aims of this study, interviews were conducted with relevant institutions and a questionnaire was filled in by institutions responsible for protecting and supporting DV survivors. Interviews were conducted with the Directors of the Finance Departments in municipalities of Mitrovica/ë North, Leposavić/ç, Zubin Potok and Zveč/çan. The interviews covered the topics of budgeting procedures at the municipal level; how priorities are set and how the budget is prepared based on those priorities; whether the municipality allocates a budget for domestic violence activities; if and what type of services are financially supported by the municipality, and from which budget line; and understanding the participatory process of citizens in budget preparation. The primary aim of the interviews with the Directors of the Finance Departments was to identify the budget line that could best be used to

allocate funds for services for DV survivors.

Centers for Social work were also interviewed and the topics of discussion focused on identifying the type of support and services that Centres provide to DV survivors; understanding the main challenges that these survivors face, as perceived by the Centers; identifying challenges that Centres for Social Work face in supporting DV survivors; identifying available budget funds for supporting DV survivors; and collecting other relevant information regarding DV in their municipalities.

One aim of this study was to interview Gender Equality Officers (GEO) in each municipality. However, it became apparent during field-work that these municipalities do not have GEOs. Previously, the Municipality of Zveč/çan had a GEO but, since that person passed away, the position remains vacant. Discussions are now taking place to fill the position. Another target group for the study were safe houses for DV survivors. However, once again, but there is no safe house in four municipalities. Interviews were also conducted with civil society organizations (CSOs), namely NGO Zensko Pravo and NGO AKTIV. Discussions with CSOs were focused on the main challenges that DV survivors face; whether the support for survivors is sufficient and in which areas most support is needed; in what way the CSOs support the DV survivors; whether CSOs participate in public hearings of municipalities for the budget; their opinions on establishing a coordination mechanism in each municipality for supporting DV survivors and improving synergy in activities; how well the reintegration of DV

survivors is supported; and any other information of importance in the area of DV in their work.

The survey was conducted with three (3) directors of Centres for Social Welfare, four (4) police officers, two (2) DV survivor protectors and one (1) judge. The questionnaire consisted of four main parts. The first part included questions about the main obstacles that DV survivors face. The second part focused on the issue of coordination between relevant institutions for DV survivors. The third part addressed questions on the financial support provided by municipalities for services for DV survivors and on the topic of gender responsive budgeting (GRB). The final part contained questions to assess the knowledge of interviewees on international laws and documents relevant to gender equality.

Further valuable information was collected during technical meetings organised by UN Agencies (UNDP, OHCHR, UN Women, UNICEF, UNFPA, FAO) in Mitrovica/ë North on the 16th of June, 2015. In this meeting, relevant institutions and CSOs active in gender-related topics were present. The discussion was focused on the challenges that DV survivors face, the services available and on further support needed to best serve and facilitate the reintegration of DV survivors.

2. Mapping of the process that domestic violence survivors undergo in Kosovo

1. The domestic violence survivor or a witness reports the domestic violence to the police. The police unit goes to the incident site and a police officer, specially trained to work with domestic violence victims, proceeds with the case. Many police stations in the north have a designated officer who is charged to handle DV cases and many have been trained to deal with such cases both locally and abroad (Waugh, 2013);
2. If there are visible signs of physical violence, the victim is taken to a health centre for examination and a report is subsequently prepared;
3. The police calls representatives of the Centre for Social Welfare and their expert team for domestic violence then gets involved, especially if a child is involved in the case. In northern Kosovo there

are three (3) Centers for Social Work that are located in the municipalities of Mitrovica/ë North,³ Zveč/çan and Leposavić/ç. In cases of domestic violence, the Center for Social Work is tasked with liaising with the local police and courts in order to ensure that the victim is given adequate protection, and to provide psychological and material support. Centers for Social Welfare provide psychosocial support by a psychologist, financial support (40-80 Euros depending on the number of children) and also counseling services. There is no specific budget for the victims of DV, expect the budget which is foreseen for social welfare. This is derived from both the Serbian and Kosovo budgets. There is one-time assistance available in the form of a monthly payment from the Serbian and Kosovo budget. This financial support is originally intended for single parents who are women.

