



Shelters for Victims of *Domestic Violence* in Kosovo

January, 2019

Table of Contents

List of abbreviations.....	2
Executive summary	3
Legal and policy framework	5
Municipal co-ordination mechanisms on protection from domestic violence	9
Overview and challenges.....	11
Conclusions	19
Recommendations	20
Annex 1: Overview of the domestic violence shelters in Kosovo.....	23
Annex 2: Overview of the municipal mechanisms for protection from domestic violence.....	25

List of abbreviations

CSW	Centers for Social Work
DV	Domestic Violence
EU	European Union
EULEX	European Union Rule of Law Mission in Kosovo
GBV	Gender Based Violence
IMCGDV	Inter-Ministerial Coordination Group on Domestic Violence
IOM	International Organization for Migration
KFOR	Kosovo Force
LGBT	Lesbian, Gay, Bisexual, Transgender
MLGA	Ministry of Local Government and Administration
MLSW	Ministry of Labour and Social Welfare
MoF	Ministry of Finance
MOGE	Municipal Officers for Gender Equality
MoU	Memorandum of Understanding
MQS	Minimum Quality Standards
NGO	Non-governmental Organizations
OSCE	Organization for Security and Cooperation in Europe Mission in Kosovo
SOP	Standard Operating Procedures for Protection from Domestic Violence
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VA	Victims Advocate
VTC	Vocational Training Center

Executive summary

In 2018, over 400 women with children found refuge in one of seven operational shelters¹ for victims of domestic violence in Kosovo. Over 1,100 cases of domestic violence, including seven resulting in fatalities, were reported by Kosovo Police between January and September 2018 - an increase of more than 13 percent from the previous year. Shelters for women survivors of gender-based violence can enable them to leave abusive relationships; furthermore, they also play a crucial role in victims' rehabilitation and reintegration.

This report outlines the legal and institutional framework² that regulates the provision of shelter services for victims of domestic violence in Kosovo. The report also provides an overview of the municipal mechanisms on protection from domestic violence located throughout Kosovo. Based on interviews with the directors of all shelters conducted between June and August 2018, this report sheds light on the licensing process, services offered, general conditions of the shelters and their capacities, the funding scheme, and the role of inter-municipal co-operation in providing financial support to some of the shelters. This report then identifies the main challenges that shelters face on a daily basis. In particular, shelters lack sustainable funding, mainly due to the institutions' lack of clear provisions on financing. Shelters also need better training opportunities for staff, transparent public audits, alternative solutions for licensing of the staff who received their credentials outside of Kosovo and enhanced co-operation between the municipalities. Finally, this report proposes recommendations for all institutions that take part in the mechanisms for protection of victims of domestic violence, as well as for shelter directors.

The Organization for Security and Co-operation in Europe Mission in Kosovo (hereafter OSCE) has stepped up its efforts to support law enforcement agencies and other institutions addressing domestic violence. The report shall be seen as part of the OSCE response to the phenomenon of domestic violence in line with the organization's mandate to monitor, protect, and promote human rights.

¹ There are currently eight domestic violence shelters in Kosovo, seven of which are operational. The seven operational shelters are in Gjakovë/Đakovica, Ferizaj/Uroševac, Prishtinë/Priština, Pejë/Peć, Gjiłan/Gnjilane, Prizren, Mitrovicë/Mitrovica South. The eighth shelter is in Novo Brdo/Novobërdë, and is still undergoing licensing procedures.

² Law on Protection against Domestic Violence (2010), Kosovo Strategy on Protection from Domestic Violence and Action Plan 2016–2020, the Standard Operating Procedures for Protection from Domestic Violence in Kosovo (2013).

Introduction

Shelters³ for victims of domestic violence are specialized support services which allow for the victim's protection, rehabilitation and reintegration and have been shown to be effective in helping women to leave abusive relationships. In Kosovo, 1,129 cases of domestic violence were reported to Kosovo Police between January and September 2018, which represents an increase of 148 cases in relation to the same period in 2017.⁴ Also during that period, Kosovo Police reported seven fatalities resulting from domestic violence. At the same time, between January and November 2018, over 400 women with children, found refuge in one of the seven operational shelters for victims of domestic violence in Gjakovë/Đakovica, Ferizaj/Uroševac, Prishtinë/Priština, Pejë/Peć, Gjilan/Gnjilane, Prizren, and Mitrovicë/Mitrovica South; the Novo Brdo/Novobërdë was not operational yet at the time of reporting.⁵

The purpose of this report is to present and analyse the legal and institutional framework that regulates the eight shelters for victims of domestic violence in Kosovo, their current funding scheme, staff professional development, range of services provided to the victims, and the level of co-operation in the framework of municipal mechanisms on protection from domestic violence. This report also aims to explain municipal mechanisms on protection from domestic violence and describe the current situation of shelters, including their licensing process, capacities, funding and co-operation with municipalities. In order to help tackle some of the main challenges faced by shelters, the report offers a set of recommendations for the Ministry of Labour and Social Welfare, the Ministry of Justice/Kosovo Coordinator on Domestic Violence, municipal leadership, and shelter directors. Available at the end of the report are two annex documents providing details on domestic violence shelters in Kosovo and the municipal mechanisms for protection from domestic violence.

In terms of methodology, this report is based on the results of field visits conducted by the OSCE to the afore-mentioned shelters⁶ between June and August 2018, as well as desk research and extensive consultation with relevant stakeholders in December 2018.

³ *Shelter* is a safe place where victims of domestic violence and their children are granted temporary accommodation, safety, advocacy and other services, See page 10, *Standard Operating Procedures for Protection from Domestic Violence on the basis of the Kosovo Program and Action Plan Against Domestic Violence*, Agency for Gender Equality, Office of the Prime Minister, 2013.

⁴ Based on Kosovo Police statistics available at the time of reporting, the majority of cases in 2018 were reported in Prishtinë/Priština Region (332 cases), followed by Prizren (178 cases), Gjilan/Gnjilane (146 cases), Ferizaj/Uroševac (140 cases) and Pejë/Peć (150 cases) regions. Over 900 victims belonged to Kosovo Albanian community, over 70 to Kosovo Serb community, and around 30 were from Kosovo Roma and Kosovo Ashkali communities respectively. In 2017, there were 1,269 cases reported to Kosovo Police. On average, in around 30 per cent of reported cases men were the victims.

⁵ In comparison, between 2010 and 2014, there were on average 257 victims residing in shelters for victims of domestic violence on an annual basis. See the *Kosovo Strategy on Protection from Domestic Violence and Action Plan 2016-2020*, (Prishtinë/Priština, 2016), page 29.

⁶ *Supra* note 1. OSCE visited all eight shelters, located in Gjakovë/Đakovica, Ferizaj/Uroševac, Prishtinë/Priština, Pejë/Peć, Gjilan/Gnjilane, Prizren, Mitrovicë/Mitrovica South, and Novo Brdo/Novobërdë (not currently operational due to licensing process delays).

Legal and policy framework

There is no designated piece of legislation pertinent to shelters for victims of domestic violence in Kosovo. However, their licensing, responsibilities, funding, oversight, relationship with local- and central-level institutions, as well as co-operation with other relevant stakeholders is regulated by a wide range of legal documents. These documents can be grouped in two categories; the first refers to legislation explicitly addressing domestic violence; and the second, to the legislation regulating the functioning of non-governmental organizations that provide social services to persons in need, including victims of domestic violence.

