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Performance Audit Report

STUDENT SAFETY IN PUBLIC SCHOOLS IN KOSOVO

Prishtina, August 2026

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This audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAI 3000²).

Performance audits undertaken by the National Audit Office are objective and reliable examinations that assess whether government actions, systems, operations, programmes, activities or organisations operate in accordance with the principles of economy³, efficiency⁴ and effectiveness⁵ and whether there is room for improvement.

The Auditor General has decided on the content of the performance audit report “Student Safety in Public Schools in Kosovo” in consultation with the Director of the Performance Audit Department, Ariana Gjonbalaj Shala, who supervised and managed the audit. The audit team comprised:

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¹ Law No. 05/L-055 on the Auditor General and the National Audit Office of the Republic of Kosovo

² Standards and guidelines for performance auditing based on INTOSAI Auditing Standards and practical experience

³ Economy - The principle of economy implies minimizing the cost of resources. The resources used must be available at the right time, in the right quantity and quality, and at the best possible price

⁴ Efficiency - The principle of efficiency implies maximising the output from available resources. It is about the relationship between the resources employed and the results given in terms of quantity, quality and time.

⁵ Effectiveness - The principle of effectiveness implies meeting the predetermined objectives and achieving expected results.

CONTENTS

List of abbreviations.....	5
Executive summary.....	6
1. Introduction.....	9
2 Audit objective and questions.....	10
3 Audit findings.....	11
3.1 The violence case management network has not cooperated effectively..	12
3.2 Schools have not sufficiently implemented measures to prevent violence	14
3.3 Cases of violence in schools have not been addressed effectively	22
3.4. The data reported by the schools are not accurate and reliable.....	25
3.5 The police have not standardized the feedback reporting process for schools.....	31
3.6 Centres for Social Work do not ensure ongoing support and regular feedback on cases referred by schools	33
3.7 Municipal education directorates have not been effective in establishing mechanisms or in fulfilling their monitoring and supervisory roles.....	35
3.8 Lack of effective physical security measures in schools	38
3.9 MESTI's policies regarding school safety are not sufficiently effective.....	43
3.10 The Education Inspectorate does not oversee school safety	45
4. Conclusions	47
5. Recommendations.....	50
Annex 1. Audit rationale, criteria, audit scope and methodology	51
Annex 2. Number of cases according to police and EMIS reports	60
Annex 3. Practices of the private schools visited	62
Annex 4. Confirmation letters and comments from audited entities.....	64

List of abbreviations

CSW	Centre for Social Work
EMIS	Education Management Information System
IVET	Institution of Vocational Education and Training
KP	Kosovo Police
LSS	Lower Secondary School
MED	Municipal Education Directorate
MESTI	Ministry of Education, Science, Technology and Innovation
NAO	National Audit Office
SC	Student Council
SGC	School Governing Council
USS	Upper Secondary School

Executive summary

The safety and well-being of children in Kosovo are fundamental rights guaranteed by the Constitution of the Republic of Kosovo, which stipulates that children shall enjoy the right to protection and care necessary for their well-being. The Constitution requires that any action that affects children, whether by public or private institutions, shall be undertaken in their best interests.

The National Audit Office has conducted a performance audit titled “Student Safety in Public Schools in Kosovo.” The objective of this audit was to assess whether the responsible institutions have established and are implementing effective mechanisms for the prevention, handling, reporting, and monitoring of incidents of violence in schools. It also evaluated whether these mechanisms contribute to creating a safe environment for students. The audit covered the period from 2022 to 2025 and included the Municipal Education Directorates in three municipalities – Prishtina, Ferizaj and Gjakova – as well as the Directorate for Social Welfare in the Municipality of Prishtina. At the central level, the entities included were the Ministry of Education, Science, Technology and Innovation, and Kosovo Police.

The responsible institutions have established several mechanisms and undertaken initiatives for safety in schools; however, these do not function as a coordinated, standardised and effective system for the prevention, handling, reporting and monitoring of violence.

Schools mainly react after incidents, whilst preventive measures, case handling and reporting in the “Education Management Information System” are not uniformly implemented.

A lack of accurate data and robust analysis has hindered the Ministry of Education, Municipal Education Directorates, and the Education Inspectorate from assessing the actual safety situation and taking risk-based measures.

Consequently, students do not always receive appropriate institutional protection, care, and support, while the education system lacks sufficient assurance that incidents of violence and bullying are prevented, addressed, and followed through to resolution.

During the audit process, some of the responsible institutions took actions to address the identified shortcomings.

The Kosovo Police initiated the upgrading of forms used for communicating with schools and the recording of cases.

In June 2026, the Municipality of Ferizaj installed security cameras at one of the high schools that did not have cameras.

Similarly, in the Municipality of Prishtina, for the first time, eight schools began reporting cases of violence in the “Education Management Information System”, thus recording a total of 27 cases between January and April 2026. In the Municipality of Gjakova, three schools also began reporting cases in the “Education Management Information System”. While these actions represent positive steps, their limited scope means they do not fully address the systemic shortcomings identified during the audit.

Schools do not provide for consistent implementation of the mechanisms established for the prevention of violence. Schools have not consistently conducted systematic checks on students to prevent the carrying of dangerous items and hazardous substances. Furthermore, awareness-raising activities or lectures are organized very rarely and lack comprehensiveness. There are no school safety action plans, nor is there any analysis of school-related risk factors. Entry and exit controls are inadequate, failing to ensure that unauthorized persons are prevented from accessing school premises. Although complaint boxes were installed in all 12 schools visited, only three of them, or 25%, had a procedure in place for opening the boxes and students could use them.

Cases of violence in schools are not effectively addressed. Schools primarily document the most serious cases of violence, whereas other cases such as bullying, social exclusion, and other forms of psychological and social violence are not always recorded and are not treated in a documented manner. Furthermore, there were serious cases that went unidentified by the schools themselves but were reported by parents. Schools had failed to develop individual protection and support plans for student victims of violence, and had not created support plans for students exhibiting problematic behaviour. The handling of cases remains largely reactive and short-term in nature.

The reported data on cases and incidents of violence in schools are neither accurate nor reliable. By December 2025, only 2% of schools across Kosovo had reported cases of violence and bullying. A total of 45 cases were reported in the “Education Management Information System” within a single school year.

In contrast, Kosovo Police reports indicate between 550 and 600 cases of violence involving students annually. The physical records provided by the 30 schools sampled for this audit showed 535 cases of violence during the 2022–2025 period. This confirms that the data reported by schools in the “Education Management Information System” do not reflect the true extent of violence in schools.

Centres for Social Work in Prishtina are unable to provide the services requested by schools. A failure to document and register cases by the Centres for Social Work was noted, whereas the data regarding school referrals did not align with the records of these Centres. Furthermore, none of the three centres had designated a specialised official to coordinate child protection measures and interventions. Only one multidisciplinary roundtable was held during 2022–2025. Additionally, the 30-day deadline for responding to schools regarding referred cases was not met, whereas in some cases, schools received no response at all.

The Municipal Education Directorate has not fulfilled its supervisory and monitoring role. Municipalities have not monitored schools regarding the handling and reporting of violence cases. Municipal Education Directorates have not conducted checks to assess whether schools are implementing the Protocol for the Prevention, Handling, and Referral of Violence Cases. Furthermore, there is a lack of effective mechanisms, support measures, and disciplinary or educational measures for managing students exhibiting antisocial behaviour. Regarding physical infrastructure, all 12 schools visited had perimeter fencing and security cameras. However, in three of these schools, the schoolyard was used as a thoroughfare for pedestrians and the local community, making it even more difficult to manage student safety within the school premises. Although security cameras were installed in all 12 schools, we found that not all were functional

and camera coverage was limited. Notably, in the municipality of Ferizaj, the school with the highest number of violence cases according to police reports did not have security cameras until June 2026.

The Ministry of Education, Science, Technology and Innovation had gaps in its by-laws and failed to conduct safety inspections in schools. There was a lack of harmonization between the by-laws regulating the handling and reporting of violence and other negative phenomena in schools. This resulted in the issue not being accorded due priority, even at the local level. Furthermore, the Education Inspectorate had never conducted inspections regarding school safety, nor does the Law on the Education Inspectorate provide for such inspections. All of this has led to a lack of accountability and uncertainty as to whether schools are addressing all instances of violence and other negative phenomena.

To ensure the establishment and implementation of effective mechanisms for preventing and addressing negative phenomena in schools, we have issued a total of 12 recommendations. The full list of recommendations is presented in Chapter 5 hereunder.

Response from the entities involved in the audit

The Kosovo Police, the Municipality of Ferizaj and the Municipality of Gjakova have agreed with the audit findings and conclusions and have committed to implement the recommendations. The letters of confirmation acknowledging the findings and recommendations for these three entities can be found in Annex 4.

The Ministry of Education has partially agreed with the audit findings and conclusions and has committed to implement the provided recommendations. The Letter of Confirmation and comments from this entity can be found in Annex 4.

The Municipality of Prishtina has submitted neither a Letter of Confirmation nor comments.

1. Introduction

Responsibility for safeguarding children's rights extends from families to educational and other public institutions, which are directly or indirectly obliged to ensure children's safety and well-being.

Key institutions play a vital role in ensuring children's safety, including the Ministry of Education, Science, Technology and Innovation, Municipal Education Directorates, the Education Inspectorate, the Kosovo Police, schools and Centres for Social Work.

Depending on their respective roles and competencies, these institutions take measures and actions to identify, prevent, address, and report cases of violence involving students, both within and outside school premises.

Thus, protecting the best interests of children requires an inter-institutional and multidisciplinary approach.

Professional support staff also make a significant contribution to school safety by handling incidents that occur within schools. There are currently 970 public schools⁶ in Kosovo's pre-university education system, including satellite classes, and 258 professional support staff members nationwide⁷. The number of support staff is therefore substantially lower than the number of public schools. The following diagram⁸ compares the number of public pre-university schools with the numbers of students, pedagogues and psychologists.

Diagram 1 - Number of public schools compared to the number of support staff as of October 2025



Thus, the diagram shows that the number of support staff is very low compared to both the number of students and the number of schools.

The legal basis for preventing and addressing school violence is Regulation No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, approved by the Government in 2013.

⁶ Source: [Institucionet shkollore sipas niveleve, 2015/16-2023/24. SiteTitle](#) (Kosovo Agency of Statistics)

⁷ MESTI, dated 9 October 2025

⁸ Source: [Numri i nxënësve në arsimin fillor-mesëm të ulët, 2015/16-2023/24. SiteTitle](#), [Numri i nxënësve në arsimin fillor-mesëm të ulët, 2015/16-2023/24. SiteTitle](#), [Institucionet shkollore sipas niveleve, 2015/16-2023/24. SiteTitle](#) (Kosovo Agency of Statistics)

The Regulation stipulates that school principals must record cases in physical registers and report to the Municipal Education Directorate twice a year; the Directorate then compiles the data from all schools and reports to MESTI.

In 2015, a module intended for reporting cases of violence was developed within the “Education Management Information System” (hereinafter: EMIS). However, the 2013 Regulation was not updated to align with the system's development. Instead, an instruction for implementing this Regulation was drafted, outlining the steps for using EMIS to report cases of violence. The instruction classifies types of violence by intensity, thus dividing them into three levels: Level 1 - low intensity, Level 2 - medium intensity, and Level 3 - high intensity, while also indicating the stakeholders involved in addressing cases at each level.

Meanwhile, private schools do not use the EMIS, even though they operate under the same legislation and ought to use it for reporting cases just as public schools do⁹.

This audit evaluated the activities and actions undertaken by the institutions responsible for:

- Prevention,
- Handling,
- Reporting of incidents of violence in schools.

The audit analysed and evaluated the mechanisms and actions undertaken by the responsible institutions to ensure physical and psychological safety in public schools in Kosovo.

⁹ MESTI, email 02 December 2025, private schools were not part of this audit.

2 Audit objective and questions

The audit objective was to examine whether the responsible institutions have established and are implementing effective mechanisms for the prevention, handling, reporting, and monitoring of incidents of violence in schools. It also assessed whether these mechanisms contribute to creating a safe environment for students.

Key audit questions

To address the audit objective, the following key audit questions were formulated:

1. Have the responsible institutions established effective mechanisms for preventing and handling incidents in schools?
2. Are the responsible institutions effective in the process of reporting and monitoring incidents that occur in public schools?

The audit scope covered the 2022–2025 period, focusing on the assessment of existing mechanisms against school violence and the actions taken by responsible institutions to ensure school safety.

The audit also covered the Municipal Education Directorates in Prishtina, Ferizaj and Gjakova, as well as the Directorate for Social Welfare in the Municipality of Prishtina, specifically its Centres for Social Work. The Directorates of Social Welfare in the other two municipalities were not included because the sampled schools had not presented any cases of students referred to Centres for Social Work.

At the central level, the audit covered the Ministry of Education, Science, Technology and Innovation (MESTI), specifically the Education Inspectorate and the Department of Pre-university Education, as well as the Kosovo Police. The activities of the Kosovo Police in the three audited municipalities were analysed.

At the local level, the auditees were public lower secondary schools and public upper secondary schools in the three municipalities included in the audit scope.

The detailed methodology applied during this audit, audit rationale, audit criteria, audit scope, detailed description of the system, and responsibilities of the relevant parties are presented in *Annex 1* hereunder.

3 Audit findings

This Chapter includes audit findings pertaining to the mechanisms that institutions have put in place and implemented for the prevention, handling, reporting, and monitoring of incidents of violence in schools. We also assessed whether these mechanisms contribute to creating a safe environment for students.

This audit included a total of 30 public schools of lower and upper secondary education in the three audited municipalities, i.e., Prishtina, Ferizaj and Gjakova.

An analysis was conducted regarding the mechanisms implemented by these schools, as well as their approaches to prevention, resolution of violence-related cases, and reporting procedures. A total of 12 schools were visited, where interviews and meetings with school management and representatives from the respective school governing councils or parents' councils took place. Additionally, two private schools were visited, one with approximately 200 students and the other with around 1,000 students. Although private schools were not part of this audit's scope, these visits were conducted merely to compare their student safety practices with those of public schools.

In the Municipality of Prishtina, 13 schools were included, 5 of which were visited. In the Municipality of Ferizaj, 10 schools were included, 4 of which were visited, while in the Municipality of Gjakova, 7 schools were included, 3 of which were visited.

The composition of the audit sample by municipality and school level is as follows:

Table 1 - Audit samples

Municipality	Sampled schools	Visited schools	LSS	USS
Prishtina	13	5	9	4
Ferizaj	10	4	6	4
Gjakova	7	3	5	2
Total	30	12	20	10

Additionally, data and reports from the Kosovo Police regarding incidents and cases of violence were used as part of the audit, and questionnaires were administered to 771 students from the municipalities included in the audit. A total of 462 students participated from Prishtina, 197 from Ferizaj, and 112 from Gjakova.

The audit findings are presented below:



1. The role and involvement of actors in combating violence and negative phenomena in schools



2. Prevention and treatment of violence and bullying in schools



3. Supervision, monitoring, and reporting of violence in schools

3.1 The violence case management network has not cooperated effectively

This Protocol establishes duties, clarifies roles and procedures of institutions for prevention, identification, data collection, referral, handling and reporting of violence against children in institutions of pre-university education. It also reinforces institutional and multidisciplinary cooperation for the protection of the rights of children and protection of children from violence¹⁰.

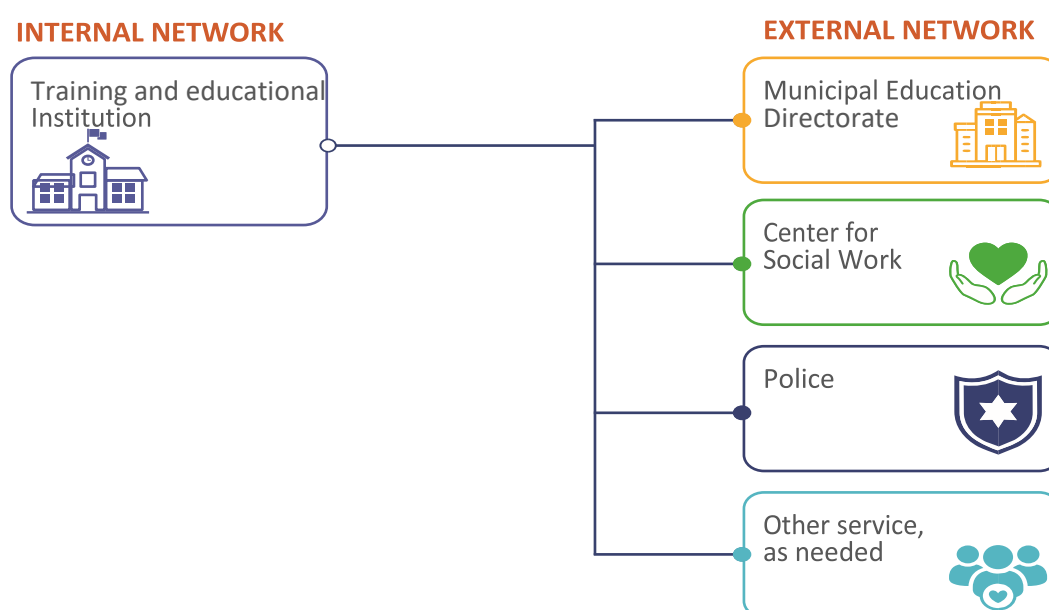
Cases of school-based violence are initially addressed by schools, but they are not always resolved by them. Inter-institutional and multidisciplinary cooperation is essential to best protect children's best interests.

