<u>**PROGRAMMATIC OPTIONS PAPER**</u>

SIDA / MOI PROGRAMME DESIGN PROCESS TO SUPPORT COMMUNITY POLICING IN ALBANIA
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This paper sets out a series of possible areas where Sida and the Albanian Ministry of Interior could consider supporting Community Policing in Albania. It brings together suggestions raised throughout the first two phases of the programme design process, combined with additional ideas based on the experience and research of the team.

As the Narrative Report of Phase 2 highlights, the team believes that the central issue currently affecting the delivery of community policing is the limited relationship between the Albanian State Police (ASP) and the citizens. Public mistrust of the ASP is impairing the possibilities of increased partnership and cooperation between the general public and the police. A major contributing factor to this is that citizens are frequently poorly informed about the work of the ASP. While the team found that there were many good examples of individual ASP officers reaching out to various communities, the ASP is struggling to capture and report their accomplishments, and thus is unable to inform the public.

Each of the nine options below lists reasons why the area is needed, suggested goals, potential activities and the actors who could be involved / impacted. The list of potential activities is neither sequenced, nor exhaustive, but rather gives a flavour of the types of engagement that could be envisaged in each area. These possible options will have to be considered in such manner that they align and support long-term Albanian strategic priorities that go beyond the scope of the three-year programme. Once Sida / the MoI have chosen the option area(s) that interest them, further discussions will be required to narrow down and specify the different activities into one multi-faceted programme. The options also include possible pros and cons, as identified by the team. A rough indication of the financial implications of particular options is included, using the classification of low, medium and high. Where possible, the team has added in guidance on the probably budgetary and human resource impact on the Albanian authorities. A comprehensive budget assessment will only be made for those project areas selected for further development. Finally, there are suggestions on criteria for choosing implementers; however, the skill sets required for the different potential activities within each option area are often extremely varied and therefore detailed ideas on implementers will only be developed for areas that will be taken forward. The document concludes with an additional three areas that Sida / the MoI may want to consider, but have not been included as separate option areas, either because there is currently insufficient information, they are outside the scope of the project, or because they are small, standalone projects.

In terms of choosing relevant and appropriate options, there are various options that compliment and reinforce each other. For example, media awareness campaigns and youth peer-to-peer education for road safety (both from Option 7) would also fit into Media and Communications Strategy Implementation (Option 3). Youth peer-to-peer education for road safety (Option 7) would also support Youth/Police partnerships (Option 2). While a variety of specific and important security issues were identified in the assessment process, the team believes that the issues identified (road safety, domestic violence or road safety) should be considered as a means to unite and create tangible interactions for the public to engage in positive and fruitful experiences with the ASP.

Therefore, the team strongly advises that if the MoI and Sida decide to focus on the various security issues identified, this choice should be limited to only one issue.

Of particular relevance is Option 1 on Performance Management. As previously identified, the ASP is struggling to 'capture their story' and inform the public, other agencies and international partners on their progress, successes and possible needs. Since all possible projects or activities listed below will consist of a monitoring mechanism, the experience of collecting and analysing information on these activities would feed into a wider performance management system.. The skill sets and institutionalised processes that will be established as part of the various monitoring elements will provide valuable knowledge and tangible experience that would feed into the performance management project.

In addition to the different options shown below, there are two positions that Sida / the MoI may wish to consider, depending on the extent of in-house capacity to take on these roles. The first is a programme manager to oversee the implementation of the whole three-year project. This may be an international expert with experience of working with the diverse groups involved in Community Policing, combined with project management experience. The second is a national coordinator for the project, who would provide internal working level support to the Albanian authorities. Whilst there is clearly significant support for project support in the area of Community Policing within the Albanian structures, and particularly the Albanian State Police (ASP), there is a danger that their capacity will be stretched when asked to take on the additional human resource requirements required in the project. These persons would be in addition to the oversight / coordinating role that would be held by the Project Steering Committee.

As outlined in the Narrative Report of Phase 2, Sida and the Albanian Ministry of Interior should make their programmatic decisions by **10th December**, 2010. Once Sida / the MoI have decided the areas that they wish to take forward, the team will begin the process to identify the actors who will be required for the in-depth design phase in January 2011, in cooperation with the relevant Albanian authorities.

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Option 1: Identification and Start-up of a Performance Management System for the ASP

Description, Goals and Activities: The team has encountered examples that show a lack of awareness of what the ASP is doing regarding Community Policing and the effects their different activities are having. This was further illustrated by the difficulties encountered in trying to obtain an update on the progress of implementation of the Community Policing Action Plan.

Why this area is needed:
- Managers find it difficult to identify what still has to be done, and what is needed to enable that to happen.
- The ASP will not be able to build on their successes if they are not aware of them.
- The low levels of trust between the communities and the police are partly due to the way that citizens and groups perceive the ASP. If the ASP does not have concrete examples that it can share, it will be difficult to change impressions that may have been formed many years previously and do not take into account recent progress within the ASP.

A performance management system will provide a means of monitoring, managing and improving the way that the ASP implement their Community Policing Action Plan, as well as providing easily accessible information on the challenges being faced and the successes achieved in this area.