In the first category we refer to the Law on Protection against Domestic Violence adopted in 2010.⁷ Later, in 2013, the “Standard Operating Procedures for Protection from Domestic Violence” (hereinafter SOP)⁸ were published by the Agency for Gender Equality. The SOP was based on the “Kosovo Program and Action Plan against Domestic Violence 2011–2014,” which was updated in 2016 with the “Strategy on Protection from Domestic Violence and Action Plan 2016–2020”⁹ (hereinafter the Strategy).

The Law on Protection against Domestic Violence offers a wide range of protection measures, including a temporary emergency protection order, an emergency protection order and a protection order¹⁰; yet, no attention is given to rehabilitation and reintegration measures and “shelter” is mentioned only once under Kosovo Police responsibilities to “provide transport for the victim and when necessary also the victim’s dependents to a shelter or other suitable safe haven, upon the request of the victim”¹¹.

Nevertheless, the Agency for Gender Equality, within the Office of the Prime Minister, through the SOP for Protection from Domestic Violence enumerates the institutional mechanisms, including shelters as non-governmental support partners, directly involved in the protection of victims of domestic violence and explains their responsibilities at four stages of response to cases of domestic violence, which are: identification; referral; protection; reintegration and rehabilitation. According to the SOP, shelters play a key role in protection as well as reintegration and rehabilitation of the victims in society and, in this regard, they shall provide a safe place, at all times, to victims of domestic violence and provide other services such as clothing; food; health services and medication; counselling and psycho-social treatment; legal

⁷ Law No.03/L –182 on Protection against Domestic Violence, 1 July 2010.

⁸ *Supra* note 3.

⁹ *Supra* note 5.

¹⁰ See articles 18 and 22, *Ibid.* Temporary emergency protection order: an order issued by the police outside working hours of courts; emergency protection order: an order issued temporarily with the court decision (up to 8 days); protection order: an order issued by a court decision providing protection measures for the victim (up to 12 months).

¹¹ See Article 24, paragraph 3.6. *Ibid.*

advice; special treatment for victims with special needs (such as “sensitive victims”)¹²; special space for victims’ rehabilitation and various activities.¹³ Upon admission, during the first 48 hours, shelters implement a “reflection period” for newly referred victims. This entails immediate access to safe accommodation in order to provide uninterrupted physical safety from the perpetrator. At a later stage, each shelter is expected to nominate a case manager within a shelter who, in co-ordination with a Centre for Social Work (CSW) employee, should develop an individual reintegration plan, which should also include training aimed at victims’ professional development with a view to facilitating their employment opportunities and reintegration in the society. In that regard, shelters play a crucial role in the victim’s rehabilitation and reintegration process.

The Strategy serves as “a guiding compass for the efforts (of the institutions and all the society) to reduce the phenomenon of domestic violence”¹⁴. The Strategy sets four strategic objectives to be met by 2020 and the implementation of those objectives is planned around four pillars: prevention and awareness raising; protection and coordination; legislation, investigation and judicial proceeding; and, rehabilitation and reintegration. According to the Strategy’s Action Plan 2016–2020, the majority of planned activities involving shelters were incorporated under the fourth pillar on rehabilitation and reintegration and include, *inter alia*, the provision of long term sheltering for victims through inter-municipal agreements; establishing of new shelters that would address the needs of minority communities; opening of a shelter for male victims of domestic violence; training of shelter personnel in order to provide quality services to all categories of victims of domestic violence (such as lesbian, gay, bisexual, and transgender (LGBT) individuals, and members of non-majority communities) and ensuring support of shelters by local institutions on a regular yearly basis.¹⁵

¹² According to the SOP, a sensitive victim is “a child, person with physical or mental disabilities, person with limited abilities, pregnant woman or family partner”. As elaborated by the director of the shelter in Prishtinë/Priština, many shelters lack qualified staff and funding that could provide better care to this particular category of victims.

¹³ See page 41, *Supra* note 3.

¹⁴ See page 37, *Supra* note 5.

¹⁵ See, *Action Plan to the Strategy on Protection from Domestic Violence 2016–2020*, Fourth Pillar, (Prishtinë/Priština), Ministry of Justice 2016. The implementation of the Strategy is supervised by the Deputy Minister of Justice, who serves as the Kosovo Co-ordinator on Domestic Violence (the Co-ordinator) and, in that capacity, coordinates the Inter-Ministerial Coordinating Group against Domestic Violence (IMCGDV). The IMCGDV consists of political and working level representatives including deputy ministers of relevant ministries and domestic violence (DV) focal points, Kosovo Shelter Coalition and representatives of international organizations. The group mandate is to meet on a monthly basis with the aim to coordinate all DV-related activities at the central level; assess and discuss new trends, developments and challenges in combating DV; enhance joint efforts and strengthen political support towards eliminating DV.

While the afore-mentioned legislation and policy framework describes the duties of shelters and places them among other mechanism addressing domestic violence, there are separate laws (that we categorized in the second group), which regulate shelters' licensing, funding and oversight. In line with the Law on Social and Family Services, it is the Ministry of Labour and Social Welfare (MLSW) that has overall responsibility for the organization of provision of social and family services in Kosovo, rendered also by non-governmental organizations (NGOs), including shelters.¹⁶ Although municipalities and non-governmental organizations may provide social services, the MLSW reserves the right to determine how these services will be delivered.

Furthermore, the MLSW, in line with the Law on Social and Family Services, through its Department of Social Welfare, is responsible for licensing of NGOs that provide social and family services, conducting inspections of those services and approving the establishment of residential care facilities.¹⁷ The process of licensing of NGOs has been further developed in the Administrative Instruction on the Licensing of Non-Governmental Organizations.¹⁸ In relation to licensing of professionals working in family and social services, the process is carried out by General Social and Family Services Council (the Council) composed of 21 professionals working in the social services field, representatives of municipalities, NGOs, academic groups and others nominated by the MLSW. The Council is responsible for ensuring licensing, registering and continuing professional development of social and family services practitioners. It also receives, collects and addresses cases of alleged misconduct of these professionals, and decides on sanctions to be imposed.¹⁹ Furthermore, the procedures of licensing of NGO staff members have been further expanded and specified in the Administrative Instruction on the Licensing of Social Officers.²⁰

Despite the fact that there is a solid legal and institutional framework for social service delivery in place, there is no specific provision setting out which social services are to be delivered by municipalities, which results in funds for social services, in particular for shelters for victims of domestic violence, being dispersed between governmental and local-level institutions. Due to a decentralization process in 2009, the MLSW transferred its responsibility of social services provision to municipalities while preserving the right to make grants to NGOs providing social and family services throughout Kosovo.

¹⁶ See Articles 12.2 and 2 (paragraph 1 and 3) of the Law No. 02/L-17 on Social and Family Services, 21 April 2005 and its amendments in Law No. 04/L-081 on Amending and Supplementing the Law No. 02/L-17 on Social and Family Services, 2 March 2012.

¹⁷ See Article 3.3 Ibid.

¹⁸ See *Administrative Instruction 17/2013 for the Licensing of the Legal Entities/Organizations that Provide Social and Family Services*, Ministry of Labour and Social Welfare, 31 December 2013.

¹⁹ See Article 5 paragraph 29, Law on Social and Family Services, *Supra* note 16.

²⁰ See *Administrative Instruction No.13/2013 on Licensing of Family and Social Services Providers*, Ministry of Labour and Social Welfare, 5 December 2013.