The Regulation on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, approved in 2013 (hereinafter: the Protocol Regulation), is the primary document governing the handling of cases of violence in schools.

Additionally, there is a 2015 instruction for the implementation of the Regulation. Furthermore, the Child Protection Policy was approved in 2023 to support and implement this Regulation.

Inter-institutional and multidisciplinary involvement in cases of violence is illustrated in the diagram below.

Diagram 2 - The network of institutions involved in resolving cases of violence¹¹.



Although the responsible institutions are involved in addressing cases of school violence, the current process is not sufficiently clear or effective. The existing Regulation focuses primarily on cases of violence occurring within school premises.

¹⁰ Regulation (GRK) No. 21/2013, Article 1

¹¹ Graphic designs inspired by MESTI brochures and posters

It does not clearly define how cases of social media bullying or peer conflicts that begin at school and continue outside of it should be handled.

Therefore, schools have adopted various practices. Some schools report and address cases occurring outside the school, while others deal only with cases of violence and other negative phenomena taking place within the school.

Furthermore, coordination between institutions is insufficient. When schools refer cases to the police or Centres for Social Work, there is not always feedback, nor is there continuous follow-up on the case until its resolution. Reporting lines, the role of the case manager, and the responsibilities of each institution within the handling process remain unclear. Moreover, MESTI had not developed standard referral forms, even though these were stipulated in the Protocol Regulation.

This situation has arisen because MESTI has failed to ensure the full and standardised implementation of the Protocol through inspections, has not sufficiently updated or clarified procedures regarding new forms (types) of violence, and has not established effective monitoring mechanisms for how schools and other institutions handle cases.

Consequently, cases are handled inconsistently and incompletely, and schools lack a standard procedure for addressing them. Furthermore, shifting responsibility from one institution to another increases the risk that cases of violence and bullying will not be addressed adequately or efficiently enough to protect children from all forms of violence.

3.2 Schools have not sufficiently implemented measures to prevent violence

Pre-university educational institutions are tasked with preventing violence against students by raising awareness through various anti-violence programs (activities, lectures, and debates). They must screen students to prevent the carrying of dangerous items, identify students at potential risk of violent behaviour, and install a complaint box that is opened in accordance with institutional regulations¹².

Schools employ various methods to maintain discipline and prevent conflicts among students. Below, we have listed some good practices for violence prevention that we found in some of the 30 schools included in the audit sample.

Table 2- Prevention practices identified in the schools included in the audit sample

School	Preventive activities
Gjon Sereçi- Ferizaj; 7 Shtatori- Prishtina	Awareness-raising video against violence and bullying of students in school
Naim Frashëri- Ferizaj	Psychologist's proactive approach: lectures and sessions against violence and bullying.
Tefik Çanga- Ferizaj	The Student Council (SC) is very active and is supported by the principal in its activities. Matters addressed by the Council include: operationalisation of the complaint box, teacher absences as a cause of student conflicts, and penalizing student misconduct by assigning extra tasks to the students involved.
Pavarësia-Prishtina; Gjergj Fishta- Prishtina Selman Riza- Gjakova	Student questionnaire
Zekria Rexha- Gjakova	Regular classroom checks, daily recording of every incident in logs by the teacher on duty, and checks for mobile phones
Hajdar Dushi- Gjakova	Mobile phones are collected during the first lesson, placed in a plastic box and kept in the teachers' room until the last lesson.

Furthermore, aiming at identifying best practices, we visited two private schools, where we examined the working methods and practices they employ regarding the prevention and handling of incidents of school violence.

It was observed that these schools generally maintain higher security standards regarding the control of entry and exit; courtyard gates are kept closed, and there are security guards at the entrances. Furthermore, a more standardised procedure for addressing school violence was identified. Details regarding the findings from the visits to these two private schools can be found in *Annex 3: Practices of the Visited Private Schools*.

¹² Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 9, points 1.1 to 1.10

An analysis of the schools sampled for the audit revealed a low level of implementation of preventive safety measures. These measures include complaint boxes; checks to prevent students from carrying dangerous items and harmful substances; awareness-raising lectures; school safety action plans and risk assessments; and effective controls over school entry and exit points.

The following table presents the number of schools and the percentage of implementation of preventive measures for each of the municipalities sampled in the audit.

Table 3 - Types of measures schools implement to prevent violence and bullying

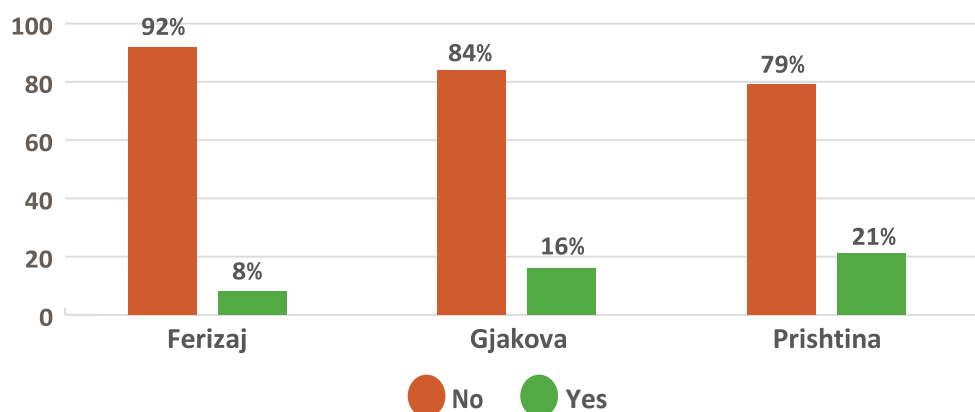
Municipality	Prishtina		Ferizaj		Gjakova	
Number of sampled schools	13		10		7	
Type of measures implemented by schools	Schools implementing the measure	% of sampled schools	Schools implementing the measure	% of sampled schools	Schools implementing the measure	% of sampled schools
Planning and implementation of corridor monitoring duties	12	92%	4	40%	7	100%
Student monitoring (in classrooms or at entrances)	6	46%	3	30%	6	86%
Awareness-raising activities/lectures with students	6	46%	4	40%	4	57%
School safety action plan	4	31%	2	20%	1	14%
Special teams for the prevention and management of violence cases	1	8%	0	0%	1	14%

Although schools have stated that they implement these activities, in most cases they have failed to provide supporting evidence.

1. Student checks. According to statements from the schools, surprise checks on students are conducted as needed and without prior planning; consequently, in most cases, they are not documented in reports or official records. Schools in the Municipality of Gjakova have demonstrated a higher level of implementation and documentation regarding these activities, also providing evidence of coordination among staff.

During the audit, it was observed that schools are reluctant to conduct surprise checks due to concerns regarding potential complaints about the violation of students' privacy. Consequently, there is a risk that schools may fail to identify promptly students possessing dangerous items, weapons, or prohibited substances.

To assess whether existing measures create a sufficient sense of safety among students, the questionnaire involving 771 students contained the question: "Have **you witnessed the possession of weapons at school?**"

Chart 1 - The number of students who have witnessed the possession of weapons at school.

As shown in the chart, 21% of students in Prishtina reported having witnessed the possession of weapons at school, compared to 16% in Gjakova and 8% in Ferizaj.

2. Awareness-raising activities (lectures, programmes). In this regard, schools have stated that they conduct awareness-raising activities and lectures, offering planned schedules and topics, yet they have failed to provide concrete evidence or student attendance lists. An exception is found in certain activities carried out by the Kosovo Police, for which evidence was provided. Some schools have stated that, when a teacher is absent and students have a free period, the school psychologist conducts activities with them; however, this practice does not guarantee the inclusivity or continuity of such activities.

According to the schools, organizing awareness-raising activities presents a challenge, as they must be held outside of class hours to avoid disrupting lessons, yet students do not remain at school after classes end.

Consequently, activities are organised infrequently, mainly on significant international dates, and lack inclusivity, as they involve only a limited number of students. Furthermore, student surveys have indicated that schools do not conduct awareness-raising activities on a continuous basis.

Table 4- Students' responses regarding awareness-raising activities to prevent violence and other negative phenomena in schools

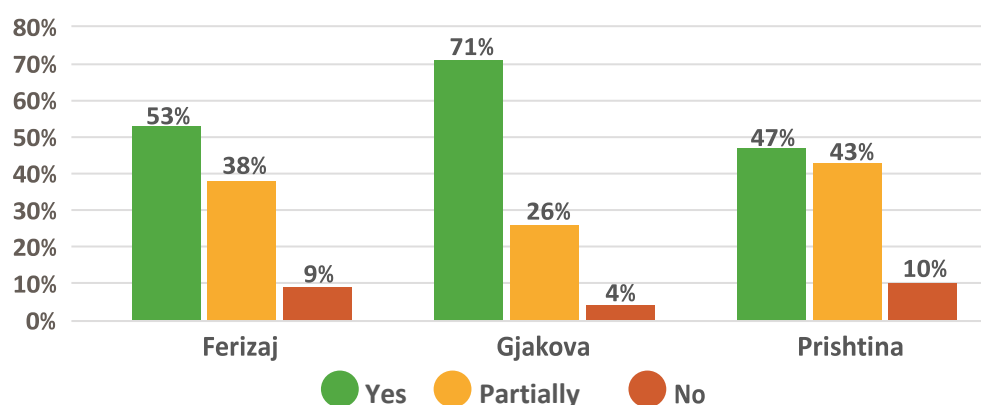
Are activities organised at the school to prevent violence?	Ferizaj	Gjakova	Prishtina
Sometimes	35%	48%	38%
Yes, often	23%	27%	34%
Rarely	28%	18%	22%
Never	15%	7%	7%

Thus, the table shows that the percentage of students reporting that lectures and awareness-raising activities are frequently organized at their school is lower than 35%.

3. School safety action plan. Only one school, “Gjergj Fishta” in Prishtina, had drafted a safety action plan and, as of 2023, had operationalised a peer mediation team foreseen by the Protocol Regulation and the Instruction for implementing this Regulation. This team was designed to serve as a mechanism for informal peer mediation. Other schools began drafting safety plans and establishing teams only after September 2025, and the majority of them had not designated the individuals responsible for their implementation.

Since safety plans and their respective teams aim to prevent incidents and to create a safer environment for students, student perception has been used as a supplementary indicator to assess whether schools are successfully providing a sufficient sense of safety. The table below presents the students' responses to the question **“Is your school a safe place for students?”**

Chart 2 - Do students think their school is a safe place



As shown in the chart, with the exception of the Municipality of Gjakova, in the other two municipalities, approximately 50% of the students who participated in the survey responded that they view their school as a safe place.

This has occurred due to a lack of guidelines and the necessary knowledge for drafting safety action plans and organizing functional mechanisms to prevent and address cases of violence. Consequently, the majority of schools lack safety action plans, as well as specialized teams and effective mechanisms for addressing and preventing violence and negative phenomena within the school environment.

4. Complaint box. Of the 12 schools visited during the audit, all had physically installed a complaint box, yet only three had procedures and documentation in place for its actual operation. In 75% of the schools, the complaint box was merely a formality and did not function as a practical mechanism for students to report concerns. Furthermore, in some cases, the boxes were placed in unsuitable locations that failed to ensure student anonymity during reporting. Meanwhile, some schools did not deem this mechanism necessary, stating that students felt free to report issues directly to the school administration or teachers.

This situation has arisen due to the lack of regulations and procedures on the part of municipalities and schools regarding the management of the complaint box.

However, student questionnaires have shown that some students hesitate to report cases or incidents of violence, citing fears that reports will not be handled confidentially or a feeling that the school does not take such cases seriously. The table below presents the students' responses to the question: **"Do you feel free to report incidents of violence?"**

Table 5 - To what extent do students feel free to report incidents of violence

Do you feel free to report incidents of violence?	Ferizaj	Gjakova	Prishtina
Yes, always	52%	67%	50%
Sometimes	32%	23%	34%
No, I'm afraid or I don't believe that it will be taken seriously	10%	7%	12%
No, because reports are not handled confidentially.	5%	3%	5%

Furthermore, as shown in the table below, up to 12% of students stated that they do not know where to report a case of violence.

Table 6- Do students know whom to report cases of violence to?

Do you know who to report a case of violence to?	Ferizaj	Gjakova	Prishtina
Principal	33%	54%	42%
Teacher	37%	20%	24%
Psychologist	17%	13%	20%
I don't know	12%	8%	12%
Education Inspectorate	2%	4%	1%
Online	0%	1%	0%

Consequently, the failure to operationalize the complaint box and alternative reporting channels limits the early identification of cases of bullying and other problems faced by students.

The failure to implement the aforementioned preventive measures stems from the fact that schools have never been monitored or inspected regarding the implementation of school safety measures, either by the Municipal Education Directorate (MED) or by the Education Inspectorate. Consequently, the school approach has remained reactive to incidents rather than preventive.

Consequently, schools fail to effectively identify students at potential risk of possessing weapons or other dangerous items, nor have they succeeded in preventing the carrying of such items onto school premises; indeed, between 2022 and 2025, the Kosovo Police found 133 students in unauthorised possession of weapons across the three municipalities.

On the other hand, regarding the school structures mandated by current legislation, such as the governing council, parents' council, student council, and disciplinary committee, the situation is significantly better than that of the aforementioned preventive measures.

In all the audited municipalities, over 50% of the schools had established these structures. The governing council is active in 92% of schools in Prishtina, 90% in Ferizaj, and 86% in Gjakova.

This is because the structures in question, the governing council, parents' council, student council, and disciplinary committee, are subject to review by the Education Inspectorate during administrative inspections. The low level of implementation of preventive measures is also reflected in the students' perceptions and demands.

To identify which measures students consider necessary to improve safety, the questionnaire included the question: **“What actions do you think the school should take to increase safety?”**

The most frequent student responses are presented below:

Table 7 - Municipality of Prishtina

Students' requests/suggestions	Sami Frashëri	7 Shtatori	Ismail Qemali	Meto Bajraktari	Andon Çajupi
Regular checks of students in classrooms, at the entrance, and of their bags	16%	10%	11%	3%	4%
A security guard at the school		10%	6%	4%	12%
More cameras and monitoring of camera footage at the school.	7%		10%	8%	12%
More support from teachers / taking cases more seriously	11%	13%	10%	5%	
Stricter disciplinary measures and expulsion of problematic students from the school	11%	5%	8%	7%	7%
Awareness-raising activities against violence and bullying	10%		2%	9%	
Restrooms should be safer				2%	
Students must not be allowed to leave the school premises			3%		
Plainclothes police officer at the school					4%
Total 462 students	89	39	159	100	75

Table 8 - Municipality of Ferizaj

Students' requests/suggestions	Faik Konica	Kuvendi i Arbërit	Gjon Sereçi	Naim Frashëri
Regular checks of students in classrooms, at the entrance, and of their bags	13%	14%	23%	
A security guard at the school*			22%	10%
More cameras and monitoring of camera footage at the school		17%	15%	16%
Stricter disciplinary measures and expulsion of problematic students from the school		9%		7%
Awareness-raising activities/lectures against violence and bullying	16%	6%		
Restrooms should be safer and cleaner*	10%		5%	
More frequent meetings with the psychologist; raising awareness about the problems caused by violence.		6%	10%	7%
The school should be safer; there should be no bullying			10%	10%
Plainclothes police officer at the school	13%			
Total 197 students	31	73	35	58

Table 9 - Municipality of Gjakova

Students' requests/suggestions	Hajdar Dushi	Hysni Zajmi	Selman Riza
Regular checks of students in classrooms, at the entrance, and of their bags		15%	4%
A security guard at the school			13%
More cameras and monitoring of camera footage at the school			7%
More support from teachers / taking cases more seriously	9%	18%	
Stricter disciplinary measures and expulsion of problematic students from the school	13%		7%
Awareness-raising activities/lectures against violence and bullying	21%		
Plainclothes police officer at the school		9%	
Total 112 students	33	34	45

Furthermore, students have voiced specific comments and requests; although not frequently raised, these are considered important to highlight in order to address them and bring these student concerns to the attention of the responsible institutions. These responses reveal student concerns regarding safety, hygiene, school rules, and more.

