



United Nations Entity for Gender Equality
and the Empowerment of Women

Budget allocation for DV services at municipal level; functionality of coordination mechanisms and knowledge on GRB

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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	Centers 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 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

QSGF-P Center for Protection and Rehabilitation of Women and Children in Prizren

UNDP United Nation Development Program

UNFPA United Nation Fund

UNSCR 1325 United Nations Security Council Resolution 1325

1. Introduction

Domestic violence remains one of the challenges that Kosovo authorities face. Progress has been made especially in terms of developing a legal framework and strategic documents aiming to prevent domestic violence and provide services to DV survivors. However there are many challenges mainly related to reintegration of DV survivors due to fiscal constraints faced by Kosovo government and a vast number of priorities that Kosovo as a new country has. What is evident is that reporting of DV has been increased which however does not mean that DV has increased. Furthermore compared to men women have been found to be more prone to being subject to domestic violence.

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

Despite developments in the field of DV there is still a huge scope for improvement and that both in preventing domestic violence but also in improving the quality of services for DV survivors for which a wide range of institutions is in charge of¹. In line with these the aim of this project is threefold:

- a) The first aim is to understand whether municipalities of Dragash, Gjakova and Gjilan have a budget line for DV and to understand how budgeting is done and from which budget line the support is provided if any. This is done in order to identify a potential budget line that could be used to allocate funds for DV;
- b) The second aim is 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 their development needs as to offer the most adequate services to DV survivors; and
- c) Third to obtain information on the knowledge that members of the coordination mechanism have on gender responsive budgeting and if their institutions apply this budgeting procedure.

Once information collected proposals will be drawn to inform on best approach to promote budget allocation at local level for DV and on capacity development needs for coordination mechanism that would support provision of better quality services. Finally based on their level of knowledge on gender responsive budgeting information on training needs will be provided. Description of the methodology presented in the

¹ See Chapter 4.

following section highlights the wide approach used in this report by incorporating a wide range of stakeholders.

2. Methodology

To reach the above mentioned aims of the report the following methodology has been applied. The methodology utilized to meet the objectives of this research mission was a combination of desk review and research and the completion of field work and community interviews. The starting point was to understand the legal framework that supports protection against domestic violence and support to domestic violence survivors. To understand whether Kosovo reports on international documents on gender equality i.e. CEDAW and UNSCR 1325 an interview was conducted with Executive Director and officers of the Gender Equality Agency. From the interview with the Agency the aim was as well to understand on whether the Agency is engaged in budgeting process for DV and also on 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 Ministry of Labor and Social Welfare with the Director of Budget and Finance and the Department for Social Welfare. Information was collected related to how budgeting for social services are done for municipal Centers for Social Work.

Directors of Finance Department in municipality of Dragash, Gjakova and Gjilan 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 municipality allocates budget for Domestic Violence Activities; if and what type of services are financially supported by municipality and from which budget line; to understand the participatory process of citizens on budget preparation. The most important information that is aimed to be collected from interview with Directors of Finance Department was to identify the budget line that could be used to allocate budget for services to DV survivors.

In all municipalities there is a gender equality (GE) officer. Officers in three municipalities were interviewed 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 were addressed on their information about financial support provided to DV survivors.

Interviews were conducted with three shelter houses: Gjilan, Gjakova and Prizren (this accommodates Dragash municipality). Questions addressed to shelter houses were related to their sheltering capacity; financial sources, activities available for DV survivors, staffing and professional development; statistics on number of sheltered persons in 2011 and 2012 and other related information.

One component of the project was a survey which was done by distributing a number of questionnaires to the members of the coordination mechanism i.e. the head of Department of Education and Health and Social Welfare Department; DV survivor protector; shelters; GE officers; police officers; Director of Centers for Social Work and one judge-all these members in three municipalities. The aims of the survey were:

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

Based on responses from the survey proposals for further activities will be proposed.

In order to understand current developments related to DV interviews were conducted with Kosovo Women Network, OSCE and UNDP as three institutions most active in area of DV.

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

In this section the review of laws, strategies and other documents available in Kosovo will be conducted focusing on domestic violence component.

Law No.2004/2 on Gender Equality in Kosovo states the gender equality as 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 to ensure gender equality. The Law on Gender Equality was approved in 2004 which led to establishment of the institutional mechanisms for accomplishing gender equality at the national and local level.

a) Institutional mechanisms for gender equality at the national level:

- Agency for Gender Equality/Office of Prime-Minister: Kosovo government in 2005 established Office for Gender Equality after the Law on Gender Equality of year 2004. In September 2006 the Office was transformed into an Agency for Gender Equality established as executive agency responsible for promotion of equal participation of men and women in political, economic, social and cultural life, as an important determinant for democratic functioning of institutions.

- Advisory Office for Good Governance, Human Rights, Equal Opportunities and Gender Issues – which advises, monitors and develops policies by promoting good governance, Protecting Human Rights, Ensuring Equal Opportunities and Gender Equality.
 - Unit for Gender Equality - Institution of Ombudsperson
 - Officers for Gender Equality in ministries, and
 - Inter-ministerial Council for Gender Equality
- b) Institutional mechanisms for gender equality at the local level:
- Officers for gender equality in municipalities
 - Municipal committees for gender equality

The Law does not make any reference to domestic violence.

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. Within the Law there are two articles mentioning violence: Article 59 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 any risk of harm or violence to spouses and to children should be avoided. Article 63-Fear, Violence, Threat states that marriage shall be annulled if the spouse has provided consent under fear, violence or serious threat.

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 domestic violence that provide evidence that women are mostly victims of domestic violence, National Program does not set any goals to reduce or address the domestic violence.

Law No.03/L -182 On protection against domestic violence was approved by the Kosovo Assembly on 1st of July 2010 which abrogated the UNMIK Regulation No. 2003/12 on Protection against Domestic Violence. The Law aims to prevent domestic violence, in all its forms, through appropriate legal measures, of 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, treatment for perpetrators of domestic violence and mitigation of consequences. The Law defines the Domestic Violence – 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 was adopted in 2004/3 was adopted in 2004 with the main purpose being prevention and combating discrimination, promotion of effective

equality and putting into effect the principle of equal treatment of the citizens of Kosovo under the rule of Law . Principles of this Law are: the regulation of the issues dealing with non-discrimination is based on these principles: the principle of equal treatment shall mean 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 the members of communities to employment in the frame of public bodies of all levels, and c) Good understanding principle and interethnic tolerance of the citizens of Kosovo.