The goals of this project would be to:
- Establish a system that enables the ASP to accurately demonstrate progress, identify gaps, articulate needs and allocate resources and responsibilities effectively for implementing the ASP Community Policing Action Plan;
- Enhance management capacity within the ASP;
- Increase the internal and external accountability of the ASP;
- Enhance transparency in the way that the ASP functions;
- Develop partnerships between the ASP and external actors (e.g. local government, civil society, etc) and support joint priority setting;

Potential activities[1]:
- Design of a practical performance management system and creation of a strategy and action plan for introducing it;
- Detailed review of the institutional challenges to performance management;
- Mapping of all existing activities that provide some form of performance management;
- Internal consultations to identify incentives for ASP officers to support and implement a performance management system;
- External consultations to identify incentives for other actors involved in Community Policing to feed into the ASP performance management system;
- Joint consultations to determine indicators and means of measurement with communities, local government, etc;
- Design and implementation of performance perception surveys and expectation polls with public to monitor performance and target achievement
- Incorporation of training for ASP in performance management into regular training programmes (understanding indicators, measuring, reporting, analysing and, at the necessary levels, processing and following up results);

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[1] These are not sequenced, nor exhaustive.

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- Training/briefings at leadership level to introduce or encourage behavioural changes needed for successful performance management;
- Review of the mechanisms used to monitor the Sida programme and transfer of lessons;
- Develop transparent reporting procedures for the public on ASP Community Policing activities;
- Joint training with the media and NGOs on external aspects of performance management;
- Creation of sub-committees for Community Policing performance management (these should make use of the many existing committee structures, rather than setting up more groups);
- Exchange visits with other police forces with functioning performance management systems;

Actors involved:
ASP, Civil Society and media, Local Government, Citizens, Prefect's Office, MoI

Pros and Cons of project:
Pros:
- It will enhance partnership and trust between the police and other actors;
- Performance measurement does not take place in isolation, but will be linked to, and therefore enhance, the overall strategy and priorities of the ASP;
- Although this would start off focusing solely on Community Policing, it could eventually be developed to encompass all of the ASP activities (this would be outside of the Sida programme);
- The monitoring of other areas of the MoI/Sida programme will feed into the implementation of this project;
- A performance management system will help the Albanian government in preparing its periodic police reports as part of the EU SAP;
- A performance management system will help demonstrate the growing professionalism of the ASP and their modernisation;
- The MoI/ASP will be able to make better decisions on the allocation of financial and human resources;

Cons:
- This is a substantial project that requires considerable organisational culture change;
- The lifetime of this project is beyond the three year MoI/Sida scope; however, the project should be viewed as setting up a sustainable system;
- This is a high cost project;
- Extreme care would need to be taken to ensure that the project does not become focused on technical transfer as opposed to knowledge transfer;
- There could also be a trust issue, as this is a delicate areas, given that it measures performance – Sida may not be seen as a suitable partner to guide the introduction

Possible costs, including transfer to Albanian budget:
High cost; this requires real budgetary and human resources commitment from the Albanian Government for long term implementation; this may include one or more full time individuals for the project (preferably a civilian position). This could also entail high costs from the perspective of the implementer too, as would require very high profile experts (both police and civilian).

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The ASP strategy states that the ASP intends to use several methods to assessing performance, including the "creation and implementation of a self-assessment model, and elaborating indicators measuring individual and structural performance" (p.32). This has not yet been implemented. During the August mission, the ASP Planning Unit, who would play a key role in this, underlined the potential benefits of introducing a performance management system, which would enhance their ability to deliver overall.

The Community Policing Action Plan would provide the framework for the performance management system and therefore its content, and continued development, would very much be taken into account. A performance management system would facilitate the ASP's capacity to report tangible results and ensure progress is kept on track. This will support Albania's efforts to meet (and demonstrate that they meet) EU criteria within the Stabilisation and Association Process (SAP).

Criteria for choosing implementers:
Depending on the type of system that the ASP is interested in, this could involve one or more of the following:

- Internal design advisor (s) for the ASP: this must be an expert with prior experience of police performance management systems, ideally in the region or from comparable contexts. This expert would be responsible for helping to lead the ASP through the process to identify and establish their performance management system;
- Internal process manager (s) / mentor (s): this expert would be responsible for providing oversight and guidance to ensure that the right people are taking the necessary decisions to work the system and providing advice on troubleshooting if there are areas that prove challenging to implement;
- Trainers: the ASP may require additional assistance in rolling out their system countrywide. Any training provision should be in the form of a train-the-trainer process; this would a time-definite position;

Option 2: Youth / Police Partnerships

Description, Goals and Activities: This was identified as a potential area in the October workshops

Why this area is needed:
- Trust between the ASP and youth is not high;
- There is a high population of youth in Albania;
- Progress is needed in this area to improve the image of the ASP amongst the youth and to educate a new generation of service provision by the police;

The goals of this project would be to:
- Build trust between police and communities, especially with young people.
- Inform children and youth of the various services the police offers.
- Encourage youth to consider policing as a career option.
- Encourage the active joint participation of schools, civil society organisations and other relevant bodies through programmes that target youth.
- To improve the safety of youth;