4. The police inform a Victim's Advocate, who then informs the victim about his/her rights and opportunities, and takes a statement from the victim. The Victim's Advocate accompanies the victim through all the stages of the case;
5. Accommodation in a safe house, located in southern Kosovo, is recommended to a victim. However, no DV survivor has accepted this option to date due to the location. Concrete steps have been taken to build a safe house in

³ The Center for Social Work in Mitrovica/ë North also covers Zubin Potok.

northern Kosovo. The municipality of Mitrovica/ë North has donated the land, an architectural plan has been developed and discussions with the Finish Embassy are ongoing in relation to supporting the construction.

6. The prosecutor is informed and they initiate a case, raise charges and process the case to the court. The court in Vučitrn/Vushtrri is responsible for issuing protection orders. However, there is no cooperation between the court and the Centre for Social Work in Mitrovica/ë North or in other municipalities throughout northern Kosovo (Waugh, 2013).

The interviews also revealed that the local Primary Health Centre (Dom Zdravlja) possess a protocol for dealing with cases of suspected DV. When the doctors determine that DV has in fact occurred, a report is prepared and the police are informed. Good cooperation between health clinics and police has been reported by a recent study, in contrast with poor cooperation between health clinics and the Centers for Social Work (Waugh, 2013). This points to the need for enhanced cooperation among institutions involved in responding to domestic violence.

3. Existing mechanisms to address DV and support survivors

During this research, the following coordination mechanisms were identified:

1. In each municipality, an informal group of women assembly members, established by the women's own initiative, exists. The aim of the group is to address DV and promote gender equality in the municipality. Their goal is to develop an action plan that will contribute to the development of concrete activities and procedures at the municipal level to promote gender equality and address gender-based domestic violence. However, no activities have been undertaken so far due to financial constraints.
2. In June 2014, NGO AKTIV in Mitrovica/ë North established a task force as part of the project '*Strengthening the Institutional Response to Domestic Violence in Northern Kosovo*'. The aim of this project was to lay the groundwork for the construction of a safe-house in northern Kosovo and offer a series of trainings to police officers, social workers and other municipal officials on the topic of working

with victims and handling DV cases efficiently and effectively. The task force consists of representatives from the Centers for Social Welfare in Zubin Potok, Mitrovica/ë North, Zveč/çan and Leposavić/ç; the director of a health centre from Leposavić/ç; representatives from three (3) gender-related NGOs (Maras, Zdravlje and Santa Marija); a representative of the Zveč/çan Municipality; a representative from the Primary Court; representatives from Kosovo Police in Leposavić/ç and Mitrovica/ë North; and representatives from two other CSOs.

3. As established in the Memorandum of Understanding (MoU), the Task Force must perform the following tasks in cooperation and consultation with the Project Manager: hold regular coordination meetings (dependent on the availability of Task-Force members) in the lead-up to project activities; conduct a study-visit to a safe-house in Bijeljina, Republika Srpska, Bosnia and Herzegovina in order to determine which best practices can be applied in Northern Kosovo; issue a report on the study-visit, to be written by the Project Manager, outlining the findings of the study-visit as well as which practices can be implemented in northern Kosovo; provide assistance and facilitate an in-depth needs-assessment of local public institutions, which will gauge the resources that they currently have as well as identify the needs of local institutions in increasing capacities

to deal with domestic violence more effectively; identify key local actors on an institutional level who will participate in trainings offered by AKTIV. The Task Force was designed to be sustainable and it will play a role in the lead up to the establishment of the safe house in Mitrovica/ë North. AKTIV's goal is to work closely with them throughout this project and to continue to use it as an essential support mechanism (based on an interview with NGO AKTIV). During the interview with a representative from NGO AKTIV, it was emphasised that a sustainable coordination mechanism is needed that would integrate all relevant institutions. This would contribute to better cooperation between institutions and improve the provision of adequate services for DV survivors.