An important document related to DV is **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 prevention, protection, treatment, rehabilitation and integration of victims of violence.
- To find more ways to empower and include in the normal life every marginalized and excluded individual due to domestic violence.
- To raise awareness of our society on domestic violence as one of the causes of social and economic problems.

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

1. until 2014, to establish efficient and comprehensive mechanisms for prevention of domestic violence;
2. to manage until 2013, having efficient protection mechanisms for victims of domestic violence;
3. and to ensure efficient services for 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 '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 which through the Centers for Social Work 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 at access to justice. Provision of social assistance or support of CSW on child custody can make changes for

women who seek getaway from violent family ties and secure custody of their children. There is no government agency that directly provides services to victims of domestic violence; nevertheless MSLW provides financial support to NGOs that manage shelters for victims of domestic violence, where several victims of trafficking are placed as well. However the document does not indicate one role that MLSW should play in reintegration process through education and employment support for domestic violence survivors. Reintegration remains one of the main challenges related to support provided to DV survivors which is as well indicated by Rames (2012) by stating that one of the most marked gaps is the lack of reintegration services for survivors of violence. The Centers for Social Work and the Regional Employment Bureaus provide very little support for reintegration. As a result, NGOs (in particular shelters) have had to a large extent to take matters into their own hands. However, due to 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 both at central and local level for reintegration.

Implementation of gender equality international documents in Kosovo

Although Kosovo is not a signatory country there are two important documents that are reflected in Laws and other gender related regulations and strategies-The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and UN Security Council Resolution 1325. These two documents served as guidebooks for development of legal framework for gender equality in Kosovo.

Implementation of CEDAW in Kosovo

Article 2 of CEDAW indicates that States Parties condemn discrimination against women in all its forms, 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 of 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; (g) To repeal all national penal provisions which constitute discrimination against women.

As indicated in the interview with officers of AGE conducted in July 2012 Kosovo does not report on CEDAW. Kosovo Gender Studies Centre (2008) conducted a research on monitoring implementation of CEDAW in Kosovo, indicated findings outlined below: the awareness level of women about their legal rights is low (Kosovo Gender Studies Centre, 2008). Ombudsperson Institution highlights that the awareness of Kosovo society about 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 life sphere. Although the law gives rights to women on property, rent and property inheritance the custom right does not ensure this, which right is still in use in Kosovo. A lot of women do not claim their right, which makes it more difficult for their economic perspective (Kosovo Gender Studies Centre, 2007).

Implementation of Security Council Resolution (SCR) 1325 '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: 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 implementation of SCR 1325 in Kosovo. Prime Minister's Office in coordination with the Agency for Gender Equality in February 2012 has decided to establish a working group for development of Action Plan for implementation of UNSCR 1325.

4. Mapping of route through which domestic violence survivors go through in Kosovo

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

1. **DV survivor** informs the police. Unit for domestic violence reaches the survivors in the place from where DV is reported as soon as the case is reported to the police. The police talks to the DV survivor and the perpetrators of domestic violence. In cases when 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 that she can be accommodated, legal aid protection he/she can get from DV protector and all other services.
2. **If DV survivors want** the police open a case which is sent to prosecutor. The police report the case also to regional police and to the DV unit in the center in

- Prishtina. The DV survivor (together with children) is taken to the police where declaration is taken and where the survivor is informed about following steps.
3. **The police** also inform the victim protector, who is a person that accompanies the victim in all steps of the process until the temporary accommodation of the victim at her family or shelter house.
 4. **The police also** inform the Centre for Social Work (CSW) and this in cases when the DV survivor has children otherwise it is not obliged to inform CSW.
 5. The **Prosecution** checks facts and witness report and takes decision to open or not a court case. If there are sufficient facts and the victim wants to proceed the case to the court the prosecution sends the case to the court, otherwise the case is not preceded further.
 6. The DV survivor (if there is a need) is taken to the **safe institution-shelter house** where she can stay for maximum 6 months, where DV survivors beside sheltering different programs related to education, employment and reintegration to the society.

Acknowledging the role that shelter houses play in providing a safe place, guidance and development of DV survivors the three shelters covering three municipalities chosen for this research have been interviewed and findings are presented in the following subsection.

4.1 Shelter houses

Semi-structured interviews were conducted with shelter houses in Gjilan, Gjakova and Prizren. Findings and results are:

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 Prizreni region which although it covers Dragash municipality. There is no representative from Dragash in the coordination mechanism of Prizren not even the GE officer. The shelter has capacity for 15-20 women and children (boys only until age of 12).

The shelter employs 12 people: advisors; psychologist; educator; ICT trainer; housekeeping trainer; nurse and director. DV survivors can stay up to maximum 6 months but in some cases when they have no place to go they stay longer. In 2011, 50 women were sheltered. The staff members have been employed since the shelter was opened, so they are trained and with a lot of experience.

Financing is mainly done by international donors (IOM, UNDP, UNFPA, OSCE; ASB from Germany) but governmental structures at central and local level have also supported the functioning of this shelter. So, MLSW supports part of costs (i.e 1,250 Euros per month). While the Municipality of Prizren has paid the rent from 2006 – 2011 and has now in 2012 provided a building which 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 ensured it was reopened also as a result of demand for shelter services. Although located in Prizren, here are sheltered not only women from Prizreni region together with their children, but when needed also women from other regions. It is shelter's policy that the same women cannot be accommodated in the shelter for more than 3 times since according to the Director it becomes a habit to women to approach the shelter for even small problems. Women from other regions are accommodated as well when DV survivors' location is identified and they do not feel safe and also when rotation is needed due to rule of maximum stay of 6 months in the same shelter house.

The Director explained that related to future financing, they are in an intensive discussions process with the Ministry of Labour and Social Welfare and Ministry of Internal Affairs, in order to include a separate budget line to finance shelter houses. The minimum amount she stated that one shelter would need is 50,000 Euros a 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 financing of shelter to secure their sustainability.

Once admitted at the shelter DV survivors have a 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 the Protection Order does not function in Kosovo i.e. that the law is not fully implemented. According to the Law the one that exercises DV should leave the house and not the survivor. After few days in prison the DV person returns home and presents a risk to the DV survivor therefore removing the DV survivor from the place of violence remains the safest option. Reintegration of DV survivor is the biggest problem that DV survivors are faced with in Kosovo.

In 1999 the first Women Association was established in **Gjakova** with the aim to foster women position in society and family. Kosovo police started bringing DV survivors in the association. In 2000 the first shelter house named Safe House was established in Gjakova to support mothers and their children that were subject to violence and also 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 undertakes the following activities: sheltering; protection and security for DV survivors; rehabilitation (psychological, legal and medical care and other daily activities); work with families and intermediation; professional development of DV survivors (ICT; English, handy crafts, honey cultivation, production of creams from honey and flower cultivation, etc.)

