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ASSESSING INSTITUTIONAL PROGRESS AND COORDINATION AGAINST GENDER- **BASED VIOLENCE IN KOSOVO**



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EXECUTIVE SUMMARY

This endline study assesses the progress achieved under the *Preventing Gender-Based Violence through Education and Awareness Raising* project, implemented by the Kosovar Gender Studies Center (KGSC) in partnership with Solidar Suisse and funded by the European Union. The study evaluates changes in awareness, institutional coordination, and survivor support mechanisms compared to the 2023 baseline *Understanding the Institutional Context: Assessing Gender-Based Violence in Kosovo*.

The endline survey gathered data from 62 institutional representatives through online and telephone surveys, complemented by 12 qualitative interviews with police, Centres for Social Work, municipal officials, and NGO representatives. The questionnaire replicated the baseline design to ensure comparability, while introducing new indicators on training participation, functionality of coordination mechanisms, and adequacy of survivor support.

Key Positive Developments (2023–2025)

- **Improved institutional coordination:** The share of respondents rating their Municipal Coordination Mechanisms against Domestic Violence (MCMDVs) as *effective or somewhat effective* increased from **64% to 85%**, reflecting more regular meetings and clearer referral procedures.
- **Enhanced survivor support:** Belief that *support for victims is adequate* rose from **39% to 53%**, indicating stronger inter-institutional cooperation and improved access to services.
- **Higher engagement in training:** **66%** of institutional representatives participated in GBV or MCMDV-related training, with **93%** rating them *useful or very useful*.
- **Strengthened skill base:** Respondents most frequently cited gains in *survivor support* (30%), *case handling* (23%), and *reporting and documentation* (20%), suggesting more consistent service delivery.
- **Shift toward survivor-centered strategies:** Compared to 2023, institutional priorities moved from awareness and law enforcement to *support, rehabilitation, and economic empowerment* of survivors.
- **Improved accessibility of reporting channels:** The share of respondents describing GBV reporting as *difficult* fell from 68% to 40%, reflecting greater trust in institutions.

- **Expanded institutional coverage:** The endline included 62 respondents, up from 51 in 2023, ensuring broader representation across municipal and central institutions.

The results confirm that institutional awareness and coordination have strengthened considerably. MCMDVs are functioning more effectively, with better-defined roles and stronger cooperation among police, social services, and municipal departments. Capacity-building has reached a wide range of professionals, enhancing both procedural consistency and survivor-centered practice. The analysis also highlights a gradual shift in how institutions conceptualize GBV, from viewing it primarily as a legal issue to recognizing its social, economic, and psychological dimensions.

Despite the progress, several challenges remain. Limited resources continue to affect shelters and psychosocial support services, particularly outside major urban areas. Stigma, fear of retaliation, and economic dependence still deter many survivors from reporting. Sustainability of MCMDV operations also depends on more consistent funding and systematic monitoring.

Overall, the endline shows that Kosovo's response to gender-based violence is becoming more coordinated, inclusive, and survivor-focused. The improvements observed since 2023 demonstrate the value of integrated action, combining training, public awareness, and institutional reform. Continued investment in local coordination, survivor services, and capacity-building is essential to consolidate these improvements and ensure long-term institutional accountability.

INTRODUCTION

The project *Preventing Gender-Based Violence Through Education and Awareness Raising* was implemented by the Kosovar Gender Studies Center (KGSC) in partnership with Solidar Suisse, funded by the European Union. The study aims to assess progress made during the 2023–2025 project period in strengthening institutional responses, coordination, and public awareness on gender-based violence (GBV) across Kosovo. Its overall goal is to prevent and combat violence against women by promoting gender equality, improving institutional mechanisms, and fostering community-level awareness that violence constitutes a violation of fundamental human rights. The project was implemented in six municipalities, namely, Prishtina, Prizren, Gjakova, Mitrovica, Gjilan, and Kamenica, through a coordinated set of interventions targeting institutions, schools, and the public sphere.

This endline study follows and builds upon the 2023 baseline study *Understanding the Institutional Context: Assessing Gender-Based Violence in Kosovo*, which provided the first structured evidence on institutional awareness, inter-agency coordination, and perceptions regarding GBV prevention and response in Kosovo. The endline revisits the same thematic areas, applying comparable instruments and indicators, while integrating new modules that capture changes in institutional capacity, coordination, and survivor support services developed over the course of the project.

The report assesses changes since 2023, particularly in terms of institutional coordination, awareness, and perceptions of GBV among responsible actors, as well as the functionality of Municipal Coordination Mechanisms against Domestic Violence (MCMDVs). It examines to what extent progress has been achieved in strengthening prevention, protection, and response systems, and whether earlier gaps identified in the baseline have been addressed.

Context and Literature Review

Gender-based violence continues to represent one of the most severe forms of gender inequality in Kosovo. As highlighted in the baseline, over 95% of domestic violence cases involve women as victims and men as perpetrators¹, and institutional responses have often been hindered by limited coordination, insufficient resources, and inconsistent application of legal measures². While the legal and policy frameworks, including the Law on Gender Equality (2015)³, the Law on Prevention and Protection from Domestic Violence, Violence Against Women, and Gender-based Violence⁴ and the National Strategy on Protection against Domestic Violence and Violence against Women (2022–2026)⁵, provide a strong foundation, effective implementation remains a challenge.

Kosovo's commitment to international frameworks such as CEDAW and the Istanbul Convention further reinforces its obligation to prevent and address all forms of GBV. Since 2020, the Istanbul Convention has been directly applicable through constitutional amendments⁶, guiding the development of integrated policies and mechanisms.

Recent years have seen important legal and institutional advances. In October 2023, Kosovo adopted the comprehensive Law No. 08/L-185 on Prevention and Protection from Domestic Violence, Violence against Women and Gender-Based Violence, which consolidates prevention, protection, prosecution, coordination, and data-collection mandates across institutions⁷. The law also formally

¹ Kosova Women's Network. (2022). *Deferment of Gender-Based Violence Cases by the Judicial System*. Available at: <https://tinyurl.com/7tbnn47w>

² Kosovar Gender Studies Center (KGSC) & Solidar Suisse Southeast Europe – Kosova. (2023). *Understanding the Institutional Context: Assessing Gender-Based Violence in Kosovo*. Available at <https://tinyurl.com/5spj9f5n>

³ Law No. 05/L020 on Gender Equality (2015). Available at: <https://tinyurl.com/ydff8sts>

⁴ Law No. 08/L-185 on Prevention and Protection from Domestic Violence, Violence against Women and gender-based violence (2023). Available at: <https://tinyurl.com/bdd2zkub>

⁵ National Strategy on Protection Against Domestic Violence and Violence Against Women 2022–2026. Government of Kosovo. Available at: <https://tinyurl.com/s692ymrn>

⁶ Constitution of the Republic of Kosovo with amendments I-XXIV (2020). Available at: <https://tinyurl.com/34kcdt2h>

⁷ Law No. 08/L-185 on Prevention and Protection from Domestic Violence, Violence against Women and gender-based violence (2023) – Kosovo. Available at: <https://tinyurl.com/bdd2zkub>

establishes the role of the National Coordinator against Domestic Violence, who oversees implementation and reporting at the central level. In 2024, the Government adopted a Regulation on the Organization and Functioning of the Office of the National Coordinator, operationalizing this role and expanding cooperation between ministries and municipal structures⁸.

To support local-level response, the OSCE Guidelines for Effective Performance of MCMDVs (2023) standardized membership, data practices, and referral pathways. Currently, 33 municipalities have functional MCMDVs, many supported by UN Women and the OSCE, though their activity remains uneven due to turnover and resource constraints.⁹

At the national level, the Unified Database on Domestic Violence, established in 2019¹⁰ and improved in 2023–2024 with UN Women support, has become the core tool for inter-institutional case tracking. While coverage is expanding, the EU and UN monitoring missions note that data gaps persist, especially regarding access to protection services and victim outcomes¹¹¹²¹³.

Studies and monitoring reports between 2023 and 2025 show incremental progress. A 2024 Group for Legal and Political Studies (GLPS) report found improved responsiveness in police investigations and better coordination between municipal offices and courts, yet identified persistent underreporting

⁸ Government of Kosovo. (2024). *Regulation on the Organisation and Functioning of the Office of the National Coordinator for Protection against Domestic Violence, Violence against Women and Gender-Based Violence* (GRK No. 37/2024). Available at: <https://tinyurl.com/2n4d35y8>

⁹ OSCE Mission in Kosovo. (2023). *Guidelines for the Effective Performance of Municipal Coordination Mechanisms against Domestic Violence*. Available at: <https://tinyurl.com/y88244um>

¹⁰ UN Women. (2023). *Data-Driven Change: Improving Domestic Violence Response in Kosovo*. Available at: <https://tinyurl.com/38u59xbn>

¹¹ Council of Europe. (2022). *Assessment of the alignment of Kosovo laws, policies and other measures with the standards of the Istanbul Convention*. Available at: <https://tinyurl.com/bddx437m>

¹² EULEX Kosovo. (2022). *Assessment of the Handling of Rape Cases by the Justice System in Kosovo*. Available at: <https://tinyurl.com/dafymvp9>

¹³ Group for Legal and Political Studies (GLPS). (2024). *Annual Report on Institutional Treatment of Domestic Violence Cases in Kosovo, July 2023–June 2024*. Available at: <https://tinyurl.com/c26xdx55>

and lengthy court procedures¹⁴¹⁵. The Kosovo Centre for Security Studies (KCSS, 2024) also noted increasing awareness among women but ongoing distrust in justice institutions.¹⁶ Monitoring by EULEX (2022) continued to underline limited application of survivor-centered procedures in rape and sexual-violence cases¹⁷. According to data provided by the Kosovo Police Information Office (on October 16, 2025), a total of 2,169 domestic-violence cases were reported from January to September 2025, compared to annual data reports of 2,959 in 2024 and 2,638 in 2023. They also reported 57 cases of sexual harassment, 1,242 cases of assault, and 59 cases of rape during 2025, indicating persistently high levels of gender-based violence despite institutional progress in coordination and response.¹⁸

These developments suggest a gradually improving institutional response framework, yet underline the need for continuous capacity building, reliable data systems, and survivor-centered approaches.

This endline therefore revisits the institutional landscape to identify what has changed over the past two years—both in the functioning of coordination mechanisms and in the perceptions of officials responsible for GBV prevention and gender equality at central and local levels.

¹⁴ EULEX Kosovo. (2022). *Assessment of the Handling of Rape Cases by the Justice System in Kosovo*. Available at: <https://tinyurl.com/dafymvp9>

¹⁵ Group for Legal and Political Studies (GLPS). (2024). *Annual Report on Institutional Treatment of Domestic Violence Cases in Kosovo, July 2023–June 2024*. Available at: <https://tinyurl.com/c26xdxs5>

¹⁶ Kosovo Centre for Security Studies (KCSS). (2024). *Women's Security Concerns in Kosovo*. Prishtina: KCSS. Available at: <https://tinyurl.com/yfb5c5ez>

¹⁷ EULEX Kosovo. (2022). *Assessment of the Handling of Rape Cases by the Justice System in Kosovo*. Available at: <https://tinyurl.com/dafymvp9>

¹⁸ Kosovo Police. (2025). *Official statistics on criminal offences related to sexual harassment, assault, rape, and domestic violence for 2023–2025* [Data provided by the Information Office, via email]

METHODOLOGY

Overview

This endline study builds upon the 2023 baseline report *Understanding the Institutional Context: Assessing Gender-Based Violence in Kosovo*, implemented by the Kosovar Gender Studies Center (KGSC) in partnership with Solidar Suisse and funded by the European Union. The baseline established a foundation on institutional awareness, perceptions, and coordination mechanisms addressing gender-based violence (GBV) across Kosovo.

The endline assessment maintains continuity with the baseline while expanding its scope to capture institutional progress, shifts in awareness, and the impact of project interventions implemented during 2023–2025. The study applied a mixed-method design, combining quantitative and qualitative components to provide both comparative and explanatory insights.

Quantitative Component

An online and phone survey was administered to 62 representatives of public institutions directly engaged in GBV prevention and response, including Gender Equality Officers, members of Municipal Coordination Mechanisms against Domestic Violence (MCMDVs), police officers, prosecutors, social service providers, and similar professionals.

The questionnaire largely mirrors the baseline instrument, preserving the same logic and measurement framework to ensure comparability across indicators. Additional items were introduced to capture institutional changes, participation in trainings, and perceived adequacy of services. Key indicators measured in both survey rounds include:

- perceived level and causes of GBV;
- ease and confidentiality of survivor reporting;
- institutional awareness and cooperation through MCMDVs; and
- adequacy of municipal and inter-institutional support services.

Qualitative Component

Semi-structured interviews were conducted with 12 institutional and civil society representatives to complement the quantitative results. These included MCMDV members, social workers, police officers, and NGO representatives. The interviews provided deeper insights into progress, coordination challenges, survivor support, and examples of promising practices introduced during the project period.

Sampling and Data Collection

The endline targeted the same institutional categories and municipalities as the baseline to ensure statistical and analytical comparability. Data were collected using a mixed-mode approach, combining:

- **CAWI (Computer-Assisted Web Interviews)** – online questionnaires distributed through institutional channels; and
- **CATI (Computer-Assisted Telephone Interviews)** – follow-up calls to reach non-respondents and increase participation rates.

All responses were anonymized and analyzed in accordance with ethical and confidentiality standards established in the baseline study. Comparative analysis focused on proportional differences and simple trend analysis to assess institutional progress over time.

SURVEY AND SEMI-STRUCTURED INTERVIEW FINDINGS

This section provides a detailed view of the survey and semi-structured interview findings with public officials involved in gender-based violence (GBV) prevention and response.

Demographic Profile

Respondents in the survey represented all regions of Kosovo. The Prishtina region accounted for the largest share (29%), followed by Gjiilan (27%) and Mitrovica (21%). Smaller shares were recorded from Prizren (10%), Gjakova (8%), Peja (3%), and Ferizaj (2%). Across municipalities, the sample included participants from Prishtina, Kamenica, Mitrovica, Gjakova, Gjiilan, and Prizren, among others, municipalities that host active Municipal Coordination Mechanisms against Domestic Violence (MCMDVs). This mix ensures a range of perspectives of larger and smaller municipalities.

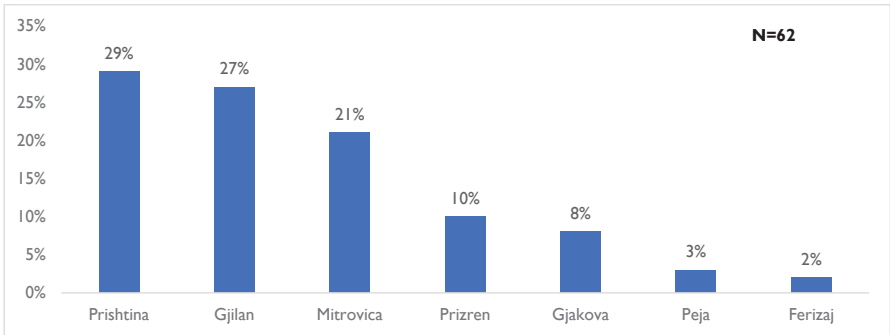


FIGURE 1 *Regional distribution of respondents*

Regarding age distribution, the largest share of respondents (41%) were aged 30–39, followed by 23% in the 40–49 age group and 18% aged 50–59. Smaller proportions were recorded among those aged 24–29 (7%) and 60 years or older (11%). In terms of gender, women represented nearly two-thirds (65%) of all respondents, while men accounted for around one-third (35%).

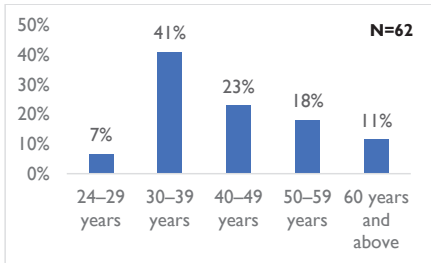


FIGURE 2 *Age distribution of respondents*

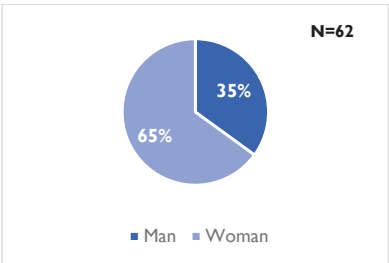


FIGURE 3 *Gender distribution of respondents*

In terms of educational attainment, the vast majority of respondents hold university degrees. Over half (55%) reported having a Bachelor’s degree, while 42% had completed a Master’s degree. Only a small share (3%) held a PhD or equivalent qualification.

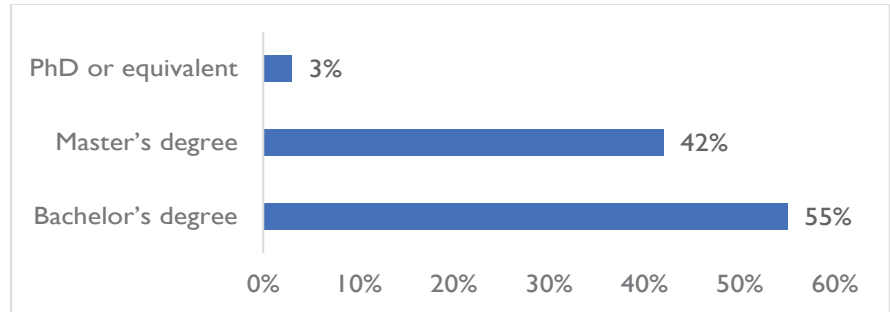


FIGURE 4 *Educational attainment of respondents*

Respondents represented a diverse set of institutions, primarily municipal administrations and public service agencies. The largest group were municipal officials (over half of all respondents when combining all municipal entries). A smaller share represented the Kosovo Police, Centers for Social Work, and civil society organizations (CSOs) working in the field of gender equality and protection services.

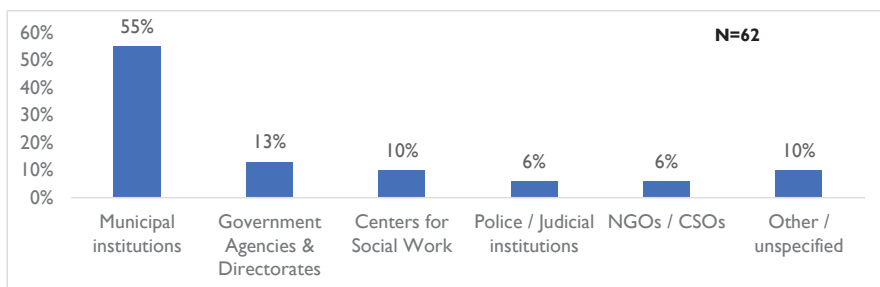


FIGURE 5 *Institutional affiliation of respondents*

Most respondents occupied professional or coordination roles, with several holding leadership positions. Gender Equality Officers (GEOs) made up around 8% of all responses. Other notable roles included directors (6%), municipal or institutional coordinators (5%), and social service staff (around 5%).

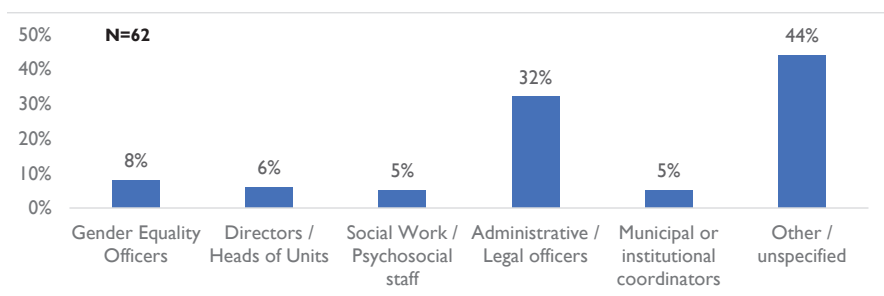


FIGURE 6 *Institutional roles of respondents*

About half of the respondents (49%) reported being members of the Municipal Coordination Mechanisms against Domestic Violence (MCMDVs), while the other half (51%) stated they were not directly part of these structures.

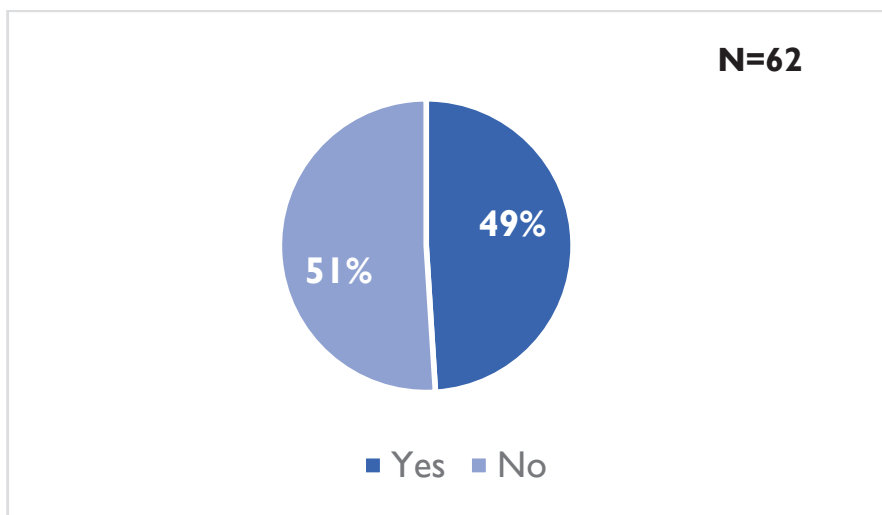


FIGURE 7 *MCMDV Membership*

When it comes to tenure in current roles, respondents had different experience levels. About 37% had served 0–5 years, suggesting a relatively new cohort of professionals joining institutional mechanisms. Another 24% had between 6–10 years of experience, while 39% had been in their positions for 11 years or more, indicating strong institutional continuity and experience in handling gender-based violence and social welfare issues.

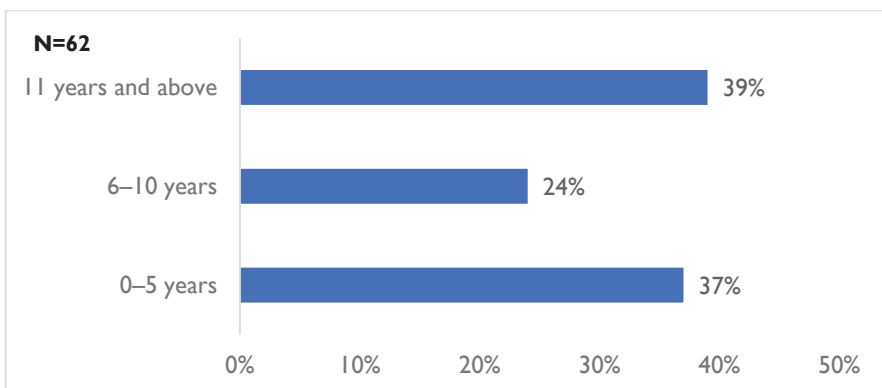


FIGURE 8 *Years in current role*

In addition to the quantitative survey, twelve semi-structured interviews were conducted with representatives of municipal institutions, Centres for Social Work, and the Kosovo Police across twelve municipalities. Interviewees included gender equality officers, social workers, and members of Municipal Coordination Mechanisms against Domestic Violence (MCMDVs). The interviews explored institutional progress since the 2023 baseline, focusing on coordination, service provision, and challenges in addressing gender-based violence (GBV). To ensure confidentiality, interviewees are anonymized as Interviewee 1–12 (see Table 1).

TABLE 1 *Institutional affiliation and municipality of qualitative interview participants*

Interviewee	Institution Type	Municipality
Interviewee 1	Centre for Social Work	Pejë
Interviewee 2	Municipality	Gjakovë
Interviewee 3	Kosovo Police	Mitrovicë
Interviewee 4	Municipality	Dragash
Interviewee 5	Municipality	Prizren
Interviewee 6	Centre for Social Work	Kamenicë
Interviewee 7	Centre for Social Work	Kamenicë
Interviewee 8	Centre for Social Work	Fushë Kosovë
Interviewee 9	Municipality	Istog
Interviewee 10	Centre for Social Work	Prizren
Interviewee 11	Municipality	Ferizaj
Interviewee 12	Municipality	Rahovec

**All participants are anonymized as Interviewee 1–12 to preserve confidentiality.*

GBV Perceptions

Respondents were asked to assess the current level of gender-based violence (GBV) and how the situation has changed over the past two years. Nearly half (47%) rated the overall level of GBV in Kosovo as moderate, while 39% described it as high, and 8% as very high. Only a small minority viewed GBV as low (5%) or very low (2%). These perceptions indicate that, while some progress may have occurred, GBV remains a serious social concern across municipalities.

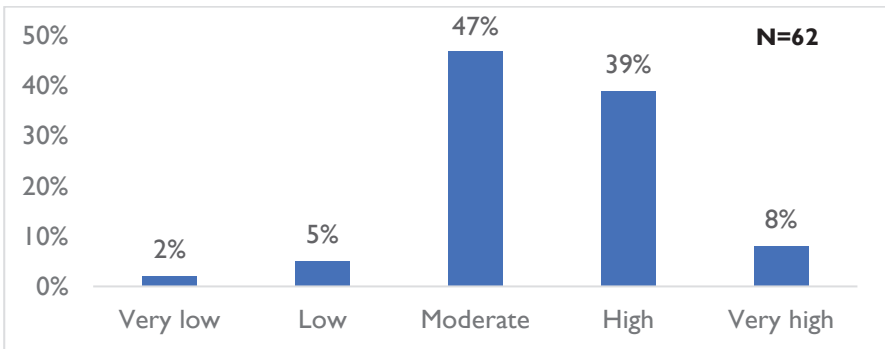


FIGURE 9 *Perceived level of gender-based violence (GBV) in Kosovo*

When comparing the situation to two years ago, 39% of respondents believed it had somewhat improved, while 32% said it remained neutral. However, nearly 29% (combined “worse” and “much worse”) believed the situation had deteriorated.

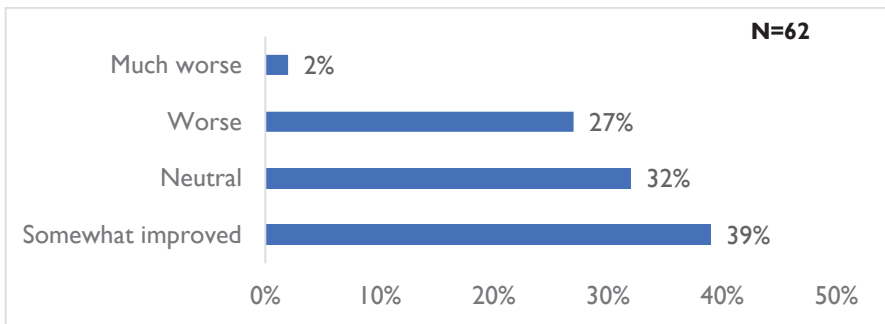


FIGURE 10 *Change in GBV situation compared to two years ago*

Interview data confirm these mixed perceptions. Several interviewees described greater institutional focus and conceptual understanding of GBV. As one municipal officer explained, “Gender-based violence is perceived as a multidimensional issue requiring coordinated intervention. Discussion within the institution has evolved toward prevention, survivor support, and inter-institutional cooperation” (Interviewee 11). Another gender officer observed that “public awareness and engagement in prevention have increased compared to previous years” (Interviewee 9), while others noted that “it has improved significantly compared to previous years” (Interviewee 4). However, some cautioned that “as a phenomenon, it is still on the rise in our municipality” (Interviewee 8), suggesting that improved recognition may partly reflect better reporting rather than a decline in incidents.

Causes of GBV

Poverty and economic insecurity were the most frequently mentioned causes of GBV, accounting for 31% of all mentions. Cultural norms and traditional gender roles followed closely with 27%, while lack of awareness and education made up 22%. Weak law enforcement and judicial gaps represented 11% of total mentions, and substance abuse accounted for 7%. A small number (2%) cited other factors. Open-ended responses under “Other” highlighted issues such as economic uncertainty, increased social pressures, and the broader economic context as contributing factors. These patterns suggest that respondents view GBV primarily as the outcome of economic hardship intertwined with entrenched social and institutional barriers.

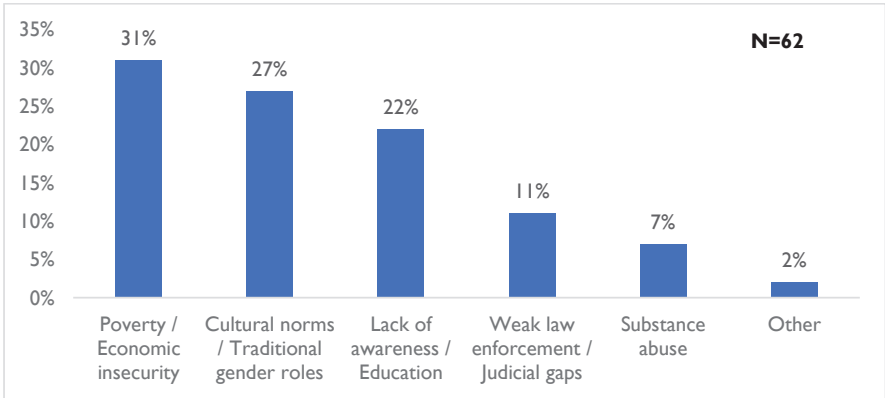


FIGURE 11 *Main causes of GBV (percentage of mentions)*

A majority of respondents (89%) stated that they had not observed notable changes in the underlying causes of gender-based violence over the past two years, while around 11% reported that some shifts have occurred. These participants highlighted a gradual increase in awareness, preventive campaigns, and stricter judicial measures, which they believe have contributed to greater public attention to GBV issues. Open-ended explanations further described improvements such as better inter-institutional coordination, heightened media coverage, and stronger enforcement of legal frameworks. A few respondents also mentioned that while awareness has grown, economic insecurity and persistent social norms continue to sustain GBV risks, particularly among vulnerable groups.

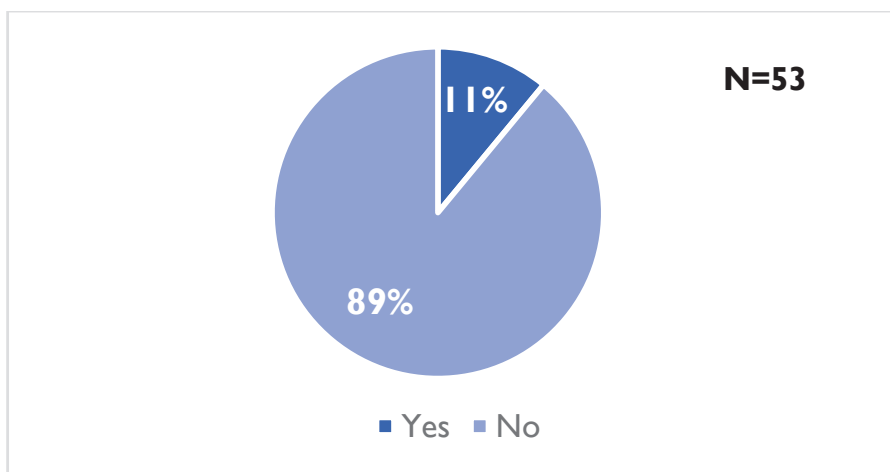


FIGURE 12 *Changes observed in underlying causes of GBV*

Interviewees largely confirmed that entrenched gender norms and economic dependency underpin GBV dynamics. As one social worker stated, “Violence is generally condemned, yet a part of the population still sees it as a tool for solving family problems” (Interviewee 6). A municipal officer added that “entrenched social norms and low economic development still shape women’s vulnerability, even though mindsets are slowly improving” (Interviewee 4). These statements mirror the quantitative evidence showing that poverty and cultural expectations remain the strongest drivers of GBV.

Institutional Response

Respondents were also asked about their institutions’ direct engagement with GBV cases. A majority (76%) reported dealing with cases occasionally or frequently, confirming that GBV response remains an integral part of institutional work across municipalities.

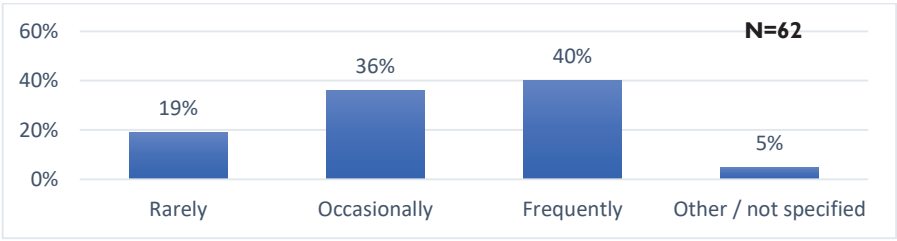


FIGURE 13 *Institutional engagement with GBV cases*

Perceptions of reporting ease varied. While 42% considered reporting to be somewhat easy or very easy, about 40% found it difficult, indicating that survivors may still face barriers such as stigma, procedural complexity, or limited institutional reach.

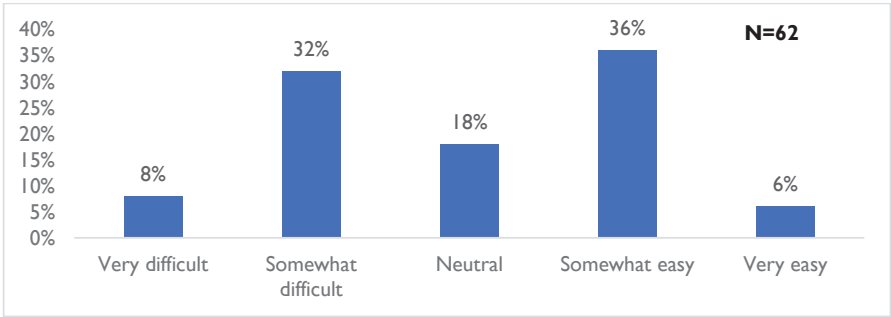


FIGURE 14 *Ease of reporting GBV cases*

Similarly, when asked about confidentiality of reporting channels, most respondents expressed confidence in institutional privacy standards: 65% rated them as somewhat or very confidential, while 19% perceived confidentiality as weak or insufficient.

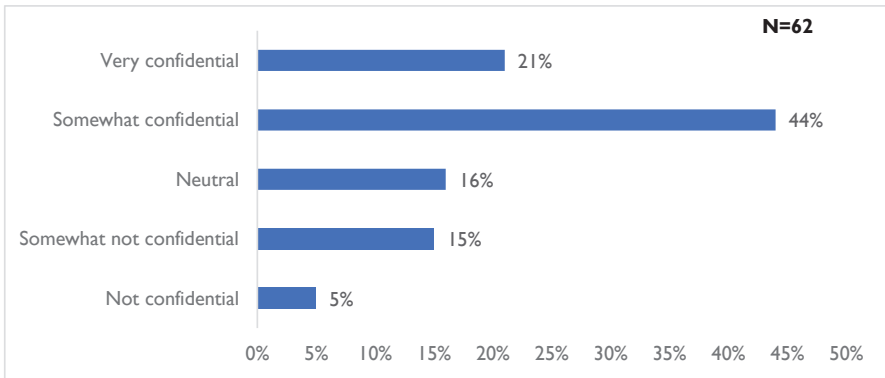


FIGURE 15 Confidentiality of reporting channels

When asked about the first address where GBV victims typically report their cases, almost all respondents (95%) identified the Police as the initial point of contact, while only 5% mentioned the Centre for Social Work (CSW). This reflects the dominant role of law enforcement institutions in early response, and the need to strengthen social and psychological entry points for survivors.

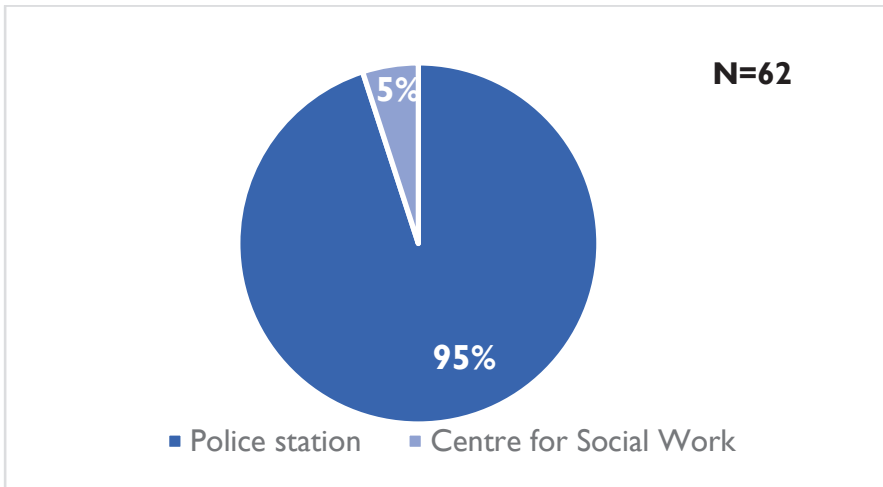


FIGURE 16 Primary reporting point for GBV cases

Interviewees also emphasized persistent barriers linked to stigma and confidentiality. *“It is very difficult because confidentiality cannot always be maintained, and this creates a problem in reporting”* (Interviewee 1). Similarly,

“In small municipalities where everyone knows each other, the social climate is highly judgmental” (Interviewee 4). Nevertheless, some municipalities reported stronger referral coordination: *“Reporting has become easier thanks to coordinated channels—Police, CSW, Court, Prosecution, and the MCMDV”* (Interviewee 11). These narratives align with the survey’s finding that while formal procedures exist, practical barriers continue to constrain survivor disclosure.

Training and Capacity Building

Two-thirds of respondents (66%) reported that they or their colleagues had participated in GBV or MCMDV-related training during the past two years, while 34% had not.

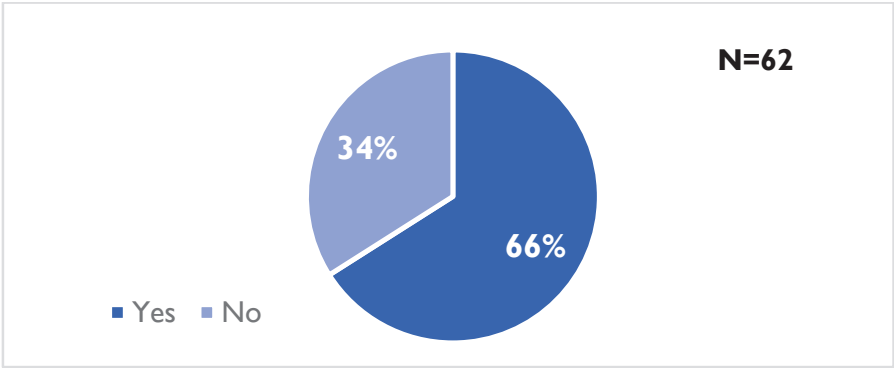


FIGURE 17 Participation in GBV or MCMDV-related trainings (past two years)

Among those who had attended, 93% described the training as useful or very useful, confirming strong satisfaction with content and relevance. Only a few respondents (under 8%) rated the sessions as neutral or not useful.

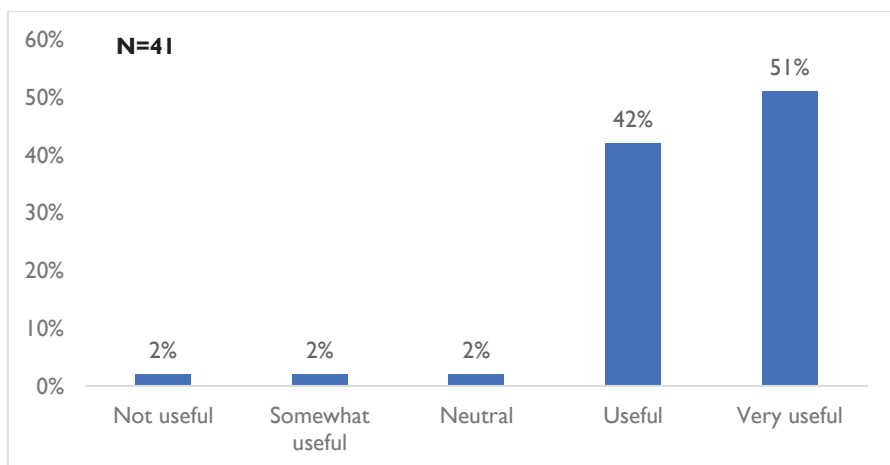


FIGURE 18 *Perceived usefulness of trainings*

Respondents most frequently mentioned survivor support services (30%) as a key area of knowledge and skills gained from previous trainings. This was followed by case handling procedures (23%) and reporting and documentation (20%). Coordination with institutions (19%) and awareness-raising techniques (9%) were mentioned less. Additional comments mentioned practical skills related to inter-agency communication and documentation of sensitive cases. These findings suggest that training efforts have focused on direct service delivery and case management, with somewhat less emphasis on outreach and coordination capacities.

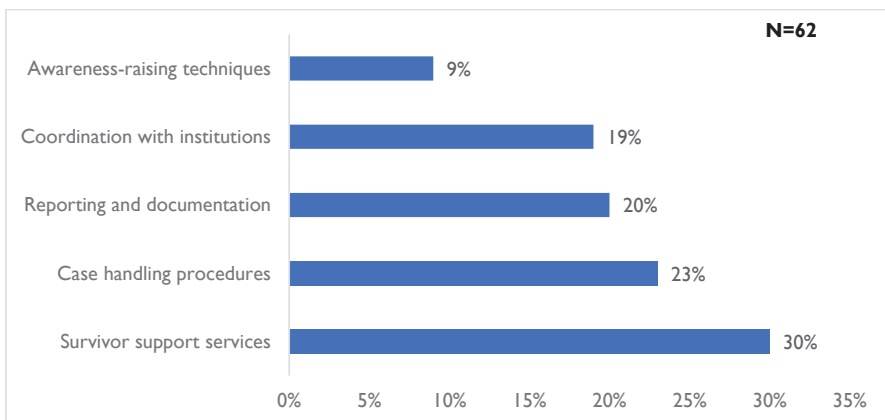


FIGURE 19 *Skills gained through GBV/MCMDV trainings*

Respondents most often recommended advanced case management as a future training priority (25% of mentions), followed by legal procedures and rights (23%), and psychosocial support for survivors (21%). Topics such as MCMDV coordination and awareness-campaign outreach each represented 14% of mentions, while a small portion (4%) suggested other topics. Open-ended suggestions emphasized digital data management, cross-sectoral cooperation, and more training tailored to rural or minority communities. Overall, the emphasis lies on strengthening technical and applied skills across both legal and psychosocial dimensions of GBV response.

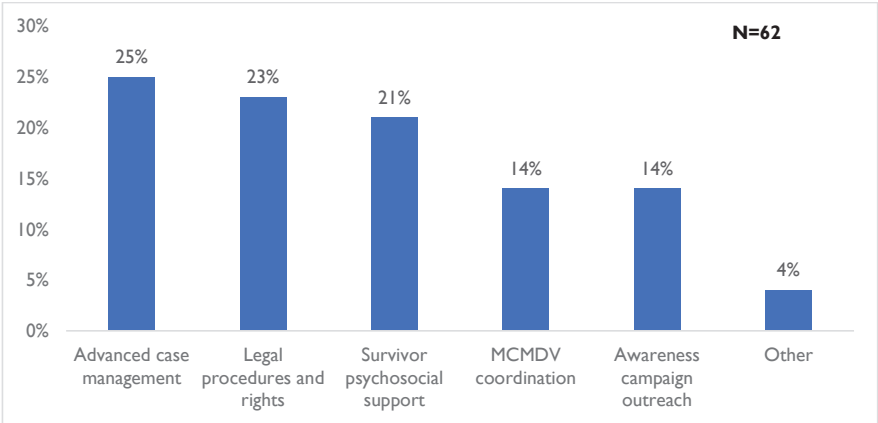


FIGURE 20 *Priority topics for future training*

Qualitative data from the interviewees confirmed that training participation has directly influenced institutional readiness. *“Trainings and awareness campaigns have had a positive impact on our work, increasing knowledge about procedures and coordinated responses”* (Interviewee 3). Another noted, *“Trainings always have a positive impact, especially with recent legal changes affecting the MCMDV’s work”* (Interviewee 4). Yet a few expressed the need for continuity, as *“in the last two years we have not had specific trainings, which can be a disadvantage for new staff”* (Interviewee 6).

Municipal Coordination Mechanisms against Domestic Violence (MCMDVs)

A majority of respondents (71%) stated that their municipality has a functioning MCMDV, while 23% were unsure and 6% said it does not.

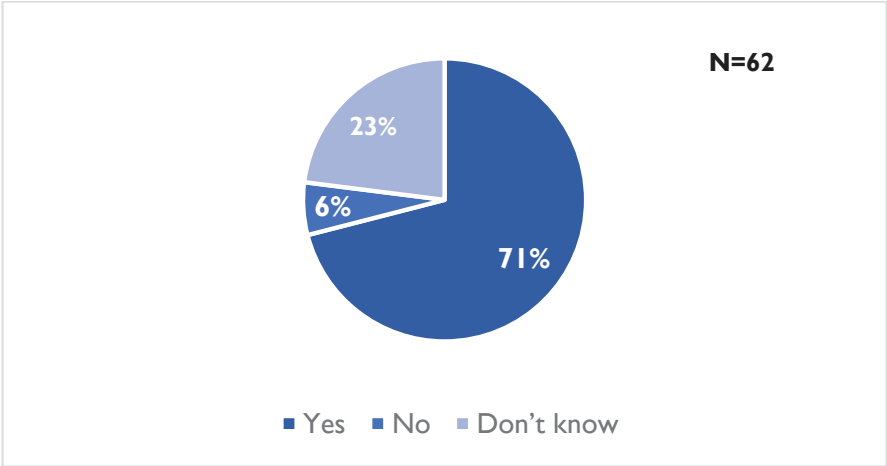


FIGURE 21 *Functionality of MCMDVs in municipalities*

When asked about the effectiveness of these mechanisms, 48% considered them very effective, 37% said somewhat effective, and 15% viewed them as not effective.

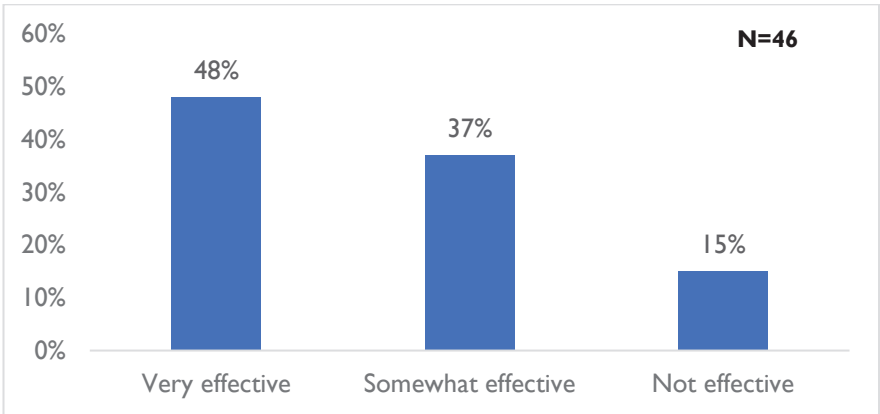


FIGURE 22 *Perceived effectiveness of MCMDVs*

The dominant challenge mentioned by respondents was lack of resources and funding, representing 34% of all mentions. Training and capacity gaps accounted for 21%, followed by weak inter-institutional coordination (16%), resistance to change (10%), and judicial system cooperation gaps (9%). Another 10% of mentions referred to miscellaneous issues. The “Other” responses included lack of data exchange between institutions, absence of follow-up mechanisms, and weak municipal-level monitoring. These results suggest that financial and human resource shortages remain the primary constraint, compounded by coordination and institutional inertia.

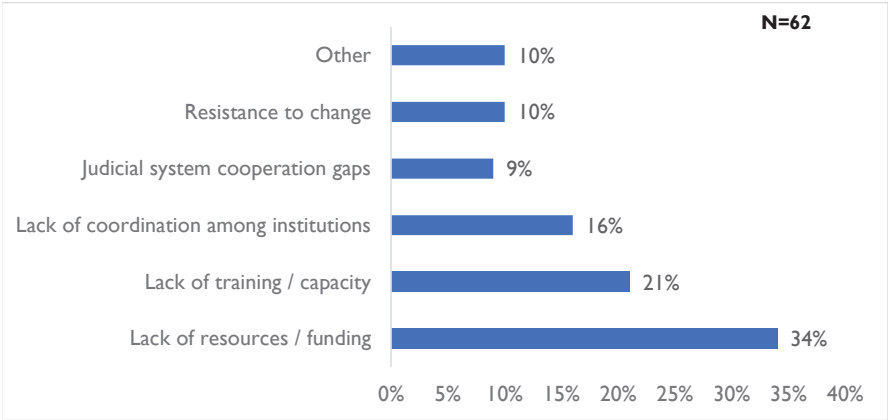


FIGURE 23 Main institutional challenges in GBV response by MCMDVs

The qualitative interviews highlight how MCMDV effectiveness differs by local context. “Our MCMDV now functions regularly with 14 institutional members and improved monitoring” (Interviewee 11), while another described, “The MCMDV in our municipality is functional and holds four meetings annually in line with the regulation” (Interviewee 12). In contrast, others noted partial or weak functionality, such as “They try to coordinate, although the mechanism is only partially functional” (Interviewee 2) and “Functioning remains weak” (Interviewee 8). These differences highlight the uneven institutional coordination mechanisms across Kosovo.

GBV Survivor's Needs

The leading challenges reported for GBV survivors were economic dependence (24%), fear of retaliation (24%), and social stigma (23%), which together comprised more than two-thirds of all mentions. Lack of legal representation (12%), limited shelter access (10%), and insufficient evidence (7%) were less frequently cited. Other mentions referred to a lack of privacy during reporting, long legal procedures, and difficulty accessing specialized support in smaller municipalities. The findings highlight that survivors' vulnerability is deeply shaped by economic and social barriers, limiting both their ability and willingness to seek help.

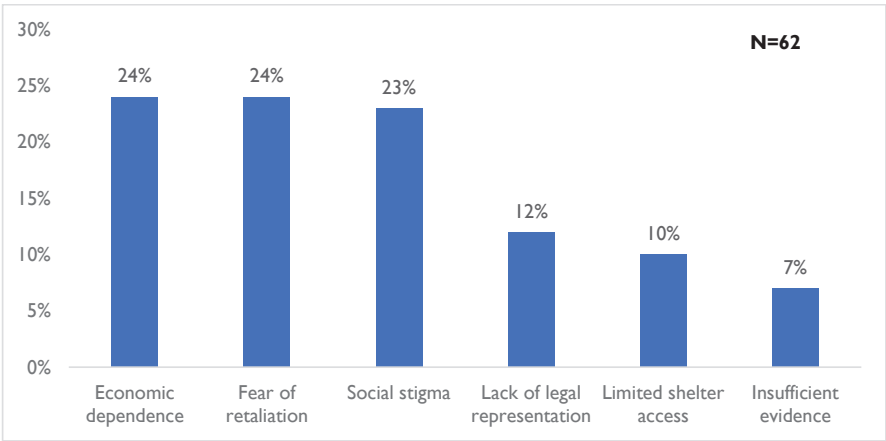


FIGURE 24 *Main challenges faced by GBV survivors*

When asked whether adequate support exists for GBV survivors in their municipality, responses were evenly divided, where 53% said yes, while 47% said no. This suggests that while service coverage has improved, accessibility and adequacy remain uneven across regions. Open-ended comments highlighted several gaps in support services. Respondents emphasized the insufficient availability of housing or shelters, the lack of long-term financial and employment support, limited staff and psychosocial services, and weak follow-up mechanisms once survivors leave shelters. In terms of improvements, the most frequent suggestions focused on expanding safe housing and long-term shelter options, ensuring survivors' financial independence through employment and vocational programs, increasing funding for psychosocial and legal services, and providing childcare and educational support for survivors' children.

Interviews corroborate that economic insecurity and social stigma are the leading obstacles for survivors. *“The biggest obstacle comes after reporting, because institutional and family support is needed for a permanent solution”* (Interviewee 1). Another explained, *“There are many challenges, especially securing long-term shelter or employment depending on the case”* (Interviewee 5). Persistent social attitudes exacerbate these barriers: *“Victims often refrain from reporting violence, especially in smaller municipalities like ours”* (Interviewee 12). Several interviewees noted that survivors’ economic independence and reintegration remain limited due to lack of housing and employment opportunities.

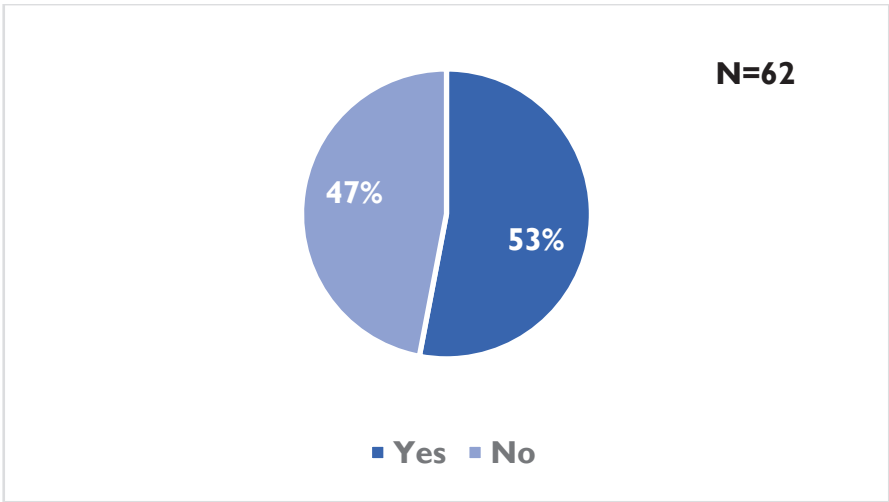


FIGURE 25 *Perception of whether adequate support is provided to GBV survivors*

About 37% of respondents said their municipality has implemented good practices that could be replicated elsewhere, while 63% said no. Respondents provided several examples of positive local practices, including monthly coordination meetings among institutions such as the police, centers for social work, educational institutions, and NGOs; municipal rent subsidies or direct financial assistance to survivors; awareness campaigns in schools and communities; the establishment of “friendly rooms” in police stations for sensitive victim interviews; and priority employment schemes for survivors within municipal programs. These local innovations reflect encouraging efforts toward survivor-centered approaches and inter-sectoral collaboration, even where resources remain limited.

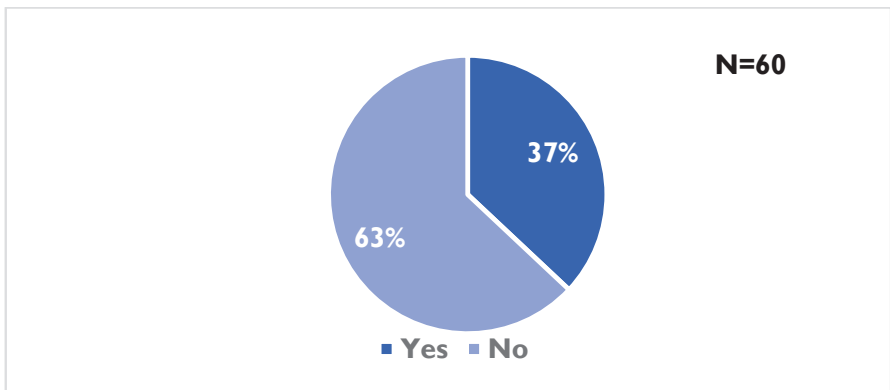


FIGURE 26 *Perception of having good municipal practices replicable in others*

Interviewees highlighted additional good practices beyond those captured in the survey. In Prizren, *“The three-year Social Housing Plan foresees apartments for victims of violence, with private partners providing food and logistical support”* (Interviewee 5). Another municipality described *“monthly coordination meetings among police, CSW, and NGOs that strengthen real-time response”* (Interviewee 9). Similarly, *“Our municipality supports the Safe House in Gjakova every year with a symbolic financial contribution”* (Interviewee 12). These examples demonstrate institutional strive despite resource constraints.

When asked to identify strategic priorities, respondents most often mentioned survivor support services (23%), strengthening the judicial system (21%), and rehabilitation of perpetrators (21%). Awareness campaigns made up 20% of mentions, and vocational or employment support for survivors accounted for 15%. Other suggestions focused on improving cooperation with schools and health institutions and promoting stronger prevention programs for youth. The emphasis on both protection and prevention signals recognition of the need for systemic responses that address survivors’ immediate needs while tackling root causes.

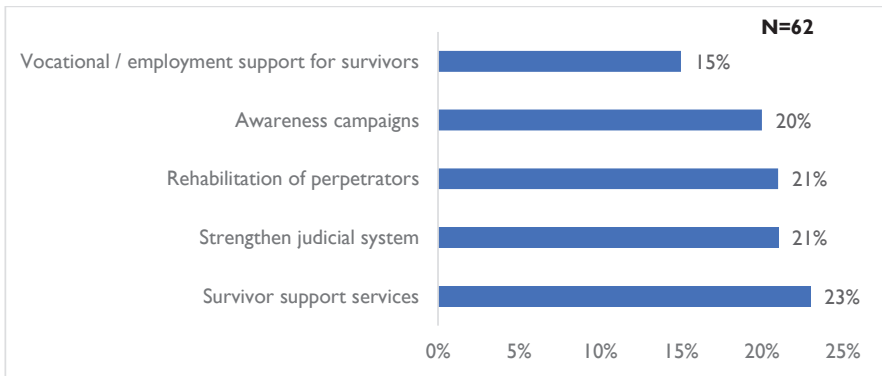


FIGURE 27 *Strategic priorities for future Interventions*

The interviews confirm that awareness efforts have expanded and should be prioritized. *“Given the number of reported domestic violence cases, public awareness and engagement in prevention have increased”* (Interviewee 9). *“The 16 Days of Activism campaign against domestic violence, along with meetings and roundtables with central and local institutions, has been effective in mobilizing the community”* (Interviewee 10). Others echoed similar trends: *“The most successful strategies have been school campaigns, social media outreach, and public lectures for citizens”* (Interviewee 11) and *“Peace marches and lectures with Kosovo Police during the 16 Days campaign have raised awareness and encouraged reporting”* (Interviewee 12). These accounts provide concrete examples of how prevention work translates into visible community engagement.

The most frequently mentioned gap for improving GBV prevention was inadequate support services, representing 28% of total mentions, followed by low community awareness and trust (24%), and weak law enforcement or judicial response (20%). Lack of staff and resources accounted for 18%, poor MCMDV coordination for 3%, and other issues for 8%. Other responses pointed to poor coordination among donors, overlapping mandates between institutions, and the need for standardized monitoring frameworks. These results suggest that while institutional mechanisms exist, their reach and effectiveness are undermined by limited service capacity and community-level engagement gaps.

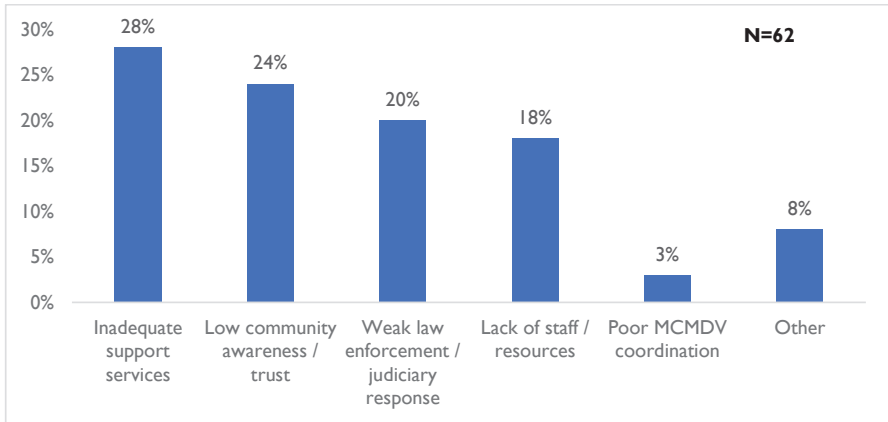


FIGURE 28 *Identified gaps for improving GBV prevention*

BASELINE AND ENDLINE COMPARISON

This section presents a comparison between the 2023 baseline and the 2025 endline findings to assess shifts in attitudes, perceptions, and institutional practices related to handling GBV cases and the coordination of MCMDV members.

The endline results indicate measurable progress across several dimensions. While perceptions of GBV prevalence have remained relatively unchanged, there is a clear improvement in the perceived ease of reporting, with the share of respondents describing the process as difficult declining by 28 percentage points. The effectiveness of Municipal Coordination Mechanisms against Domestic Violence (MCMDVs) has also improved notably, with 85% of respondents rating them as effective or somewhat effective. Institutional confidence in survivor support has strengthened, rising from 39% to 53%, and participation in GBV- and MCMDV-related trainings has been widespread, with most participants finding them highly useful. Nonetheless, certain aspects, such as the confidentiality of reporting channels and the documentation of best practices at the municipal level, show modest declines, indicating areas where further reinforcement and consistency are needed.

Overall, interviewees acknowledged institutional progress since the baseline, noting improved coordination and greater local commitment to prevention. As one Centre for Social Work director summarized, *“The situation has improved due to institutional responses and campaigns at both national and local level”* (Interviewee 6). Yet, others emphasized that resource shortages remain critical: *“Funding support for the mechanism is lacking, as is an emergency fund and a specific grant for Centres for Social Work”* (Interviewee 5). Across interviews, respondents called for sustainable financing, better data systems, and stronger local coordination. Several noted persistent gaps, including *“the need for additional funding and shelters”* (Interviewee 9), *“more staff training, increased funding for support services, and community education programs”* (Interviewee 11), and *“local centres providing psychological, legal, and social assistance so that survivors feel safe and supported”* (Interviewee 12). Together, these reflections capture both the progress achieved and the structural weaknesses that continue to limit the system’s long-term effectiveness.

TABLE 2 *Comparison of baseline and endline indicators*

Indicator	Baseline (2023) ¹⁹	Endline (2025)	Change
Perceived level of GBV “High/Very High”	49% (High 41% + Very High 8%)	47% (High 39% + Very High 8%)	↓ 2 pp
Ease of reporting GBV cases “Very/Somewhat difficult”	68%	40%	↓ 28 pp
Reporting channels considered “Somewhat/Very confidential”	82%	65%	↓ 17 pp
Main reporting point: Police	96%	95%	↓ 1 pp
MCMDV perceived “Effective/Somewhat effective”	64%	85%	↓ 21 pp
Main challenge for MCMDV: lack of funding/resources	41%	34%	↓ 7 pp
Belief that support for victims is adequate	39% Yes	53% Yes	↓ 14 pp
Preferred strategies for prevention	Education 20%, Law 20%, Empowerment 21%	Survivor Support 23%, Judicial 21%, Rehabilitation 21%, Awareness 20%, Employment 15%	↓ Shift toward survivor-centered focus
Best practices exist in municipality	45% Yes	37% Yes	↓ 8 pp
Need for additional training	68% Yes	66% Yes	↓ 2 pp
Participation in GBV/MCMDV trainings (past 2 years)	—	66% Yes	

¹⁹ Kosovar Gender Studies Center (KGSC) & Solidar Suisse Southeast Europe – Kosova. (2023). *Understanding the Institutional Context: Assessing Gender-Based Violence in Kosovo*. Available at <https://tinyurl.com/5spj9f5n>

Training usefulness rated “Useful/Very useful”	—	93% Useful or Very useful	
Skills gained through trainings	—	Survivor Support 30%, Case Handling 23%, Reporting 20%, Coordination 19%	
Common survivor obstacles	Legal 51%, Stigma 24%, Support 16%	Economic 24%, Fear 24%, Stigma 23%, Legal 12%, Shelter 10%, Evidence 7%	
Sample size (N)	N = 51	N = 62	↓ +11 respondents

CONCLUSION

Between 2023 and 2025, Kosovo's institutions have made measurable progress in the way they coordinate, respond to, and prevent gender-based violence. The data indicate clear gains in institutional cooperation, capacity, and awareness. These improvements are directly linked to the project's interventions, which combined structured training, public outreach, and local coordination support.

The Municipal Coordination Mechanisms against Domestic Violence (MCMDVs) emerged as a key driver of progress. Compared to the baseline, more municipalities now hold regular coordination meetings, and 85% of officials view their MCMDVs as functional and effective. This reflects stronger collaboration among police, Centres for Social Work, and local authorities, as well as more clearly defined roles in handling GBV cases.

Training has also proven highly impactful. Two in three respondents attended GBV or MCMDV-related sessions, and nearly all described the content as useful to their daily work. The topics most frequently covered survivor support, case management, and inter-institutional coordination — directly align with the main institutional gaps identified in 2023. As a result, officials now demonstrate greater awareness of survivor needs and more consistent application of procedures.

Nevertheless, challenges persist. Service coverage remains uneven across municipalities. Limited resources for shelters and psychosocial support constrain long-term rehabilitation for survivors. Stigma and fear of retaliation continue to affect reporting, particularly in smaller or rural communities. Finally, while coordination has improved, monitoring and accountability within MCMDVs remain underdeveloped, often depending on individual commitment rather than institutional enforcement.

In summary, the endline shows that Kosovo's system for preventing and responding to GBV is moving toward greater reliability, coordination, and survivor-centered practice. Continued support, particularly financial, procedural, and technical, is essential to ensure that these achievements become sustainable and embedded within local governance structures.

RECOMMENDATIONS

Based on the findings of the 2025 endline assessment, the following recommendations are proposed to sustain progress and address remaining gaps:

Strengthen Local Coordination and Sustainability

- Maintain regular MCMDV meetings and formalize them through municipal work plans
- Allocate specific budget lines within municipal budgets to fund coordination activities, data collection, and logistics
- Establish a unified monitoring framework at the national level to assess MCMDV functionality and outcomes

Expand and Institutionalize Capacity Building

- Introduce a continuous training cycle for police, social workers, prosecutors, and municipal staff focused on survivor-centered service delivery and data confidentiality
- Develop advanced and refresher modules on case management, legal procedures, and GBV data systems to sustain knowledge transfer
- Include men and male officials more systematically in training to promote balanced institutional ownership of GBV prevention

Improve Survivor Support Services

- Expand psychosocial and legal aid services, especially in municipalities without shelters or mobile crisis response teams
- Create local emergency funds that can be accessed quickly to cover survivors' immediate needs (transport, accommodation, or basic supplies)
- Strengthen partnerships between Centres for Social Work, employment offices, and NGOs to link survivors to economic reintegration opportunities

Enhance Public Awareness and Prevention

- Continue awareness campaigns targeting schools, youth, and rural areas, focusing on the link between gender norms and violence
- Promote peer-to-peer initiatives and community dialogues facilitated by trained local actors to sustain engagement beyond project periods
- Highlight municipal good practices in prevention and coordination to encourage replication across Kosovo

Advance Data Collection and Accountability

- Integrate MCMDV data into the national database on domestic violence to ensure consistency and reduce duplication
- Conduct annual progress reviews on GBV coordination and service delivery, involving both municipal and national institutions
- Support local governments to produce periodic gender reports, including data on GBV cases, prevention activities, and service referrals

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