The Law on Social and Family Services stipulates that in order to enable municipalities or NGOs to provide social services locally, the MLSW shall allocate annual funds from its budget, estimated to reach over 460 million euros in 2019²¹, for such purpose through a public announcement of the purchase of services²². The same Law states that the local institutions, through their relevant directorates, are responsible for ensuring the provision of social and family services, and producing annual plans for the development and maintenance of those within their territory.²³ The Law on Local Self-Government enforces the position of municipalities by adding that they “shall have full and exclusive powers in the provision of family and other social welfare services, such as care for the vulnerable”²⁴, and, as stipulated by the Law on Local Government Finance, “municipalities shall be entitled to receive a General Grant that they may use in the discharge of any of their municipal competencies in accordance with the applicable laws of Kosovo.”²⁵ Nonetheless, while the General Grant is issued on an annual basis, there are no specific provisions regarding its allocation for social services’ supplements. This lack of clarity among municipalities about the local budget available for social services, leads to variation of levels of support for social service delivery.²⁶ At the same time, the municipalities are permitted to enter into contracts with NGOs for the provision of specific social and family services within its territory as well as to “cooperate and form partnerships with other municipalities within their areas of competences (...)”²⁷

²¹ Based on Draft Law on the Budget Appropriation for Year 2019. The draft budget for the MLSW in 2019 is planned to be increased in comparison to 2018, from €408,741,593 to €465,809,402, being the biggest budget among Kosovo ministries and other governmental institutions.

²² See Article 2 paragraph 10, Law on Social and Family Services, *Supra* note 16.

²³ See Article 6, *Ibid*.

²⁴ See Article 17, paragraph 1 (k), Law No. 03/L-040 on Local Self-Government, 20 February 2008.

²⁵ See Article 24, paragraph 1, Law No. 03/L- 049 on Local Government Finance, 13 March 2008 with its amendments to the Law No. 05/L-108 on Amending and Supplementing the Law No. 03/L-049 on Local Government Finance, 14 July 2016.

²⁶ See European Centre for Social Welfare Policy and Research, *Situation Analysis. Legal and Fiscal Context as well as the Capacities of Social Service Providers in Kosovo*, Prishtinë/Priština and Vienna, 2018, pp.7, 19, 24-26.

²⁷ See Article 28, Law on Local Self-Government, *Supra* note 24.

Municipal co-ordination mechanisms on protection from domestic violence

In 2013, the SOP for Protection from Domestic Violence was adopted in order to establish “a coordinated system throughout Kosovo institutions with the aim to react immediately and continuously in cases of domestic violence for the purpose of providing quality assistance and support to victims of domestic violence”. This coordinated system is composed, *inter alia*, of representatives from Kosovo Police, judges, prosecutors, Victim Protection and Assistance Office, Ministry of Justice, MLSW, CSWs, Ministry of Health and the Ministry of Education Science and Technology, Free Legal Aid Agency, Ombudsperson Institution as well as civil society organizations and shelters as non-governmental partner supporters.

At the local level, the Strategy foresees the establishment of municipal co-ordination mechanisms for protection from domestic violence. These mechanisms are municipal bodies that reflect the composition of the central-level institutions on the municipal level with the aim to improve assistance provided to victims of domestic violence, facilitate implementation of the legal framework and enhance co-ordination among relevant stakeholders on the issues of domestic violence.²⁸ The mechanisms support shelters to better address cases of domestic violence through ensuring quick access to the available services for the victims, and serve as a platform for advocacy in order to obtain financial means from the respective municipalities as well as support the inclusion of survivors of gender-based violence in social housing programs.

By December 2018, in total 17 municipal coordination mechanisms were established, including all municipalities where the eight shelters are located (Annex 2). Of these 17 municipal mechanisms, 15 municipalities²⁹ signed formal MoUs with relevant municipal actors, including mayors, Kosovo Police, Victim’s Advocates (VAs), basic prosecution offices, basic courts, municipal departments of education and health, human rights unit, correction service, vocational training centre, employment office, free legal aid office, centre for social work and shelters.³⁰

²⁸ *Supra* note 14, page 24.

²⁹ Gjakovë/Đakovica, Gjilan/Gnjilane, Dragash/Dragaš, Lipjan/Lipljan, Prizren, Gillogovc/Glogovac, Skenderaj/Srbica, Viti/Vitina, Ferizaj/Uroševac, Obiliq/Obilić, Mitrovica/Mitrovicë North, Leposavić/Leposaviq, Zubin Potok, and Zvečan/Zveçan, Hani i Elezit/Elez Han.

³⁰ The latest municipality to sign the MoU in December 2018 was Hani i Elezit/Elez Han whereas the municipality of Prishtinë/Priština, although it hosts a shelter, did not have a formal MoU with the local authorities at the time of reporting.

In reference to the municipal mechanisms established in municipalities that host shelters for victims of domestic violence, the first one was established in 2008 in Gjakovë/Đakovica municipality with the support of the OSCE. The municipal mechanisms are also operational in Gjilan/Gnjilane, Pejë/Peć, Prizren and Ferizaj/Uroševac.³¹ The mechanisms in Prishtinë/Priština and Mitrovicë/Mitrovica South have been established but are not active, due to a lack of funds for organizing regular meetings, and insufficient support from local institutions.

The municipal mechanisms for protection from domestic violence have also been established in the municipalities that do not host shelters for victims of domestic violence, including Lipjan/Lipljan, Klinë/Klina, Glogoc/Glogovac, Skenderaj/Srbica, Viti/Vitina and Obiliq/Obilić with the support of the OSCE; as well as in Dragash/Dragaš, Mitrovica/Mitrovicë North, Zvečan/Zvečan, Zubin Potok and Leposavić/Leposaviq with the support of UN Women. At the time of writing, the Kosovo Co-ordinator on Domestic Violence/Deputy Minister of Justice (the Co-ordinator) was planning to establish and/or re-functionalize municipal co-ordination mechanisms in Gračanica/Graçanicë and Štrpce/Shtërpçë with the support of OSCE; in Mitrovicë/Mitrovica South and Podujevë/Podujevo with the support of UN Women; and in Suharekë/Suva Reka, Rahovec/Orahovac, and Malishevë/Mališevo, based on the Co-ordinator's own initiative.³²

The levels of functionality of the mechanisms vary throughout Kosovo with 10³³ out of 17 mechanisms functioning fully and holding regular monthly or quarterly meetings, four³⁴ that are partially functioning, and two³⁵ not convening any meetings.³⁶ The chairmanship of the meetings is assigned mainly to the municipal officer for gender equality (MOGE), or shared between MOGE and a director of a shelter³⁷; a municipal official³⁸; or a representative of CSW³⁹. Municipalities often provide logistical support for organizing meetings. In Gjakovë/Đakovica, Dragash/Dragaš, and Pejë/Peć the local institutions also offer symbolic, financial support for implementation of promotional activities related to protection from domestic violence.

The success of mechanisms is strongly linked to the political will of the municipal management, active engagement and interest among members, and support from the international community. A lack of financial support, paired with a lack of regular meetings to co-operate and exchange information, prevent effective functioning of the mechanisms.

³¹ Established by the support of the OSCE, UN Women and EU. See Annex 2 of this report.

³² Based on the meeting between the Co-ordinator, UN Women and OSCE Mission in Kosovo held on 21 June 2018.

³³ Gjakovë/Đakovica, Dragash/Dragaš, Lipjan/Lipljan, Pejë/Peć, Ferizaj/Uroševac, Obiliq/Obilić, Mitrovicë/Mitrovica North, Leposavić/Leposaviq, Zubin Potok, and Zvečan/Zvečan, Skenderaj/Srbica.