As for reintegration those women that do not return home the shelter pays 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 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 done through vacancy announcement and selection done by the Board whereas for other positions employees are employed by the Director with Board's approval.

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

During their stay in the shelter women look after their children, clean and prepare the food for themselves and their children. Three times a week they have fitness hours; once a week work in groups; once in a week have psychological sessions that last up to an hour; two times a week have sessions with the lawyer and in groups; talk to advisors; visit the doctor and gynecologist as needed; work in greenhouses 45 minutes a day; once in a week of embroiding; two times a week follow computer courses; work with honey bees and prepare creams; follow hairdressing course three times a week; and in the evening they watch TV.

The shelter Liria in **Gjilan** is of a closed nature meaning that during their stay in the shelter house women do not leave the shelter unless followed by the shelter staff: for example if the victim needs medical treatment she will be followed by the shelter staff. In all shelter houses victims and their children can be sheltered but not boys older than 12 years since in the shelter mature girls are sheltered as well. The common length of stay in the shelter is 6 months after which 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: psychologist; sociologist; and educators. Staff is qualified and vacancies are announced for specific occupations that meet shelter requirements. Municipality has provided the building; and covers heating and maintenance costs. The Municipality has invested in the building to adjust it to the shelter needs. The Municipality has promised to offer a land to build a shelter house which will be built with municipality's and donor's contribution. Currently Caritas from Austria is financing other costs of the shelter. The shelter pointed out that in other

countries shelters are financed from the government budget and this remains the biggest issue putting at risk sustainability of the shelter. 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 and in 2012 there were 39 persons accommodated.

During their stay in the shelter house depending on their educational level DV survivors are trained in computers; kitchen; sue and do other activities within the shelter. Training is done by shelter staff; fitness exercises are organized within the shelter house. The shelter staff also monitors victims that have left the shelter and that for 1 (one) year after the leaving date. They visit the victim wherever she stays to check whether she has been subject to violence and also attempts are done to employ previous survivors. One case was presented where funds have been allocated by Caritas from Luxembourg and municipality to offer grants for trainings and business start ups mainly in the field of agriculture. The shelter has close cooperation with Department of Education and Health at 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 shelters face is reintegration of domestic violence survivors and that for two main reasons: first, there is a risk to employ DV survivors since there were cases that DV survivors were attacked on a way to their employer and second since there is a lack of jobs in general in Kosovo which make it very difficult to find employment places. Besides very few successful cases the issue of reintegration was as well pointed as one of the most marked gaps related to services provided to DV survivors by Rames (2012). Finding permanent shelter/long term solution for DV survivors is a big challenge and costly one and little has been done in this respect. According to AGE officer municipalities should prioritize DV survivors when social shelter apartments are allocated to people in need-she claimed that there should not be social shelter apartments for DV survivors but they should be given a priority.

5. Budgetary planning processes

5.1 Budget description and procedures for municipal budget preparation

Information presented in this section are derived from existing Laws on budget and finance and also on interviews conducted with: Ministry of Finance, Ministry of Labor and Social Welfare, Agency for Gender Equality and three municipalities included in this project.

Kosovo budget comprises of four main categories: wages; goods and services; capital investments; transfers and subsidies and utilities. Budget is calculated for each ministry, municipality and other government institutions. The budget preparation in Kosovo starts in January and the order of procedures is as follows: Mid-term expenditure framework is prepared by macroeconomic unit; grant committee prepares the first circular with soft limits based on economic categories: wages; goods and services; capital investments; transfers and subsidies and utilities; the second circular is issued with tougher limits; in some cases if changes 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 but can set a claim or a complaint to the grants committee which can as well be rejected.

The main source of revenue in municipalities is general grant received from the government: in 2012 only 17% of revenues were from municipalities' own revenues. Municipalities receive Operational Grants from the Budget of Republic of Kosovo and these are: General Grant, Specific Grant for Education and Specific Grant for Health, including secondary health. Grants are based in the fair criteria, transparent and objective, giving in this way to the municipalities' greater independence in the allocation and their expenditure. Municipalities also receive from the central level financing for transfers of enhanced and delegated competences and none of piloted municipalities receive such a grant. The indicators used for allocation of General Grant to municipalities are: the population accounts for eighty nine percent of allocation (89%); number of minority community members (3%); municipalities, in which 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 & Services + Small capitals. Definition of the Specific grant for Health is based on the formula per capita, number of the 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 visit including the inflation, multiplied with 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 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 Policy and Finance Committee is chaired by the Chairperson of the Municipal Assembly and 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 and submit recommendations for action to the Municipal Assembly.

Until January 2009 Social Services were the responsibility of the Ministry of Labor and Social Welfare provided by their Centers for Social Work which means that all Social Services were managed by the central government i.e. were centralized. With 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 Centers for Social Work (CSWs) became part of the municipal administration and the Municipal Departments for Health and Social Welfare became overall responsible to secure 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 though were

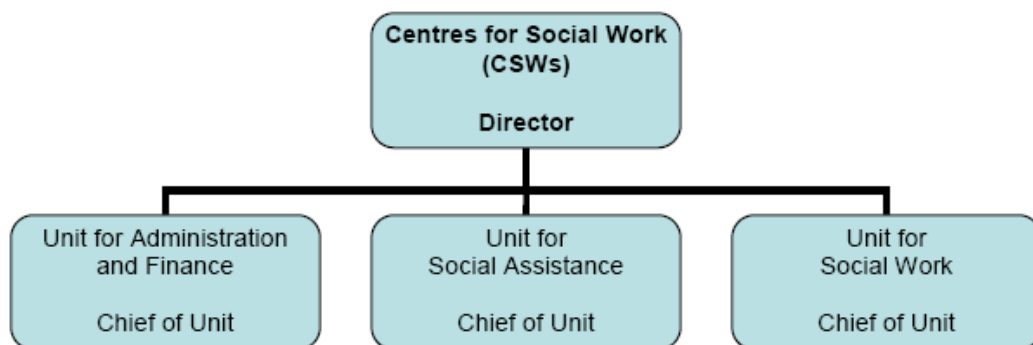
centralized, some became delegated responsibilities of the municipalities and some even remained centralized.

In this new organization The MLSW keeps 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) besides 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 also between the Units of Social Welfare and Unit for Health within the municipality. Similarly at the central level, the variables/indicators used for the allocation for the General Grant are based simply on size of the population of municipalities (DFID, 2011). It is expected that this weakness might be improved with more recent and diversified data from 2011 census.