4. Challenges faced by domestic violence survivors

This section reports the findings from the survey, interviews and technical meeting (held in northern Kosovo in June 2015) that were conducted as part of this research. In northern Kosovo, the women who are subject to domestic violence noted the

prominent causal factors as alcohol and drug consumption by men, and poor economic conditions. Drawing on findings from the interviews and surveys, the main challenges that DV survivors face are as follows:

- A lack of safe houses, which result in women having to return to the violence;
- The poor economic standing of DV survivors who have no option but to return to the violence;
- A lack of social shelters that could be used by DV survivors;
- A lack of psycho-social-economic rehabilitation programs for women;
- Stigmatisation by the society. Domestic violence is still taboo, preventing women from seeking help;
- The women's lack of knowledge on their rights and available supports;
- Weak sanctions that do not contribute to DV prevention and discourage the reporting of DV cases;
- The poor implementation of issued protection orders;
- The poor awareness on the consequences for those that exercise violence;
- The poor cooperation between institutions that are relevant to support DV survivors;
- Reintegration of DV survivors;
- The legal and court structure is either weak or non-existent and consequently, the implementation of laws governing DV is limited (Waugh, 2013). Since the nearest court is located in Vučitrn/Vushtrri, few women from northern Kosovo pursue legal

action through the court system (in 2013 it was reported that the court in Vučitrn/Vushtrri prosecuted 15 cases of DV reported in northern Kosovo).

5. Budgeting procedures and municipal support for DV survivors

The Chief of Finance in Zubin Potok explained the process of proposing the budget in the Kosovo system. According to the law, each directorate in the municipal administration has to propose a budget. However, as the municipality of Zubin Potok does not have directorates, the budget is proposed by the Department of Finance. The budget is proposed based on three criteria: the previous year's budget; the needs of the municipality and who is approving the budget (Government of Kosovo). After submitting the budget proposal by the Department of Finance, and upon consultation with the competent ministry, a public hearing is organized where citizens, civil society representatives and other organizations can express their needs and views on the budget proposal. However, the participation remains very limited from both citizens and CSOs. After the public hearings, the budget proposal is sent to the local assembly for approval.

The representative of the finance department in the Municipality of Leposavić/ç stated that there are some financing issues in relation to the Kosovo government. The budget is based on the number of citizens in the municipality, on the territory and on some other factors. However, due to inaccurate census data, the budget is considerably lower than the real needs of the municipality. The Chief of Finance of the Zveč/çan municipality complained that the centralized system of Kosovo is not flexible, only set limits and does not allow the allocation of funds to other priorities.

Municipalities in northern Kosovo do not have a special budget line for DV. The Chief of Finance from the Municipality of Mitrovica/ë stated that there were no requests from DV survivors for any support. The chief of finance from the Zveč/çan Municipality mentioned a case whereby the municipality covered rent costs for domestic violence survivors for two years but few other cases were financially supported by the municipal budget. For families living in poor conditions and DV survivors, there is one-time aid to the average value of 100 Euros paid from municipalities' own revenues.

Although there is no budget line for DV related services in municipalities, the interviewed Chief of Finance stated that this could be achieved through the budget line for the social program or health care. From interviews with Chiefs of Finance in four municipalities, the will to allocate budget to support DV survivors has been strongly emphasized. However, proposals should be addressed to the relevant municipalities and this has thus far not been implemented. The Chief of Finance of the

Zubin Potok Municipality highlighted that plans and strategies for supporting the victims of domestic violence are being developed.

There is no specific budget for supporting victims of DV but there is one general budget for the CSW from which funds are distributed for social welfare. Part of that budget is financed from the Serbian Ministry and municipalities also secure a part. The budget is determined based on the proposal of the CSW to the ministry according to the previous financial year, which depends on the number of citizens and the size of the municipality. Municipalities also can access a short-term financial support donated from the so-called Office for Kosovo and Metohija, for which the budget is calculated based on the economic situation of the family. This usually results in a fund between 20,000 to 50,000 dinars (170-420 Euros).

6.

Findings from the survey

As outlined in Chapter 1, the aim was to undertake a survey with several institutions and individual positions including Centres for Social Welfare, Municipal Departments of Education and Health, Gender Equality Officers, safe houses, police officers working on DV cases, DV protectors and judges. Given the organisational specificities of the municipal institutions in

northern Kosovo, the survey was done only with CSW, police officers, DV protectors and one judge. Since only 10 questionnaires were filled in, data can only be analysed by reporting the number of cases and not percentages (otherwise the percentages would suggest misleading trends. For example, one response in favour of a particular answer would result in a 10% response rate). However, averages are meaningful and, when applicable, are reported.