³⁴ Gjilan/Gnjilane, Glogoc/Glogovac, Pejë/Peć and Prizren.

³⁵ Prishtinë/Priština and Viti/Vitina.

³⁶ See Annex 2 of this report for details on meetings performed during the reporting period.

³⁷ Gjilan/Gnjilane, Skenderaj/Srbica, Gjakovë/Đakovica, Pejë/Peć, Prizren, Dragash/Dragaš, Obiliq/Obilić and Prishtinë/Priština.

³⁸ Mitrovica/Mitrovicë North, Leposavić/Leposaviq, Zubin Potok, and Zvečan/Zvečan.

³⁹ Glogoc/Glogovac and Lipjan/Lipljan.

Overview and challenges

The situation on the ground consists of a variety of challenges⁴⁰. The lack of harmonized legislation and a devoted budget are the primary challenges facing shelters. Their sustainability often depends on *ad hoc* financial support from municipalities, international donors, or income generation projects. Additionally, though shelter staff members are generally bilingual, non-Albanian speaking victims still lack access because basic information on support for victims of domestic violence is not provided in both official languages. Also, education opportunities for victims as well as professional development for shelter staff are currently insufficient. At the same time, in house education for children in closed shelters raises a concern regarding children's re-victimization. Shelters run by Kosovo-Serbs also face licensing problems because Kosovo institutions do not recognize some of their diplomas and certifications.

Licensing process

As stipulated in the Law on Social and Family Services and its amendments, the licensing process for shelters is conducted by the MLSW every three years. It requires the shelter to prove, *inter alia*, that it has hired at least two full-time social workers out of four established profiles (sociologist, psychologist, social worker and lawyer), that the facility meets security and safety requirements⁴¹ and is in position to deliver expected services. Upon completion of the licensing process for shelter staff members, which in the first instance requires the verification of their diplomas, the facility can apply for the shelter license. The former process takes two months; the latter takes one month.⁴²

There are seven licensed shelters for victims of domestic violence in Kosovo and one that is currently undergoing the licensing process. The first ones were established in Gjilan/Gnjilane (1999), Prishtinë/Priština (2000), Pejë/Peć (2001), Gjakovë/Đakovica (2002) and Prizren (2002) and the most recent ones in Mitrovicë/Mitrovica South (2007), Ferizaj/Uroševac (2014) and Novo Brdo/Novobërdë (2018). The shelter in Novo Brdo/Novobërdë, is the first shelter run by the Kosovo Serb community; however, due to the ongoing licensing process, it is not yet operational. The shelter struggles to find qualified social workers with diplomas that are recognized by Kosovo institutions. As reported by the director of the shelter, most of the qualified Kosovo Serb social workers have obtained their professional credentials in the Serbian system and are now facing diploma recognition issues. In order to qualify, the candidate needs to have a diploma obtained before 1999 or a diploma obtained from the Serbian-language University in Mitrovica/Mitrovicë North. Currently, the nearest shelter to

⁴⁰ See Annex 1 "Overview of the domestic violence shelters in Kosovo".

⁴¹ E.g. installation of surveillance cameras.

⁴² The licensing process of social and family service providers and their staff is based on the Law on Social and Family Services, 21 April 2005 (Article 5) and Law on Amending and Supplementing the Law No. 02/L-17 on Social and Family Services, 2 March 2012 (Article 3.5 and Article 5) as well as MLSW Administrative Instruction 17/2013 for the Licensing of the Legal Entities/Organizations that Provide Social and Family Services and MLSW Administrative Instruction No.13/2013 on Licensing of Family and Social Services Providers.

provide services for the residents of Mitrovica/Mitrovicë North, Leposavić/Leposaviq, Zvečan/Zveçan and Zubin Potok⁴³ is located in Mitrovicë/Mitrovica South. Consequently, since there is no shelter run by the Kosovo Serb community, the municipalities with a Serb community in the numerical majority are not part of any inter-municipal co-operation mechanism to support the seven functioning shelters. This may change once the shelter in Novo Brdo/Novobërdë is licensed and fully operational.

Referral to shelter and language barriers

Referral to a shelter is usually conducted by a CSW, but can be also made by the police or other institutions, upon the victim's request; the person who has suffered violence may also self-refer.⁴⁴ As stated in the SOP for Protection from Domestic Violence, the referral and provision of assistance to victims of domestic violence shall be conducted without any discrimination on grounds of gender, sex, race, colour, language, religion, political or other opinion, social origin or nationality, property, birth or any other status.⁴⁵ In practice, however, even though many shelter staff members are fluent in both official languages of Kosovo, Albanian and Serbian⁴⁶, the shelters do not offer any information in languages other than Albanian, thus limiting access for non-Albanian speakers. In the case of northern municipalities, the victims of domestic violence prefer to stay at the local police station, hospital, or with friends and relatives, instead of going to the nearest shelter located in Mitrovicë/Mitrovica South, due to perceived security issues and language barrier. Moreover, while boys up to 12 years of age can stay at shelters, if accompanying their mothers, there is no systemic approach for providing care for boys older than 12 years.⁴⁷ Additionally, there is no shelter for men in Kosovo even though men, particularly elderly, are also subject to domestic violence - mostly not perpetrated by their spouse, but by other family members including fathers, sons and brothers.⁴⁸

⁴³ In May 2016, the Serbian Government administrative office in Mitrovica/Mitrovicë North municipality announced the opening of a shelter in Mitrovica/Mitrovicë North and a house in Bosniak Mahala was allocated for this purpose; however, since then, no further steps have been made to finish the project.

⁴⁴ See page 22 of the Strategy, *Supra* note 5.

⁴⁵ See page 24 of the SOP, *Supra* note 3.

⁴⁶ See Article 1, Law No. 02/L-37 on the Use Languages, 27 July 2006.

⁴⁷ According to the recommendations of the Council of Europe, Kosovo ought to "(...) provide sufficient transition and/or permanent housing options for victims and ensure access to safe accommodation for women with boys over 12 years old." See: Council of Europe, *Mapping support services for victims of violence against women in Kosovo*, (Prishtinë/Priština 2017), p. 77. At the same time, a number of NGOs provide some support to boys under 18 years old who are victims of abuse; for example, the NGO "Shpresa dhe Shtëpitë për Fëmijë" (in English: Hope and Houses for Children), based in Prishtinë/Priština, has a mandate to shelter those children whose mothers are placed in the shelters for victims of domestic violence. In Pejë/Peç, the Youth Probation Centre co-operates with the NGO "Operation Restoration", three local schools and the CSW in order to address the most vulnerable cases among youth, some of which are also victims of domestic violence.

⁴⁸ In line with the recently published report by the OSCE and UNFPA, around 12 per cent of boys under the age of 18 were sometimes threatened with physical punishment in their home and four per cent reported that this behaviour would often happen. See: OSCE Mission in Kosovo and UNFPA, *A Men's Perspective on Gender Equality in Kosovo*, (Prishtinë/Priština, 2018), p. 27.

General conditions of shelters

On average, shelters have between five and eight full-time staff members, including psychologists, teachers, counsellors, and between one and four part-time staff members, who assist the shelter with administration, finance, medical services and training. The general conditions of all visited shelters were good or very good, and all provide services enumerated in the SOP for Protection from Domestic Violence. The only difference observed between the shelters was in the range of training and activities offered to their residents. The shelter in Gjakovë/Đakovica, for example, offers courses ranging from basic English language to computers, produces its own honey, and bakes and sells its own bread. Other shelters as, for example, the ones in Prishtinë/Priština, Prizren and Mitrovicë/Mitrovica South, have developed vocational training in hairdressing, cosmetology, sewing and/or cooking, but do not sell their own services or products.