After the decentralization the Municipal Departments for Health and Social Welfare (MDHSW) are 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 and also related to protect children if they are considered at risk and if none of the parents wants children. CSWs have a 24 hour opened telephone line, a staff that takes place during the interviewing of the DV survivor. CSWs social workers are called by the police to take place in the interview. It was found out 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 three included municipalities were identified by Rames (2012) 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 domestic violence;
- The CSW provides some counseling and case management, but largely for the protection of children. It focuses primarily on the reconciliation of cases of domestic violence, even when it is not in the best interests of the survivor;
- The CSW has no budget for emergency or reintegration needs;

Since 2009 with decentralization all municipalities in Kosovo together receive 2 million Euros which goes into the general grant but that is to finance CSWs from the MLSW (interview conducted with the Head of Division of Budget Analyses and Poverty Assessment at the MLSW). The budget calculation is done by municipalities and MLSW allocates budget to each municipality. Municipalities calculate the budget based on previous years but until now they do not use data on domestic violence as information for budget calculation. So 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 CSWs the budget for Centers is defined by MLSW and municipality receives a budget for salaries of CSWs only and for operational costs. Due to practicality the director of department for Health and Social Welfare in Prishtina was interviewed to check on whether 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 but there are attempts to change-to have a special grant for social services which are undermined with the existing system and budget. Municipalities part of the general grant receive budget for salaries and operational costs of centers 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 which could be used as a good input data for budget allocation to municipalities. The report has been published in September 2012.

Since 2006 until 2009 shelter houses in Kosovo were financed by MLSW based on MoUs but from 2009 the MLSW announces a tender call to buy services from NGOs to shelter

DV survivors. Shelters are paid 50% of their costs-that are services purchased by the Ministry. Until 2012 the support was 1,250 Euros per month whereas in 2012 it has been increased to 2,000 Euros per month. Shelters are not supported for staff salaries but for food, hygiene, rehabilitation, psychosocial services and similar services. Financial support from MLSW is done from the subsidies expenditure category. It was noted that shelters complain that staff costs are not covered and which if no donations are found can bring shelters into a closing situation.

Commitment to support shelter houses has been noted also in the Medium Term Expenditure Framework 2013-2015 according to which in order to achieve the objective: “to increase of welfare and support of families, through provision of social assistances and social services for vulnerable categories”, MLSW plans to implement to fund 7 shelters for 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 CSW including services for DV survivors which would be calculated based on reliable input data based on which budget allocations for each municipality would be done. However the existing Law on Municipal Government Finance does not allow such grant to be created. An important development noted is that MLSW will start certifying social workers in Kosovo, which will ensure quality assurance since until now no certification existed hence no measure 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, however, it provides very little support to survivors with some rare exceptions. These include paying the rent for two survivors in Gjilan and building a house for one survivor in Gjilani (with 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 and does not receive reports for DV from municipalities. In July 2012 the national coordinator for monitoring implementation of the Strategy and Action Plan against Domestic Violence was appointed (Deputy Minister of Justice Ministry which reports to the Kosovo Government) who will follow up and monitor implementation of the strategy where objectives, activities and responsible institutions are defined. It was pointed out that the Gender Equality Law will include a gender budgeting as one of the articles, for which AGE is keen on besides reserves they have on its implementation. However they consider this as a good first step. As for the budgeting at the local level one of the officers of the Agency stated that budgeting for DV is the responsibility of MLSW hence no need to have it at local level. It was noted that the tentative of the AGE is to establish Offices for Gender Equality at Municipalities which would have their own budget and

hence can also budget activities for DV. Currently officers for GE are under the Unit for Human Rights with no separate budget line and usually GE officers hold another assignment as part of the Unit and as a result limited activities in GE area.

5.2 Municipal budget procedures: how are priorities defined and how are allocations done: findings from the interviews

Having explained budget procedures in the section above in this section information collected from interviews with Finance Department at three municipalities are presented focusing mainly on how the budget is defined and how priorities are set.

According to municipality of Gjilan, municipality receives budget circular from the Ministry of Finance which is sent to Departments. Limits are already set by the Ministry on wages and salaries, goods and services, utilities and subsidies. In municipality of Gjilan demands from departments are analyzed by Mayor and the Committee for Policy and Finance which is regulated by local governance law. The Committee is the main body that approves the budget and sends it to the municipal assembly for approval. It was stated that there were small changes in the budget from year to year due to budget limits that Kosovo has. The tendency is that majority of expenditures are on capital investments. Within the set limit for capital investments limits are set by departments which need to propose project ideas-which are then sent to the Office for projects for review. It was stated that due to highway construction the municipality budget on capital investments has been reduced. It was indicated that the budget is small and little flexibility exists for municipality also for the fact that around 70 percent of the budget comes from the central government and only 30 percent is from municipality's own sources.

Once the budget is agreed by Mayor and the team the Committee for Policy and Finance (consists of parliamentary group with representatives from all political parties: Mayor+3 from PKD (in the power now); 3 from LDK; and 1 from AAK and AKR: this is regulated by Law: ADD) organize the public hearing with citizens of Gjilan municipality.

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

From the interview conducted in Gjakova it was noted that the budget is prepared based on Law on Management of Finance and Responsibilities. Municipality prepares the budget based on circulars for each year prepared by Ministry of Finance. Priorities are set by Board of Directors, Committee for Policies and Finance; Municipal Assembly and public hearings organized in urban and rural areas. The budget is tailored by also using the Strategy for Economic Development of Municipality and Urban and rural Development Plan. Data on revenues and expenditures of each department from the past years is used as a sound basis.

Different from Dragash and Gjilan municipality of Gjakova runs Board of Directors which meet once a week and is lead by the Mayor. In these meetings take place: the head of assembly, deputy mayor, directors of all departments, officer for gender Equality Office, and the head of Committee for communities and returnees as well as information officer. In this meeting all participants report to the Mayor about their activities. In these meetings all requests to different bodies within the municipality including those that come from civil society are evaluated in these meetings and decisions are approved by the Mayor. Prior to this the Board of Directors receives documents related to the requests which are then discussed. All decisions taken and meeting minutes are published in 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 during interviews with heads of Finance Departments a question was addressed on whether municipalities allocate budget for activities related to protection and reintegration and any other related activities for the DV survivors. Findings from interviews are presented in this section.