The questionnaire was filled in by 6 men and 4 women with an average of 46 years of age. The main laws that establish their duties were mentioned to be the Penal Law, Law on Police, Family Law, Civil Law, and Code of Penal Procedures. The Law on Protection Against DV was mentioned by DV protectors and one worker from the Center for Social Work. This does highlight the need for capacity building since the Law on Protection Against DV is also a very important one for police officers and all social workers.

6.1 Challenges faced by DV survivors and how they can be addressed

Findings on the challenges faced by DV survivors were almost identical to those identified during the interviews and technical meeting held in Mitrovica/ë North. The most frequently noted

challenges were the lack of economic independence of DV survivors, the lack of a safe house and social shelter, fear to report DV cases, the lack of safety and limited employment opportunities. According to respondents, these challenges can be improved through better coordination between institutions, the construction of a safe house, awareness-raising for women on their rights and available services, the provision of adequate services and increased safety measures for DV survivors.

When asked what municipalities should undertake to ensure that DV survivors receive the most adequate services at local level, all respondents stated that there is a need to support the employment of DV survivors. The following responses were attributed great importance: that municipalities should add a special budget line for DV; the need to ensure the full implementation of Strategy for Protection Against DV; enhancing the role of NGOs and the provision of training programs for DV (Table 1). Seven out of 10 respondents stated that the municipality should financially support the safe house.

Table 1: Needed measure to support DV survivors

	Number of respondents
Add a municipal budget line for DV	9
Municipal financial support for a safe house	7
Full implementation of the strategy for Protection Against DV	9
Monitor implementation of the Law on Protection Against DV	8
Increasing the role of NGOs that work on DV	9
Support re-integration of DV survivors through participation in training programs	9
Supporting their employment	10

6.2 Coordination between institutions related to domestic violence survivors

Institutions engaged in protecting and supporting respondents were asked if they met during the last year and all but one responded affirmatively. Overall, respondents value the cooperation as good (Table 2). Only one respondent stated that there is no cooperation between institutions. Two (2) stated that the cooperation is poor and the remaining respondents stated that cooperation between institutions is good. However, no respondent rated cooperation as very good.

Four out of ten respondents stated that there is a coordination mechanism in place, referring to the task force established by

NGO AKTIV as part of the project for constructing the safe house. A memorandum of understanding between all relevant institutions has been signed. The primary aim of this task force is to support DV survivors. Those that responded that there is no coordination mechanism stated that the lack of such a mechanism is having a negative impact on support provided to DV survivors. Nearly all respondents consider that there is a need to establish a coordination mechanism of all institutions engaged in supporting DV survivors. According to respondents, a coordination mechanism would improve cooperation between institutions, facilitate efficiency of case management, increase identification of DV cases, increase safety for DV survivors, increase awareness on the rights and support available for DV survivors and contribute to the improved image of engaged institutions. One respondent stated that the coordination group already exists so there is no need to establish another one.

Table 2: Cooperation between institutions

	Number of respondents
No cooperation	1
Poor cooperation	2
Good cooperation	7
Very good cooperation	0

6.3 Municipal Contributions and knowledge on Gender Responsive Budgeting

When asked if the municipality where respondents' institutions operate allocate budget for supporting DV survivors, 3 respondents stated that the municipality allocates budget for DV survivors, 4 responded that there is no budget allocated and one respondent did not have information. None of the three respondents that stated that the municipality does allocate budget were informed on the amount allocated.

The needs of DV survivors are a priority for all institutions except the court. Individual interviews with DV survivors are the most commonly used source of information in identifying the needs of DV survivors.

For respondents, gender responsive budgeting (GRB) implies a specific budget for female DV survivors, special funds to support the education, health and employment of women and a budget for gender equality. One person understands it

as the equal treatment of both genders. Almost all respondents stated that their institutions do not apply a GRB approach. The main reason for not applying this approach was that there is a limited budget available, a lack of information on the needs of DV survivors and no budget for gender equality. These responses once again confirm the lack of knowledge on the concept of GRB and hence suggest the need for capacity development trainings in this area.