Table 10 – Students' requests and concerns presented in the questionnaire

Municipality	School	Main concerns/requests of the students	Area affected
Prishtina	Ismail Qemali	Students have expressed concern regarding establishments near the school where they suspect illicit substances may be sold. They have called for the school doors to be kept closed during class hours and for students from other schools to be denied entry.	Control of entry-exit points; school perimeter security
Prishtina	Sami Frashëri	Students have demanded that their reports and concerns be taken more seriously, and have called for more concrete measures, stricter safety rules, and a more serious approach to handling cases of bullying	School response; bullying; confidence in reporting
Prishtina	Meto Bajraktari	Students have called for stricter measures against problematic students, installation of cameras in classrooms, and presence of a security guard. They also highlighted that the restrooms are unsafe and noted cases of students carrying knives.	Disciplinary measures; cameras; safety in restrooms
Prishtina	Andon Z. Çajupi	Students have called for the presence of plainclothes police officers, student searches, and the prevention of carrying bladed weapons into the school.	Preventive checks; police presence
Ferizaj	Faik Konica	Students have requested the installation of doors on restroom stalls for privacy, the presence of plainclothes police, better heating, and more regular cleaning of classrooms and restrooms	Hygiene; privacy; safety; physical conditions
Ferizaj	Gjon Sereçi	Students have requested more sessions and lectures with the psychologist, awareness-raising against bullying, better behaviour from teachers, opportunities to get to know the psychologist, school checks, and cleaner restrooms	Psychological support; bullying; hygiene; checks
Ferizaj	Naim Frashëri	Students have called for guards on every floor and at the school entrance, the locking of doors, and greater protection for more vulnerable or defenceless children.	Security guards; access control; protection of vulnerable students
Gjakova	Selman Riza	Students have requested that teachers remain near the classrooms during the long break and that bullying, threats, exclusion from groups, and being ignored by peers be stopped. They have also called for guards at classroom doors, cameras in classrooms, and more active supervisors.	Supervision during breaks; bullying; cameras; guards
Gjakova	Hysni Zajmi	Students have called for a ban on outside visits, a prohibition on leaving the school grounds during school hours, and more frequent cooperation with the police.	Control of entry-exit points; cooperation with the police

3.3 Cases of violence in schools have not been addressed effectively

All cases of violence occurring at school shall be investigated immediately by the principal of the pre-university educational institution, taking into account the best interests of the child. Educational institutions shall follow each case through to resolution¹³. The principal shall appoint a case manager responsible for following the case through to closure, while the appropriate professional bodies handle the case¹⁴.

To evaluate how cases of school violence are handled, the records of the schools included in the audit were analysed. It was observed that the most serious incidents of violence are typically reported to the school principal and addressed with the involvement of the class teacher, the school psychologist, and the parents. However, the approach to handling these cases varies from school to school. Schools primarily document the most serious incidents, whereas instances of bullying and other forms of psychological or social violence often go unrecorded and are not addressed through a documented process. Furthermore, serious cases were identified that had not been detected by the schools themselves but were instead reported to the police by parents, who subsequently informed the school about the case.

Student questionnaires reveal that the most common type of violence experienced is verbal (insults and mockery). Below, we present the students' responses to the question:

"Have you experienced bullying or harassment at school, and what type of violence?"

Chart 3 - The percentage of students who reported experiencing bullying and harassment at school.

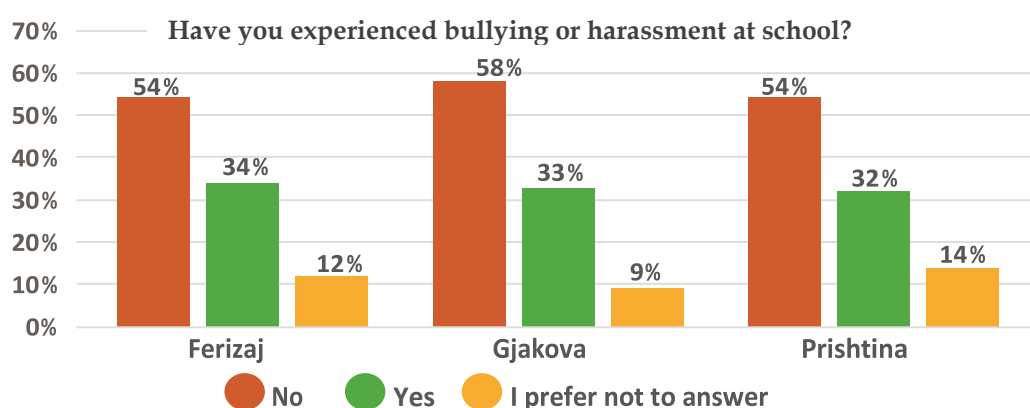


Table 11 - The type of bullying they have experienced

If yes, what type	Ferizaj	Gjakova	Prishtina
Verbal (insults, mockery)	60%	49%	55%
Physical (pushing, hitting)	28%	32%	17%
Online (cyberbullying)	3%	5%	6%
Social (exclusion from groups, spreading rumours)	8%	8%	6%
All of the above	0%	5%	15%

¹³ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 21, Clause 1 and Clause 2

¹⁴ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 21, Clause 4

Verbal bullying is observed to be more prevalent than physical bullying; however, schools have not yet established proper structures and procedures to address and handle this type of bullying.

The physical records submitted by the 30 schools sampled for the 2022–2025¹⁵ audit period showed the following numbers of cases:

- Municipality of Prishtina: 230 cases in 13 schools,
- Municipality of Ferizaj: 198 cases in 10 schools,
- Municipality of Gjakova: 107 cases in 7 schools.

The majority of cases documented by schools involve serious acts of violence, such as physical altercations, the use of sharp objects, bodily injuries, threats and blackmail, and the sharing of photos and video recordings on social media.

Schools handle cases primarily in a reactive manner, focusing on disciplinary measures and discussions involving students, parents, the principal, and the class teacher. No structured plans have been identified for the management, rehabilitation, and long-term follow-up of cases. Furthermore, schools have failed to designate a specific case manager to oversee cases through to resolution or to appoint dedicated professional teams for case handling, as required by the Protocol Regulation. They have also failed to develop the protection plan mandated by the Instruction for implementing the Regulation. Moreover, schools do not meet the regulatory requirement to see cases through to resolution; when cases are referred to the Kosovo Police or Centres for Social Work, information regarding the final outcome is not always available.

The records of cases from sampled schools reveal a lack of complete data on the reporting of school violence cases; i.e., the schools do not maintain a list indicating how many cases were handled internally, how many were referred to the police or the Centre for Social Work (CSW), what measures were taken, whether the case was followed up after referral, whether the case was closed, and whether the measures taken were effective.

Furthermore, documentation regarding case referrals is missing, as MESTI had not developed the referral forms required under the Protocol Regulation.

It has also been observed that the manner in which cases of violence are handled and documented is not standardised.

Some schools have provided complete files and largely adhered to the Protocol's requirements, whereas others have offered only general descriptions or decisions regarding disciplinary measures, or failed to provide sufficient documentation on how cases were handled.

The following table details how the audited schools handled the cases, comparing the number of reports in EMIS with the number of police cases for these schools.

As shown in the table, there are marked differences across the three municipalities in how schools document and handle cases of violence. Only a portion of the schools have demonstrated a high

¹⁵ Three school years: 2022/2023; 2023/2024; 2024/2025

level of adherence to the Protocol's requirements, while the rest rely on individual practices, disciplinary measures, or limited documentation.

Table 12 - Number of cases of violence and bullying in sampled schools and their handling in the three audited municipalities

Municipality	Sampled schools	Cases in EMIS	Cases in physical registers	Cases in police reports	Level of case documentation and handling
Prishtina	13	37	230	127	3 schools have followed the Protocol's requirements almost entirely; 4 schools have partially complied with the Protocol; 4 schools have provided only general descriptions or information; and 2 schools have not provided documentation regarding cases of violence.
Ferizaj	10	17	198	37	2 schools have largely adhered to the Protocol's requirements; 4 schools have handled serious cases through individual practices, primarily involving official records and disciplinary measures; 1 school provided only general information; 3 schools provided mainly decisions regarding disciplinary measures.
Gjakova	7	25	107	49	2 schools have largely adhered to the Protocol's requirements; 4 schools have demonstrated efforts to address cases, though documentation was primarily limited to disciplinary measures and official records; 1 school provided no documentation regarding the handling of cases.

In response to the question "Do you think the school reacts appropriately when an incident occurs?" only 38%–54% of students answered affirmatively.

Table 13- Students' responses regarding the school's reaction to incidents

Do you think the school reacts appropriately when an incident occurs?	Ferizaj	Gjakova	Prishtina
Yes	54%	49%	38%
Sometimes	20%	20%	25%
Depending on the staff (teacher)	15%	23%	21%
No	11%	8%	16%

As shown in the table, fewer than half of the surveyed students in Prishtina and Gjakova said that their school reacts appropriately when an incident occurs, compared with 54% in Ferizaj.

This situation has arisen because schools have failed to implement the Protocol Regulation. Furthermore, ambiguities in the Regulation leave it unclear whether schools are required to establish a dedicated team responsible for handling and resolving all cases of school violence, or whether a specific team should be appointed for each individual case.

Furthermore, the majority of schools do not use the EMIS to report cases of violence. This is also because the MED and MESTI have not monitored schools regarding the implementation of the Protocol Regulation.

Consequently, interventions focus more on the immediate management of the incident than on addressing root causes and preventing recurrence. Furthermore, the documentation of cases in schools is neither comprehensive nor standardised, making it difficult to track, monitor, and evaluate the effectiveness of the measures taken. This simultaneously weakens the protection of victims and reduces the likelihood of preventing future violence cases.

3.4. The data reported by the schools are not accurate and reliable

The principal of the pre-university educational institution shall report statistical data on cases of violence to the MED twice a year, based on the relevant incident register. Reports to MESTI shall also be submitted twice a year¹⁶.

The responsible institutions currently lack complete and accurate data on the number of incidents of school violence. The number of cases reported in EMIS is significantly lower than the numbers recorded in Kosovo Police reports and in schools' own physical records.

For the 2022–2025 period, a total of 117 cases of violence were reported nationwide in EMIS, whereas police reports for the same period show over 2,300 cases involving students and the school environment. Out of a total of 970 pre-university schools¹⁷ nationwide, the maximum number of schools reporting incidents of violence in EMIS was 17, representing only 2% of schools in Kosovo. Detailed data for each municipality and region can be found in *Annex 2 - Number of cases according to police reports and EMIS – Tables 18 and 19*.

Central and local education authorities have stated that the incidents reported to the Kosovo Police do not occur within schools, but rather involve conflicts taking place outside school premises. To verify these claims, we analysed the timing of the incidents reported to the Kosovo Police as well as the parties involved in the conflicts.

Both analyses show that the cases presented in the Kosovo Police reports are incidents occurring in schools or in their vicinity.

This is because an analysis of the parties involved in the conflicts, based on the total number of incidents reported by the Kosovo Police, reveals that up to 70% of these incidents involve conflicts between students or between students and teachers (see *Annex 2 - Number of cases according to police reports – Table 20*). The remaining incidents consist of related cases, such as damage to school property and theft.

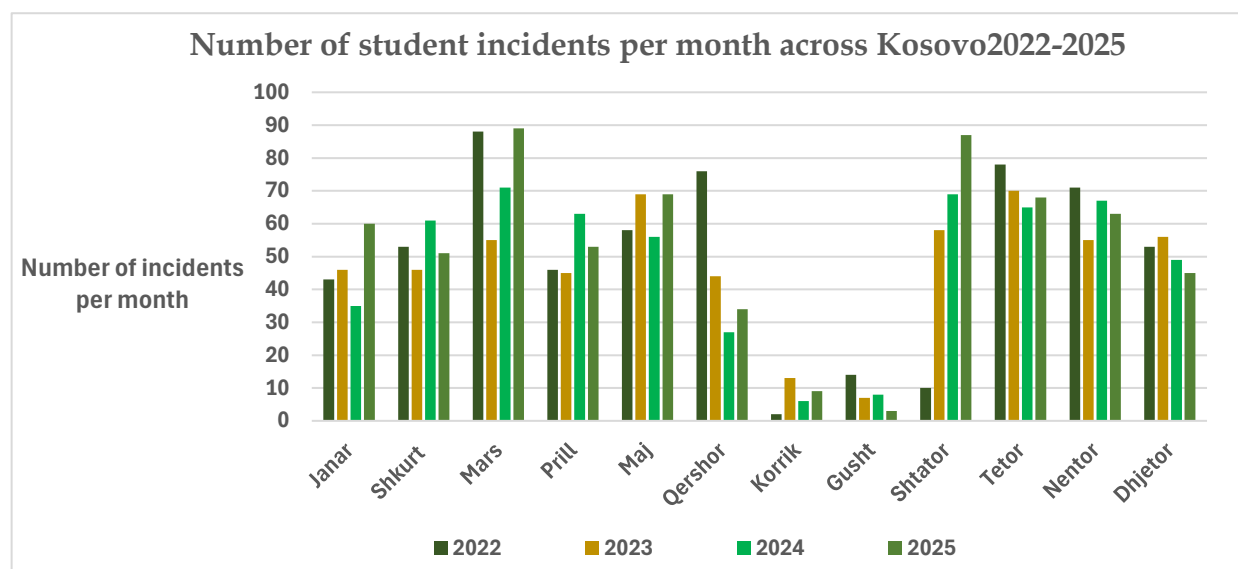
¹⁶ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 25, Clause 6 and Article 26, Clause 5

¹⁷ Education Statistics in Kosovo 2024–2025, MESTI

Furthermore, an analysis of the timing of these incidents reveals that during July and August, when students are on break, up to 15 incidents occur per month. In contrast, during the school term, the number of incidents ranges from 50 to 90 per month. This indicates a direct link between reported incidents and the school year.

The following chart shows the number of incidents of violence during the school term and the summer holidays.

Chart 4 - Violence incidents by month (Source: Kosovo Police)



Moreover, from the 30 schools sampled for the 2022–2025 audit period alone, we found 535 cases of violence in the schools' physical records; this indicates that while cases of violence do occur, they are not being reported, meaning the schools failed to report them to the MED or the EMIS, as required by the Protocol Regulation and the Instruction for Implementing this Regulation.

According to explanations provided by the schools, the failure to report cases of violence in EMIS stemmed primarily from the fact that these cases were handled and managed within the school or in cooperation with other relevant institutions, without reporting to the system being deemed necessary.

Furthermore, schools identified ambiguities and a lack of knowledge regarding reporting obligations and procedures within EMIS, including the perception that reporting was the responsibility of other institutions or applied only to specific categories of students.

In some cases, the failure to report was influenced by a lack of system access, technical issues, changes in the responsible staff and concerns regarding the protection of student privacy.

However, our analysis indicates that this situation is also linked to gaps and a lack of alignment between the 2013 Regulation on the Protocol and the 2015 Instruction for its implementation.

The discrepancy between these two documents has created gaps: the regulation requires the school principal to record all instances of violence in the relevant physical register and submit these data

to MED twice a year, whereas the Instruction requires the principal to report immediately and electronically via the EMIS – which has replaced reporting through physical registers.

Consequently, MESTI and MED lack a realistic picture of the extent of violence in schools. The absence of accurate and consolidated data hinders the identification of high-risk schools and municipalities, the planning of preventive measures, the monitoring of Protocol implementation, and the assessment of the effectiveness of measures taken for student safety.

Number of cases and reports in the audited municipalities

The situation regarding the reporting of violence cases in the three municipalities sampled for the audit mirrors the situation at the national level. Specifically, schools have not used the EMIS to report all instances of violence and other negative phenomena within the schools.

The following table presents the number of cases reported in EMIS across all schools in the respective municipalities, as well as data from Kosovo Police reports.

The data cover the three audited municipalities: Prishtina (56 schools), Ferizaj (47 schools) and Gjakova (46 schools). These school counts exclude satellite classes.

Table 14- Number of cases reported to the police for the 2022–2025 period for the three audited municipalities

Municipality	Number of schools in the audited municipalities (excluding satellite classes)	police cases involving all schools	Reporting in EMIS - All Schools
Prishtina	56	415	44
Ferizaj	47	96	17
Gjakova	46	133	27
Total	N/A	644	88

Collectively, the three municipalities reported a total of 88 cases in EMIS for 2022–2025¹⁸; however, based on records from just the 30 sample schools within these municipalities, we found 535 cases of various types of school violence.

The following table for 2022–2025 presents detailed data for all schools in these three municipalities regarding EMIS reporting and the nature of cases based on police reports.

¹⁸ The school years: 2022/2023; 2023/2024 and 2024/2025

Table 15 - EMIS reporting compared to the number of incidents from police data and the nature of the incidents (all schools at the municipal level)

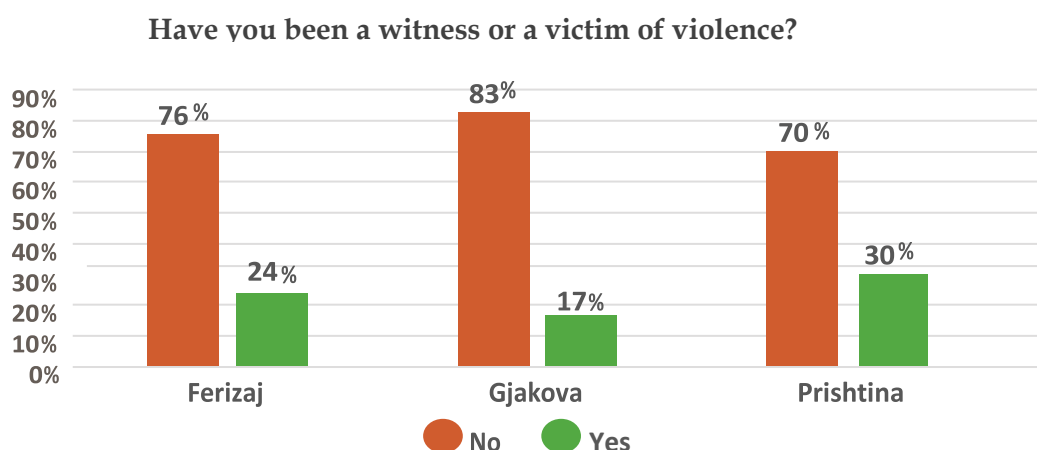
Municipality	Reporting to EMIS	Kosovo Police data	Main types of incidents	Main problems identified
Prishtina	Out of 56 schools, only 8 have reported a total of 44 cases to EMIS. Of these, 21 cases, or 47%, were reported by a single school: "Meto Bajraktari".	According to the Kosovo Police, 415 incidents of violence were recorded in schools in the Municipality of Prishtina during 2022–2025.	• Minor bodily injury – 94 cases • Unauthorized possession of weapons, primarily knives – 86 cases • Assault – 69 cases • Intimidation – 20 cases • Out of 415 incidents, 269 or 65% are incidents of high severity.	Schools have not reported fully to EMIS; they have not submitted periodic reports to the MED; and the MED has not reported to MESTI. Consequently, the MED and MESTI lack accurate and reliable statistics regarding cases of violence in schools.
Ferizaj	Out of 47 schools, only the "Naim Frashëri" school has reported a total of 17 cases to EMIS for the 2022–2025 school years. The other schools have not reported any cases.	According to the Kosovo Police, 96 incidents of violence have been recorded in schools in the municipality of Ferizaj.	• Physical altercations/minor bodily injury – 28 cases • Damage to school property – 18 cases • Unauthorized possession of weapons, primarily knives – 15 cases • Assault and intimidation – 8 cases • Other cases include stabbings, abuse of power, and possession of narcotic substances.	There is a notable pattern of damage to school property, unauthorized entry by individuals into the school or its grounds, and the theft of or damage to cameras, computers, and other equipment. These cases have not been recorded in the official reports of the schools or the Municipal Education Directorates (MED). The MED has not submitted annual reports to MESTI.
Gjakova	Out of 46 schools, only 3 have reported a total of 35 cases to EMIS for the 2022–2025 period. Of these, 29 cases, or 83%, were reported by a single school.	According to the Kosovo Police, incidents of violence were recorded in 27 out of 46 schools, totalling 133 cases during 2022–2025.	• Physical altercation/minor bodily injury – 42 cases • Unauthorized possession of weapons, primarily knives – 32 cases • Intimidation – 16 cases • Aggravated theft – 15 cases • Possession of narcotic substances – 10 cases • Assault – 9 cases.	The two most prominent issues are physical injuries and the unauthorized possession of bladed weapons. Schools have not reported data to EMIS nor submitted periodic reports to the Municipal Education Directorate (MED). Furthermore, the MED has not reported to MESTI; consequently, there is no accurate overview of cases of school violence.

As shown above, although there have been various incidents of violence, they were not reported by the schools in EMIS.

The fact that schools have experienced more cases than reported is evidenced by student responses to the questionnaire: in Prishtina, 30% of students stated they had been victims or witnesses of school violence, compared to 24% in Ferizaj and 17% in Gjakova.

Below are the students' responses regarding the question **"Have you been a witness or a victim of violence?"**

Chart 5- The percentage of students who reported having witnessed or been victims of violence.



Thus, students' responses also indicate that the extent of violence in schools is greater than that reported by the schools themselves.

Regarding reporting in EMIS, a significant increase in case reporting therein was observed between January and April 2026, the period following the start of the audit execution phase in the Municipality of Prishtina. During this period, 34 new cases were reported, and the number of schools reporting cases rose from 8 to 16. Specifically, eight schools that had previously not reported any cases in EMIS reported a total of 28 cases during just the first three months of 2026.

This development indicates that the lack of reporting in EMIS is not due to an absence of school violence incidents, but rather stems from schools failing to use the reporting system and facing uncertainties regarding it. At the same time, the 34 reports represent the highest number of incidents recorded in EMIS by Prishtina schools, within just three months. For comparison, up to December 2025, the highest number of reports recorded in a single academic year was 18 cases during the 2023/2024 school year.

This change indicates increased institutional attention regarding the reporting of cases in EMIS.

The Protocol Regulation and the Instruction classify types of violence according to intensity, dividing them into three levels as follows: Level 1 - low intensity, Level 2 - medium intensity, and Level 3 - high intensity. However, neither the Regulation nor the Instruction specifies which of these levels of violence is to be reported in EMIS.

Furthermore, the Regulation does not specify that schools are required to report to EMIS, regardless of whether a case has been referred to other institutions or resolved by the schools themselves. This has caused confusion among schools regarding the reporting of cases.

In addition to uncertainty regarding reporting obligations, the EMIS module has functional limitations that do not fully support case management and tracking. Specifically, it:

- does not allow an incident involving multiple students to be recorded as a single case,
- does not permit the uploading of supporting documentation, and
- has no standard templates for documenting the steps taken to handle and close the case.

As a result, schools continue to maintain physical files separate from electronic reporting, while MEDs and MESTI have limited capacity to track, verify, and monitor the handling of reported cases.

These limitations stem from the fact that the violence reporting module in EMIS has not been updated or adapted since its development to effectively meet the needs of schools and supervisory institutions. This has created ambiguity for schools regarding the levels of violence that should be reported in the EMIS.

In conclusion, to understand the reasons behind the failure to report cases in EMIS, we obtained individual written explanations on this issue from each of the 30 sample schools included in the audit.

The failure to report incidents in EMIS is primarily due to schools' uncertainty regarding their obligations and the reporting procedure. Schools have interpreted the reporting requirements in various ways: some believed that cases handled internally did not need to be recorded in EMIS; others thought that cases referred to the Kosovo Police did not require additional reporting in EMIS; while some assumed that reporting to MESTI was the responsibility of the MED.

However, the main reason for the lack of complete and consistent reporting is the absence of clear guidelines and a lack of monitoring of school principals by the MEDs. Furthermore, the absence of inspections by MESTI has resulted in a lack of accountability. Consequently, schools have adopted diverse practices for managing and reporting cases, creating gaps in the EMIS reporting process.

Therefore, the responsible institutions lack reliable and consolidated data on the actual level of violence in schools. This hinders the monitoring of the situation, identification of schools or municipalities at higher risk, and planning of effective policies, measures, or safety plans to prevent and address violence. Furthermore, the lack of accurate data weakens institutional oversight and makes it impossible to evaluate the effectiveness of measures taken by schools and responsible institutions. At the same time, it renders it impossible to classify the types of violence, their frequency, perpetrators, victims, etc.

3.5 The police have not standardized the feedback reporting process for schools

The responsible institutions shall define objectives in development and action plans, along with measures and systematic activities that contribute to preventing all forms of violence¹⁹. They shall conduct regular patrols near schools, particularly those experiencing an increase in negative phenomena, and appoint representatives to liaise with educational institutions²⁰.

The Kosovo Police have carried out a significant number of activities aimed at both preventing and responding to cases of violence and bullying involving students in schools and the surrounding public areas. The actions undertaken by the police regarding school safety are also incorporated into the Strategy 2021–2025²¹.

As part of this strategy, there is a specific objective titled “School Safety Management.”

The Kosovo Police plan to take the following actions under this objective:

- Organizing periodic meetings with MEDs regarding school safety
- Organizing lectures and awareness-raising campaigns regarding negative phenomena
- Preventing the introduction of narcotic substances into educational institutions
- Identifying physical threats in the vicinity of schools
- Supporting the development of evacuation plans for school facilities

An analysis of the Kosovo Police's activities in the three audited municipalities revealed that police stations have designated the schools they cover and have drafted school safety action plans under the Operational Order “Start of the School Year and School Safety.”

These plans involve the engagement of police officers to prevent and address negative phenomena within and around schools.

An analysis of reports and minutes indicates that planned activities are being carried out and reporting occurs on a regular weekly and monthly basis, while the police hold frequent and ongoing meetings with schools. A table of activities is presented in *Annex 2 – Number of police cases and EMIS (Table 21)*.

The audit identified that the Kosovo Police maintain regular cooperation with institutions responsible for school safety, including MESTI, MEDs, schools, and CSWs. This cooperation was also confirmed by school principals in the three audited municipalities, who noted that the police respond to school requests and participate in prevention activities.

As part of awareness-raising lectures, the police have addressed various topics related to safety and negative phenomena in schools. Listed below are the lectures with the highest participation rates that directly relate to the prevention of school violence.

¹⁹ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 6, Clause 1.3

²⁰ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 13, Clause 1.4 and 1.5

²¹ Integrated strategy for intelligence-led policing and community policing

Table 16 - Lectures on the prevention of and raising awareness about violence and negative phenomena in schools, conducted by the Kosovo Police.

Municipality	Prishtina			
Lecture topic	2024		2025	
	Number of schools	Number of students	Number of schools	Number of students
1.Bullying and preventive measures	41	2481	78	4121
2.Consequences of Narcotic Use	43	3376	83	2571
3.Security measures against Internet misuse	31	1729	26	4172
4. The risks and consequences of carrying weapons in school environments	N/A	N/A	10	460
Municipality	Ferizaj			
1.Bullying and preventive measures	20	884	46	2380
2.Consequences of Narcotic Use	30	1050	30	1305
3.Security measures against Internet misuse	N/A	N/A	26	1088
Municipality	Gjakova			
1.Bullying and preventive measures	12	413	15	728
2.Consequences of Narcotic Use	14	544	11	323
3.Security measures against Internet misuse	20	863	13	466

According to the Kosovo Police, lecture topics are determined in cooperation with MESTI, based on crime trends and negative phenomena in schools. MEDs select the schools, while school management selects the participating students. Despite their frequency, these lectures do not always reach the entire student body. Schools attribute this to space constraints and difficulties in organising lectures for large groups. They therefore select participants according to the lecture topic and students' needs. The audit identified that communication and information-sharing procedures between the police and schools are not clearly defined. This applies both to cases where a school requests police intervention and to cases where the police identify students involved in dangerous or prohibited activities outside of school. Although the police, within their action plans, assign officers responsible for schools within each police station, the form and content of feedback provided to schools have not been standardised.

As a result, various practices have been set in place: in some cases, schools are informed of the actions taken regarding students involved in incidents, whereas in other cases, they receive no information after the matter has been referred to the police.

This lack of feedback occurs because it is not specified how to act in these cases. Often, the Kosovo Police prioritize maintaining confidentiality and protecting the best interests of the child.

However, the lack of a standardised feedback reporting form means that schools remain uninformed about the steps and actions taken regarding students involved in incidents. Hence, inter-institutional coordination is weakened, leading each institution to act independently using its own existing mechanisms. This hinders the implementation of joint actions aimed at the treatment, rehabilitation, and long-term resolution of the issues identified among students.

3.6 Centres for Social Work do not ensure ongoing support and regular feedback on cases referred by schools

When a child is identified as a perpetrator or victim of violence, or needs social services for any other reason, the school shall refer the case to the Centre for Social Work²². The Centre's case manager shall notify the principal of the pre-university educational institution²³ in writing within 30 days. Each Centre for Social Work shall designate at least one responsible, specialised officer to coordinate child protection measures and interventions. It shall also exercise its other powers under the legislation in force²⁴ to protect all vulnerable children, including victims and perpetrators of violence²⁵.

In certain cases, schools refer students to Centres for Social Work to access social services, particularly in cases involving students with antisocial or problematic behaviour. Such referrals are made after the school has exhausted its internal mechanisms and cooperation with parents regarding the student's emotional and psychological support.

Three Centres for Social Work operate within the Municipality of Prishtina under the management of the Directorate for Social Welfare. To evaluate how the CSWs handle cases, out of a total of 14 referrals made during the 2022/2023, 2023/2024, and 2024/2025 school years (according to the EMIS), we analysed four cases referred by schools in the municipality. Relevant files were obtained from the CSW for three of the cases, whereas for one case, the file was not obtained due to the absence of a referral date from the school.

Case 1: The school had referred the student to the CSW for antisocial behaviour on 11 May 2023; however, it did not receive a response within the 30-day timeframe as required by the Protocol Regulation. Thus, the case was referred again by the new school principal on 27 March 2025, noting that the school had exhausted all possibilities for addressing the student's situation and that there was a lack of cooperation from the family. Following the second referral, the CSW began processing the case but, after meeting with the family, assessed that there were no elements of family issues or neglect. In September 2025, the school requested a multidisciplinary meeting involving the MED and the CSW regarding the same case; it was again determined that the student was not in need of the CSW's services. Later, in March 2026, the school submitted another request to the CSW, which acknowledged its receipt. Nevertheless, by the time the audit was being conducted, the case remained unresolved.

Case 2: The school reported a case involving a “minor in conflict with the law” and a serious offence on 27 March 2025, and the CSW began handling it the following day. Although the offence involved organising a group assault, the CSW provided only the following services: an attempted home visit during which the family's exact address could not be located, a school visit on 28 March 2025 and a consultation. The parent also refused to meet with the CSW. Since the minor was over

²² Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 6, Clause 1.7

²³ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 23

²⁴ Law No. 06/L-084 on Child Protection, Article 15, Clause 1.4

²⁵ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 11, Clause 1.2

14 years old, further legal proceedings were pursued through the juvenile prosecutor, but the CSW provided no further services to help improve the minor's behaviour.

Case 3: This case, at the request of the school principal, was referred by the police on 28 February 2024, due to its seriousness. The CSW provided services to the student only during March and April 2024, involving a family meeting and a session with the CSW psychologist, but the service was subsequently discontinued, with no further explanation provided in the CSW records. The student remains enrolled in school and continues to present behavioural management challenges, exhibiting antisocial behaviour and making threats against teachers.

On the other hand, the municipality's decision stipulates that the CSW must organise multidisciplinary roundtables for complex cases where schools require institutional support and coordination. Between 2022 and 2025, only one such roundtable was organised, even though the audit identified other complex cases. Furthermore, the data recorded by the CSW are not always accurate; an analysis of cases and records revealed instances in which schools had referred cases that the CSW failed to register, as well as delays in handling cases and a lack of feedback reports to the schools. A lack of coordination and communication between institutions was also identified, resulting in cases often not being addressed in a timely manner or getting lost in the process. None of the three Centres for Social Work had designated a specialised officer to coordinate child-related cases; staff were not specialised according to areas of intervention, and there was no evidence of monitoring regarding work with children. Consequently, schools and students did not receive the necessary support and intervention in a timely manner.

According to the Centres for Social Work, this situation arises from a significant lack of infrastructure and human resources, as well as heavy workloads, which limit staff specialisation and the effective handling of cases. Furthermore, the CSWs have stated that schools often refer cases with incomplete information or cases that, in their view, fall outside the scope of social services. However, under applicable legislation and the Protocol Regulation, CSWs are required to cooperate and provide support for cases involving children exhibiting antisocial behaviour, as well as children who are perpetrators or victims of violence, not merely for cases of neglect or domestic violence.

The lack of inter-institutional cooperation and coordination in handling cases referred by schools has resulted in schools being limited to their own internal case management mechanisms. This is due to the absence of joint mechanisms designed to enhance cooperation among responsible institutions at both central and local levels.

Hence, the effective treatment and rehabilitation of students with antisocial behaviour are hindered, while the risk of recurring incidents, bullying, and violence in schools increases. This situation is particularly problematic for students under the age of 14, for whom schools remain the primary institution managing such cases, often without sufficient professional and multidisciplinary support.

3.7 Municipal education directorates have not been effective in establishing mechanisms or in fulfilling their monitoring and supervisory roles

The Municipal Education Directorate shall conduct research on children's rights with a view to preventing and eliminating acts of violence in all relationships within educational institutions. It shall cooperate with the police, the Municipal Security Council, the Centre for Social Work, Family Medicine Centres, other partners and the community to create a safe environment within and around educational institutions. It shall approve regulations drafted and submitted by educational institutions and monitor their implementation²⁶. The Municipal Education Directorate is responsible for collecting and processing data received from educational institutions.²⁷

Municipalities, within the scope of their competencies, draft and approve strategic documents regarding the functioning of pre-university education institutions.

The audited municipalities have taken several actions to address school safety, including drafting municipal documents, adopting regulations on the work of educational institutions, and hiring school psychologists. However, these measures have not been sufficient to ensure a consistent, functional, and effective approach to preventing, addressing, and monitoring instances of violence and problematic behaviour in schools.

The Municipality of Prishtina had developed a school safety action plan for 2023–2026 aimed at addressing most safety-related issues. However, the plan was not fully implemented, and some objectives were met only partially or within a limited number of schools. In Ferizaj, the municipality had contracted physical security services, but this service did not cover all schools, and the duties of the school guards were not clearly defined. Meanwhile, in Gjakova, a regulation regarding complaint boxes had been drafted, but the MED had not verified whether schools were actually implementing it.

Furthermore, schools have not had equal access to professional support services. In the three audited municipalities, there are still schools without a psychologist or with a psychologist employed only on a part-time basis.

In Prishtina, 10 schools have no psychologist at all; in Ferizaj, 19 schools have neither a psychologist nor a school pedagogue; in Gjakova, 35 schools share only five psychologists, meaning that a single psychologist covers multiple schools.

Furthermore, even schools with a full-time psychologist have a large number of students, making it difficult for psychologists to meet the needs of all the students.

²⁶ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 8

²⁷ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article

In Prishtina, there are 13 schools with over 1000 students that employ only one psychologist. In Ferizaj, one school with 800 students has two psychologists, whereas another school, a gymnasium with 700 students, had no psychologist. Meanwhile, due to lower student numbers, Gjakova has only one school with over 1000 students, which also employs just one psychologist. This has created disparities among schools regarding their capacity to address cases of violence, bullying, and recurring problematic behaviour.

According to MEDs, the shortage of psychologists in some schools stems from budget constraints and the interpretation that the Administrative Instruction requires municipalities to employ psychologists only in schools with more than 1,000 students.

However, this interpretation of the administrative instruction was not even adhered to by the municipalities themselves, as all three audited municipalities had schools with fewer than 1,000 students where MEDs had employed full-time psychologists.

Schools have also encountered difficulties in implementing disciplinary and support mechanisms for students exhibiting antisocial or persistently problematic behaviour. Specifically, in the Municipality of Prishtina, municipal regulations do not provide for the transfer of students in grades 1–9 as a disciplinary measure; in practice, such transfers occur only with parental consent. When parents do not cooperate, schools are left with limited options for managing recurring cases. Furthermore, a practice has been identified wherein school psychologists do not provide services to a student without written parental consent, even though this practice is not directly mandated by any legal prohibition. This limits the role of the school psychologist as a support mechanism for students exhibiting aggressive, bullying, or violent behaviour.

In addition to the lack of sufficient support mechanisms, MEDs have not conducted regular, documented monitoring of school safety. Although they receive information regarding the most serious cases of violence, none of the audited municipalities possessed analytical reports or structured statistics on violence and bullying in schools. The MEDs lacked dedicated teams or procedures to monitor the implementation of the Protocol for the prevention, handling, and referral of violence cases; furthermore, they did not systematically verify reports in the EMIS or cross-reference school data with police records.

The audit revealed that some of the schools with the highest number of cases reported to the Kosovo Police had not reported a single case in EMIS. Responses to inquiries addressed to MEDs regarding the measures taken in these instances indicate that the response was limited and lacked standardisation.

In Prishtina, no response was received from the MED. According to police records, the school with the highest number of cases began reporting in EMIS for the first time after January 2026, while the audit was being conducted.

In Ferizaj, the MED sought clarifications from the school with the highest number of cases only after our request; the school's explanation revealed serious cases involving physical altercations, stabbings, and the possession of bladed weapons.

In Gjakova, the MED accepted the school's explanation that the cases had occurred outside school premises and that the school lacked information due to the absence of feedback reports from the police.

This indicates that MEDs have not had sufficient oversight regarding how schools handle, document, and report cases of violence and incidents related to school safety.

This situation has arisen because MEDs have not established a systematic process for monitoring and supervising schools regarding the implementation of the protocol for the prevention, handling, and referral of violence cases. Furthermore, clear procedures have not been put in place for analysing data, verifying reports in the EMIS, cross-referencing this information with police data, and taking action against schools that fail to report incidents or record high numbers of them. At the same time, MEDs have not developed adequate support mechanisms for cases where schools encounter students exhibiting persistent problematic behaviour.

Hence, MEDs have lacked a comprehensive and reliable overview of the actual safety situation in schools and have failed to take sufficient measures to address the issues. This has led schools to adopt varied and non-standardised practices for handling and reporting incidents of violence. The lack of support and oversight from MEDs has limited schools' ability to manage students exhibiting persistent problematic behaviour and has increased the risk of violence, bullying, and antisocial behaviour recurring without being addressed in a structured, long-term manner.

3.8 Lack of effective physical security measures in schools

MEDs must ensure the establishment and maintenance of the fences of educational institutions, install cameras in educational institutions, and ensure other physical conditions that contribute to the reduction of incidents of violence at school²⁸. MEDs must create suitable physical environments in schools to ensure safety and prevent all forms of violence.

During the audit, visits were conducted at 12 schools: 5 in Prishtina, 4 in Ferizaj, and 3 in Gjakova. Regarding physical infrastructure, improvements are evident; however, there are variations from one municipality to another.

All schools were equipped with security cameras and fencing, yet they had open doors that allowed easy access for passers-by or visitors; furthermore, the number of cameras was low, and not all of them were functional. Other issues included a lack of control over visitor access to the school grounds, students leaving the premises, and the absence of clear controls regarding entry and exit.

Unresolved property issues regarding school grounds have also been identified; these prevent schools from exercising full control over their premises as independent institutions.

Prishtina

At the “Ismail Qemali” school, although the schoolyard is fenced, the gates remain open, and there are several other access points besides the main entrance.

According to the school's explanation, closing the gates is not permitted because the courtyard is shared with the community and serves as a transit route for citizens, even though there are public roads for pedestrians around the school and using the schoolyard as a thoroughfare is not strictly necessary.

This situation makes it more difficult to control entry and exit and to supervise students while they are in the courtyard, while simultaneously increasing the risk to their safety.

Furthermore, markets and kiosks located in the immediate vicinity of the school are frequently visited by students, increasing the risk of them purchasing prohibited items.

Image 1 - School “Ismail Qemali”- Prishtina- The school has a floor area of 5,700 m² and is equipped with 24 security cameras.



²⁸ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 26

Among the schools visited, the “Sami Frashëri” and “Meto Bajraktari” schools have automatic gates in their courtyards, enabling better access control.

The “Sami Frashëri” school occupies an older building and has a floor area of 5,500 m² and 41 security cameras.

Image 2 - School “Sami Frashëri” and “Meto Bajraktari”



Meanwhile, the “Andon Çajupi” school, despite having a fence, maintains open access to its grounds. The school covers an area of 4,600 m² and is equipped with 16 security cameras.

On the other hand, the “7 Shtatori” school was built in 2025 and features modern infrastructure, offering significantly more advanced conditions regarding the organisation and physical security of the school premises.

This school has a floor area of 1000 m² and is equipped with 52 security cameras; it has the most extensive camera coverage of any school in the Municipality of Prishtina.

Image 3 - School of Hospitality and Tourism – “7 Shtatori” Prishtina (good example)



Ferizaj

With the exception of the “Naim Frashëri” school, the fencing at the other schools was very weak, in some cases even improvised using makeshift materials. The “Naim Frashëri” school grounds cover an area of 2100 m² and are monitored by 12 security cameras, whereas the “Faik Konica” school covers 5700 m² and has 16 security cameras.

At the “Gjon Sereçi” school in Ferizaj, the schoolyard was accessible from three sides, and the grounds were used as a thoroughfare by local residents living in nearby apartment buildings as well as by other passersby.

An electrical distribution unit is located in the schoolyard near the sports field; it sits right in the middle of the yard and is completely unfenced. Although secured with a padlock and marked with a high-voltage warning sign, it poses a potential danger to students, particularly given that the school serves students in grades 1–9. The school grounds cover an area of **5364 m²** and are equipped with **20 security cameras**.

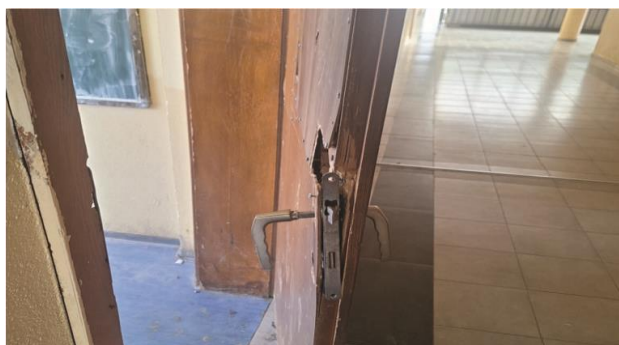
Image 4 - School “Gjon Sereçi”



Furthermore, the courtyard of the “Kuvendi i Arbërit” high school was used as a thoroughfare for students from other nearby schools, thereby further increasing the likelihood of incidents and conflicts involving students from other schools and making it difficult to supervise the students.

Furthermore, all the classroom doors in this school were damaged and would not close. The school covers an area of 4727 m² and is equipped with 18 security cameras.

Image 5- “Kuvendi i Arbërit”-Ferizaj



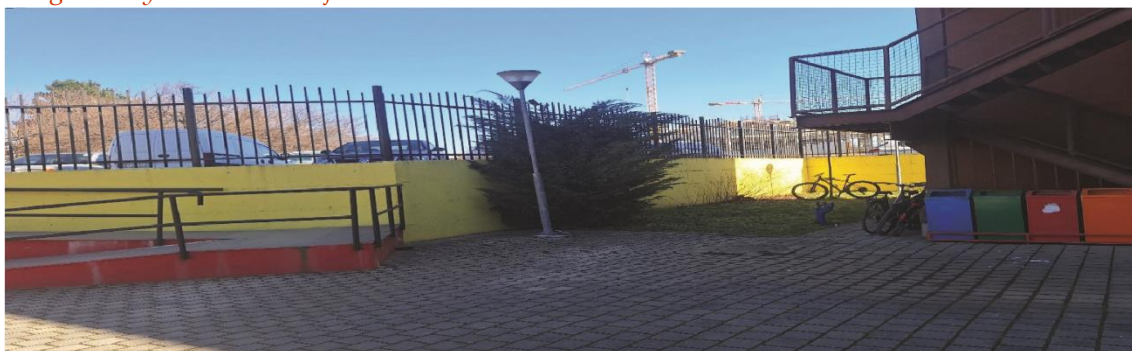
In both cases, the schools had requested that the MED close the courtyard gates, as the situation was a source of concern for them; however, according to them, the matter involved unresolved property issues, and the school courtyard was also used by the community.

According to police records, the most common incidents involving schools in Ferizaj were property damage and unauthorized entry.

Gjakova

At two of the three schools we visited, the courtyard was enclosed by a wall topped with fencing, making it more difficult to scale the barrier and forcibly enter the school grounds. One school ("Selman Riza") kept its gates closed, thereby enhancing security, whereas the other two had their gates open. At the "Hajdar Dushi" school, we were informed that they had attempted to keep the gates closed for a time, but, according to them, this had not had a positive effect on student behaviour. The "Hajdar Dushi" school covers an area of 6777 m² and is equipped with 45 security cameras.

Image 6 - Gymnasium "Hajdar Dushi"



The "Selman Riza" school has an area of 2940 m² and is equipped with 13 security cameras, while the "Hysni Zajmi" school has an area of 4191 m² and is equipped with 19 security cameras.

Image 7 - "Selman Riza" and "Hysni Zajmi"



While all the schools we visited were equipped with cameras, the limited camera coverage of school grounds, particularly the courtyard and various other areas, remains an issue; furthermore, not all the existing cameras were functional.



In conclusion, the following issues have been identified regarding school infrastructure and the physical environment:

Regarding school boundaries and surrounding areas, one of the main issues concerns the establishments and businesses operating in their immediate vicinity. This situation is further exacerbated by the fact that students frequently visit these venues during breaks and while outside school premises. This occurs because current legislation does not clearly define which economic activities are permitted near schools or specify the required distance from educational institutions. The only exception is nightclubs, which, under the law, are prohibited from operating within two kilometres of a school.

Regarding security cameras, we have analysed the documentation received from the MEDs, including for schools we did not visit, where the following were identified:

In Prishtina all schools are equipped with security cameras, with the exception of a few satellite classes that have very small numbers of students.

In Ferizaj, there are two large schools, a medical school with 717 students and a gymnasium with 928 students, where documentation has revealed that security cameras have not yet been installed; additionally, there is a smaller school with 130 students that also lacks cameras. According to the MED, cameras were installed at this gymnasium in June 2026.

In Gjakova, there are eight schools in rural areas that lack security cameras; some are satellite classes with a small number of students.

Regarding security guards, only the Municipality of Ferizaj had contracted this service, providing guards in the schoolyards of large schools. The other municipalities had not undertaken such an

initiative. However, some schools had contracted guards on their own initiative, following a decision by the School Governing Council, with funding provided directly by parents.

This situation stems from the lack of plans by MEDs to assess the condition of schools, identify infrastructure improvement needs, and carry out necessary investments in school physical infrastructure.

As a result, the existing physical infrastructure does not meet the standards needed to provide a safe environment for students.

3.9 MESTI's policies regarding school safety are not sufficiently effective

MESTI shall develop policies and determine measures to prevent all forms of violence in schools, as well as impose punitive or disciplinary measures on those who incite or commit violence in educational institutions²⁹.

MESTI's "Education Strategy 2022-2026" established an objective to create healthy school environments, envisaging activities aimed at implementing measures to prevent and report school violence. In pursuit of this objective, the inter-institutional forum "Friendly School – Growing Together" was established in 2022, while a Child Protection Policy was drafted in late 2023 to support the implementation of the Protocol Regulation.

MESTI has undertaken several initiatives, such as: information sessions, promotional materials, and manuals and guidelines regarding children's rights and online safety, aimed at raising awareness among teachers, students, and parents. Furthermore, in collaboration with partner NGOs, meetings and information sessions were held across municipalities during 2024 and 2025 with MEDs and school principals to promote and implement the Child Protection Policy. An initiative was also launched to incorporate the class teacher period as a preventive measure. Details are provided in Annex 2.

However, the audit identified certain gaps in policy formulation and the harmonisation of secondary legislation regarding school safety, which are explained in greater detail below:

The Protocol Regulation does not require school principals to report cases of violence within the EMIS. This stems from the fact that when the Regulation was approved in 2013, the EMIS module for reporting incidents of violence did not yet exist. Although this module was added in 2015, the Protocol Regulation was not updated accordingly.

Consequently, the two documents remain inconsistent because the Regulation requires school principals to record all cases of violence in a physical logbook and submit the data to the MED twice a year, whereas the Instruction requires immediate electronic reporting via EMIS, a system that has

²⁹ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 7

replaced reporting through physical logbooks. According to MESTI, this situation arose because the Protocol Regulation is an act approved by the Government, and the Ministry had not initiated amendments or updates to it following the launch of EMIS reporting in 2015.

MESTI has not conducted a proper, comprehensive analysis regarding the safety situation in schools. Apart from some research and surveys involving students, parents, and teachers, conducted primarily by non-governmental organisations, there has been no structured institutional assessment of this issue. One study was carried out in 2022 with the support of the OSCE and in cooperation with the Kosovo Police. However, these initiatives have not helped establish mechanisms to identify key issues or plan concrete measures to enhance school safety.

MESTI does not have a coordinator or a dedicated unit responsible for school safety. Previously, school safety coordination was handled by the human rights officer. This role has a broader remit and does not address the establishment of mechanisms to enhance school safety or contribute to preventing and managing violence and other negative phenomena in schools.

MESTI has not monitored the implementation of the Child Protection Policy, leading schools to adopt various, non-standardised practices. According to the Ministry, NGOs have been engaged in this process through cooperation agreements because the Ministry lacks the resources to monitor its implementation.

This situation has arisen because MESTI has failed to ensure a coordinated institutional approach to managing school safety. In particular, it has not conducted regular, comprehensive assessments of the situation, designated a responsible structure or coordinator, established mechanisms to monitor existing policies, or updated the Protocol Regulation following the operationalization of the reporting module in EMIS.

Consequently, MESTI has not adopted a national strategy for school safety that would define objectives, responsibilities, and coordinated institutional actions. Its absence has resulted in school safety being addressed through isolated initiatives, thereby limiting the effectiveness of measures to prevent and tackle violence, bullying, and antisocial behaviour among students.

3.10 The Education Inspectorate does not oversee school safety

MESTI shall supervise the functioning of the education system through inspections, ensuring compliance with the law and other legal measures, including those that sanction violence in schools³⁰.

The Education Inspectorate shall supervise the activities of educational institutions and report on them to the Ministry of Education, MEDs and other responsible institutions³¹. The Inspectorate's internal organisation and functioning shall be regulated by a by-law in accordance with the duties and functions of these bodies.³²

The Education Inspectorate, as the body responsible for supervising educational institutions at the central level, covers all levels of education, from pre-primary to university education.

The audit revealed that the Education Inspectorate has not conducted inspections specifically focused on school safety or the implementation of the Protocol Regulation for the Prevention and Referral of Violence. Although this Regulation requires the Inspectorate to monitor, supervise, inspect, and evaluate its implementation, this has never been done. Furthermore, the Law on the Education Inspectorate, adopted in 2018, does not specifically provide for inspections regarding school safety.

The Inspectorate's annual work plans for the 2022–2025 period did not include inspections specifically dedicated to school safety. The plans primarily covered administrative, pedagogical, and thematic inspections, as well as the handling of complaints from students, parents, or teachers. According to the Inspectorate, safety aspects are addressed within these types of inspections. However, an analysis of reports and official records reveals that these inspections did not substantively address protocol implementation, the handling of violence cases, reporting in EMIS, the functioning of school-based prevention mechanisms, or the measures taken to address violence and bullying.

In administrative inspections, the issue of safety is addressed only in general terms—primarily through statements made by school principals rather than through the verification of documentation, records, or specific cases. Thematic inspections generally stem from individual complaints, while external evaluations are based on school self-assessments and do not constitute a direct inspection of the implementation of the protocol regarding school violence. Consequently, no inspection has yet been conducted to comprehensively assess whether schools identify, address, report, and follow up on cases of violence in accordance with regulatory requirements.

Furthermore, the Education Inspectorate has not specialised its inspectors according to education levels or the type of inspections. Currently, the same inspector may be assigned to various inspections across different levels of education, regardless of the specific nature of the issues being addressed. This situation arose because the Inspectorate had not adopted the internal regulation on the organisation and classification of job positions, as required following the adoption of the Law

³⁰ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention, Handling and Referral of Cases of Violence in Pre-university Education Institutions, Article 7 (All criteria for MESTI)

³¹ Law No. 06/L-046 on the Education Inspectorate

³² Law No. 06/L-046 on the Education Inspectorate, Article 6

on the Education Inspectorate. Consequently, the roles, responsibilities, and specialisations of the inspectors have not been clearly defined. According to the Inspectorate, the internal regulation is currently undergoing the approval process and provides for the specialisation of inspectors.

In addition to a lack of specialisation, the Education Inspectorate also faced a shortage of human resources, and until June 2025, the position of Director of the Education Inspectorate was held by an acting official. The following table presents the number of inspectors and their positions.

Table 17 - Staff at the Education Inspectorate ³³

Position	2022	2023	2024	2025
Director	1	1	1	1
Head of Sector	7	6	6	6
Inspector	25	24	23	43
Total in relevant year	33	31	30	50

This situation occurred due to the lack of harmonisation between the Protocol Regulation and the Law on the Education Inspectorate, the lack of planning of inspections dedicated to school safety, as well as the lack of internal organisation and specialisation of inspectors for specific areas of supervision.

Consequently, schools have not been effectively supervised regarding the implementation of the protocol, the handling of violence cases, and their reporting. This has resulted in the approach to school violence remaining largely a matter of individual school practices, lacking sufficient institutional oversight and clear accountability regarding how schools prevent, address, and report incidents of violence.

³³ In 2024, three inspectors retired; in 2025, one inspector retired, and a total of 22 new inspectors were hired.

4. Conclusions

Responsible institutions have established various mechanisms and launched initiatives regarding school safety; however, these do not function as a coordinated, standardised, and effective system for the prevention, handling, reporting, and monitoring of violence. Schools primarily react after incidents occur, while preventive measures, case handling, and reporting within EMIS are not implemented consistently. A lack of accurate data and robust analysis has hindered MESTI, MEDs, and the Education Inspectorate from assessing the actual safety situation and taking risk-based measures. Consequently, students do not always receive appropriate institutional protection, care, and support, and the education system lacks sufficient assurance that cases of violence and bullying are prevented, addressed, and followed through to resolution.

Results from a survey with a sample of 771 students across three municipalities indicate that only 52% view their school as a safe place, 39% consider it partially safe, and 9% perceive it as unsafe. A significant percentage of students reported having been victims of violence or bullying; 33% stated they had experienced such incidents at school, while 13% chose not to answer this question. The freedom to report incidents was also identified as a concern, with 15% of students stating they did not feel free to do so. Students voiced concerns and requests regarding school safety, calling for more frequent checks on students, installation of security cameras, presence of security guards, stricter disciplinary measures, expulsion of disruptive students, awareness-raising lectures, and an increased police presence at schools.

The handling of violence cases in schools lacks standardisation and remains primarily reactive, focusing on addressing incidents after they occur rather than on comprehensive management and prevention. School practices focus on imposing disciplinary measures and holding discussions with students and parents, while key case management elements, such as assigning a case manager, developing protection plans, and systematically monitoring case progress, are missing. Furthermore, case documentation is neither complete nor structured, as primarily only the most serious incidents are recorded. Consequently, instances of bullying, psychological violence, and problematic student behaviour often go unidentified or fail to receive adequate and sustained attention. Moreover, schools do not implement effective approaches that combine incident management with long-term measures for violence prevention, rehabilitation of students involved in conflicts, and support for victims.

Data reported by schools regarding incidents of school violence are not accurate, complete or reliable, making it impossible to form a realistic picture of the extent of violence and bullying nationwide. The reporting system is not effectively used by schools, as only about 2% of them have reported incidents via EMIS, with the total number of reported cases across Kosovo reaching no more than 45 in a single school year. There is a significant discrepancy between school-reported data and police records, given that police data indicate between 550 and 600 incidents of violence annually. This indicates that a large proportion of school violence cases go unregistered or unreported through the mechanisms established within the education system.

Centres for Social Work lack comprehensive records and functional mechanisms for the intake, registration, handling, and follow-up of cases referred by schools. Cases referred by schools are not always recorded in CSW registers, and there are shortcomings regarding feedback reports, inter-institutional coordination, specialised staff, and work monitoring. None of the Centres have employed a dedicated child protection officer, as required by law. Cases referred by schools to CSWs have not been handled in a timely manner, and the Centres have failed to provide schools with reports or feedback regarding the referred cases.

Municipal Education Directorates have not effectively exercised their role of monitoring and supervising schools regarding the prevention, handling, and referral of violence cases. These directorates failed to inspect schools that, despite a high number of incidents recorded in police reports, showed zero reported cases in the EMIS. Furthermore, they failed to provide the necessary mechanisms to support schools in managing violent incidents. Shortcomings in basic safety measures were also identified in some instances, such as the absence of security cameras in schools with high incident rates. Moreover, the practice followed in the Municipality of Prishtina, where psychological services are provided only with prior parental consent, limits opportunities for early intervention and reduces the effectiveness of support for students with behavioural difficulties. Finally, the directorates have failed to develop and implement strategic plans and effective policies to enhance school safety.

MEDs have not taken visible measures to improve conditions and physical infrastructure within schools. Access to schoolyards is uncontrolled, allowing unauthorized individuals to enter school premises. In three of the visited schools, the schoolyard served as a thoroughfare for pedestrians and the local community, complicating security management and the supervision of students. Security cameras installed in the schools offered limited coverage, and in some instances, were non-functional. These infrastructural shortcomings have hindered schools from creating suitable environments that enhance student safety and safeguard the best interests of the children.

To date, the Education Inspectorate has never conducted inspections regarding school safety. Thus, there has been no supervision to verify whether schools have implemented the Protocol on the Prevention and Referral of Violence in Pre-University Education Institutions. Past activities and inspections have addressed safety elements only partially, failing to concretely assess the handling of violence cases, reporting procedures, transparency, the functioning of protective mechanisms, or actual safety conditions within schools. Furthermore, school safety inspections were never included in the Inspectorate's work plan, nor was any specialization of inspectors carried out. Additionally, MESTI has not conducted an analysis of the safety situation in schools, leaving institutions without a clear assessment of the risks, issues, and actual needs required to plan effective preventive and protective measures.

5. Recommendations

Ministry of Education, Science, Technology and Innovation

1. Develop implementable and harmonized policies or strategies for school safety and establish functional mechanisms enabling the prevention, handling, documentation, and systematic and transparent reporting of cases of violence and bullying.
2. Profile education inspectors and monitor, supervise, and inspect the implementation of policies on the prevention, handling, and referral of cases of violence in schools, and strengthen accountability.
3. Clearly define the actions, steps, and procedures that pre-university education institutions shall follow before referring cases to other responsible institutions and stakeholders, such as Centres for Social Work, the Kosovo Police, etc. Procedures to be followed after referral by all parties involved should also be defined, in order to clarify the actions of each institution.
4. Clearly define the levels (categories) of cases of violence and bullying that must be reported by pre-university education institutions in order to standardize reporting and ensure complete and comparable data at national level.
5. Conduct, at least once a year, an online survey of students at national level in order to assess their needs and concerns, identify problems in schools, and plan appropriate measures and solutions to improve student safety and well-being.

Kosovo Police

1. Strengthen cooperation with MESTI and other relevant institutions and define the manner of exchanging relevant information with schools regarding cases involving students, while respecting the best interests of the child and the protection of personal data.

Municipalities of Prishtina, Ferizaj and Gjakova

1. Develop implementable strategies and action plans for school safety and establish monitoring mechanisms related to the prevention, handling, referral, and reporting of cases of violence in schools.
2. Assess risks related to schools' physical infrastructure and ensure appropriate measures for access control, the functionality of security cameras, and supervision of higher-risk areas, while respecting students' privacy.
3. Develop programmes and activities with municipal and school parent councils aimed at awareness-raising and strengthening cooperation.

Municipality of Prishtina

1. Review disciplinary and rehabilitation mechanisms for lower secondary schools (grades 6–9), focusing on the treatment of students with persistent antisocial behaviour.
2. Ensure that the Centre for Social Work handles and reviews all cases referred by schools and provides feedback within the time limits set out in the regulation, including cases where it considers that the matter does not fall within its competence.
3. Establish a dedicated communication channel within the Centres for Social Work through which all referrals and requests related to student cases and school-safety issues are received, recorded, and handled in a structured manner. This channel should be clear and known to all education institutions, so that schools have a single point of contact for reporting and referring cases requiring intervention by the Centres for Social Work.

Annex 1. Audit rationale, criteria, audit scope and methodology

Audit problem and materiality

Student safety in schools is a fundamental prerequisite for a quality education process and for the physical, emotional and psychological well-being of young people. Therefore, this topic is highly material because of its direct impact on all aspects of the lives of children and society as a whole in Kosovo.

Materiality related to school safety is divided into two aspects:

1. **Qualitative** – it affects children’s health and well-being, children’s rights, etc.
2. **Quantitative** – there is a high number of incidents and resource costs associated with their management.

In Kosovo, persistent concerns have been identified regarding safety in public schools.

Some of these concerns relate to the following issues:

Schools do not properly record/report and handle incidents of violence.	Lack of support staff such as psychologists and pedagogues.	Incidents among students are increasing, as is their involvement with harmful substances.	Lack of physical infrastructure: cameras, guards, fences, uniforms.	Lack of action plans by municipal education directorates.
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The Protocol on the Prevention and Referral of Violence in Pre-University Education Institutions is not being fully implemented. The number of cases of violence reported in EMIS is very low: only 48 cases³⁴ were reported in the 2023/24 school year, whereas the Kosovo Police reported a total of 429 incidents in and around schools during 2024³⁵. This is because schools do not report cases in EMIS. The lack of safety in schools, particularly school violence, represents a real and growing problem affecting students’ psychological and physical well-being. According to the Ombudsperson’s 2024 Annual Report, approximately 77% of students from grades six to nine experienced some form of violence, including verbal, psychological, physical and other forms.³⁶ Of 12,000 surveyed students in grades 6–9, 77% stated that they had experienced some form of violence.

The report also highlights:

- lack of proper handling of violent incidents by education institutions, more specifically school management and staff;
- lack of training: of 139 teachers surveyed, only 37% stated that they had attended training related to violence and school safety;
- focus groups with parents and teachers raised concerns about escalation of violent incidents because teachers or school staff had not reacted in time and had not handled cases properly.³⁷

³⁴ MESTI, email dated 09 October 2025

³⁵ Kosovo Police, email dated 24 October 2025

³⁶ 2024 Annual Report, Ombudsperson

³⁷ Ombudsperson’s 2024 Annual Report, pp. 17–22

Concerns regarding school safety have also been raised by the media and civil society. At a 2024 conference, KOMF (Coalition of NGOs for Child Protection) highlighted significant problems related to school violence, including:

- unsafe and unfriendly school environments;
- inadequate infrastructure;
- inappropriate approaches by teachers;
- a lack of professional pedagogical and psychological staff in schools;
- insufficient cooperation with parents, etc.³⁸

Another concerning phenomenon is students carrying weapons in schools; the media have reported several cases in which students were found armed in different schools.³⁹

Accordingly, all the indicators listed above show that student safety in public schools in Kosovo remains at a low level and is a continuing concern. Incomplete implementation of protocols for the prevention and referral of violence, insufficient reporting of cases in EMIS compared with Police data, and the lack of trained professional support staff to properly handle violent incidents demonstrate inefficient management of school safety.

Audit criteria

1. To assess whether the responsible institutions have established effective mechanisms for preventing and handling incidents in schools, we established the following criteria:

MESTI should develop policies and establish measures to prevent all forms of violence in schools, and put in place punitive or disciplinary measures for those who incite violence or commit violent acts in education institutions.

MESTI should supervise, through inspection, the functioning of the education system, ensuring the implementation of all prescribed measures and actions, including measures sanctioning violence in schools.

MESTI should provide content and curricula related to safety issues and violence prevention and should regularly assess data and the incidence of violence in pre-university education institutions in order to take appropriate and effective measures for preventing and handling violence.⁴⁰

Municipal Education Directorates (MEDs) should create appropriate physical environments in schools to ensure safety and prevent all forms of violence.

MEDs should coordinate their work with schools, Parent Councils, Student Councils, and local and international organizations in addressing violence in schools.

MEDs should approve regulations of education institutions and monitor their implementation.

MEDs should cooperate with the Police, Municipal Community Safety Councils, Centres for Social Work, Family Medicine Centres, other partners and the community to create safety within and around education institutions.

³⁸ [Arsimi në rënie të lirë! - Komf Kosova](#)

³⁹ <https://sinjali.com/shqetesuese-nxenesit-ne-shkolla-me-arme-dy-16-vjecare-ne-suhareke-kapen-ne-flagrance/> <https://insajderi.org/la/nxenesit-e-vushtrrise-me-arme-ne-shkolle/> <https://insajderi.com/perleshje-me-arme-mes-nxenesve-ne-mitrovic/> <https://klankosova.tv/shqetesim-ne-shkollen-e-ferizajt-13-vjecari-me-arme-zjarri-ne-shkolle1/>

⁴⁰ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 7 (all criteria applicable to MESTI)

MEDs should ensure the installation and maintenance of fencing around education institutions, install cameras in education institutions, and ensure other physical conditions that contribute to reducing violent incidents in schools.⁴¹

Municipalities should prepare, approve and implement Rules of Procedure for schools, including a Code of Conduct for management staff, teachers, other staff and students; establish disciplinary measures; and train school staff.⁴²

The director of the pre-university education institution shall appoint a case manager/person responsible for the case, who shall follow the case through to closure, while the appropriate professional teams shall deal with the case itself.⁴³

The pre-university education institution, more specifically its director, should immediately review all cases of violence reported in schools, always taking into account the best interests of the child.⁴⁴

The pre-university education institution should refer a case to the Police without prior statements from the parties when there is reasonable suspicion that a child is a victim or witness of a criminal offence, when this is in the best interests of the child, and when the intensity of the violence makes Kosovo Police intervention necessary. The police officer handling the case should act immediately in accordance with the prescribed procedures.⁴⁵

The pre-university education institution should refer a case of violence to the Centre for Social Work when it has information that a child needs protection and treatment by professional services.⁴⁶

2. To assess whether the responsible institutions are effective in reporting and monitoring incidents occurring in public schools, we established the following criteria:

The pre-university education institution should use the Education Management Information System (EMIS) efficiently and effectively and comply with related codes of practice.⁴⁷

The pre-university education institution should maintain a system of physical records of cases occurring in practice.

The director of the pre-university education institution is obliged to secure, retain and analyses data on violence reported in the institution he/she manages in the best possible manner. Modification of the school case register and the format of the summary report to the MED is not permitted.⁴⁸

⁴¹ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 8 (all criteria applicable to MEDs)

⁴² Law No. 03/L-068 on Education in the Municipalities of the Republic of Kosovo

⁴³ Ibid

⁴⁴ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 21

⁴⁵ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 22

⁴⁶ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 23

⁴⁷ Law No. 04/L-032 on Pre-University Education in the Republic of Kosovo, Article 20

⁴⁸ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 25

The director of the pre-university education institution is responsible for reporting statistical data on cases of violence, based on the relevant case register, to the MED twice a year. Reporting to MESTI is also carried out twice a year.

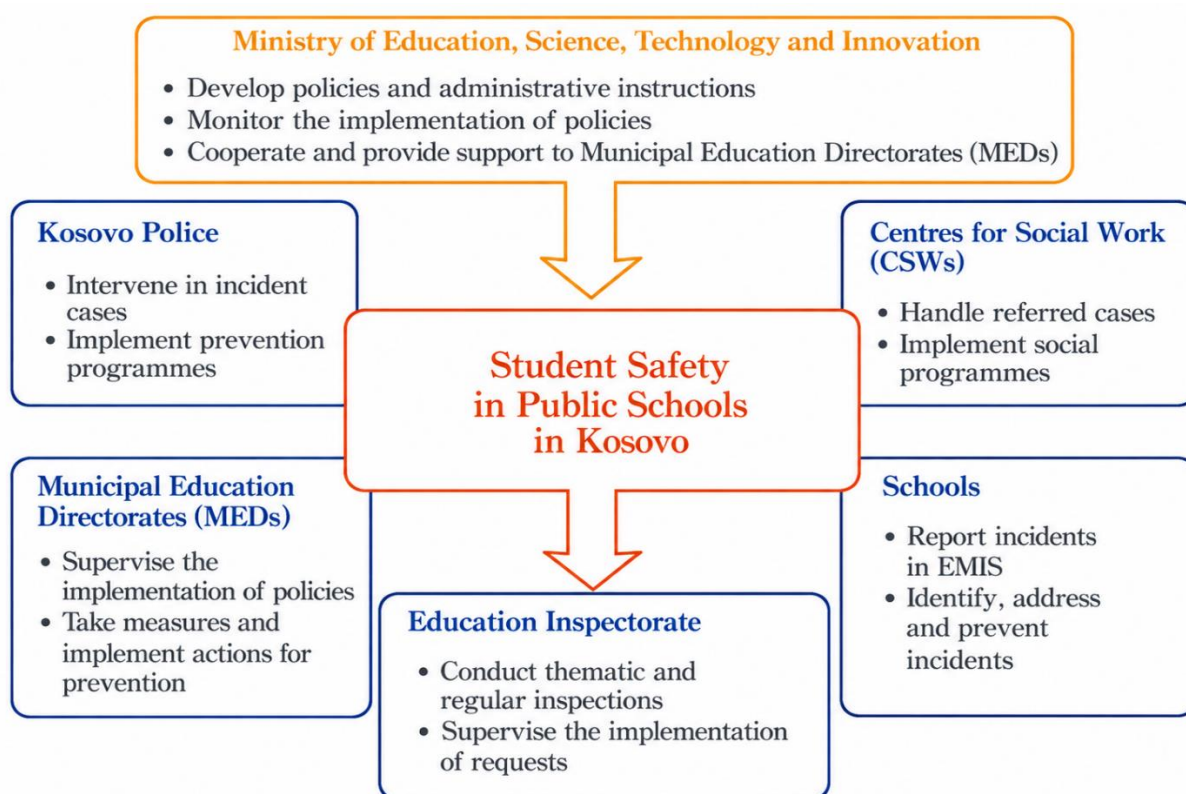
The Education Inspectorate should inspect the activities of education institutions and report on such activities to the Ministry of Education, MEDs and other responsible institutions.

The Education Inspectorate should plan and conduct thematic inspections based on third-party requests or the Inspectorate's annual plan.

Description of the system and other relevant actors

Several institutions are involved in student safety in schools, with the level of their involvement depending on their roles and responsibilities.

The following chart presents the institutions and the roles of each.



As shown in the chart, the Ministry of Education plays the main role in establishing and developing policies and strategies. Other actors, such as the Education Inspectorate, Municipal Education Directorates and schools, report to the Ministry of Education.

The Kosovo Police also have a high level of involvement in school safety. Centres for Social Work are separate institutions operating within the respective municipal Directorates of Health and Social Welfare, while functioning within the framework of the Ministry of Labour and Social Welfare, and

they also have significant involvement in school safety. The roles and duties of each of these institutions are presented separately below.

Ministry of Education, Science, Technology and Innovation (MESTI)

MESTI is the central-level institution responsible for developing and implementing education policies, including child-protection policies and ensuring a safe educational environment. Its main duties include:

- Developing policies and administrative instructions for child protection in education institutions.
- Monitoring the implementation of these policies through the Education Inspectorate.
- Cooperating with other central and local institutions in addressing cases of violence, neglect and abuse against children.
- Supporting MEDs and schools in building capacities for child safety and well-being.

Education Inspectorate

The Inspectorate operates within MESTI and has a mandate to monitor the implementation of education policies and safety standards in school institutions. Its main duties are:

- Conducting thematic and regular inspections to assess the implementation of safety measures.
- Reporting to MESTI on findings, non-compliance and recommendations for improvement.
- Supervising the implementation of instructions.

Kosovo Police (KP)

The Police is responsible for responding to and investigating cases of violence, abuse or criminal offences occurring within or near education institutions. Its role includes:

- Intervening in reported cases of violence in schools.
- Investigating incidents and following legal procedures.

Cooperating with schools, MEDs and CSWs in preventing and handling cases.

- Implementing preventive and educational programmes for students (e.g. through community officers and the juvenile protection unit).

Municipal Education Directorate (MED)

MEDs are executive institutions at local level that implement MESTI education policies and supervise the functioning of schools in the municipality. Their role includes:

- Supervising the implementation of child-protection policies in schools.
- Initiating awareness-raising and educational activities for child safety.
- Implementing preventive measures to prevent violence in schools.
- Coordinating with the Police and Centres for Social Work regarding cases of violence or risky behaviour.
- Involving the Student Council, Parent Council and Child Rights Officer in addressing safety issues.

Schools (Education Institutions)

Schools are the first line of implementation of safety policies and play an essential role in preventing violence and creating a safe environment for students. They are responsible for:

- Implementing municipal and national safety policies.
- Reporting incidents in EMIS (Education Management Information System).⁴⁹

⁴⁹ EMIS is software used exclusively by education institutions, from the Ministry down to schools; as a software system, it is not connected to any other institutions.

- Immediately notifying the MED, Police and CSW in cases of violence.
- Involving Student and Parent Councils in identifying safety problems.
- Providing psychological and pedagogical support to students.

Centres for Social Work (CSW)

CSWs are municipal institutions that provide social services and protective interventions for children. Their role is closely related to cases of violence in schools, including:

- Intervening in cases of violence, neglect or abuse against children.
- Assessing risk and ensuring immediate protection for the child.
- Coordinating with the Police and MED in handling cases.
- Monitoring the quality of social services provided to children in the community.

Other support and coordination mechanisms

At municipal and school level, there are additional mechanisms that contribute to ensuring a protected environment:

- School Disciplinary Committee.
- Child Rights Officer, who coordinates issues related to child well-being and protection in the municipality and operates within the MED.⁵⁰
- Parent Council, which cooperates with schools and the MED on issues affecting student safety.
- Student Council, which voices students' concerns and participates in preventive initiatives.

Audit methodology and audit scope

To collect comprehensive audit evidence and assess the mechanisms and actions of institutions responsible for safety in public schools, the audit methodology included document analysis and examination of the steps listed below:

- I. Analysis of publications and documents of various international and domestic organisations active in child protection and in handling cases of violence and school safety.
- II. Analysis of documents within the relevant institutions and actors, based on their respective roles and responsibilities and the types of documents pertaining to each, such as:

MESTI – policies, strategies, annual reports, administrative guidelines, etc.

MEDs – annual reports, implementation of action plans, and analysis of measures and actions taken to prevent and handle cases of violence, as well as MED rules of procedure.

Police – preventive programmes, prevention and response strategies for incidents, annual reports, and the manner of responding to and handling cases.

⁵⁰ Regulation (GRK) No. 21/2013 on the Protocol for the Prevention and Referral of Violence in Pre-University Education Institutions, Article 4, point 1.2, p. 10

Schools – analysis of the manner of registering, reporting and handling incidents of violence; school safety plans; internal school regulations; internal school assessments; teacher assessments; and actions of school safety councils.

Education Inspectorate – inspection activities, external assessments, incidents or complaints handled, and disciplinary measures taken against teachers or school management.

Other stakeholders involved directly or indirectly – reports, information, statistics and other relevant data, including analysis of practices applied by private schools in Kosovo and their mechanisms for preventing and handling school violence.

1. Analysis and comparison of data and figures from different sources, including comparison of cases reported in EMIS with Police data and inspection records.
2. Sample analysis for the three municipalities included in the audit, based on cases recorded in EMIS and registers maintained by MEDs and schools, with sample size proportionate to incident volume.
3. Interviews with parties involved in the audit, including school management, school staff (teachers, pedagogues and psychologists), MED officials, MESTI officials, Inspectorate officials and Police officers.
4. Surveys with lower and upper secondary school students to assess whether schools consistently report and handle incidents. Surveys were to be conducted in several schools, including at least two schools in each sampled municipality and both lower and upper secondary schools, subject to prior MED approval. The surveys would not request students' identities, only age, gender, grade and class-register number.
5. Physical examinations of selected schools to assess whether physical safety conditions were met, including cameras, fencing, lighting and entry/exit control.
6. Comparative analysis with practices of countries in the region and the EU concerning systems for handling, reporting and preventing school violence.
7. Interviews and meetings with parent councils, school safety councils, civil-society organisations focused on school safety and other stakeholders.

The audit scope covered the 2022–2025 period, focusing on assessment of existing mechanisms against violence in schools and actions taken by responsible institutions to ensure school safety. The auditees were public lower secondary and public upper secondary schools, and the scope included institutions at central and local level.

At central level, the audit included the Ministry of Education, Science, Technology and Innovation (MESTI) and the Education Inspectorate.

At central level, the Kosovo Police could also be included where audit samples of violent incidents in schools showed cases referred to the Police. Police data, preventive programmes and response practices concerning violence in schools were also considered.

At central level, the Ministry of Labour and Social Welfare could also be included where audit samples of incidents in schools showed cases referred to Centres for Social Work.

At local level, the audit included Municipal Education Directorates (MEDs) and sampled schools in the respective municipalities. Three municipalities were selected for the audit sample. To make the selected municipalities as representative and comprehensive as possible, the following elements were combined:

-
- the number of students at municipal level;
 - the number of schools at municipal level;
 - the number of cases reported in EMIS; and
 - the number of cases reported by the Kosovo Police.

Municipality of Prishtina was selected because it ranks first by number of students, second by number of schools, and first by number of cases reported in EMIS and to the Police.

Municipality of Ferizaj was selected as a medium-sized municipality because it ranks third by number of students, fourth by number of schools, third by cases reported in EMIS and sixth by cases reported to the Police. It reports more cases in EMIS than other municipalities of a similar size.

Municipality of Gjakova was selected mainly because, according to Police reports, it ranks fourth among medium-sized municipalities by number of violent incidents. It ranks sixth by number of students and number of schools in Kosovo.

Within MESTI, the audit focused mainly on the Department of Pre-University Education, including the establishment of policies and strategies and actions taken concerning school safety. It could also include the Department for Development of Standards and Norms for Educational Facilities, which is responsible, in cooperation with Municipal Education Directorates, for creating appropriate physical spaces in schools.

Within the **Education Inspectorate**, as a separate unit within MESTI, the audit focused on its role and responsibilities regarding supervision, control and monitoring of education institutions and the Inspectorate's impact on school safety.

Within the **Municipal Education Directorates**, the audit focused on the three sampled municipalities and analysed all activities, measures, policies, actions and strategies undertaken to reduce violent incidents in schools, increase safety and improve the school environment.

Within **Education Institutions**, the audit included selected schools from the three municipalities, covering lower secondary education (grades 6–9) and upper secondary education (grades 10–12). Among other matters, the audit analysed how school management identified, recorded and handled violent incidents in schools.

Annex 2. Number of cases according to Police and EMIS reports

Table 18 – Number of cases reported by all schools nationwide in EMIS, 2022–2025¹⁸

Reporting by all schools nationwide, 2022–2025					
Region	Municipality	2022/23	2023/24	2024/25	Total (3 years)
Prishtina	Prishtina	14	18	12	44
	Fushë Kosovë	1	1	1	3
Prizren	Prizren	1	0	0	1
Peja	Peja	0	0	1	1
	Klina	0	0	2	2
Gjilan	Gjilan	1	0	0	1
	Viti	1	0	1	2
Mitrovica	South Mitrovica	1	1	3	5
	Vushtrri	8	0	1	9
Ferizaj	Ferizaj	0	0	17	17
	Shtime	3	1	1	5
Gjakova	Gjakova	15	6	6	27
	Malisheva	0	0	0	0
Total per year		45	27	45	117

As shown in the table above, which presents cases of violence reported in EMIS by all municipalities of Kosovo, the level of reporting is low. Currently, the only nationwide data on school violence are the Kosovo Police data presented below.

Table 19 – Number of cases reported to the Kosovo Police¹⁹

Number of cases according to Kosovo Police reports				
Region	2022	2023	2024	2025
Prishtina	202	187	192	189
Prizren	52	57	52	111
Peja	56	61	104	94
Gjilan	88	85	69	79
Mitrovica	43	49	40	26
Ferizaj	42	55	58	69
Gjakova	96	67	62	63
North Mitrovica	16	3	0	0
Total per year	595	564	577	631

The following table also analyses the data by the parties involved in the conflict and shows that student–student conflicts predominate, meaning that these are primarily conflicts involving schools and students.

Table 20 – Number of incidents by parties involved, according to Police reports nationwide, 2022–2025²⁰

Year	Student-Student	Student-Teacher	Total	Year	Student-Student	Student-Teacher	Total
	Prishtinë				Pejë		
2022	124	19	143	2022	39	3	42
2023	117	9	126	2023	32	3	35
2024	131	9	140	2024	73	2	75
2025	119	7	126	2025	62	1	63
	Ferizaj				Gjilan		
2022	12	6	18	2022	43	3	46
2023	25	2	27	2023	54	7	61
2024	15	9	24	2024	45	8	53
2025	36	5	41	2025	51	4	55
	Gjakovë				Mitrovicë Jug		
2022	41	12	53	2022	26	6	32
2023	37	6	43	2023	23	2	25
2024	22	7	29	2024	31	0	31
2025	30	9	39	2025	21	1	22
	Prizren				Mitrovicë Veri		
2022	28	4	32	2022	1	0	1
2023	29	6	35	2023	3	0	3
2024	35	4	39	2024	0	0	0
2025	57	7	64	2025	0	0	0
Numri total i rasteve në nivel nacional në raportet e policisë 2022-2025							1523

The analysis shows that student-student conflicts predominate. A total of 1,523 cases nationwide were reported to the Kosovo Police during 2022–2025.

Table 21 – Activities of police stations in schools, school year 2024/2025²¹

Municipality	Police station	Activities in school year 2024/2025
Prishtina	South Police Station	Meetings with schools: 596; Persons stopped: 724; Checks: 541; Interventions: 147
	North Police Station	Patrols around schools: 745; Meetings with MED: 3
Gjakova	Police Station	Meetings with school principals: 147

Class teacher period

The class teacher period is an important mechanism for preventing negative phenomena and handling conflicts among students, because the class teacher is the person most familiar with the students and their social and family circumstances. It allows earlier identification of problems and more effective conflict resolution. However, because the class teacher period is not recognised as a separate teaching norm, most schools do not organise regular class teacher periods during the week. Most schools practice it only at the beginning and end of semesters and in exceptional situations.

Two schools in Prishtina had identified alternative arrangements. At Gjergj Fishta School, by a principal's decision in 2022, Wednesday lessons were shortened to enable a class teacher period. At Nazim Gafurri School, by a School Steering Council decision in 2022, a 40-minute class teacher period was scheduled every Monday after the long break, postponing the start of classes by 40 minutes. The audit could not confirm whether these practices were still being applied.

This issue has not yet been regulated at national level. MESTI evidence showed that in March 2025 a draft proposal for the specific grant for pre-university education for municipalities for 2026 was submitted to the Ministry of Finance. The proposal requested that the class teacher period be allowed because of its impact on preventing negative phenomena in schools. It envisaged covering 8,421 classes nationwide and an additional cost of EUR 2 million to the Kosovo budget.

Annex 3. Practices of the private schools visited

To identify good practices, we also visited two private schools and identified the working methods and practices they apply to prevent and handle incidents of violence in schools. Some of these practices are presented below.

Private School I – Practices identified in a private school with over 200 students

Incidents are handled by the Child Safety Team. Cases are reported in the school's electronic system and to the team leader.

Disciplinary measures are categorised into three levels according to the seriousness of the offence and behaviour. They include confiscation of electronic devices, written reflective assignments, meetings with parents and school leaders, lowering the conduct grade, in-school suspension and temporary suspension from school.

Third-party visits are allowed only by prior appointment.

Teacher training is organised once a month as part of a training day.

Physical school security is ensured through fencing and locked doors during the teaching process, as well as a smoke-alarm system that also detects smoking or e-cigarette use in toilets.

Emergency preparedness includes regular evacuation drills for natural disasters, including fire evacuation.

Psycho-social services are provided by a psychologist engaged by the school.

Private School II – Practices identified in a private school with over 1,000 students

Awareness-raising activities against violence and bullying include awareness videos, multimedia materials, role-playing and illustrative scenarios. Through worksheets, students identify their concerns and learn to distinguish between the victim and the perpetrator of violence.

Cases of violence are handled by the disciplinary committee through standard forms documenting the case, the students involved and the measures taken.

Incidents are reported through a standardised form completed within 24 hours of the event, clearly defining those responsible for handling the case.

Disciplinary measures include lowering the conduct grade, engagement in maintaining school premises, awareness activities and extended stay at school.

The **school regulation** also applies outside school premises during activities, excursions and school transport.

Students may leave the school only with the approval of the parent, teacher and administration.

Daily duty covers the entire teaching schedule and includes student supervision, inspection of school premises and incident reporting.

Physical security measures include fencing, security guards, cameras, an alarm system and scanning equipment at the entrance.

Student surveys are used to identify cases of harassment and bullying.

Psycho-social services are provided by a psychologist engaged by the school.

The school collects students' phones at the beginning of the day and stores them in separate boxes in a cabinet.

Photo 8 – Collection and storage of students' phones in separate boxes during their stay at school – visited private school (1,000 students)⁸



Annex 4. Confirmation letters and comments from audited entities

		Republika e Kosovës Republika Kosovo – Republic of Kosovo Qeveria – Vlada – Government Ministria e Punëve të Brendshme / Ministarstvo Unutrasnjih Poslova / Ministry of Internal Affairs Policia e Kosovës / Policija Kosova / Kosovo Police Drejtoria e Përgjithshme e Policisë / Generalna Policijska Direkcija / General Police Directorate		
		DOKUMENTI Dato: 01/05/2026 Dokumenti: 06-4-26 Proshkrimi: 1		
REPUBLIKA E KOSOVËS-REPUBLIC OF KOSOVO ZYRA KOMBËTARE E AUDITIMIT NACIONALNA KANCELARIJA REVIZIJE / NATIONAL AUDIT OFFICE		LETËR E KONFIRMIMIT		
06	44	1235	1	
Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës “Siguria e nxënësve në shkollat publike në Kosovë”, dhe për zbatimin e rekomandimeve.				
Për: Zyrën Kombëtare të Auditimit		Vendi dhe data: Prishtinë 06/07/2026		
I/e nderuar,				
Përmes kësaj shkrese, konfirmoj se:				
- kam pranuar draft raportin e Zyrës Kombëtare të Auditimit “Siguria e nxënësve në shkollat publike në Kosovë” (në tekstin e mëtejme “Raporti”); - pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe - brenda 30 ditëve nga pranimi i Raportit final, do t’ju dorëzoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.				
Kolonel Gazmend Hoxha Drejtor i Përgjithshëm i Policisë së Kosovës				
		Faqe 1 nga 1		
Adresa: Rr. Luan Haradinaj nr. 10000 Prishtinë – Kosovë, Drejtoria e Përgjithshme e Policisë së Kosovës,				



REPUBLIKA E KOSOVËS - REPUBLIKA KOSOVA - REPUBLIC OF KOSOVO			
ZYRA KOMBËTARE E AUDITIMIT			
NACIONALNA KANCELARIJA REVIZIJE / NATIONAL AUDIT OFFICE			
DATE PRANARSHMËTARË / PLYSHPRIMS JUSHTVETEN / 15-07-2026			
DATE PRANARSHMËTARË / PLYSHPRIMS JUSHTVETEN			
Org. Orig.	Shif. Klasif.	Nr. Prot.	Nr. Prot.
Org. Udh.	Klasif. Kod	Dr. Prot.	Dr. Prot.
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Dr. Prot.		Dr. Prot.	
Nr. Prot.		Nr. Prot.	
Dr. Prot.		Dr. Prot.	

REPUBLIKA E KOSOVËS
 REPUBLIKA KOSOVA / REPUBLIC OF KOSOVO
 KOMUNA E GJAKOVËS
 OPŠTINA DJAKOVICA / MUNICIPALITY OF GJAKOVA



LETËR E KONFIRMIMIT

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës "Siguria e nxënësve në shkollat publike në Kosovë", dhe për zbatimin e rekomandimeve.

Për: Zyrën Kombëtare të Auditimit
 Data: 03.07.2026

Vendi Gjakovë dhe

I/e nderuar,

Përmes kësaj shkrese, konfirmoj se:

- kam pranuar draft raportin e Zyrës Kombëtare të Auditimit "Siguria e nxënësve në shkollat publike në Kosovë" (në tekstin e mëtejshëm "Raporti");
- pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe
- brenda 30 ditëve nga pranimi i Raportit final, do t'ju dorëzoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.

Ardian Gjini

për
 Kryetari i Komunës së Gjakovës





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KOMUNA E FERIZAJT • OPŠTINA UROŠEVAC • MUNICIPALITY OF FERIZAJ



LETËR E KONFIRMIMIT

REPUBLIKA E KOSOVËS-REPUBLIKA KOSOVA-REPUBLIC OF KOSOVO ZYRA KOMBËTARE E AUDITIMIT NACIONALNA KANCELARIJA REVIZIJE / NATIONAL AUDIT OFFICE			
LLETËR E KONFIRMIMIT			
Kryetari/Pr. J. A. M. Opšt. Uroš.	Opšt. Uroš.	Opšt. Uroš.	Opšt. Uroš.
06	47	1447	1

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës
“Siguria e nxënësve në shkollat publike në Kosovë”, dhe për zbatimin e rekomandimeve.

Për: Zyrën Kombëtare të Auditimit

Nr. 295
Vendi dhe data: 07.07.2016

I/e nderuar,

Përmes kësaj shkrese, konfirmoj se:

- kam pranuar draft raportin e Zyrës Kombëtare të Auditimit “Siguria e nxënësve në shkollat publike në Kosovë” (në tekstin e mëtejshëm “Raporti”);
- pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe
- brenda 30 ditëve nga pranimi i Raportit final, do t’ju dorëzoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.

Kryetari/Kryeshefi/Exekutiv





Republika e Kosovës
Republika Kosova-Republic of Kosovo
Qeveria-Vlada-Government
Ministria e Arsimit dhe Shkencës/
Ministarstvo Obrazovanja i Nauke/Ministry of Education and Science

LETËR E KONFIRMIMIT

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm

Për: Zyrën e Kombëtare të Auditimit

Të nderuar,

Përmes kësaj shkrese, konfirmoj se:

- kam pranuar draft raportin e Zyrës Kombëtare të Auditimit për auditimin e performancës me temën: **“Siguria e nxënësve në shkollat publike në Kosovë”**, për periudhën 2022-2025
- pajtohem pjesërisht me gjetjet dhe rekomandimet ndërsa komentet dhe dëshmitë i gjeni të bashkangjitur
- brenda 30 ditëve nga pranimi i Raportit final, do t’ju dorëzoj një plan të veprimit për zbatimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për zbatimin e tyre.

Z. Hajrullah Ceku

Ministër në detyrë i Arsimit dhe Shkencës

Data: 16/7/2026

Prishtinë



Republika e Kosovës
Republika Kosova
Republic of Kosovo



Zyra Kombëtare e Auditimit
Nacionalna Kancelarija Revizije
National Audit Office

Audit conducted: "Student safety in public schools in Kosovo"

Document: Comments of the audited institution on the draft audit report

Finding	Agree: Yes/No/Partly	Comments from the audited institution in cases of disagreement	NAO view
Finding 3.1.1	No	The network for managing cases of violence has not cooperated effectively (reference paragraph): "MESTI has not developed standard referral forms, although these are provided for in the Regulation on the Protocol." MESTI confirms that the forms were developed in due time as an annex to the Regulation and were distributed on CD together with the Protocol to all education institutions. Once technological infrastructure became available, the physical reporting forms were converted into an online version in the EMIS module, and schools and MEDs were informed through regular information sessions and training on EMIS reporting. Every school has the standard reporting format, and a video tutorial was also provided. Note: Protocol No. 21/2013 does not impose additional obligations on institutions but lists institutional obligations (roles and responsibilities) deriving from existing sectoral laws.	The finding stands. The NAO reviewed MESTI's comment; however, the explanations provided do not contradict the finding. The audit report addresses the lack of standard forms for referring cases from schools to other institutions, such as the Kosovo Police and Centres for Social Work. MESTI's comment mainly refers to forms for recording/reporting cases, including physical registers and reporting in EMIS. Referral and reporting are different processes. Referral means forwarding a case for handling by the responsible institution, whereas reporting means recording or registering the case in physical forms or EMIS. Therefore, in the absence of evidence showing the existence and use of separate standard referral forms, the finding remains unchanged.
Finding 3.1.4	Partly	The data reported by schools are neither accurate nor reliable, particularly with regard to the twice-yearly reporting period: "The data reported in EMIS are significantly lower than the cases recorded in Kosovo Police reports and in schools' physical records." The reporting deadline twice a year was provided for regular reporting in physical form, but when the online module was established, it remained active so that cases could be reported ad hoc when they occur. MESTI created the system so that reporting and records could serve schools and municipalities in evidence-based policy orientation (school and municipal development plans). The difference between school reporting in EMIS and	The finding stands. The NAO took into account MESTI's clarification regarding "ad hoc" reporting in EMIS and the difference between EMIS data, school records and Police data. However, the audit evidence shows that reporting in EMIS has not been implemented fully and consistently. The reference concerning MESTI's "twice a year" reporting is an audit criterion based on Regulation No. 21/2013 on the Protocol and is included under the finding entitled The data reported by schools are neither accurate nor reliable . Despite the development of the online system, the Regulation does not require reporting to be carried out through this system; rather, it requires reporting through physical

		schools' own records is due to irregular reporting by schools and also because the Police community-safety system classifies locations as "incidents in and around schools", which may include cases in neighbourhoods and the community, not only school cases.	registers twice a year, as explained in the audit finding. During 2022–2025, only 117 cases of violence were reported nationwide in EMIS, while 535 cases were identified in the physical documentation of the sample of 30 audited schools alone. This demonstrates that EMIS does not reflect the actual situation. Regarding Police data, the NAO took into account that some cases may have been recorded as incidents "in and around schools"; however, most cases concern student–student or student–teacher conflicts, and the number of incidents falls significantly during July and August, when schools are on holiday. These elements support the assessment that a considerable share of cases is directly linked to the school environment.
Finding 3.2.3	No	Lack of a National School-Safety Strategy MESTI drafted a School Safety Strategy, but it was not adopted because of restrictions on the number of strategies. Strategic objectives for safe and healthy schools were continuously incorporated into education strategies. Beyond the strategic level, school safety is integrated and addressed through curricula, training, infrastructure aspects and the interinstitutional reporting and referral approach. From this perspective, the Quality Assurance Strategy referred to in the Report does not relate directly to safety, but through quality education it promotes safety and educates young generations for peace, creating positive democratic values and attitudes: respect, tolerance, inclusion, equality and avoidance of violence and abuse. MESTI supports the recommendation to develop such a strategy, although current legislation, including the Law on Child Protection and its secondary legislation, is stronger and more binding than any strategic document.	The finding stands, with the clarification that the main issue is the absence of an approved and functional strategy. The NAO took into account MESTI's explanation that a draft school-safety strategy had been developed but not approved. This does not contradict the audit finding, which concerns the absence of an approved, implementable and monitorable strategy. Addressing safety through curricula, training, manuals or other sectoral documents does not replace the need for a clear strategic framework that defines objectives, measures, responsibilities, deadlines, monitoring mechanisms and indicators for assessing results. Therefore, the finding remains unchanged.
Finding 3.2.3 –	No	"The Regulation on the Protocol does not impose an obligation on school principals to report cases of violence in the EMIS system." Article 2 of the Protocol, paragraph 1.17, provides that: "The case register in pre-university education institutions means the database in which reported cases of violence in Pre-University Education Institutions are recorded, as set out in Annex I to this Protocol" (the Annex was submitted to the auditors as an attachment).	The finding stands. The NAO reviewed the provisions cited by MESTI concerning the recording, retention and analysis of data on cases of violence. These provisions support the obligation to record cases and maintain a case register; however, they do not clearly and directly establish an obligation to report cases in EMIS. The Regulation on the Protocol was approved in 2013, while the reporting module in EMIS was developed later. For this reason, the Regulation was not updated to harmonise physical reporting

		The legal obligation to report is addressed in Articles 19, 20 and 25 of the Protocol. With regard to the securing, retention and analysis of data in pre-university education institutions, paragraphs 1 and 2 of Article 25 provide: 1. The director of the pre-university education institution is obliged to secure, retain and analyse, in the best possible manner, data on violence reported in the institution he/she manages. 2. The register of cases of violence in pre-university education institutions shall be maintained in accordance with Annex 1 to this Protocol and shall be confidential. When the director secures, retains and analyses data or maintains the case register in accordance with Annex 1, this means that he/she must enter the data in the Case Register. The register has been digitally integrated into EMIS to facilitate its use. School principals and MEDs have been duly informed accordingly. In addition, point 6 of Section 5 of the Guide states: “6. The director of the pre-university education institution records and updates the case in MESTI/EMIS in accordance with Annex 4 (Manual for the use of the ‘Case Register’ module).” According to information obtained through field discussions and ongoing round-table meetings, the reasons why cases are not reported or are not handled properly are related to the level of institutional awareness and accountability, negligence, fear of violating privacy, lack of protection for the person reporting the case, stigmatisation, and ineffective handling by other responsible bodies.	with electronic reporting in EMIS. The 2015 Guide describes the use of EMIS, but it does not replace the need for a clear normative obligation and a standardised procedure for electronic reporting by schools. The fact that schools have developed different practices and that reporting in EMIS has remained very low indicates that the reporting obligation and the reporting process have not been sufficiently clear, monitored or effectively implemented.
Finding 3.2.3	Partly	“MESTI has not carried out any substantive and comprehensive analysis of the school safety situation.” MESTI states that over the years it has cooperated with UNICEF, the Pedagogical Institute, Kosovo Police and OSCE in research on the existing situation and recurring factors such as family, social and economic factors, prolonged transition, presence of narcotic substances, businesses near schools, delinquency, insufficient parental supervision, technological developments and misuse of technology. MESTI states that it has focused its actions on the findings of this research and has developed didactic manuals and curricular	The finding stands. The NAO took into account MESTI’s activities and cooperation with various partners, including research, manuals, didactic materials and awareness-raising activities. These activities are reflected in the audit report where supported by evidence. However, the comment does not demonstrate that MESTI has carried out regular, substantive and comprehensive analysis of school safety based on consolidated data from EMIS, MEDs, schools, Police, CSWs and the Education Inspectorate. Moreover, MESTI’s own comment acknowledges the need for further analysis and continuous

		and extracurricular activities on sensitive topics, while acknowledging that further analysis and continuous monitoring are needed.	monitoring. Therefore, the finding remains unchanged.
Finding 3.2.3	Partly	"MESTI has not monitored the implementation of the Child Protection Policy, which has resulted in schools applying different and non-standardised practices. According to the Ministry, NGOs have been engaged in this process within the framework of cooperation agreements because the Ministry does not have sufficient resources to monitor its implementation." Following the approval of the MEST Child Protection Policy, information sessions were held in municipalities, a training programme was developed and accredited, and training for school focal points commenced. For the training programme, a programme delivered by an NGO specialised in child protection was accredited; however, the NGO was not assigned a monitoring function. Monitoring and ensuring the implementation of the policy are the responsibility of the MEDs and the Education Inspectorate, which will continue to address this on an ongoing basis.	The finding stands. The NAO took into account MESTI's explanation that information sessions, a training programme and training for school focal points were conducted. However, these activities do not demonstrate regular and documented monitoring of implementation of the policy in schools. MESTI further states that monitoring falls to MEDs and the Education Inspectorate. Since the Education Inspectorate operates within MESTI, this confirms institutional responsibility for monitoring. Therefore, the comment does not contradict the audit finding.
Finding 3.2.4 -	Partly	The Education Inspectorate does not supervise school safety. The Inspectorate states that in its regular inspection formats and based on ad hoc requests it monitors the proper conduct of the educational process, including safety aspects. The lack of specific thematic inspections is attributed to insufficient human-resource capacity, which will be addressed.	The finding stands. The NAO took into account MESTI's explanation that the Education Inspectorate may address aspects related to the proper conduct of the educational process during regular inspections and on the basis of ad hoc requests. However, the comment does not provide evidence that thematic inspections or dedicated supervision have been conducted on school safety, implementation of the Protocol, reporting of cases in EMIS or handling of violent incidents. Moreover, MESTI itself acknowledges that the absence of specific thematic inspections is related to insufficient human-resource capacity. This supports the audit finding that the Inspectorate's supervision of school safety has not been effective.



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