In Gjilan it was stated that there is no budget line for domestic violence. The municipality provided the building and utilities of the centre are paid from municipal utility budget line. Similarly there is no budget line for Gender Equality office and gender related projects but in occasions the Mayor finances projects when the budget allows. The officer for Gender Equality provided some examples when Mayor from his office's budget financed shelter and wood expenses for one domestic violence survivor who after staying for 6 months in the shelter she had no place to go. The Mayor has also sponsored printing of leaflets for domestic violence awareness campaign. All these happen with Mayor's own will to support gender related projects.

In Gjakova there is no budget line and allocation for DV. Asked about the time allocation that GE officer spends on services related to domestic violence the Director stated that she spends a lot of time related to DV and also takes place in all budget public hearings. However according to the GE officer very little time is spent supporting DV survivors.. In 2011 municipality of Gjakova supported the shelter 'Safe House' with 5,000 Euros and other NGOs are supported depending on their projects and municipal possibilities.

Similar to other two municipalities in Dragash there is no budget allocated for DV neither in 2011 nor in 2012 and so far no financing has been done for DV. The Director of Finance is not informed on the time that officer for GE spends on activities related to DV. There is no separate budget line to support NGOs but from transfers and subsidies projects are supported presented by the GE officer but which again depends on financial resources. Based on GE officer no projects have been financed until now. When asked how shelter houses are financed the response was that CSW should be asked. Actually there is no shelter in Dragash but the one in Prizren covers Dragash as well. Dragashi region use Prizren shelter and from the interview with the Director of the shelter in Prizren it was indicated that they have never been in contact with Dragashi officials and no support was ever received from them.

7. Participatory process with regard to budget preparation at municipal level: findings from interviews

Article 68 on Public Information and Consultation of the Law No. 03/L-040 On Local Self Government approved in 2008 states that each municipality shall hold periodically, at least twice a year, a public meeting at 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. The article however does not indicate that one meeting should be about budget proposal.

According to the Director of Finance in Gjilan in the public hearing the Committee for Policies and Finance and Directors of all Departments take place whereas the Officer from the Gender Equality Office takes place as an observer. When asked about the gender of above noted participants it was stated that for many years (7-8 years) all members of the team are men-as delegated by all political parties. The budget is presented in Euros but only the total amount for capital investments group as 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. Public hearing is held once a year and that in only one place that is in the municipal assembly room. As for participants it was stated that although information is distributed all around municipality including rural areas (billboards and published on the website) in these public hearings in most of cases participants are municipal officers who discuss on behalf of the community from where they come. No women and no NGOs ever take place in those hearings. In these hearings participants comment and make proposals related to capital investments projects. Based on experience proposals were to build a school, construct a road and similar proposals. After taking into account comments and proposals it can happen that changes are made although very rarely and

once approved by the Municipal assembly and Ministry of Finance the budget is published in the website. There is no information to those that made proposals-although this is not applicable given that only municipal officers take place in public hearings.

It was interesting that information provided by the officer for Gender Equality office in Gjilan was very different from the Director of Finance in relation to participation of women in public hearings. She 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 participatory process in tailoring the municipal budget the municipality of Gjakova organizes public hearing with citizens of Gjakova. Information for public hearing is provided through media-local radio and TV stations. Some NGOs do take place however they are not invited directly but similarly to citizens through media. Public hearings are held at the municipal assembly room whereas in rural areas in schools and cultural buildings. In public hearings participate the following: Mayor, head of assembly, Director of Finance and development, GE officer, etc. According to the Director of Finance in public hearings women are represented through NGOs but this is not stated by the GE officer. The budget is presented in Euros and in percentages. Mainly proposals have to do with improvement of infrastructure. As for recommendations related to DV the Director stated that proposals had to deal with social services to the DV survivors. Recommendations are taken into consideration based on fiscal municipal possibilities.

Public hearing in Dragash as well is used as a mechanism for participatory process in budget preparation. Information for public hearing is announced through local media and no separate invitations are sent to NGOs. Meetings are held in municipal assembly room. All interested individuals from municipality can take place and also the GE officer. It is stated that there is low participation in public hearing and it is stated that women NGOs take place but this is not confirmed by the GE officer who is critical that no women take place in these hearings. The budget is presented in absolute values. Proposals mainly have to do with infrastructure projects. The interviewed person could not remember a case when proposals were made in relation to DV. Proposals are analyzed and if possible changes made, the final budget is published in municipality's webpage.

8. Human resources active in response to DV in municipalities: gender equality officer

In municipality of Gjilan the GE officer does not have domestic violence as part of her job description and she also confirmed that there is no separate budget line for gender projects and DV. GE officer explained that there is a working group which signed an MoU between members of coordination mechanism and municipality which discuss

issues related to DV and that on regular meetings and where the GE officer is a member of. Asking about reporting she stated that all members of the working group report for their area of work and then she reports to the Mayor two times a year. When asked whether she claims for budget she stated that yes but her claims seemed more about office supply. However she did say that she claimed for budget to support domestic violence survivors once they are out of the shelter. However when asked for documentation the only document provided was MoU and no reports or meeting minutes were provided.

In Gjilan an interview was conducted also with Coordinator of the Human Rights Unit part of which is the GE officer. He explained that his job description does not include tasks related to DV and also confirmed that the municipality has no budget for DV neither for his unit. Since he is working in the Unit for 1.5 years he has not come across a project proposal claim from NGOs related to domestic violence. Contrary to GE officer he stated that the working group meetings took place only one time during 1.5 years. Asked whether they are engaged in budget preparation he stated that they are almost never invited fearing on their human rights point of view approach.

In Gjakova it was stated that Gender Equality Officer spends a significant amount of time on activities related to domestic violence. GE officer stated that she is active in coordination mechanism whereas for activities she mentioned awareness raising days that are organized every year. Lack of budget is noted as the main barrier to support domestic violence survivors. It was noted that domestic survivors contact GE officer time to time to ask for support but due to lack of funds little support can be provided.

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

In none of the municipalities GE officer's job description does not include tasks related to DV but according to AGE although GE officer job description does not include a special note on DV it is understood that it is part of their assignment.

Reading the Bulletin published in 2012 by the AGE it was noted that Officer for gender Equality in Gjilan distributed brochures and pamphlets in three languages about the importance of reporting domestic violence. In Gjakova on 25th November 2011 a debate was organized on the phenomena of domestic violence. However, no activities were noted for Dragash.

AGE officers noted that a lot depends on how active an OGE at municipal level is. They noted that municipality of Dragash is poor therefore lack of support related to DV.