Potential activities[2]:
- Regional consultations with youth to identify their security priorities and support the ASP in incorporating these into regional strategies;
- Mentorship programme for marginalised youth. This potential programme will promote relationships between youth and ASP officers. The youth could be identified by schools and community centres, and potentially correctional services. The programme could include workshops with police officers and youth to cover issues such as communication, conflict resolution and good decision making. Other activities could include recreational activities, such as playing a sports and meeting other youth and other police officers. Alternatively, the mentorship programme could include joint youth-police patrolling. The mentorship programme could end with a celebration party hosted by relevant mayors and other local government representatives. Follow up meetings could be held later to track the status of the youth.
- Youth minorities and ASP Partnership. This project could consist of a camp or workshop for youth from minority communities in where they will interact with ASP police officers in activities that aim to exchange opinions, eliminate negative perceptions and strengthen relationships. A potential outcome of these workshops is a newsletter for the relevant minority groups to explain the exchange.
- The development of a conflict resolution programme for children and youth. The ASP with relevant civil society organisations could develop a 3-5 week conflict resolution programme, where officers and members of the community go into classrooms to teach children through games and fun activities the basic of conflict resolution. This could be as an entry point to establish relationships with schools and students, and possibly parents.
- Contest or Scholarship programme. This potential project could include the use of small grants for youth(s) or schools who identify a specific security issue in their community and come up with an idea on how to solve it. The grants could be decided by the ASP and relevant local government bodies.

Actors involved:
Civil Society, Citizens, ASPs, Schools, Local Government, Correctional Services

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[2] These are not sequenced, nor exhaustive.

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Pros and Cons of project:

Pros:
- This is potentially an easy to rally support across the different stakeholder groups;
- Working with young people – transmission of ideas
- This could have long-reaching effects through developing citizenship skills amongst youth;

Cons:
- This is a very important area but potentially could have low impact and relatively high cost; It may not be a major area where police would need support, but it is one that is unlikely to be controversial and could therefore be used as a springboard to building trust.
- Unclear what ASP is doing in this area and therefore there could be a risk of overlap.
- Is this really a priority
- Difficult to find suitable ASP officers
- Who will coordinate this?

Possible costs, including transfer to Albanian budget:
Potentially low in terms of monetary outlay; however, this will require significant time and human resources; if this project is undertaken it should be seen as potentially a long-term engagement; and should be preceded by police education in public relations and communications components

References:

Criteria for choosing implementers:
A coordinator will be required to manage the interaction between youth and the ASP. A potential implementer could be civil society; other implementers will depend on the specific options chosen; ; a local civil society organization with knowledge of both the police and also engaged in community/youth programmes would be the ideal implementer

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Option 3: Media and Communications Strategy Implementation

Description, Goals and Activities: Communications is a key element of Community Policing that involves all the stakeholder groups. It is a crosscutting issue that will be relevant irrespective of the programme area chosen and who the lead beneficiaries are.

Why this area is needed:
- The ASP has adopted Community Policing across all of its structures. Robust, institutionalised internal coordination and communications are needed to ensure that the Action Plan is implemented correctly throughout;
- There are several voices that are not heard properly (certain rural villages, women, minorities, etc) and therefore their security needs are not taken into account;
- Certain citizens are not aware of the functions of different actors involved in Community Policing, and where they can go for help;
- Several views of the ASP do not take into account the progress made in recent years. This will need to be addressed if the ASP is to shed the image held by some of being a politicised organisation;
- Oversight of the security providers is hampered if communications are poor;
- Opportunities to leverage public assistance to solve (or prevent) crimes are diminished;
- The current relationship between the media and the ASP is not strong. In addition, the media does not always accurately reflect the activities of the ASP, which further undermines trust.

The goals of this project would be to:
- Establish a robust, effective two-way communications strategy that supports the implementation of the Community Policing Action Plan;
- Develop a pool of trained personnel to improve communications in all aspects of Community Policing;
- Enhance the level of professionalism and the relationship between the ASP and the media;
- Support the implementation of a performance management system;
- Enhance levels of trust citizens and the ASP;
- Better inform citizens of the roles and activities of the ASP;

Potential activities[3]:
- Support the development of an ASP Communications Strategy and development of feedback mechanisms; including practical examples, case studies and reference materials on how to communicate
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- Creation of a Community Policing Website (see separate proposal);
- Support the development of addition al regional police newsletters[4], including language options for minorities and including 'good news' stories from citizens;
- Establish a series of regular rural village hall meetings to capture the needs and views of citizens outside the main cities;
- Strengthen ASP's capacities in communication and enhance partnership with local government and media
- Joint relationship building and training activities for journalists and the ASP on media sensitivity and professional reporting of policing;

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[3] These are not sequenced, nor exhaustive.
[4] Gjirokastre ASP currently produces its own Community Policing newsletter.