6.4 Knowledge on laws and strategies

When asked about laws and strategies that promote gender equality, respondents noted the Law on Gender Equality, the Law on the protection against domestic violence, the Family Law, international law and conventions. Two respondents stated that they are not informed about any laws. Two respondents stated that they do not have knowledge on the Law on Protection Against Domestic Violence.

Only one respondent has not been trained on the standards/basic work regulations

related to cases of DV. Those that participated in trainings have received those trainings from OSCE, USAID, Kosovo Police, Court Academy and EULEX Kosovo.

7.

Conclusions and recommendations

The main findings derived from this research are as follows:

- Although there is no specific data available, it was stated that gender based domestic violence is very present in northern Kosovo;
- A lack of cooperation exists between institutions engaged in protecting supporting DV survivors;
- Since 2014, a task force consisting of the main institutions that are engaged in protecting and supporting DV survivors has been in operation. However, the task force has been established as part of a project implemented by an NGO and so the sustainability of this task force will be put in question upon completion of the project;
- There is no specific municipal budget allocated for DV survivors;
- A lack of services, in particular psycho-social-economic

rehabilitation programs for women, are available;

- There are limited financial resources at the municipal level to support DV survivors;
- There is poor awareness among women on their rights and available support;
- Due to a lack of trust in the justice system (poor implementation of protection orders, light sanctions, poor awareness on the consequences for those that exercise violence), DV cases are under-reported;
- Stigmatization in the society, where the domestic violence is still taboo, prevents women from seeking help;
- The lack of a safe house is a key challenge faced by DV survivors;
- The economic dependence of DV survivors is claimed to be the main reason for under-reporting and for the return of DV women to the source of violence (mainly to their husbands);
- The non-existence of services to work with DV perpetrators;
- Limited knowledge on international and national laws, strategies and SOPs;
- Institutions do not apply gender responsive budgeting and moreover, there is lack of understanding of the concept of gender responsive budgeting.

Drawing on findings of this research, the main recommendations are as follows:

- Enhance cooperation between institutions through the establishment of a sustainable

mechanism that will be lead by the municipality and facilitated by a local coordinator at the municipal level. This mechanism will enable regular reporting, improve services for DV survivors, contribute to efficient case management and aid the protection from DV;

- Lobby municipalities to allocate a separate budget for DV services;
- Organise activities that will increase awareness: among women that are subject to DV on their rights and available services; among perpetrators on the consequences that they will face; among the wider community on the topic of DV, thereby contributing to the reduction of the phenomenon;

- Construct safe house(s) which will also provide counseling and psycho-social services for DV survivors;
- Establish projects to support the up-skilling of DV survivors and their subsequent employment;
- Provide counseling and rehabilitation services for DV perpetrators;
- Organise trainings on laws, strategies and SOPs relating to DV;
- Provide trainings on gender responsive budgeting;
- Increase the role of NGOs on the topic of DV;
- Ensure the full implementation and monitoring of the strategy for Protection Against DV;
- Develop locally based strategies to support DV survivors;

References

Waugh, C. (2013). *Report on Domestic Violence in North Kosovo: The Institutional and Legal Situation in the Region*. NGO AKTIV.

Appendix 1: Questionnaire

UNWOMEN

2015

Questionnaire related to protection and support provided to survivors of domestic violence

The aim of this questionnaire is to collect information on the protection and support provided to domestic violence survivors. The study also aims to identify needs the need for a coordination mechanism which has proved to greatly facilitate protection and support for domestic violence survivors in some pilot municipalities. Finally the study seeks to identify the development needs of institutions protecting and supporting domestic violence survivors which will be serve as a basis to design training and other activities aiming to improve services offered to domestic violence survivors.

The questionnaire is anonymous and interviews will be conducted by the researcher engaged to conduct interviews.

Thank you for your cooperation!

1. Institution:

1.1. Municipality:

2. Position:

3. Gender: 1. Female 2. Male

4. Age:

5. Please indicate the Law and regulations that set up your duties.

1.

2.

3.

4.

X. Problems that DV survivors face and proposals

6. What do you think are the three biggest issues/problems of DV survivors related to your field of work?

1.

2.

3.

7. If there are any issues to be addressed please indicate three main ways how could those challenges be solved?

1.

2.

3.