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

Findings from survey with members of coordination mechanism

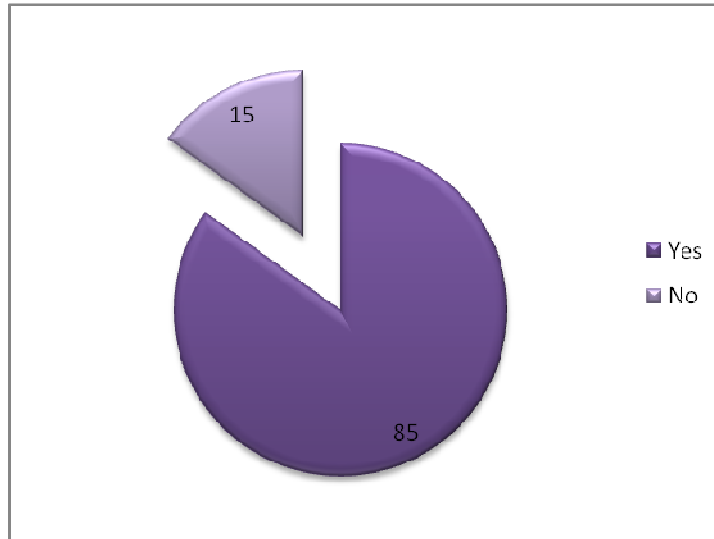
In three municipalities 23 questionnaires were distributed and 21 responses were obtained. Results are presented next.

Knowledge on gender related laws and documents

Main laws and documents that relate to gender issues for which respondents have knowledge are: 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 with Strategies and Programs the most known documents are: National Program on Gender Equality; National Program against Domestic Violence; and Anti-trafficking strategy. There were few case where no strategies and plans were noted. CEDAW, Human Rights Universal Declaration; European Convention on Human Rights; and Security Council Resolution 1325, are the most known gender related international documents. However, also in this question 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 Law for Protection against Domestic Violence. Asked whether respondents were trained on standards/regulations related to domestic violence 85 responded positively and 15 percent stated that they were not trained (Figure 1).

Figure 1: Whether trained on standards/regulations related to domestic violence



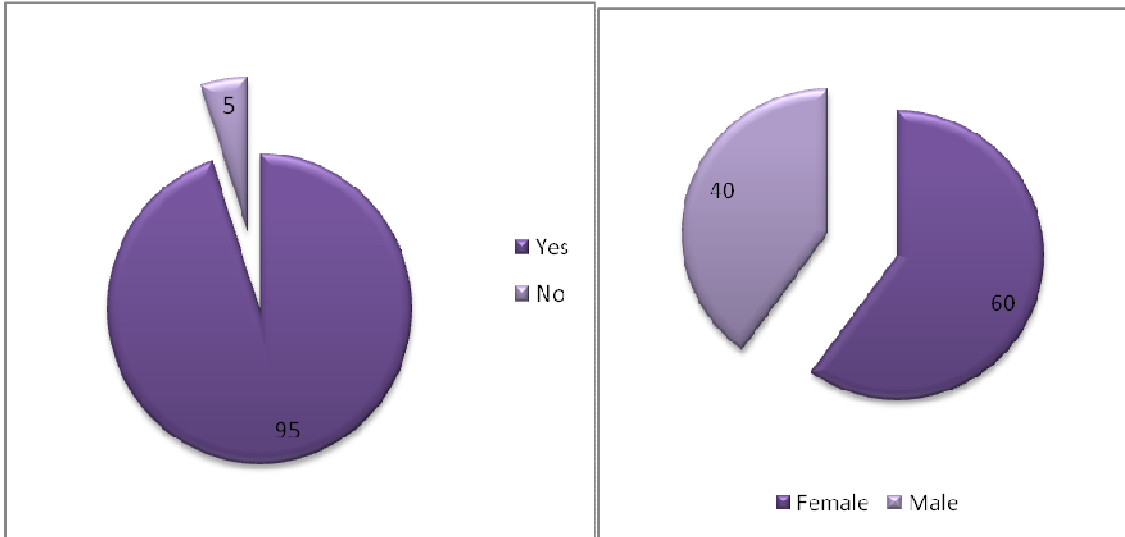
Functioning of coordination mechanisms

Members of coordination mechanism were asked on how many times they met as part of the coordination mechanism and except members in Dragash where coordination mechanism was recently establish most respondents stated that they took part few times ranging from 1 time to 7 times.

One question asked was if respondent's institution named a person for the coordination mechanism and in 95 percent of cases institutions named a person and five percent of cases no person was nominated (Figure 2). Among named representatives 60 percent are females and 40 percent males (Figure 3).

Figure 2: If a person nominated

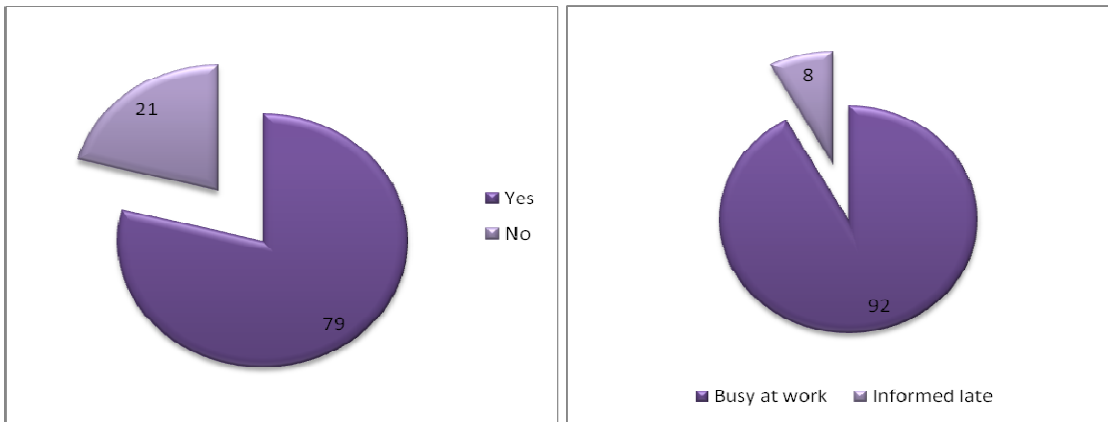
Figure 3: Gender of nominated person



More than 20 percent of respondents stated that they missed a coordination mechanism meeting (Figure 4-19 person responded) and the main stated reason (among 12 respondents) was that they were busy. As it can be noted from Figure 5 eight percent of respondents replied that they missed a meeting since they informed by delay which indicates that there is a scope for better coordination of the mechanism.