The majority of shelters are semi-open, which allows victims' children to attend school and victims to engage in vocational training or take on part-time jobs such as caring for the elderly or cleaning apartments outside of the shelter premises. In the cases of semi-open shelters where children can attend public schools, it is more challenging to arrange the classes for children who follow Serbian curricula, *inter alia*, due to the additional cost of transportation.⁴⁹

However, closed shelters, due to the aggravated security situation, do not allow residents to leave the shelter premises unless accompanied by shelter personnel and/or Kosovo Police Domestic Violence Unit, and education and training are received in-house (Ferizaj/Uroševac and Prishtinë/Priština). There are also some views that closed shelters negatively impact the development of children leading to their re-victimization. This may result in some victims with children refusing to go to a closed shelter because they want their children to continue education in school, even though closed shelters offer private classes in the shelter, arranged by the Ministry of Education.⁵⁰

Ownership and capacities of shelters

The ownership of the shelter facility varies. In the municipalities of Novo Brdo/Novobërdë, Prishtinë/Priština, Gjiilan/Gnjilane, Gjakovë/Đakovica, Prizren and Pejë/Peć, the premises where the shelters are located were donated by the respective municipalities, while the remaining shelters in Ferizaj/Uroševac and Mitrovicë/Mitrovica South pay monthly rent amounting to EUR 250 and EUR 450 respectively⁵¹. Consequently, the main priority for the shelter in Mitrovicë/Mitrovica South, which rents a building from a private owner, is to receive a facility from the municipality and be exempted from the monthly rent. However, according to the

⁴⁹ These findings are based on the OSCE-sponsored round table on "Continuity of Education for Children Victims of Domestic Violence" on 27 November 2018 in Gjiilan/Gnjilane.

⁵⁰ *Ibid.*

⁵¹ Based on OSCE's interview with the director of shelter in Mitrovicë/Mitrovica South held on 14 August 2018.

director of the shelter in Mitrovicë/Mitrovica South, after many months of requesting a facility the municipality claims that it has not yet found an adequate location.

On average, shelters can accommodate 15 people (including children), but many offer additional beds for emergency situations. The maximum duration of stay is six months; however, if the security assessment is not satisfactory and the victim has no other place to go, they can be transferred to another shelter or remain at the same shelter beyond the six months period based on a previous agreement with the MLSW.⁵²

Between January and November 2018, more than 400 women with children found refuge in one of the seven operational shelters in Kosovo.⁵³ The great majority of victims belonged to the Kosovo Albanian community and some to Kosovo Ashkali, Kosovo Egyptian, Kosovo Roma and Kosovo Bosniak communities. No victim from the Kosovo Serb community was reported to reside in any of the shelters. In the cases of Mitrovicë/Mitrovica South and Gjakovë/Đakovica, there was a 10 per cent increase in the number of shelter victims in comparison to the same period of the last year, which according to the director in Gjakovë/Đakovica, is related to a growing trust in the shelter services. To compare, between 2010 and 2014, an average of 257 victims sought refuge in shelters per year.⁵⁴

Funding of shelters and inter-municipal co-operation

The lack of sustainable funding for shelters constitutes the main challenge for their daily operations and provision of quality services for the victims of domestic violence. Despite the fact that the Department of Social Welfare within the MLSW holds the primary responsibility for ensuring the quality of shelter services⁵⁵, it funds only about half of the required budget; the remaining funds are acquired from the municipalities and/or international donors. Currently, the MLSW supports shelters on a yearly basis.⁵⁶ In 2018, due to an extended delay in releasing the funds as well as the late publication of the call for MLSW grant applications in February 2018, there was at least a three-month gap when the shelters did not receive any funds. As a consequence, between January and February 2018, the shelters in Pejë/Peć and Mitrovicë/Mitrovica South, which had neither savings nor municipal or international donor support, were forced to eject residents. Other shelters, like the one in Ferizaj/Uroševac, managed to survive thanks to their savings and continued providing all services to the victims already accommodated in the shelter or to those referred by the police or CSW.

⁵² According to the *Regulation of the shelters for domestic violence and external violence* in exceptional circumstances, the victims would stay in shelters for three or over four years (such cases the OSCE encountered in Prizren and Gjakovë/Đakovica, during this assessment).

⁵³ Seventy-two victims were sheltered in Gjakova/Đakovica, 75 in Gjiilan/Gnjilane, 37 in Prizren, 49 in Prishtinë/Priština, 60 in Mitrovicë/Mitrovica South, 61 in Pejë/Peć and 70 in Ferizaj/Uroševac.

⁵⁴ See page 29 of the Strategy, *Supra* note 5.

⁵⁵ See Article 3.3, Law on Social and Family Services, *Supra* note 16.

⁵⁶ In June 2016, the shelters for victims of domestic violence sent to the government a budget plan designed to cover expenditures based on the shelters' service package. Based on this proposed budget plan, all shelters have calculated that the required annual budget amounts to EUR 60,000 per shelter, which considers expenditures such as for medicine, food, clothing, facility maintenance, transport, communication, staff salaries, and so on.

The shelter in Gjakovë/Đakovica could cover some of the expenses with the income from their own production of goods (bread, honey) and continued being operational while the shelter in Gjilan/Gnjilane did not close during that time, but refused walk-ins who were not referred by Kosovo Police.⁵⁷

The share of funds from the MLSW and international donors, and the levels of inter-municipal co-operation, vary depending on the shelter. In 2018, the shelter in Pejë/Peć, in addition to EUR 20,000 from MLSW, benefited from EUR 6,500 which was co-financed by the mayors of Pejë/Peć, Istog/Istok, Klinë/Klina, Deçan/Dečane and Junik municipalities in accordance with the Law on Local Self-Government⁵⁸. These municipalities provide funding proportionally to their population; in exchange, the shelter is held responsible for drafting a financial report on its expenditures each year in order to keep the shelter accountable for its spending. In accordance with the 2018 budget allocations, Pejë/Peć municipality funded EUR 3,000 and pledged to work on increasing the amount; Istog/Istok municipality allocated EUR 1,500; and Deçan/Dečane municipality increased the allocated funds from the foreseen EUR 1,500 to EUR 2,000. The only exceptions were Klinë/Klina and Junik municipalities, which declared in the MoU the allocation of EUR 1,500 and EUR 200 respectively, but did not issue any funds for the shelter as of 29 November 2018.

The shelter in Mitrovicë/Mitrovica South also received support from MLSW in the amount of EUR 20,000 funds and is yet another example of a shelter benefiting from inter-municipal co-operation. In August 2018, the shelter director signed an MoU with the mayors of Mitrovicë/Mitrovica South, Vushtrri/Vučitrn and Skenderaj/Srbica to ensure financial support to cover its operational costs in 2018 and 2019. As in the case of Pejë/Peć, the share of costs is in accordance with the proportion of the population of the respective municipalities, and is represented in the following figures: municipality of Mitrovicë/Mitrovica South (EUR 3,390), municipality of Vushtrri/Vučitrn (EUR 3,208) and municipality of Skënderaj/Srbica (EUR 2,567). The same cost share formula will be used for 2019. The shelter is obliged to report on the expenses covered by the municipalities on a monthly basis.

The remaining shelters do not enjoy any regular financial support from the municipalities. In Gjilan/Gnjilane, half of the shelter's budget is provided by the MLSW totalling EUR 20,000, over EUR 15,000 by the NGO "Save the Children" and EUR 5,000 by the municipality of Gjilan/Gnjilane, but no assistance is rendered by other municipalities that the shelter covers. In 2017, the shelter received *ad hoc* donations from the municipalities of Kamenicë/Kamenica and Viti/Vitina equivalent to EUR 1,000 each.

⁵⁷ Based on information provided by the directors of shelters during the interview.

⁵⁸ See Article 17.1 (k), Law on Local Self-Government, *Supra* note 24.

In Ferizaj/Uroševac, the shelter did not receive any additional funds this year apart from MLSW funding (EUR 20,000) and a training grant from the NGO "Save the Children". In previous years, it was occasionally supported by donations from the municipality of Ferizaj/Uroševac (EUR 6,000 in 2016), Shtime/Štimlje (EUR 500 in 2016) and Kačanik/Kaçanik (EUR 3,000 in 2014).

A similar situation was recorded in Prizren, where the shelter received EUR 20,000 from the MLSW and EUR 4,000 from the municipality; nonetheless, despite very good co-operation with the Directors of Social Welfare from neighbouring municipalities, there was no financial support offered from these municipalities.

The shelter in Gjakovë/Đakovica, as elsewhere, receives victims not only from its own municipality, but also from Malishevë/Mališevo and Rahovec/Orahovac; however, these municipalities do not allocate funds for supporting the shelter, which is mainly funded by the MLSW (EUR 30,000) and the municipality (EUR 2,000). Due to its own production of bread and honey, the shelter was able to operate when the MLSW funding was discontinued at the beginning of 2018.

Surprisingly, the Prishtinë/Priština shelter is the least-funded; the shelter obtained its renewed license only after the deadline for the application for MLSW grants had passed; it had also been previously struggling with internal management and financial problems, which hindered its opportunity to apply for funding from international donors. Despite the fact that it receives victims from eight municipalities, it does not receive any financial support from those municipalities and it is again at risk of closing its doors to new victims due to a EUR 7,000 debt to the Kosovo Energy Distribution Service.⁵⁹

Since the shelter in Novo Brdo/Novobërdë is not yet operational, there is no inter-municipal co-operation mechanism that would support its functioning; however, the director of the shelter plans to extend the invitation for co-operation to all municipalities, particularly the ones with a Kosovo Serb majority, once the licencing process is complete.

With a view to resolving the challenges related to the sustainable funding of shelters, on 25 June 2018, the Kosovo Co-ordinator on Domestic Violence/Deputy Minister of Justice (the Co-ordinator) participated in a round table, organized by the OSCE, to address the issue together with representatives of all shelters. The Co-ordinator presented a four-pillar plan on improving the situation of shelters, which entailed: 1) extending the funding application cycle from one to three years, meaning that the approval of funds would be granted at the same time as shelter's NGO licencing renewal. The funds would then be dispersed on a monthly basis; 2) Creating new domestic violence co-ordination mechanisms in Kosovo and ensuring that those already existing are operational with a view to strengthening municipal and regional funding support;

⁵⁹ According to the director of the shelter in Prishtinë/Priština, the reason for high electricity bills is that the shelters are subjected to the tariffs as businesses and not as households, which should be the case for non-profit organizations offering services for individuals affected by violence. See: "[Women's shelter at risk due to electricity bill](#)", in "Pristina Insight", accessed on 10 December 2018.

3) Amending the social assistance legal framework, which currently does not permit women residing in shelters to receive social assistance⁶⁰; 4) Moving from MLSW providing a lump-sum payment to shelters, as is currently the case, to funding the shelters based on the number of victims and services provided by each shelter (per-victim or per-service fee).

The plan presented by the Co-ordinator met with general consent from all directors of the shelters who unanimously supported a three-year funding cycle tied to the licensing application and amending of the Law on Social Assistance Scheme in Kosovo and its Implementing Rule in order to allow victims residing in shelters to receive social assistance. In addition, they all requested the establishment of a separate budget line for shelters only in the MLSW budget, which would be separated from other NGOs, and suggested creating a contingency budget in case of an unexpected increase of admissions to shelters. With regard to payment on a per-person or per-service basis, the director of Gjilan/Gnjilane shelter supported the idea while the directors of Novo Brdo/Novobërdë, Ferizaj/Uroševac and Mitrovicë/Mitrovica South shelters firmly opposed it. The shelters also had conflicting opinions regarding the share of MLSW and municipalities' funding of the shelters.⁶¹ For instance, the directors of Gjilan/Gnjilane and Prishtinë/Priština shelters considered the governmental- and local-institutions to be the only funder that should cover 100 per cent of the shelters' operational costs; the directors of Gjakovë/Đakovica and Prizren advocated for at least 80 per cent of funding from those institutions while the remaining 20 per cent be covered by external donors. Aside from standard funding, the shelters in Novo Brdo/Novobërdë and Ferizaj/Uroševac suggested establishing an emergency fund to be used in case of unexpected increase of victims seeking refuge.

Nonetheless, during one of the following meetings organized by OSCE⁶², the Co-ordinator recognized that there is a need to create a better legal basis for the shelters but did not elaborate on any of the afore-mentioned pillars. Instead, he emphasized the role of local institutions in supporting social service providers. According to him, domestic violence cannot be treated only by institutions, and the local mechanisms need to be more functional in this area. To that end, he suggested that the Law on Local Government Finance needs to be amended so that the financing of social services providers, including shelters, is covered by central- and local-institutions equally, by covering 50 per cent each. At the same time, the Co-ordinator emphasized the role of the MOGEs as coordinators of the municipal mechanism on domestic violence and indicated that increasing their capacities could translate to a higher rate of reported cases. During the round-table the Co-ordinator informed the shelters'

⁶⁰ Law 2003/15 on Social Assistance Scheme in Kosovo (amended by the Law No.04/L-096 on Amending the Supplementing the Law 2003/15 on Social Assistance Scheme in Kosovo). The relevant part reads: 4.12. Persons who a) reside or b) are in institutions of a closed kind [...] may not gain social assistance according to this Law.

⁶¹ The information is based on the OSCE-sponsored round table on funding shelters for victims of domestic violence, held on 25 June 2018, attended by the Co-ordinator and directors of all shelters for victims of domestic violence in Kosovo.

⁶² The information is based on the Co-ordinator's speech during the OSCE-sponsored workshop on strengthening local capacities to effectively address domestic violence in Kosovo, held in Prishtinë/Priština on 22 November 2018.

representatives that the date of the call for grant applications was changed and starting from December they can send their applications for social service grants to the MLSW in order to receive the funding in January.

While funding of shelters is a major problem for ensuring their uninterrupted operation and assisting the victims in their reintegration process, it is also of concern that there is no regular accountability audit of shelters. Even though all providers of social services are expected to collaborate with MLSW officials concerned to monitor and inspect the social providers' services⁶³, many international organizations and civil society representatives agree that an adequate auditing procedure would result in raising the quality of offered services and attract more donors. A regular audit of social service providers, including shelters, would improve the way that shelters are managed and how the revenues are being distributed towards execution of their duties.

⁶³ See Article 3, paragraph 6, Law on Local Government Finance, *Supra note 24*.

Conclusions

Shelters for victims of domestic violence constitute just one link in the institutional chain responsible for addressing the negative phenomenon of domestic violence; however, they play a primary role in the process of victims' rehabilitation and reintegration in society. Based on the analysis of the legal and institutional framework and the interviews with the directors of eight shelters, it is undeniable that a number of serious challenges persist, hindering the functionality of shelters. Clarifying provisions for funding by central- and local-level institutions is of fundamental importance. The legislation regarding shelters also needs to be harmonized, and should recognize shelters as part of the justice system, not merely as service providers with an NGO status.

In relation to the municipal co-ordination mechanisms on protection from domestic violence, only 17 out of 38 municipalities have established the mechanisms that are considered to be the main platform for local level co-operation between the shelters and other relevant stakeholders in addressing domestic violence cases. Their functionality greatly depends on the willingness of the chair and members to take an active role in attending meetings and undertaking necessary initiatives.

Particular attention needs to be paid to the licensing process of shelters run by non-majority communities, whose staff received their professional credentials outside of Kosovo. Most of the women from non-majority communities who do not speak Albanian currently refrain from staying in any of the available shelters if they become a victim of domestic violence. The lack of shelters for boys older than 12 years old and men is equally worrisome.

There is consensus among the vast majority of those interviewed for this report that more specialized training should be provided to shelters' staff. Training should be focused on the legal and policy framework on domestic violence, administration and management, and dealing with stressful workloads and emotionally difficult situations.

Recommendations

The lack of harmonized legislation and a devoted budget remain the biggest challenges for sustainable functioning of shelters for victims of domestic violence in Kosovo. However, as interim measures, the OSCE recommends the following for the relevant stakeholders:

For the Ministry of Labour and Social Welfare

- Support the establishment and capacity of shelters throughout Kosovo to provide meaningful access for all communities in Kosovo.
- Ensure that adequate financing for shelters is allocated in a timely manner each year.
- Accommodate licensing processes to enable recognition of credentials of professionals trained outside of Kosovo.
- Establish minimum training standards for all categories of specialists working in shelters.
- Facilitate training for shelter personnel on handling stressful workloads and emotionally difficult environments.
- Facilitate training on caring for victims struggling with addiction.
- Enforce the requirement to provide services in both official languages in all shelters across Kosovo.
- Support drafting and implementation of a reintegration strategy on long-term social inclusion programmes for survivors of domestic violence.

For the Ministry of Justice/Coordinator on Domestic Violence

- Establish a sustainable and predictable funding model for the shelters.
- Propose a unified legal framework for shelters.
- In co-operation with Ministry of Labour and Social Welfare, provide training on the legal and policy framework on domestic violence for shelter staff.
- Establish regular, transparent public audit procedures for shelters.
- Support the municipal mechanisms on protection from domestic violence and encourage inter-municipal partnerships aimed at supporting the shelters.
- Support establishing the municipal mechanisms on protection from domestic violence in those municipalities where they still do not exist.

For local-level institutions

- Encourage shelters to develop their own income generation projects that would improve their resilience and financial sustainability.
- Ensure the availability of social housing that can be used for a period of time by domestic violence victims after they leave shelters and before they become fully financially independent.
- Actively support and participate in the municipal mechanisms on protection from domestic violence, empower municipal officers for gender equality in their (co)chairing and introduce periodical reports on their activities, achievements, challenges and support needed.
- Assess the need for capacity building of members of the mechanisms and provide tailored training based on needs.
- Agree on a cost-sharing formula from municipalities.

For shelters

- Report regularly and accurately on all public expenditures, including by publishing annual budgets and audit reports online.
- Ensure that the basic information on support for victims of domestic violence is available in both official languages.
- Develop co-operation with employment offices and vocational training centres as well as Centres for Social Welfare in order to provide victims of domestic violence with tailored training and professional development courses as part of their rehabilitation.
- Liaise and co-ordinate with local institutions to launch income generating projects that would support the shelters financially and improve victims' professional qualifications.

Annex 1: Overview of the domestic violence shelters in Kosovo

Municipality	Novo Brdo/Novobërdë	Gjakovë/Đakovica	Ferizaj/Uroševac	Prishtinë/Priština	Pejë/Peć	Gjilan/Gnjilane	Prizren	Mitrovicë/Mitrovica South
Date of visit:	30.06.2018	02.08.2018	08.08.2018	16.08.2018	10.08.2018	06.08.2018	09.08.2018	14.08.2018
Type	semi-open	semi-open	closed	closed	Semi-open	semi-open	semi-open	semi-open
Establishment	2018	2000 (registered in 2002)	2014	2000	2001	1999	2002	2007
Last time licensed	ongoing	2018	2017	2018	2017	2018	2018	2018
No. of employees (<i>full-time, part-time</i>)	N/A (undergoing the process of licensing of professionals)	5 full-time (psychologist, pedagogue, director, counsellor, project assistant), 4 part-time (2 counsellors, lawyer, crafter- bakery)	6 full-time (2 women on duty, manager, director, legal officer, psycho-social counsellor); 4 part-time (psychologist, sociologist, 2 admin-financial officers)	6 full-time (director, nurse, 2 psychologists, 2 counsellors); 1 part time (gynaecologist)	7 full-time; 3 part-time (volunteers)	8 full-time (director, deputy director, project coordinator, 2 psychologists, 3 counsellors)	5 full time (director, 2 psycho-social counsellors, nurse, housekeeper), 3 part-time (clinic psychologist, 1 neuropsychologist, 1 admin-financial officer)	5 full-time (director, 2 psychologists, assistant, counsellor); 1 part time (admin-financial officer)
Max. capacity (<i>including children</i>)	16	15	15	19	18	15	15	15
No. of residents at the time of the visit (<i>including children and ethnicity</i>)	N/A	8 Kosovo Albanian (f), 1 Albanian (f), 3 Kosovo Albanian and 3 Kosovo Egyptian children	1 Kosovo Albanian (f)	2 Kosovo Albanians (f), 2 Kosovo Albanian children	4 adults, 3 children	3 Kosovo Albanians (f), 3 Kosovo Albanian children	1 Kosovo Albanian (f)	3 Kosovo Albanians (f), 2 Kosovo Albanian children
Total no. of residents between Jan. and Nov. 2018	N/A	72	70	49	61	75	37	60
Max. stay	6 months	6 months	6 months	6 months	6 months	6 months	6 months	6 months
Services provided	Planned: accommodation, clothing, food, psycho-social support, counselling, craft workshops (hairdressing, cosmetology, tailoring).	Accommodation, clothing, food, psycho-social support, counselling, drafting of reintegration plan for each victim in coordination with the Centre for Social Welfare (CSW), basic education and trainings (IT, languages), legal advice; craft workshops; awareness raising campaigns, care-taking for older people, bee breeding.	Accommodation, clothing, food, psycho-social support, counselling, basic education, trainings (IT) and craft workshops.	Accommodation, clothing, food, psycho-social support, counselling, basic education, trainings (IT) and craft workshops (tailoring).	Accommodation, rehabilitation, medical care, psychosocial support (individual and group counselling); contacts family members and representatives of relevant institutions; trainings.	Accommodation, clothing, food, rehabilitation, medical check-up, psychologist, individual and group counselling, drafting of a reintegration plan for each person, trainings (language, IT).	Accommodation, clothing, food, rehabilitation, medical check-up, psychologist, individual and group counselling, entertainment, sport, trainings (IT and hairdressing).	Accommodation, clothing, food, rehabilitation, medical check-up, psychologist, individual and group counselling, drafting of a reintegration plan for each person, trainings (tailoring, hairdressing).
Funding [<i>MLSW/municipality/other</i>]	N/A	MLSW (EUR30,000 per year) + grants from other organizations + municipality (EUR2,000 this year).	MLSW payed EUR 20,000 + grant from "Save the Children" for capacity-building (15 days of trainings).	Only MLSW (utility bills).	MLSW - EUR2,500 per month (May to December 2018). Pejë/Peć municipality - EUR3,000; Istog/Istok municipality - EUR1,500 per year.	MSLW payed EUR20,000 with the municipality subvention this year of €5,000 (covers utility bills) + 20,000 grant from NGO "Save the Children".	MSLW (EUR20,000 this year) + the municipality (EUR4,000 on utility bills).	MLSW 50% + MoU between Mitrovicë/Mitrovica South, Vushtrri/Vučitrn and Skenderaj/Srbica (not paid yet) + municipality (EUR500).

Municipality	Novo Brdo/Novobërdë	Gjakovë/Đakovica	Ferizaj/Uroševac	Prishtinë/Priština	Pejë/Peć	Gjilan/Gnjilane	Prizren	Mitrovicë/Mitrovica South
Support received from international community	UNMIK, KFOR, OSCE	Save the Children, Caritas Vienna, UNDP, IOM, NGO "RTM", KFOR, Christian Aid, UN Women, the Embassy of the Netherlands	Save the Children	Embassy of Norway, the Embassy of Netherlands, IOM, NGO "RTM"	US Embassy, the German Embassy, KFOR HQ, NGO "CDF", Ministry of Health, Caritas Kosova	NGO "ADA", the US Embassy	UN Embassy, EULEX, the Embassy of the Netherlands, USAID, KFOR Germany, UNMIK, UNDP, UNFPA	NGO "RTM", the Embassy of Switzerland, the Embassy of the Netherlands, UNDP, IOM
Partnership with other municipalities (Y/N)	N/A	No financial support. Shelter covers the municipalities of Malishevë/Mališevo, Rahovec/Orahovac and Gjakovë/Đakovica.	Currently no financial support. Previously, financial support from Hani i Elezit/Elez Han, Kačanik/Kaçanik and Shtime/Stimlje municipalities. MoU signed with the Director for Health and Social Work in Hani Elezit/Elez Han and local Centres for Social Work.	No financial support from 8 municipalities covered by the shelter. The director participates in the municipal mechanisms for coordination on domestic violence in Lipjane/Lipjan and Glllogovc/Glogovac.	Yes. Financial support from Pejë/Peć, Klinë/Klina, Istog/Istok, and Deçan/Deçane municipalities.	Rarely. Shelter covers 10 municipalities which do not support it financially. In 2017 Kamenicë/Kamenica (EUR1,000 donation), before Viti/Vitina (EUR1,000 donation).	No financial support but very good partnership with the directors of social welfare from all municipalities in Prizren region.	Yes. The MoU was signed between the municipalities of Mitrovicë/Mitrovica South, Vushtrri/Vučitrn and Skenderaj/Srbica to support 50% of shelter expenditures in 2018-2019.
Municipal mechanism for coordination on domestic violence (Y/N)	N/A	Established in 2008 (OSCE), re-established by UN Women in 2014.	Established in 2018.	Established (OSCE) but not functional.	Established in 2015.	Established in 2011 (UN Women).	Established in 2014 (EU and OSCE), re-established in 2018 (CDV).	Established in Mitrovicë/Mitrovica South but not functional in contrast to the mechanism in Skenderaj/Srbica.
Cooperation with relevant stakeholders [Kosovo Police, CSW, VA, schools, health institutions etc.]	N/A	Very good cooperation with Kosovo Police and employment offices. Challenges in cooperation with other municipalities.	Very good cooperation with the Director for Health, Centre for Social Work, Kosovo Police, victims' advocates, courts, education institutions.	Good with all stakeholders. Challenges related to legal procedures on Kosovo Police and victims' advocates.	Regular cooperation with the police, CSW, Victims Advocate.	Very good cooperation with health centres, schools and private sector. No agreement on social housing with the municipality.	Very good cooperation with all stakeholders, particularly with the police.	Very good in particular with Kosovo Police. Challenges with the cooperation with the CSW, due to the lack of a vehicle.
Main challenges	Licensing process, particularly finding professionals with credentials accepted by Kosovo.	Unsustainable funding. Reopening the bakery. Relocating bee hives. Lack of social housing. Lack of political will to support the shelter.	Unsustainable funding. Difficult cooperation with CSW (lack of vehicle and lack of sensitivity for DV victims).	Lack of official vehicle. No professional training since 2013.	Lack of funds for organizing regular meetings of the municipal mechanism for coordination on DV.	Unsustainable funding. Lack of support from other municipalities. Challenges with reintegration process (lack of social housing and jobs).	Unsustainable funding. Challenges with reintegration process (lack of social housing and jobs). Very low salaries.	Problems with sustainable funding. Lack of their own building. Sometimes, the perpetrators would approach the shelter building but they disappear after the police intervention. Some cases had to be rejected due to the lack of budget.

Annex 2: Overview of the municipal mechanisms for protection from domestic violence⁶⁴

No.	Municipality	Year of establishment	Supported	Functional Yes/No	Number of meetings	MoU signed	Chair of the mechanism
1	Ferizaj/Uroševac	2018	OSCE	Yes	3	Yes	Deputy Mayor Annual rotating chairmanship
2	Gjilan/Gnjilane	2013	UN Women	Partially	1 per year	Yes	MOGE
3	Hani i Elezit/Elez Han	2018	OSCE	To be established on 6 Dec. 2018	N/A	To be signed	N/A
4	Viti/Vitina	2015	OSCE	No	2 since 2015	Yes	n/a
5	Glllogovc/Glogovac	2014/ Formalized in 2015	OSCE	Partially	2018 - 0; 2017 -1 2016 - 2; 2015-3	Yes	Representative of the CSW
6	Leposavić/Leposaviq	2016 Functional in 2018	UN Women	Yes	3 in 2018	Yes	Municipal official
7	Mitrovica/Mitrovicë North	2016/2018	UN Women	Partially	3 in 2018	Yes	Municipal official
8	Zubin Potok	2016/2018	UN Women	Yes	3 in 2018	Yes	Municipal official
9	Zvečan/Zveqan	2016/2018	UN Women	Yes	3 in 2018	Yes	Municipal official
10	Skenderaj/Srbica	2016	OSCE	Yes	11 since establishment	Yes	MOGE
11	Gjakovë/Đakovica	2008/formalized in 2012	UN Women	Yes	30 since its formal establishment	Yes	MOGE
12	Dragash/Dragaš	2012	UN Women	Yes	30 since its establishment	Yes	MOGE
13	Pejë/Peć	2015	Initiative of Women's wellness centre	Partially	5 regular meetings (1-2 per year)	Yes	MOGE and manager of wellness centre
14	Prizren	2014	Initiative of the shelter with the support of EU project "Power"	Partially - reactivated in 2018	7	Yes	MOGE and Director of shelter
15	Lipjan/Lipljan	2016	OSCE	Yes	10	Yes	CSW official
16	Obiliq/Obilić	2018	OSCE	Yes	1	No. Mayor's decision.	MOGE
17	Prishtinë/Priština	2015	OSCE	No	7	No	MOGE

**Shelters for
Victims of
*Domestic
Violence*
in Kosovo**

January, 2019