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- Development of an Albania "Crime Watch" TV show;
- Community Policing radio shows;
- Countrywide televised debates on Community Policing and regional security priorities (e.g. through Opinion TV show);

Actors involved:
Media, ASP, citizens

Pros and Cons of project:
Pros:
- There is currently a low level of trust and engagement between the ASP and the media; this project area would start to overcome this;
- This area is not overly politically sensitive and there appears to be widespread interest and support for such a project;
- A communications strategy and active relationship with the media would allow the ASP to explain to the public their actions, successes and potential challenges;
- Informing the public about ASP service provision and the rights of citizens / feedback possibilities empowers the public and encourages them to take an active role;
- This will be building the overall professional capacity of the media;
- Based on the local observations, both the ASP and the media are likely to support this area. Both need each other and have an interest in seeing their relationship improved.

Cons:
- There is currently a low level of trust and engagement between the ASP and the media; this project area may face high levels of resistance;
- If the stories and commitments projected through the media are not backed with tangible actions by the ASP, this could undermine their credibility; however, a better informed public is more likely to encourage the ASP to maintain their commitments to implementation;
- Finding the right persons within the ASP to take this forward may be challenging;
- Achieving the cultural changes required to professionalise relations between the ASP and the media may require longer than the programme duration;

Possible costs, including transfer to Albanian budget:
Medium cost, depending on the number of modules chosen; the majority of activities are one-off; longer term, media training could be included in the national curricula, which would involve on-going costs for the ASP. This could involve a major communication campaign, attention to visibility i.e. production of guidelines, brochures, TV spots, training curricula and training materials on media, PR, public speech, ethics and journalism; public opinion polls, etc. Production of TV shows may be expensive.

References:
There are several references in the ASP Community Policing Action Plan regarding interaction with the media and communicating with the public (Actions 2.2, 2.3, 2.6, 2.9, 2.10 and 3.2).

Criteria for choosing implementers:
OSCE Serbia has experience of implementing similar projects using experts from the BBC (UK) and a local public relations firm, so a similar approach could be considered. In addition, there would need to be a strategic communications advisor to help develop the strategy and manage the supporting elements.

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However, communication is a lot about context, so local implementers may well be the best options. Outside experts could be seen as "outsiders" and perceived as having the right tools in the wrong country. There are many organisations with local capacity, and the ideal implementer would have both knowledge of police work as well as media and communication. It is also crucial not to forget the need to communicate directly to third parties – i.e. local governments and civil society.

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Option 4: Community Policing Website Development

Description, Goals and Activities: This is a specific element of the programme option to improve communications in general but warrants a specific mention due to the fact that the idea surfaced at several of the October workshops. The communication strategy is police specific, whereas the website would be cross-agency.

Why this area is needed:
- There is no current central point for the public to learn about Community Policing initiatives from the perspective of all of the different actors (police, local government, citizens, civil society, central government, etc);
- Community Policing is still seen as a police activity rather than one involving many different actors, which undermines attempts to develop true partnerships across the different stakeholder groups;
- The ASP currently has no established means to 'tell their story' to the public (this is linked into performance management);
- The October workshops demonstrated that there are many ideas on how to improve the implementation of Community Policing, but there is no regular means of capturing these ideas;

The goals of this project would be to:
- Provide a one-stop information portal that can be accessed from links on websites belonging to all the different stakeholder groups (e.g. Ministry of Education, ASP, Association of Municipalities, Civil Society Organisations, Ombudsman Office, etc) that will support the development of a shared understanding of Community Policing;
- Provide a means of gathering and disseminating information about Community Policing practices across Albania;
- Provide a means of finding out the security priorities of citizens and other stakeholder groups;
- Provide a means of educating on safety and security (e.g. road safety);

Potential activities[5]:
- In depth project definition (including national consultations on what potential users would want the website to achieve. This could be carried out by creating "use" examples for different groups and would have a secondary effect of increasing sensitisation of Community Policing);
- Reviewing examples of other Community Policing websites;
- Design the visual interface of the website;
- Development of content (e.g. educational games for children; feedback and suggestion mechanisms; links to or details on other Community Policing activities or awareness raising through other mediums, such as village hall meetings; etc);
- Technical construction of the website;
- Coordination with the overall communications strategy of the ASP;
- Training for ASP staff in how to maintain the website;
- Awareness raising for other users (e.g. teachers);

Actors involved:
ASP, Ministries, Local Government, Civil Society, Schools, Citizens,

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[5] These are not sequenced, nor exhaustive.

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Pros and Cons of project:

<u>Pros</u>:
- Creation of the website through consultations will provide a means to sensitise the public regarding Community Policing;
- Whilst the design and user interface development may require international expertise, the coding and technical expertise could most likely be found in the local business community;
- This will provide a means of reaching out to the younger population;
- Raises awareness of Community Policing activities amongst potential donors and helps support coordination amongst existing supporters;
- This is a means to bring together information on the different actors involved in Community Policing;

<u>Cons</u>:
- Albania currently has a 43.5% Internet Penetration rating (% of the population who use the Internet). This compares to 92.5% in Sweden, 82.5% in the UK, 64.8% in Slovenia, and 20.8% in Kosovo[6]. However, means of access (e.g. Broadband) and usage are increasing relatively rapidly[7] and every high school and primary school has been provided with a computer room and Internet access[8];
- The expectations of what the website can or cannot do (e.g. reporting crimes) will need to be carefully managed;
- The website will need to be updated regularly. Failing to do this would provide a negatively symbolic image of Community Policing not moving forward. It is paramount that any website project is not seen as standalone, but is part of a communications strategy and is backed up by the necessary means to gather information and process it.
- Whilst periodically gathering the necessary material from the ASP may be achievable, there are likely to be considerable challenges in ensuring that Community Policing activities regarding other actors such as commune councils are captured.

Possible costs, including transfer to Albanian budget:
High cost, which would involve upfront costs for development and then recurring costs for maintenance and upgrade. There would also need to be human resources allocated to manage the website and undertake the content editing.

References:
The Albanian Government has an Inter-sectoral Information Society Strategy 2008-2013, which provides vision on developing an information society, increasing the use of information technology and developing information technology infrastructure.

Criteria for choosing implementers:
- Website development expertise;
- Design experience in running and managing wide consultations;
- In addition, this requires a full-time manager for the website, with access to all the stakeholder groups;

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[6] http://www.internetworldstats.com/stats4.htm#europe
[7] BuddeComm Report, "Albania - Telecoms, Mobile, Broadband and Forecasts", August 2010, http://www.reportbuyer.com/telecoms/country_overviews_telecommunications/albania_telecoms_mobile_broadband_forecasts.html
[8] NSDI Progress Report 2008, p.44.

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Option 5: Tackling Domestic Violence

Description, Goals and Activities: Domestic violence represents a growing concern for Albania. In 2009, the first national survey on domestic violence revealed that 50 percent of woman in Albania have been subject to some form of domestic violence.[9] With the adoption of the Law against Domestic Violence (2006) and the National Strategy on Gender Equality and Domestic Violence (2007 – 2010) and its Action Plan, a lot of work is currently being carried out to protect victims of violence. However, domestic violence appears to still be an issue of great concern for the various interlocutors the team met. Although the relative importance and urgency of the issue was somewhat contested during the workshops, the team also recognises the taboo nature of the topic.

Why this area is needed:
- There appear to be high incidences of domestic violence, combined with low levels of reporting to the police;
- The lack of reporting in this area is both a reflection of the low levels of trust towards the ASP, but also due to the cultural perceptions and views held on domestic violence;
- While progress has been made, the ASP is still regarded as a male-driven institution and not fully representative or seen as accessible to all citizens of Albania;
- There has been significant progress through the established domestic violence units within the ASP, there is still some way to go towards achieving a cross-ASP approach to tackling domestic violence;

The goals of this project would be to:
- Protect and empower victims of domestic violence;
- Concretely support the ongoing work of the ASP in the area of domestic violence by focusing on localised Community Policing strategies;
- Support other institutions and actors, such as Local Government, Schools, and Civil Society Organisations in their work against domestic violence;
- Demonstrate concrete results/activities from the ASP in order to build trust;
- Contribute to a changing of attitudes in Albania regarding domestic violence;

Potential activities[10]:
- There is a significant amount of work already being carried out in this area by a variety of actors. An priority initial activity would be a more in-depth assessment, including a review of implementation of the National Strategy on Gender Equality and Domestic Violence Action Plan in order to determine where added value could be provided (thematic and/or geographic); particular attention should be paid to the work of the ASP Domestic Violence Unit;
- Support police, civil society, the judiciary and other relevant government institutions in the creation of a joint Police and Justice Handbook with clear protocols, SOPs and resources for dealing with domestic violence, including resources for victim support;
- Public Information ads/campaigns on radio and TV from the ASP (working with partners) specifically targeting the issue of domestic violence;
- Joint ASP/civil society training in schools on the issue of domestic violence;

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[9] http://www.undp.org.al/index.php?page=MDG/mdg_albania
[10] These are not sequenced, nor exhaustive. In addition, several references were made during the October workshops regarding the need for additional shelters for victims of domestic violence and supporting services – this would most likely be outside the scope of this project option

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- Capacity-building and training for uniformed police officers (ASP and Municipal Police) in identifying signs of domestic violence, mediating domestic conflicts, victim investigation and general protocol when dealing with cases of domestic violence;
- The creation of a "follow-up" mechanism, in which Zone Inspectors can routinely visit homes with a history of domestic violence;
- Facilitate the reporting/complaints mechanism for victims of domestic violence through e.g. standardised formats for hospitals, police stations, schools etc;
- The creation of / support to local DV Committees chaired by local governments;
- Support a self defence recreational programme for women led by female ASP officers;

Actors involved:
ASP, Civil Society, Local Government, Citizens, Media, Municipal Police,

Pros and Cons of project:
Pros:
- A lot of civil society organisations are already involved in this area, so finding appropriate partners should not be too difficult;
- There is already a dedicated unit within the ASP that can take the issue forward;
- This is an area that could attract additional donor support for complementary projects;
- This is a key area within the Sida Strategy for support to Albania;

Cons:
- A lot of donors and CSO are involved in the area, and various projects are under implementation or just about to start. Area may be overloaded, and Sida would risk having no additional impact. This could also be another area that could be mainstreamed in the general programme, rather than an area on its own.
- The issue of domestic violence is still taboo. There is a risk that the sensitivity of this issue could undermine the development of trust in the ASP;
- There are a significant number of national and international actors already working in this area. Whilst this is an advantage, potential support would have to be well analysed to ensure that there is no overlap and there is coherence and alignment to already existing national actions and plans.

Possible costs, including transfer to Albanian budget:
Depending on focus, project costs could be low to medium, with an emphasis on human resources costs being met by the Albanian authorities.

References:
Law against Domestic Violence (2006)
National Strategy on Gender Equality and Domestic Violence (2007 – 2010) and its Action Plan
Section 7 of the CP Action Plan on "Further reduction of the Domestic Violence and Anti-Social Behaviour."
ASP Strategy

Criteria for choosing implementers:
There are already several qualified civil society organisations present in Albania; other options could include international police/domestic violence experts and/or international organisations such as OSCE, UNDP, UNIFEM, etc

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Option 6: Partnership Development

Description, Goals and Activities: The findings from the August assessment and the October workshops highlighted that there are deficits in the overall levels of partnership between different actors involved in Community Policing.

Why this area is needed:
- The concept of partnership is at the very core of the Community Policing philosophy;
- Partnerships are vital for communities to work together to identify the root causes of problems, to select policing priorities that address real security and safety needs in the community, and enhance the implementation of the Community Policing Action Plan;
- The level of partnership between the ASP and the other actors working on Community Policing is poor;

The MoI and the ASP are currently reviewing the best framework for enhancing partnership between the local government and the ASP (e.g. a law or a strategy) and any eventual project will have to fit into and support developments in this area.

The goals of this project would be to:
- Ensure that the current process to develop partnership between the MoI and ASP moves forward;
- Support the engagement of all actors in the development of the performance management system
- Establish joint activities that encourage greater partnership;
- Develop a culture of sharing information;
- Encourage strong partnerships between the ASP, Local Government, Prefects' Offices, Civil Society and citizens.

Potential activities[11]:
- Support to the development of the "Partnership Strategy" in line with current MoI/ASP plans;
- Workshops to develop indicators and mechanisms to monitor and assess partnership, including identifying mechanisms to deal with under-performing areas;
- Sharing and incorporating lessons of partnership development through regional forums (e.g. SECPA, OSCE, etc);
- Joint training on specific activities that require inputs from all stakeholder groups (e.g. evidence-based approaches to problem solving; analysis and data sharing) and on the respective roles and responsibilities of the different partners;
- Support to establishing a facility of trained researchers and analysts that would be shared between the ASP, Local Government, Prefects' Offices, etc.[12];
- Development of Standard Operating Procedures for joint priority setting and planning arrangements;

Actors involved:
ASP, Civil Society, Local Government, Citizens, Prefect's Office, MoI, Ministries of Transport, Education, Justice,

Pros and Cons of project:

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[11] These are not sequenced, nor exhaustive.
[12] The personnel costs would not be included in Sida funding.

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Pros:
- This could provide a catalytic effect to improving the way that the local government and the ASP work together on Community Policing issues;
- This would help build trust between police and other actors
- Could lead to less confusion on the respective roles of the ASP and the Municipal Police;
- Supports a current process by the Albanian authorities to enhance partnership,
- This would strengthen the role of local government within Community Policing;

Cons:
- Current uncertainty about the ongoing process to develop partnerships between the MoI and the ASP;

Possible costs, including transfer to Albanian budget:
This is currently impossible to determine due to the uncertainty about the partnership strategy;

References:

Criteria for implementers:
Not yet known;

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Option 7: Improving Road Safety

Description, Goals and Activities: Road safety was rated as the most important security/safety concern in Albania in the snap surveys carried out during the August mission and during the October workshops. The issue also highlights the shortfalls in cooperation between the ASP and the Municipal Police, as well as a perceived lack of professionalism amongst some police officers regarding how traffic penalties are awarded.

Why this area is needed:
- Road safety is a real security issue, which is getting worse. There were 1208 accidents in 2008, including 303 fatalities; this rose to 1465 accidents in 2009, including 378 fatalities. In terms of fatal accidents per population size, Albania has one of the highest for the region, at 120 persons killed per million inhabitants[13];
- Addressing road safety requires coordinated actions by all the different actors who are involved in Community Policing;
- There is no culture of safe driving and the root causes of the problem are not being addressed;
- Failing to address road safety leads citizens to believe that the ASP lacks capacity; arbitrarily enforcing traffic laws reinforces perceptions that the ASP lacks professionalism.
- This is an area in which the ASP has made some progress, but a significant number of actions remain outstanding (PAMECA report);

The goals of this project would be to:
- Improve human security, reducing the numbers of individuals killed or injured;
- Improve the skills and capacity of the ASP to address road safety;
- Support cultural change regarding driving styles;
- Strengthen the credibility of the ASP through raising their professionalism in this area;

Potential activities[14]:
- Review of the impact of the Government's Road Safety Strategy and identification of areas that need additional support;
- Youth peer-to-peer education in road safety and attitudes to driving;
- Support to implementation of the Road Safety Strategy; this would include supporting consultations with the ASP and communities to identify what areas of the Strategy are priorities in their area and how to address these;
- Introduction of periodic monitoring reports to be disseminated to the public on state of national and local roads, number of accidents and main causes, etc. to increase awareness
- Media awareness campaigns, including effects of speeding, seatbelts and how to safely walk alongside busy roads at night;
- Review and update the Road Code; although this may be outside the scope of the programme;
- Introduction of road safety standard award for municipal councils;
- Creation of a user-friendly Traffic usage Code for all road users (vehicle and motorbike drivers, riders/users of animal driven vehicles, cyclists, pedestrians, etc.);
- Creation of a 'Road Safety Club' for children, to include provision of fluorescent badges to wear when walking alongside roads;
- Support to developing local community plans to address traffic black spots[15]; road safety studies;

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[13] www.unece.org
[14] These are not sequenced, nor exhaustive.

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- Research support for the Road Safety Inter-Ministerial Committee[16];
- Professional Code for driving schools and instructors;
- Standard Operating Procedures for joint traffic management within urban areas (ASP, Municipal Police);
- Establish/enhance road safety support coordinating mechanisms.

Actors involved:
ASP, Civil Society, Local Government, Citizens, Prefects' Offices

Pros and Cons of project:
Pros:
- The traffic police have a relatively high degree of contact with the public and therefore their performance will heavily impact the way that the police are perceived in general;
- Public trust in traffic police is probably lowest
- Traffic safety is a security priority;
- There is already a national traffic strategy and various procedures in place;
- There is a lot of regional experience in this area within the region;

Cons:
- Reduced levels of progress within the ASP in this area in the past based on international progress reports;
- Potential challenges of engaging with an autonomous unit in the context of Community Policing – it will be important that any such engagement is seen as part of wider support to Community Policing across the whole of the ASP structures;
- Changing mentalities regarding driving behaviour is a very long process;

Possible costs, including transfer to Albanian budget:
A low-cost option for this area could be to select one project that has been supported by PAMECA and continue development; if road safety was selected as a major component of the programme then the costs could be very high. Otherwise costs would be moderate if project tackled traffic police and public education; local government engagement in road safety and improvement of driving school curricula

References:
Albania already has a Government Road Safety Strategy[17], produced by the Ministry of Public Works, Transport and Telecommunication. There is also a Road Safety Inter-Ministerial Committee.
Road safety is also referenced heavily in both the ASP Strategy and the Community Policing Action Plan;

Criteria for choosing implementers:
Project dependent;

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[15] The Inter-Ministerial Road Safety Committee already has a black spot map, with 210 identified locations.
[16] One option is to encourage car insurance companies to invest in this as well;
[17] An overview can be found in the Albanian presentation at the 2009 conference on Improving Global Road Safety (http://www.unece.org/trans/roadsafe/unda_halkida.html)

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Option 8: Civil Society Network Capacity Building

Description, Goals and Activities: During the October workshops, the team found that whilst Civil Society Organisations were very interested in supporting Community Policing, they recognised that their general level of engagement in this area has hitherto been low.

Why this area is needed:
- Civil Society can provide a wealth of experience and advice regarding improving levels of trust between the ASP and the public;
- Civil Society can potentially play a huge role in accountability and oversight;
- Civil Society are able to bring to the table the security needs of a wide array of groups (minorities, youth, etc)
- Civil Society could be an additional asset in implementation of the Community Policing Action Plan;
- The levels of cooperation between the ASP and Civil Society have previously been low;

The goals of this project would be to:
- Build Civil Society capacity and expertise to oversee the police (including monitoring);
- Get Civil Society Organisations to actively contribute to community security issues;
- Build trust between Civil Society Organisations and the police and enhance partnership;
- Expand the potential Civil Society resources available to the ASP to support them in service delivery;
- Support and monitor development of performance management system
- Convey public expectations and perception on police work and priority areas

Potential activities[18]:
- Creation of regular 'education' spots in media or at events for Civil Society Organisations to cover key aspects of Community Policing for citizens;
- Research into different Community Policing practices and lessons learned that are relevant to the Albania model; this would be available for stakeholders (e.g. ASP, local government, parliamentary committee, citizens, etc); this could involve visiting scholars or work with Universities;
- Design and implement surveys and research on public priorities and satisfaction with police work (this should be done externally not by police themselves, or otherwise subcontracted)
- Development of a Civil Society mechanism and capacity to monitor the ASP implementation of elements of the Community Policing Action Plan;
- Creating a Civil Society Security Sector Network, including a sub-group on Community Policing where the police could be invited, that would facilitate information sharing, shared discussions between different actors on needs and means of support, policy discussions, joint training opportunities, etc;
- Exchange programmes with regional organisations working on similar aspects – this could support the development of a regional network;

Actors involved:
Civil Society, including media, Police (ASP and Municipal Police), Parliamentary Committee;

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[18] These are not sequenced, nor exhaustive.

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Pros and Cons of project:

Pros:
- There is already a high level of experience within a small number of organisations that could be shared;
- Civil Society has a negative perception of the ASP, which is not necessarily based on current realities; a network that includes representatives from the ASP will start to counter this;

Cons:
- There is a potential danger that this programme will be perpetuating the belief that Civil Society is sustained only by internationals;
- Difficult to gauge a direct measurable impact as a project on its own, so could be part of a larger project
- There are very low levels of trust by civil society towards the ASP;
- The knowledge base of civil society regarding Community Policing is low, with the exception of a very small number of organisations;

Possible costs, including transfer to Albanian budget:

Low, with very little costs to the Albanian authorities (limited to the human resource costs of an ASP liaison officer for any network);

References:

There are several references in the Community Policing Action Plan to working with civil society;

Criteria for choosing implementers:

A stable organisation that has interest and some knowledge on policing issues and is respected within the civil society community; they should have established relations with the ASP.

Option 9: Capacity Building for the Municipal Police

Description, Goals and Activities: The snap surveys carried out during the August mission and the October workshops highlighted the shortfalls in Municipal Police capacity.

Why this area is needed:
- Overall, the level of professionalism within the Municipal Police is low;
- The legal framework for the Municipal Police has not been updated since the introduction of the 2007 Law on the Albanian State Police.
- The public is more likely to interact with the Municipal Police on a daily basis and this influences their impressions of the ASP as well;
- There is a greater risk that Municipal Police are politicised and less likely to follow clear, institutionalised procedures;
- There is considerable confusion of the division of roles between the ASP and the Municipal Police, often leaving citizens dissatisfied with the results of their interactions with the police and the level of service they receive; The number of Municipal Police is growing and so are their responsibilities, yet there is little assistance in this area;

The goals of this project would be to:
- Improve the reputation of the Albanian Police (ASP and the Municipal Police);
- Improve public awareness of the respective roles of the ASP and the Municipal Police;
- Improve the effectiveness of the police (ASP and the Municipal Police) through clarifying and raising awareness about their roles;
- Improve cooperation between the ASP and the Municipal Police.
- Increase capacities of municipal police and introduce standardized procedures and code of conduct
- Empower municipal police and encourage sharing of responsibilities where ASP outreach is lower

Potential activities[19]:
- Legal clarification/reform of the Law on Municipal Police with respect to the relationship with the ASP;
- Awareness campaigns regarding their different roles;
- Development of and training on Standard Operating Procedures for cooperation / re-directing public enquiries to the right police department (ASP or Municipal Police);
- Joint activities within municipalities (e.g. training, patrolling, education in schools etc);
- Open days for the public with the Municipal Police;
- Development of mechanisms to improve information sharing between the ASP and the Municipal Police;
- Professional training for the Municipal Police;

Actors involved:
Municipal Police, ASP, Local Government, MoI

Pros and Cons of project:
Pros:
- This is an area that negatively affects citizens and is very underdeveloped, hence there are several opportunities to make beneficial changes;

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[19] These are not sequenced, nor exhaustive.

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- This is an area where there is a high level of consensus over the need to make changes;
- Responsibilities of local police are growing and there is hardly any support
- It would help build partnership between ASP and local police and also include local governments more in police and security issues, ultimately increasing efficiency in the sector

Cons:
- There is uncertainty over the extent to which the Local Government and Municipal Police will be receptive to these ideas, especially with the potential changes in the upcoming local elections;
- This is potentially a politically sensitive area, particularly regarding legal reform;
- The reform of the Municipal Police Law is very much needed but the process to develop it is likely to be complex due to the number of municipalities and the various interests at stake;

Possible costs, including transfer to Albanian budget:
Potentially moderate to high for legal reform and subsequent support to implementation; but project will not be able to cover all costs but contribute to some specific areas.

References:
There are no references in the ASP Strategy to working with Municipal Police;
There are implicit references to the Municipal Police within the Community Policing Action Plan, but nothing explicit;

Criteria for choosing implementers:
Potentially this would require a legal reform expert; implementers for Municipal Police professional training could include international organisations, such as UNDP or OSCE; the Swedish National Police could provide experts in this area;

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Additional Options

Through the workshops and various interviews conducted by the team, a series of additional project options emerged. These have not been developed furthered, as some of them may be outside the scope of the project. However, the team believes that some of these ideas could be further developed and taken forward by either the Albanian authorities or by other international partners.

Dedicated Emergency Phone Number
The need for a single dedicated phone number was raised at several of the October workshops. Various stakeholders expressed some confusion over the various service phone numbers, and also suggested that one dedicated number (similar to the Swedish "112") could facilitate coordination amongst emergency and service providers. Such a project would require the participation of various government institutions, including all relevant security and emergency service providers. Such a project would be costly and demand great technical inputs and resources.

Support to the next Community Policing Action Plan
The current Community Policing Action Plan runs from 2008-2010 and the ASP is still in the process of determining when and how an updated version will be created. The recent International Consortium meeting on Community Policing underlined the interest in Sida supporting development in this area and the provision on an advisor could be considered. However, further clarity is required.

Revamping the ASP Community Policing Training
In several workshops and interviews, various stakeholders mentioned the need for the ASP to obtain further training and improve skills related to Community Policing. The team is cognisant that there is an array of international actors working with the ASP in a variety of capacity-building projects. However, a possible project could include revamping the relevant Police Academy modules/sections on Community Policing. This process could include modifying the content of the Community Policing module; the method of delivering this training, including the development of case-scenario training; and bringing a variety of trainers, which could include internationals and also civil society representatives.