Figure 4: If a meeting was missed

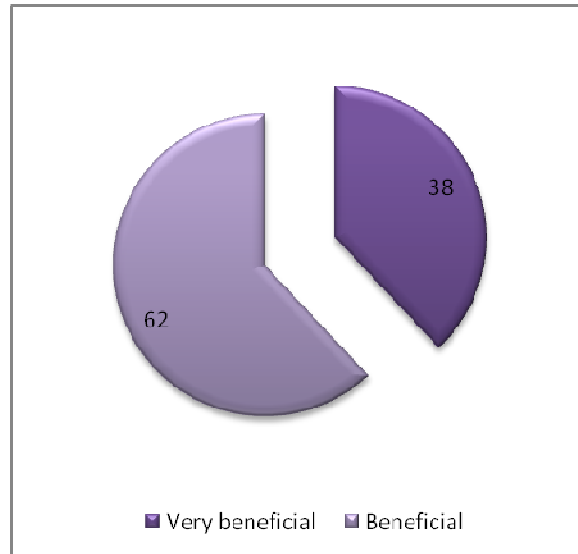
Figure 5: Reasons for missing a meeting



Data reveal that 38 percent of respondents consider that the coordination mechanism is very beneficial and 62 percent that is beneficial with regard to supporting better services to

DV survivors and in general addressing DV issues (Figure 6). No respondents ticket somehow and not beneficial which confirms the importance of the coordination mechanism.

Figure 6: How beneficial is the coordination mechanism



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

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

Considering weaknesses mentioned respondents were asked to propose what should be changed to improve noted weaknesses and their responses were as follows: a higher commitment of the coordination mechanism members; nomination of a coordinator for the mechanism; more frequent meetings; financial allocation for the coordination mechanism; task distribution among members; greater cooperation of department within

municipalities; joint decision making for joint activities; needs for capacity development to better perform tasks.

Data in Table 1 outline responses related to capacity development needs for coordination mechanism institutions. It can be noted that trainings on improving services for DV survivors are most marked needs; an equal share of respondents stated training in laws and regulations related to DV and on how coordination mechanism should work where trainings are needed.

Table 1: What are development needs for your institutions?

	Number	%
Training on Laws and regulation related to DV	9	45
Trainings on improving services for DV survivors	10	50
Training on the way of functioning of the 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 MoU does not exist)	6	30

Another question asked was what should central government do in order to provide better services to DV survivors and 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 noted this measure. Around 75 percent consider that monitoring implementation of the Law on protection against DV is an important measure that central government can play whereas 65 percent stated that central government should ensure that the Strategy on protection against DV should be fully implemented.

Table 2: What should central government institutions undertake to provide adequate services to DV survivors

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

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

Main problems which DV survivors are faced with

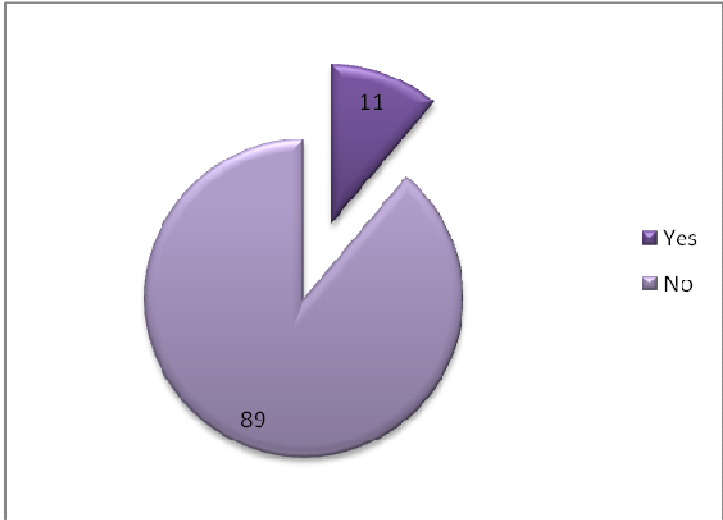
Main problems that DV survivors are faced with are: rehabilitation; reintegration; sheltering; unemployment; lack of financial resources for DV survivors; lack of proper location at the police station when DV survivors are interviewed; poor property inheritance by women; lack of residential shelter; and security for DV survivors.

Knowledge on GRB

When asked about what members of the coordination mechanism mean by gender responsive budgeting their responses were: it means that both genders benefit equally from the budget; majority stated that GRB is understood as a special line at the central level for gender issues; a special budget for employment of women; establishment of funds based on gender; budget allocation on gender basis; GRB is seen as an instrument that enables policy formulation in order to meet men and women needs in order to achieve gender equality; GRB as analyses on how expenditures and income impact women and girls compared to men; assessment of the budget and income from the gender perspective; and establishment of a budget that promotes gender equality. There were two responses that 'we do not know'

From Figure 7 it can be noted that 11 percent (2 respondents) stated that their institution applies gender budgeting approach while others responded negatively. Knowing that gender budgeting is not applied in Kosovo two positive responses indicate that gender budgeting is misunderstood in these two cases.

Figure 7: Does your institution apply gender budgeting?



Asking why institutions do not apply GRB responses varied from the ones considering lack of decentralization as a reason; that the court does not need such budget and that there is no such policy in place at their institution.

As expected all respondents stated that DV survivors needs are priority for their institutions. How are these priorities defined it is found that mainly through individual interviews followed by meetings in community and the least applied methodology is through focus groups (Table 3).

Table 3: What methodology does your institution apply to set DV survivors’ needs as institutions’ priorities

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

Proposals for improvements

Final question addressed to members of coordination mechanism was to add suggestions on how to improve the quality of services offered to DV survivors, improvement of the functionality of the coordination mechanism and capacity development needs. Proposals noted are the following:

- enforce functionality of the coordination mechanism and its activation within municipality;
- to work on rehabilitation, education, employment and reintegration of DV survivors;
- shelters should be financially supported by central and local level;
- there should be a separate space at the police station for children and DV survivors when interviews are conducted;
- and ensure implementation of GE laws.

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

As indicated in this document the AGE has noted that one positive development is that the new law on gender Equality (the Law will be revised) will have an article on gender budgeting. Also it was pointed out by AGE that having a coordinator named to monitor implementation of the Strategy and Action Plan on Protection against Domestic Violence will enhance support to DV survivors.

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

OSCE has organized trainings with institutions involved in implementation of Law on Protection against Domestic Violence. Participants were: Victim protectors; police officers, social workers, GE officer, Shelters and NGOs engaged in activities related to DV survivors and media. OSCE by the end November will start trainings on gender mainstreaming with municipal officer for all municipalities by mainly focusing on policy design and not on budgeting.