7.1 Is there any shelter house in your municipality?

1. Yes 2. No

7.2 If there is no shelter house, do you consider that there is a need to have a shelter house?

1. Yes 2. No

8. What do you think that local government/municipality should do to ensure that DV survivors receive the most adequate services at the local level?

9. Add a budget line for municipalities for DV
10. Financially supporting a shelter house
11. Ensure full implementation of the strategy for Protection Against DV
12. Monitor implementation of the Law on Protection Against DV
13. Increasing the role of NGOs that work on DV area
14. Support re-integration of domestic violence survivors through participations in training programs
15. Supporting their employment
16. Other (please specify)
- 17.

XI. Coordination between involved institutions related to Domestic Violence Survivors

9. There are several institutions engaged in protecting and supporting domestic violence survivors. Did you ever meet with these institutions during 2014?

1. Yes 2. No

10. How would you rate the cooperation between these institutions?

1. There is no cooperation
2. Poor cooperation
3. Good cooperation
4. Very good cooperation

11. Is there any mechanism that brings all institutions together:

1. Yes 2. No

11a. If there is a coordination mechanism then please explain it briefly by highlighting the role of the mechanism.

11b. If there is no coordination mechanism how does the lack of it influencing the support to DV survivors?

1. It has no impact
2. It has a negative impact
3. Other _____

12. Do you think that there is a need for a coordination mechanism which would include all relevant institutions that provide support to DV survivors?

1. Yes 2. No

13. If Yes: Please name three main benefits that would result from such coordination mechanism

1.

2.

3.

14. If you think that there is no need for coordination mechanism please explain why do you think that there is no such need.

XII. The level of knowledge on GRB

15. Does the Municipality where you operate allocate budget for support to DV survivors?

3. Yes 2. No 3. Do not know

15.1 If Yes, do you know what is the % of this budget is in the total budget of the Municipality for a year? _____%

16. Does your institution prioritize the needs of DV survivors?

1. Yes

2. No

3. I do not know

16.1 If YES, how do you identify needs of DV survivors?

9. Through Individual interviews with DV survivors

10. Focus groups with DV survivors

11. Meetings in the community

12. Other? (please specify)

Gender based budgeting

17. How do you understand Gender Based Budgeting?

18. Do you use Gender Based Budgeting as a planning tool in your institution?

1. Yes; 2. No; 3. Do not know

18.1 If YES, can you please describe how you use it (for what purposes and when exactly)?

18.2 If NO, why do you think your institution does not use GRB?

XIII. Level of knowledge on international Laws and documents with relevance to gender equality.

19. Can you please name laws, strategies and plans that support/promote gender equality in your municipality.

1.

2.

3.

4.

20. Do you have knowledge on Law on Protection against Domestic Violence?

3. Yes 2. No

21. Can you please name international documents related to gender equality with special focus on domestic violence.

1.

2.

3.

22. Have you ever been trained at work regarding the standards/basic work regulations related to cases of domestic violence?

1. Yes 2. No

22.1 If Yes, which institutions/organizations have trained you and when?

Institution	Year

XIV. Comments and proposals

23. Please add any comments and proposals

Date of the interview:

Appendix 2: List of interviewed persons

No.	Name	Institution	Position	Municipality
1	Natasa Marovic	CSW	Representative of the team for DV	Mitrovica/ë North and Zveč/çan
2	Dusica Djinovic	CSW	Deputy of Director	Mitrovica/ë North and Zveč/çan
3	Jelena Radosavljević	CSW	Specialised pedagogue	Zubin Potok
4	Mila Milojević-	CSW	Social worker	Leposavić/ç
5	Danijela Nikolić	CSW	Social worker	Leposavić/ç
6	Milosav Gvozdović	Municipality	Head of Finance	Zveč/çan
7	Zoran Bratić	Municipality	Head of Finance	Mitrovica/ë North
8	Ljiljana Lakusic	Municipality	Head of Finance	Leposavić/ç
9	Srđan Vučinić	Municipality	Head of Finance	Zubin Potok
10	Bojana Bojovic	NGO "Zensko Pravo"	Director of Finance	Mitrovica/ë North
11	Caleb Waugh	NGO "Aktiv"	Program Coordinator	Mitrovica/ë North