Meeting with Rreze Duli: position from 2008-2012 Project manager Support to Decentralization in Kosovo

According to Rreze UNDP has been engaged in municipal development plans but not covering the gender issue as these plans were from economic point of view.

Below noted trainings have been provided by UNDP related to budgeting and gender equality.

In 2009 UNDP organized Training Program "Building the capacities of the Civil servants of newly established municipalities contained 11 modules among which there was a

training Module 1 on Municipal Budget Planning and Budget Execution with in municipalities: North Mitrovica, Gracanica, Ranillug, Partesh, Klllokot and Ministry of Local Governance and Administration. The target Group was: Civil Servants, Municipal Budget Officers, Directors and the course contained training on: Budget planning; Development of capacities for the identification of needs; more realistic planning of budget; Acquaintance to the legal procedures in this process; and Gender Budgeting.

In 2010 UNDP for all municipalities organized trainings "Human rights and gender awareness" with following modules: Module 1: 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 for some time in DV field mainly at the macro level by interviewing main stakeholders aiming to obtain the cost calculation for DV services which would be used for budgeting purposes. The report has been published in September 2012.

11. Main findings and recommendations

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

Main findings derived from this research are as follows:

- Although there is no a separated budget line for domestic violence at municipal level shelter houses were financially supported by municipalities and activities mainly related to awareness raising days were supported but all these support depends crucially upon Mayor's will and it is understood that municipalities face financial constraints;
- Gender equality officer at local level have no budget line hence difficulties to support activities. It was found that how much is done for activities related to DV depends a lot on GE officer's engagement , which was as well confirmed by the AGE;
- Given that GE officer is under Human Rights Unit and has not budget line GE officer is not engaged in budget preparation. The lack of special budget line demotivates GE officers to prepare working plans for gender issues. Furthermore

- they take part in public hearing for the budget as observers only i.e. their presence is not mandatory;
- With regard to public hearings it was noted that mainly projects for capital investments are presented. In most of the cases women participation is almost not present and no NGOs take place in public hearings where their voice could be heard;
 - There is lack of information and information sharing between Head of Finance and GE officer-different statements were made;
 - Shelters as one of the main service providers in the circle through which DV survivors go have as the main problem the financial sustainability. MLSW and donors have been the main financing source with some support offered occasionally by municipalities;
 - As indicated by previous research reintegration of DV survivors remains the biggest challenge including provision of permanent shelter and their employment;
 - Complaints were made related to implementation of the Law namely the fact that DV survivors leave the house where violence is exercised and not as set by the law that she should remain at home;
 - Municipalities face financial constraints and are in urgent need to have a special grant for social services if those services are to be fostered;
 - Decentralization of social services is considered to have created a difficult situation for municipalities as it is not accompanied with 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 and about one fifth stated to have missed a meeting and that mainly since they were busy;
 - Coordination mechanism is considered to improve services provided to DV survivors and coordination of activities among member institutions is noted as the main benefit stemming from the mechanism;
 - Absence of members in the meetings; lack of a coordinator and lack of a budget are most cited problems that coordination mechanisms face;
 - In general there is misunderstanding about the GRB which is mainly considered as existence of separate budget for men and women;
 - None of interviewed institutions apply GRB in their budgeting process;

Recommendations

Interventions at municipal level

- Close monitoring for implementation of Strategy and Action Plan for Protection Against Domestic Violence should be conducted;

- Municipalities should have an office hence a separate budget line which would be used also for activities related to DV. Alternatively a 'budget line' for DV could be added as part of Mayor's office;
- A sustainable budget is needed to be secured for shelters although this may fall mainly as part of MLSW;
- Participatory approach in budget preparation should be enhanced. GE officer should not only be present but also work on ensuring participation of women and women NGOs and before hand discuss on needs related to DV and others;
- Engagement should be done to incorporate in budget public hearings also budget for social services i.e. budget for DV related services (although no separate budget line but at least it should be noted that such line does not exist but that within Mayor's office there will be some allocation);
- Given that securing permanent sheltering is a big obstacle lobbying could be done at municipal level so that when social shelter applications are reviewed a priority to be given to DV survivors;
- Municipality funds could be used for reintegration purposes mainly on education and employment. Currently in Kosovo there are projects running related to business start ups and DV survivors could be engaged in such projects which would play two roles-training and potential for becoming independent. These could be followed by GE officers and followed to those in charge for such projects;
- Jobs for DV survivors could be secured by close cooperation with Employment Centers;
- Decentralization should become more efficient as to allow municipalities to plan the budget by using up to date data on needs related to DV survivors social services;
- Nomination of a coordinator for the coordination mechanism and development of reporting procedures to make sure that meetings are held regularly and benefits are derived from the mechanism;
- Budget allocation for operation of the mechanism;
- Higher responsibility when it comes to meeting attendance by all members;
- More regular meetings to be imposed which confirms the need for nominating a coordinator;

Capacity development needs for members of the coordination mechanism

- Trainings for GE officers necessary to make them more demanding and raise their voice at municipal level;
- GE officers should be more critical and not report situation better than it is. Trainings could be organized on how they should report and gather information also related to DV since there were no reports available which in turn would make it difficult for GE officers also to lobby for DV survivors interests;

- Trainings related to Laws and documents related to DV;
- There is a need for training on GRB for all institutions covered under the study;
- Trainings for functioning of the coordination mechanism and on drafting protocols and regulations of the coordination mechanism;

References

Rames, V., 2012, Mapping of Social Services in 3 Municipalities for the UNKT Joint Program on Domestic Violence in Kosovo

KIPRED, 2011, Public funds: Toward an efficient and transparent management of municipal budget

KWN, 2008, Exploratory Research on the Extent of Gender-Based Violence in Kosovo and Its Impact on Women's Reproductive Health

Appendix: Questionnaire

UNWOMEN, Kosovo

August 2012

Questionnaire related to functionality of DV related coordination mechanism and development needs of institutions included in the mechanism in municipality of Dragash, Gjakova and Gjilan

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 and 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: 1. Female 2. 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

10.1 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

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

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

- Yes
- No
- I don't know

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

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

13. Did you miss any meetings:

1. Yes
2. No

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

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

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

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

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

- 1.
- 2.
- 3.

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

- 1.
- 2.
- 3.

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

- 1.
- 2.
- 3.

18. 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)

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

- 1.
- 2.
- 3.

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

21. 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

22. What do you mean by GRB?

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

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

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

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

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

1. Yes
2. No
3. Do not know

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

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

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

25.1 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

26. Please add any comments and proposals

Date of the interview: