NARRATIVE REPORT

SIDA Project to Support to Community Policing in Albania

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Executive Summary

The Albanian State Police (ASP) has adopted the concept of Community Policing as its principal approach to policing, which is being taken forward through the 2008 – 2010 Community Policing Action Plan, and is embedded throughout the ASP Seven Year Strategy 2007 - 2013. The support programme that will be developed between SIDA and the Albanian authorities will need to build on their existing structures, strategies and action plans. The team deployed in Albania over the period 22nd-27th August in order to assess the current status of Community Policing in Albania and prepare for the in-depth design process. They undertook individual meetings, focus groups and a mini-survey in the capital, Tirana, and the northern town of Shkodra. The team benefited from the warm reception and accessibility of all the interlocutors, many of whom made special efforts to accommodate the team's agenda. These various meetings also allowed the team to explain SIDA's intentions and build momentum and support for the next stages of the design process.

Almost all interlocutors met during this initial deployment showed interest in the design project, including Ministers, senior police officials, local government officials, civil society organisations, rank and file police officers, and citizens. Additional stakeholders that could be brought into the process include education and healthcare institutions, as well as the ministry responsible for public highways (due to road safety) and the Ministry of Labour, Social Affairs and Equal Opportunities. Another sector that is not currently linked into Community Policing is the judiciary, although its members could play a strong role in helping to identify root causes and potential security priorities.

The team also produced ideas for the Memorandum of Understanding for the design process that will be established between the Albanian Ministry of Interior (MoI) and SIDA. This is now being taken forward as a joint responsibility between SIDA and the Ministry. The MoI has appointed an "Albanian Project Leader"[1] and they are currently reviewing the MoU framework and inputting their ideas. The finalisation of the MoU should be considered a priority, particularly considering the importance of this role in ensuring continuing access to information for all the team members.

Whilst the team gained a general impression that some progress has been made since 2008, clear details are lacking regarding the current status of the Action Plan. Obtaining additional knowledge of the current status of implementation is a priority for programme planning. Following analysis of the current environment and the main stakeholder groups, the team has reached the conclusions below, which will inform the next steps in the programme design.

The main security concerns for citizens include road safety, domestic violence, house burglary, conflicts arising from property disputes, and low-level disagreements between neighbours. These are issues that could potentially be addressed through Community Policing. Crimes are generally under-reported and there appears to be confusion over the division of responsibilities between the ASP and the municipal level police, who deal with many of the low-level infractions (such as illegal parking) and report directly to the mayor.

Understandings of the concept of Community Policing differ between and within stakeholder groups, and are influenced considerably by the extent to which groups have been exposed to prior projects to raise awareness. Most recognise the notion of it being a partnership, but views vary on who is included. Moreover, the understanding of what working in partnership meant was mostly limited to

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[1] Terminology taken SIDA Terms of Reference Case no. 2010-001006, dated 22 July 2010, p.10.

consulting with different groups to follow up after criminal acts. There is very little recognition of the importance of building partnerships in order to identify priorities for the police and local communities and preventing crime,.

Overall, the capacity for different groups to forge partnerships is undermined by the historical legacy of the Communist era, during which time the police carried out many of the same tasks and approaches that can be seen within Community Policing today (gathering and acting on information from the public, maintaining a visible presence in the community, working in partnership with local government structures, etc), but for very different reasons. This is particularly evident when examining the relationship between citizens/the communities and the police. Despite this, the majority the citizens surveyed expressed a desire to see a greater police presence in their neighbourhoods, and be allowed to contribute to determining local policing priorities.

The situation is further exacerbated by the high level of politicisation in Albania. The large number of rotations within the ASP (especially senior ranks), the challenges of central and local government relations, and the intrinsic expectation by the public that decisions are based on political alliances destabilises the attempts to fully embrace and adopt the concept of Community Policing.

Another area that is especially underdeveloped is performance management (including the monitoring element of this). This is relevant to Community Policing, as it provides a means to track progress, realign strategies and resources, improve oversight and build trust towards the ASP. Developing performance management should be considered from both an internal and external perspective, the latter being provided by civil society and directly by the communities.

Engagement of civil society is currently limited to a very small number of non-governmental organisations, although this is offset by the extent of the experience some of the groups have in relation to Community Policing and related aspects. The media are also a potential asset in moving the process forward through awareness raising and reporting.

In terms of the next steps for the design process, there are several activities that will need to take place before the second team deployment (currently anticipated to take place within the period 07th-15th October). These include updating the status of progress of the Community Policing Action Plan, analysing additional information obtained in the reviews being undertaken by the ASP and International Community during September, and compiling a list of examples of where Community Policing has produced tangible results since its introduction. Some of these tasks are already underway.

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1. Introduction

This narrative report presents the findings and initial analyses made by a team representing SIDA, following the first in-country mission, which took place over the period 22nd – 27th August 2010. The team consisted of three members of the International Security Sector Advisory Team (ISSAT)[2], one national consultant expert in the area of local government and budgeting, and a representative from the Albanian State Police (ASP) who has been instrumental in the area of Community Policing within that organisation.

The report covers the initial process of SIDA support to Albanian authorities in designing a programme in the area of Community Policing, as specified in the SIDA Terms of Reference dated 22nd June 2010[3]. This current process follows on from the SIDA fact-finding mission that took place in October 2009 and therefore builds on the information presented in that mission report[4].

The purpose of the in-country mission was to update the knowledge of the team regarding community policing in Albania and how different stakeholder groups understand the concept. Furthermore, the mission intended to confirm the involvement of the relevant national team members and elaborate on the liaison role with the Ministry of Interior, in line with the requirement for an "Albanian Project Leader"[5]. In addition, this first mission allowed the team to start developing the difference phases of the programme design process.

2. Methodology

The methodology chosen to undertake the preparatory work and field mission is based on the Operational Guidance Notes for undertaking Security and Justice Assessments, developed by ISSAT[6]. Prior to the in-country mission, the initial team[7] undertook background/desk analysis, including a one-day context analysis workshop with the assistance of an anthropologist specialising on Albania. Information gathering in country was carried out through a series of meetings with key actors in Tirana and Shkodra, including central and local government, the police, civil society, and the international community. These were reinforced by post-mission telephone interviews with representatives of the judiciary and additional civil society groups. Details are available at Annex C.

The team carried a mini-survey with 112 respondents in order to capture the various views and opinions of Albanian citizens regarding the current state of community-police interactions. These were carried out in four different areas of Tirana and Shkodra and included a wide demographic sampling. Furthermore, two small focus groups were carried out with rank and file members of the ASP in Tirana and Shkodra.

The team benefited from the warm reception and accessibility of all the interlocutors, many of whom made special efforts to accommodate the team's agenda. These various meetings also allowed the team to explain SIDA's intentions and build momentum and support for the next stages

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[2] The International Security Sector Advisory Team (ISSAT) is an integral part of the Geneva Centre for the Democratic Control of Armed Forces (DCAF). Support to SIDA was provided under ISSAT's mandate to support its members (which include Sweden) with advisory field support in the area of assessment, programme design, monitoring, review and evaluation of SSR programmes/processes. Further information can be found at www.dcaf.ch/ISSAT.

[3] Case no:2010-001006

[4] Pia Cameron, Karl-Åke Pettersson; "Fact finding study on opportunities for Swedish support related to the field and intersection of police and civil society".

[5] SIDA Terms of Reference Case no. 2010-001006, dated 22 July 2010, p.10.

[6] www.dcaf.ch/ISSAT/toolsandresources.

[7] The Albanian members joined the team in country.

of the design process. The team has made every effort to accurately represent their findings and analysis with regard to Community Policing in Albania. However, given the broad spectrum of actors involved in Community Policing, some gaps remain due to the time constraints of the in-country mission and the lack of availability of some key persons. This applies in particular to the capacity of the team to gather information across the country. Although the team did visit one municipality outside of the capital, the findings may present an overly optimistic view of the extent to which Community Policing is being applied. Shkodra has been included in many different pilot projects over the recent years, hence there is likely to be a higher level of awareness and local capacity in the area than other regions. Supplementary work will be undertaken before and during the second in-country deployment in order to obtain additional information as required.

One of the main factors driving the project and guiding the methodology of this mission is the issue of broad local ownership. As previously stated, the team has tried to incorporate the views of many stakeholders and considered with equal weight the various recommendations given by these various groups. The team has highlighted the importance of transparency in this process, and has made a point to share their findings with all interested parties. The composition of the team also reflects the importance of national views being incorporated at the heart of the process. Their insight, expertise and opinions have already proved instrumental at this initial stage. In this regard, the meetings with both the Ministry of the Interior as well as with the Director of Department of Strategy and Donor Coordination served to underpin efforts to ensure that this is an Albanian led process, and that relevant national systems and procedures will be adhered to throughout the project.

It is important to highlight a few caveats identified with regard to local ownership. While efforts have been made by the team to encourage ownership over this process, the team has found that Albanian counterparts are often overburdened by other international commitments. At times they lack resources to meet some of these supplementary demands in addition to carrying on their regular duties. This not only applies to the ASP, but also to civil society organisations and even within different ministries. The team also found that the notion of taking an active role in the development of internationally supported projects is relatively new within many of the national agencies. The team has taken on these considerations for the follow-on missions and subsequent work.

3.   Context: Security Priorities

In terms of strategic priorities, organised crime remains a significant problem in Albania, hampered by a lack of cross-institutional cooperation, poor investigative capacity, continuing poor witness protection and corruption[8]. There has been a significant drop in the amount of illegal drugs transiting through Albania to Italy and the rest of the EU[9], and progress in combating trafficking of human beings[10]. However, organised crime is not seen as a major concern at the local level, predominantly because few households are directly affected by it.

The issues identified by the various local interlocutors met during the first in-country visit prioritised safety and security issues related to economic and social problems. Specific problems vary depending on the locality, for example blood feuds are of concern in Northern regions; however, some common patterns emerged from discussions with a variety of local groups and individuals.

The lack of jobs and general economic instability poses a considerable threat and sense of uncertainty. For example, many of the discussions within the UNDP Community Problem Solving

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[8] European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.49
[9] NSDI Progress Report 2008
[10] European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.49

Groups set up under the previous SSSR programme[11] often revolved around issues such as water shortages and unemployment[12]. One of the most prevalent security issues identified by almost all local interlocutors concerned public disorder, such as neighbours cutting off water and electricity, excessive noise and lack of respect for public or common spaces. Many respondents felt that the police should prioritise these types of issues, especially as they were prevalent in tourist areas and therefore could affect Albania's economic prospects.

Based on countrywide surveys carried out by the ASP in 2009, 72 percent of respondents felt that safety situation in their neighbourhood was good or very good.[13] However, the main security concerns for Albanian citizens appear to be house burglary, conflicts resulting from property disputes, drugs, and road safety issues[14] (also identified as a key security concern in the ASP seven-year strategy[15]). A number of local and international interlocutors noted cases of petty theft and burglary as a security concern, (the latter based on personal experiences with this type of crime); however, it is unclear how widespread this issue is in Albania. In the case of property disputes, people often sought the help of the police to mediate, or to intervene when disputes turned violent.

The issue of road safety was seen as extremely problematic. Road related accidents in Albania are, on average, higher than in other Eastern and Central European countries[16], and the figures appear to be rising. While there have been some public campaigns and increased police surveillance on the roads, road safety issues are not visibly being addressed through Community Policing. An inter-ministerial group has been set up to address road safety, which has been replicated at a local level[17].

Domestic violence is also widespread, although many incidents are unreported and sound data is missing[18]. There are a variety of organisations (supported by international donors) actively working with the police and the public on issues including drafting legislation, training police officers, and providing direct services to victims of domestic abuse. The team encountered some positive examples of community policing being used to successfully address domestic violence cases within communities, but levels of success varied significantly between communities. A related security concern is children's security. A 2007 UNICEF survey showed that 84 percent of children felt "safe" or "very safe" in their neighbourhoods[19]. However, these statistics do not necessarily reflect the growing issue of child abuse. Several interlocutors expressed concerns over the ongoing taboo nature of such a grave issue. Recent figures from UNICEF estimate that 50 percent of Albanian children experience physical violence in the home and 33 percent experience physical violence at school. They also estimate that 13.3 percent of children in school experience sexual abuse[20].

Many respondents acknowledged that it is difficult to get an accurate sense of the main insecurities in Albania, whether real or perceived. Although the ASP collects statistics, many interlocutors described these as inaccurate or incomplete. The situation is compounded by police mistrust and the general culture of silence. Victimization surveys appear to be rare. There is also an issue of under-reporting of crimes. In 2008 there were 321 criminal (non-traffic) offences per 100,000 inhabitants, with a reported detection rate of 81 percent, although concerns have been raised that the low level

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[11] Support to Security Sector Reform

[12] Interestingly, in a 2009 survey carried out by the ASP, these types of issues are not mentioned in the results.

[13] ASP National Survey, October 2009. P. 2

[14] ASP National Survey, October 2009, p. 9-10

[15] Seven Year Strategy of the State Police 2007-2013, p.48.

[16] United Nations in Albania. Albanian Coalition for Road Safety embarks on a public awareness campaign to advocate for responsible driving. 02/02/2010. Available at: www.un.org.al/subindex.php?faqe=news&newsid=210

[17] Interview with ASP representative

[18] European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.15

[19] UNICEF national youth opinion poll, "Albania Young Voices", 2007.

[20] Reuters. 10 February 2010. Available at:
www.alertnet.org/thenews/fromthefield/wvmeero/a219ce7288ec043b29e3a6ad17f2201e.htm

of offences recorded is most likely misleading[21]. A secondary reason for the low figures is that it is time-consuming to report a crime and many do not bother, preferring to approach the family or head of the village or commune[22].

Corruption is considered to be relatively high in Albania, and although it has improved in the past years, a culture of impunity still prevails[23]. Albania currently ranks 95th out of 180 on the Transparency International Corruptions Perception Index for 2009 and 39.1/100 on the World Bank Worldwide Governance Indicators 2008 (2nd to bottom of all the Balkan countries on both scales). However, the police[24] are considered less corrupt than other public officials (59 on a scale of 1-100)[25]. The Albanian population has little faith in the efforts undertaken by their institutions to tackle corruption, with the exception of the role of the media[26]. Transparency of institutions is deemed low, with local government structures scoring amongst the best[27]. In many of the meetings with local interlocutors, they acknowledged that corruption within the police does exist, whereas the ASP 2009 survey revealed that 29 percent of respondents believed there was no corruption in the police[28]. However, this was not noted as a major security concern.

Many of the security issues noted above are to a certain extent being addressed by the ASP or other relevant authorities. However, it should be noted that several of the issues identified by the public as security concerns (for example, economic insecurity, property and noise disputes) are issues that are, for the majority of the time, outside the scope of the duties of the ASP. However, the limitations of their role are unclear and expectations on their perceived capacity and responsibilities appear to be rising. This was illustrated in the mini-survey conducted by the team, where almost 89% of respondents believed it necessary for police officers to patrol their neighbourhood more often.

4.   Understanding of Community Policing in Albania

4.1.   Overarching themes

There is, unsurprisingly, no single view or understanding of Community Policing amongst the different stakeholders interviewed or surveyed. Broad details on the Albanian concept of Community Policing are included in the 2007-2013 Seven Year Strategy of the State Police[29], although this naturally emphasises the role of the police over other relevant stakeholders: local government, civil society, community members, etc. Ambiguities found within the various laws that impact upon Community Policing reinforce the divergence of opinions, and the extent of exposure to the concept differs greatly between agencies and across different geographical areas. For example, 68 percent of citizens asked in Tirana had not heard of "Community Policing", whereas in Shkodra, where there have been several targeted projects to raise awareness, almost all of those surveyed had some understanding of what it entailed[30].

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[21] European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.48
[22] Interview with International Community representative
[23] European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.11
[24] Within the ASP, the Traffic Police are deemed to be amongst the most corrupt with regard to demanding bribes from the population (SIDA Albania Anti-Corruption Study, 2007)
[25] SIDA Albania Anti-Corruption Study, 2007, p.56
[26] USAID Corruption in Albania survey 2010, http://albania.usaid.gov, accessed 02 August 2010.
[27] ibid.
[28] ASP 2009 National Survey p. 17
[29] See Annex B for details.
[30] Mini-survey results from 112 respondents in Tirana and Shkodra. It must be emphasised that this mini-survey was not a rigorous process, but rather aimed at providing an initial impression of views within different segments of the population.

Despite the differences in understandings between stakeholder groups, as well as within those groups, there are two overarching aspects that cut across all categories. The first concerns the historical role of the police with respect to the citizens, and Albania's experience of collectivism rather than community. The police was used during the Communist period to control the population. Even though the regime changed over 20 years ago, there is still an ingrained feeling that individuals cooperating with, and reporting to, the police are spies. Conversely, the residual view within the police is that information should not be shared outside their agency. Community Policing is therefore inherently seen as replicating the previous system, despite the idea that the partnership should be based on shared responsibility for community security, rather than forced cooperation. This is further exacerbated by the proximity of "community" to "collectivism", again encouraging associations in people's minds with the previous regime. This is particularly prevalent in the major cities, where urban migration has reduced the sense of community due to the fact that there are fewer family ties within communes or municipalities[31]. Thus, the police are still perceived as a tool of the government rather than a service-minded institution that protects individuals. The issue of the relationships between the police and the community is taken up further under point 4.2.6 below.

The second issue is the high level of politicisation in Albania. Politically motivated appointments and dismissals of public employees remains an ongoing problem throughout the Albanian administration, despite a new Civil Service Law. This has reduced somewhat in the last year, but the EU still notes that the "lack of transparency and accountability in appointments remains a key European Partnership priority to be addressed"[32]. Many of those interviewed echoed the view that most of the stakeholder groups were politicised, or that any decision they took would be influenced by political leanings. Throughout the week, the team repeatedly heard of concerns over rotations within the ASP, which were often attributed to political reasons. This was particularly prevalent within the more senior ranks[33]. This problematic issue of police rotation was also identified by the Ombudsman Office. This significantly affects the stability and capacity of the ASP to implement its current reform programme. From a community policing perspective, this is also detrimental because rotations undermine the relationships that may have been built between a police officer and the community. This issue is also relevant for the relationship between central and local government bodies (for example the prefects and mayors) due to the upcoming elections in May 2011, and the risk that the police may be perceived (rightly or wrongly) as a tool of the government in what is anticipated to be a politically charged period[34].

4.2.   Albanian State Police (ASP)

The General Directorate of Albanian State Police includes the public order police, crime investigation police, border police, traffic police, special and rapid intervention police, and directorates concerning personnel, logistics and budget. There are 12 police directorates at regional level, 43 commissariats and seven regional Border and Migration Directorates[35]. As of May 2010, there were 9,278 officers in the Albanian State Police, of which 845 (9.1 percent) are women. It should also be noted that out of the 845 female officers, 523 (5.9 percent of the total ASP) actually hold rank and most of them are in non-operational roles in the capital[36]. The average police salary varies from

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[31] Interviews with civil society, ASP and local government representatives.
[32] European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.9.
[33] Interview with ASP representatives.
[34] Interview with International Community representatives.
[35] An organisational chart is available on the ASP website at www.asp.org.al
[36] PAMECA III.

39,000 Albanian Lek/288 Euro (rank of inspector) to 93,000 Albanian Lek/628 Euro (rank of leader) per month[37].

The ASP approach to the delivery of Community Policing and the implementation of the Action Plan is covered by Article 122 of the State Police Law, whereby the ASP are obliged to consult at different levels with partners when preparing their annual district policing plans[38]. Moreover, the ASP has adopted Community Policing as the overarching component to the ASP seven year strategy with six elements: Crime Prevention, Solution of Problems, Partnership, Intelligence-Led Policing, Strategic Planning-led activity and Costs-led activity. The Strategy places particular emphasis on "identification and solving the problems, visibility and access by the people to the police services and the quality of services"[39]. There is also a specific Community Policing Action Plan in place for 2008-2010, which identifies a number of initiatives, those responsible and time lines for implementation. The overall objectives are:

1. Development of work plans for implementation.
2. Police openness towards the community.
3. Partnership building.
4. Improving service quality and increasing public confidence.
5. Establishing a joint cooperation structure between the police and community.
6. Measures to increase awareness of Community Policing.
7. Reduction in domestic violence and anti-social behaviour
8. Monitoring of Community Policing and publication of police values.

It was clear from the various meetings and focus groups over the week that the ASP has made considerable progress in introducing the concept of Community Policing throughout its different structures. All of the persons interviewed within the ASP at the central and local level consistently linked all police activities to the Community Policing philosophy and concept. The specialised department for Community Policing has now been removed from the ASP structures, so that Community Policing is not seen as a separate issue, but rather an integral part of every department within the ASP. However, additional work is required to verify that the level of adoption of Community Policing is replicated across the country, as one international community agency reported that none of the police patrol officers they had spoken to out in several of the regions had any awareness of the term "Community Policing". Although there does appear to be a solid grasp of Community Policing at the strategic level, several interlocutors highlighted ongoing challenges in moving from understanding Community Policing as a philosophy to understanding it as an operational way of working, where Community Policing is inherent to all activities rather than being seen as a separate task.

The ASP has put in place strategic steering groups at the ASP Command and Regional levels to oversee the progress of community policing and implementation of the Community Policing Action Plan. The overarching chair is the Deputy Director for Public Order. The central group meets quarterly to review the preceding period and to establish the priorities for the upcoming three months[40].

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[37] This compares to an average monthly wage for public sector workers of 40,878 Albanian Lek (300 Euro). The a minimum monthly wage is 18,000 Albanian Lek (136 Euro)[37]

[38] State Police Law Article 122,"the partners to be consulted are; 2(b) the Mayor and other local government leaders exercising functions in the police region which the district police director supervises, and (c) other groups of interest."

[39] Seven Year Strategy of the State Police (2007-2010), p.10

[40] Interviews with ASP representatives. It is worth noting that the team did not manage to verify the extent to which these structures work.

Training: Community Policing training is imbedded in the ASP recruit-training curriculum, which consists of 8 to 10 hours of lectures delivered over the 22 weeks of training at the Police Academy. They have also included 6 to 12 hours of Community Policing training in a retraining/refresher 11-week training program for all serving police officers. There are also a number of in-service training courses consisting of a variety of specific training courses delivered to Community officers and management personal. Detail information and course curriculum for all training has been provided[41] and is being analysed further.

Although there were no opportunities for the team to talk directly with recently graduated front line officers, the impression given by senior operational police officers was that younger officers had a good understanding, if not better understanding of Community Policing than they had. However, international experts offered a contrary view, stressing that while Community Policing is understood at the senior level, it is not well understood by the rank and file[42]. According to the ASP interlocutors, the transfer of knowledge of Community Policing between officers is accomplished through the practice of pairing a recently graduated officer from the Police Academy with a seasoned officer as his field trainer so that both can learn from each other. The young officer can offer recently learned knowledge on the concepts and value of community policing, whereas the senior officer covers the practical aspects of police work[43]. However, this understanding of Community Policing amongst junior officers may need to be tempered against what may be reluctance to be seen as 'soft'. Some interviewees described new recruits as being concerned about the image that they might portray (for example, if required to ride patrol bicycles, rather than use a police car). This implies that the team may have to investigate further the social interpretation of Community Policing and the way in which authority is defined and take this into account in future programme development activities.

Whilst the positive adoption of Community Policing in the ASP is encouraging, there are two essential aspects that require further development. In terms of the current situation, the information received by the team in meetings demonstrated that police officers are consolidating their Community Policing skills in relation to solving crime. There was little evidence, however, that Community Policing is being used as a process to pre-empt security issues and develop a proactive ASP engagement with society in order to determine priorities, preventing crime and enable strategic planning. The second area identified concerned the issue of performance management and the capacity to consolidate and build on progress made in Community Policing.

Current interpretations of partnerships: Interviews with police officers at Headquarters, and limited interviews in the field and regional offices suggest the ASP officers understand the concept of Community Policing as one of consultation and cooperation with others. Consultation with community appears to be limited to the Prefect, local government officials, municipal police, other government agencies and local elders. According to some, this relationship to local authority often rests on personal relationships, rather than institutional arrangements. There may be direct engagement with the community and community groups in other areas but no concrete examples of routine meetings were identified during this period of assessment, such as the APS undertaking town-hall discussions with citizens on security issues. However, OSCE has recently completed a series of multi stakeholder meetings on Community Policing, and IDM completed a similar project in 2006, both of which should provide useful lessons in expanding consultations. Zone Inspectors are imbedded in the community and take on the day-to-day responsibility of Community Policing activities on the ground. They are often the direct link to the head of communes, and participate in local meetings when required.

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[41] Albanian State Police Training Department and PAMECA III.
[42] Interview with international representatives.
[43] Interviews with senior ASP representatives and the police focus group in Shkodra.

There is some evidence of that the ASP and several of the main other stakeholder groups do already work together when dealing with existing security issues. However, several interviewees across the different stakeholder groups suggested that increasing awareness of each party's respective responsibilities would be beneficial to reinforce the notion that Community Policing is not just the responsibility of the ASP, but rather one that requires engagement by local government, civil society and communities alike. A working group has been established within the ASP to cover the issue of partnerships, but there has been little progress to date[44]. One area where this could have an impact is by engaging more with other agencies that are implicated in the Community Policing Action Plan, but who are not necessarily actively engaged. These could include the ministries of health, labour and social affairs, education, and public roads.

Proactive partnerships: Despite a number of interlocutors commenting positively on being approached by the police to assist in addressing security issues, there were no examples encountered where stakeholders had been approached by the police to collectively explore ways that these issues could be prevented, as opposed to just reacted to after the event (particularly noting that not all the solutions may be police-based). This can be illustrated through an example given to the team concerning traffic security[45]. The ASP has reacted to a public priority (road safety) by increasing traffic patrols and issuing more fines. Despite this, the accident rate has continued to rise. Although there have been efforts to establish specific committees to address this issue, little has been done to date to determine why accidents are happening (for example, driver behaviour, poor driving skills, poor road design, lack of signposts, unforeseen risks in particular areas such as outside school, etc), or who could provide solutions. Addressing such a problem could involve the schools (road safety awareness lectures, which could be delivered by police officers), local government agencies (signposts and the role of municipal police), central government agencies (control measures on roads), communities (providing insight on why certain roads are used in the way they are) civil society (monitoring and tracking statistics, or activism against irresponsible driving), and the ASP in the role of enforcing traffic regulations.

A second area relating to developing proactive partnerships concerns the role of communities and local actors in determining priorities for policing in line with the requirements of the ASP Seven Year Strategy ("Identify the public needs and establish them as priorities of its activities"[46]). The ASP determines its strategic priorities each year. However, there is little evidence that information is fed into this process from the grassroots level. The ASP carries out annual surveys of public perceptions across 2,000 households, but these do not provide sufficiently nuanced details to identify the different security concerns of, for example, adjacent villages or communes. Moreover, it appears that information is unlikely to be volunteered by communities without some form of framework in which to operate. Several interviewees across local government and civil society groups informed the team that contact between the police and communities is often only initiated by the police. For example, one interlocutor stressed that municipalities should not actively contact the police, as this would be "interfering in police duties"[47]. The judiciary also commented that they did not currently (but would welcome the opportunity to) meet with the ASP or local councils to discuss the problems of the community, changes in the behaviour of offenders, and ways in which criminal behaviour could be discouraged by the community or the ASP[48]. Similarly, many civil society organisations admitted that their outreach to the police is quite limited and could be improved.

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[44] Interviews with ASP and International Community Representatives.
[45] Interview with civil society representative.
[46] ASP Seven Year Strategy 2007 – 2013, p.36.
[47] Interview with Local Government representative
[48] Interview with judicial representative

The team found that the perception of cooperation between the ASP and other actors varied quite significantly between different groups. All interlocutors in Shkodra (an area that has benefited from several projects to promote and support Community Policing) were very positive about the engagement of the respective groups. However, interviews in Tirana with civil society organisations and local government representatives suggested much higher levels of distrust. These views are covered in more detail in the respective sections below.

The ASP has recently launched an initiative to extend participation in the above mentioned ASP strategic steering groups to local partners, which could provide an excellent opportunity to introduce greater cooperation at the early stages of priority setting. ASP representatives claim that local government representatives and prefects have expressed their willingness to participate at a local level, although the level of cooperation may differ depending on the location and political affiliations of the regions. There is also the question of how to ensure that the communities are included, rather than just formal officials. The mixed steering groups could provide an opportunity to gather feedback on the extent to which the ASP strategy incorporates the views of the communities. Regional groups could exchange best practices with similar towns or municipalities on specific themes, for example addressing domestic violence, or addressing disorderly youth.

However, there are potential repercussions to such endeavours. The rapid increase in the number of committees to deal with local security concerns (for example, anti-narcotics, trafficking, domestic violence, etc), has raised fears that Community Policing equates to establishing countless separate forums for different issues[49]. Moreover, widening cooperation may be seen negatively if associated with increased responsibilities and liabilities, as has been the case in some areas with respect to the anti-narcotics committees. Although these mixed committees have, according to the Minister of Interior, already contributed to a reduction in drugs[50], there appear to be some misgivings by local government actors over their liability if results are not achieved[51].

Performance Management: A recurrent thread throughout all of the meetings during the week was the low level of monitoring progress and reporting on activities, internally and externally. Such performance management is fundamental to tracking progress, realigning strategies, priorities, and resources (including budgets), reinforcing partnerships, improving internal and external oversight of the police, and improving the general level of trust towards the ASP, all of which underpin Community Policing. Whilst action plans are presented in a professional manner with many worthy initiatives, there are still gaps regarding implementation and the ability to monitor progress in each area.

Internally, the current reporting process for the Community Policing Action Plan consists of verbal accounts to supervisors of progress, as well as daily, weekly and monthly activity reporting to a variety of sources as required by law and policy. There are also spot inspections carried out by the State Police Professional Standards Branch[52]. The process currently used to monitor the implementation of the Community Policing Action Plan provides more or less the results of a compliance audit. However, initial impressions are that there is a tendency to mix disaster management planning, operational investigation and enquiries, and tactical planning with core community policing activities (such as crime prevention, crime reduction and victim services, problem solving and engagement to act in a proactive manner with partner groups, agencies and government).

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[49] Interview with Central Government representative
[50] Interview with the Minister of Interior
[51] Various interviews throughout the team deployment
[52] Interview with ASP representative

Despite the extent of options for reporting, the overall picture gained was that the ASP management lacked the ability to produce an overall picture of the performance, progress and existing impediments to the implementation of their action plan. This does not mean that there is no progress, as it was clear from the various interviews and focus groups that many actions have been taken in respect of the action plan. However, the ASP management is not in a position to effectively tell the story of what they are doing and convey to the government, the public and the international community the effort and apparent good work that is being conducted. A major factor in this is that departments are often very reluctant to share information on their activities outside. This is especially the case if they are facing challenges in obtaining results.

Externally, there are currently limited ways in which the general population can monitor the performance of the ASP, whether directly or through civil society organisations. To date, it appears that the main rational behind monitoring the police is to detect police misconduct. This is currently carried out by the ASP Professional Standards Unit, the MoI Internal Control Office or by the Ombudsman. A performance management system that allows external oversight and can demonstrate positive results would help to build confidence within the population and therefore underpin the partnerships required for Community Policing.

4.3. Central Government

The Minister of Interior has expressed broad support for the implementation of Community Policing, as illustrated in his opening statement at the National Conference for Community Safety held on 04 February 2010 where he underlined the need for regional police leaders to integrate contact with local communities into their work[53].

In interviews within the MoI, the team received a clear message that the MoI and the ASP needed to approach Community Policing in partnership. The Deputy Minister for Interior (Local Government) demonstrated interest to act as a co-chair for a potential coordination structure, in order to ensure that the local government point of view would be included.

It would also be beneficial to emphasise the potential of Community Policing to positively affect results in more robust areas such as organised crime.

Although the team did not have the opportunity to include technical meetings with other ministries, such as Education or Public Works and Transport, the impression gained by the team from ministers encountered was that there is a willingness to look at opportunities for cross-ministerial cooperation.

4.4. Local and Regional Government

Albania has a decentralised system, whereby local governments are autonomous communes and municipalities, governed by directly elected Mayors and local councils. Law no. 8652, 31.07.2000 "On the Organisation and Functioning of Local Government" establishes out the system of sub-national governance, basic principles and main functions and authorities of communes and municipalities (first tier local governments) and regions (second tier local governments). The Strategy on Decentralisation and Local Government provides further guidance.

Communes and municipalities have the right to establish "local police", as regulated by Law No. 8224 dated 15.5.1997 "On the Organisation and Functioning of Municipal and Communal Police".

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[53] ASP Press Release, 04 February 2010, www.asp.gov.al

There are approximately 2,000 said officers in Albania, separate to the ASP and operating as an executive institution. They report to the Mayor. The Municipal Police are in charge of "performing functions for the sake of order, safety and well-functioning of public works" in the territory of the commune/municipality[54]. This can include tax collection, dealing with street vendors, noise issues and some traffic issues such as illegal parking/clamping. In accordance with the Law, recruits must have a police education and background. They are armed, but have no arrest authority. The mini-surveys carried out by the team during the in-country visit suggested that citizens were aware of the difference between the ASP and Municipal Police. However, one of the main criticisms voiced during the interviews with local government and international community representatives was that there were no clear division of tasks between the two and a lack of understanding of when the municipal police should be called instead of the ASP. This often left citizens frustrated and unsure of where to complain, especially in the case of Municipal Police. The ASP consistently mentioned to the team that the public come to them with issues that are not within their police mandate, such as public utilities issues (concerning water and electricity), parking, and noise complaints, all of which fall to the local government and Municipal Police. Overall, the team heard that levels of cooperation between the ASP and Municipal Police were reportedly low, leaving security issues such as traffic safety outside local schools unaddressed[55]. "It was also reported that the level of professionalism and skills amongst Municipal Police varies greatly. There is no institutional or systematic method of hiring, firing, training, and managing municipal police, but rather depends on the local mayor."

Relations between the central and local government are based on a reciprocal understanding and respect of the relevant scope of authorities, rights and duties. These relations however have sometimes proved to be uneasy, especially in times of tense political climate. Repeated disputes and conflict of competence issues have arisen between the central and local governments in recent years, on issues ranging from urban planning to budget oversight.

There are few institutionalised relations between agencies at the local and central level, and few examples and platforms to build on in terms of good practices for interaction and cooperation. However, the relationship between local governments and the Prefect (the representative of the Council of Ministers at regional level) are formally regulated. The Prefect is in charge of verifying the legality of acts issued by communes and municipalities, but his/her powers are fairly limited and can ultimately only reinforce decisions through the court system.

The only institutionalised connections between the Prefect and the police at the local level cover the requirement for the Director of Regional Police to consult with the Prefect when determining his/her annual strategy for Community Policing[56], and the role of the Prefect regarding coordination in general. A monitoring project undertaken by the Institute for Democracy and Mediation (IDM) in 2008 highlighted that the ASP believed the cooperation between the Prefect and their agency to be "fairly important" and "close". However, the most relevant institutions for operations were the local government structures. IDM suggested that this was due to the weight local police officers placed on instructions linked to the central government and agencies, coupled with the irregular quality of engagement between the police and the local government[57]. They further noted the ASP view that "good and cooperative relations with the local government come as a result of the contacts established during meetings organised by the Prefect"[58]. Few relationships are institutionalised, and most appear due to a personal willingness to engage.

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[54] Law No. 8224 dated 15.5.1997 "On the Organisation and Functioning of Municipal and Communal Police"
[55] Interviews with ASP, civil society and local government officials.
[56] Law on State Police (No. 9749, dated 04.06.2007), Article 122.
[57] IDM, 2008, 'Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level', Tirana July 2008, pp. 18-19.
[58] Ibid, p.35

Other relevant agencies include schools, hospitals, and healthcare centres. These are under the functional authority of the central government, whilst the local government only performs maintenance functions. Any Community Policing initiative targeting such institutions will require agreement and coordination with the central level first. Youth centres, however, fall under the direct responsibility of local governments.

IDM has proffered several examples of security-related coordination working groups involving the Prefect and local government institutions (for example, concerning road traffic in the resort of Durres during the tourist season). However, they assessed these as having limited impact for several reasons: agencies retain far greater loyalty to the line institution to which they report at a central level, rather than the local government bodies with which they work; the influence of the Prefect at local level is *a priori* political, particularly in opposition-led municipalities. IDM also echoed the ambiguity of the legal framework, which is exacerbated by the lack of examples to draw upon of good coordination and/or resolution of clashes over the division of labour between local agencies. Furthermore, despite his/her institutionalised role, the Prefect often has very little *de facto* power to coordinate publicly elected local government officials and other agencies if the will to engage does not exist[59].

Although perceptions prevail that local governments have limited capacity, these can be countered by testimonies stating that local governments are increasingly performing well, to the point of enjoying greater trust by citizens than the central government in some cases[60]. The citizens' knowledge of the functions and duties of communes and municipalities also seems to be improving, as citizens increasingly hold local governments accountable for urban services such as solid waste management, lighting, and urban roads. This should ultimately impact on their understanding of the division of responsibilities between the Municipal Police and the ASP. It is worth noting however that capacities are stronger in larger localities, whereas there seem to be a considerable number of smaller and remote units that are largely dependant on the national budgets, operating from a very modest economic base, and limited in the services that they can provide due to the lack of both financial and human resources.

There was a strong commitment voiced during interviews at the local government level in Shkodra and Tirana, as well as from the organisations working with various communes and municipalities to embrace Community Policing, although there were mixed views as to what this entails. For some, this meant a transparent police that works in support of local government structures. For others, it meant that the police lead in security and contact the local government offices for information, for example to locate individuals in the area**[61]**.

In some areas that have benefited from prior external support, such as Shkodra, there are examples of the ASP reaching out to village chiefs or community liaison officers[62]. One current example of how the police and local government structures cooperate over information is locating individuals within the municipality or commune. Albania does not currently have a postcode system, and finding potential suspects or witnesses within certain areas can be challenging for the ASP without the assistance of the local government structures. One interlocutor also highlighted the use of administrative assistants to work with the ASP Zone Inspectors. These have the potential to ensure that the community views are brought to the attention of the police at a grassroots level. However, concerns have been voiced that using assistants directly selected by communities would result in

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[59] Ibid, p.15.
[60] Corruption in Albania: Perceptions and Experience - Survey findings", USAID Albania 2010
[61] Interview with Local Government representative
[62] Albania does not currently have a postcode system and locating individual addresses can be challenging. This situation should change in 2011.

increased politicisation. Appointments are therefore made directly by the mayor's office, selecting those representatives that would best enhance partnerships with the ASP. They also provide training on cooperation and specific issues such as preventing drug use.

Local governments do not necessarily view policing as part of their daily functions or responsibilities, and few, if any, local governments have dedicated budgets or staff to support Community Policing. This latter point is of particular relevance, as any initiative envisaging a greater role for local governments should take into account the risk of overstretching already limited financial resources. Possible options to reduce the potential impact of this include limiting engagement to an oversight role, or ensuring functions of the Municipal Police are paired with those of the ASP, where a matching of resources could result in potential savings. This could include, for example, including some joint patrols of state and municipal police, allowing running costs to be borne by both institutions. Other options include organising joint awareness-raising activities or dividing up specific tasks if possible in relevant areas.

One point of note for future potential programming concerns the peculiarity of the municipal arrangements in the capital, Tirana. The team was alerted to the fact that any efforts to increase the direct role of the sub-municipalities in determining policing priorities would most likely result in a bureaucratic burden. Care should be taken to ensure that everything is directed through the main municipality (this is the only city with sub-municipalities and therefore the only place where this is relevant). Notwithstanding this issue, there was broad support to the idea of the ASP asking the local government to input into local priorities and keeping the municipalities informed of security issues.

4.5.   Judiciary

Although not explicitly mentioned in either the Article on Community Policing in the Law on State Police (Article 122), or the ASP Strategy, partnerships with the judiciary nonetheless can play a vital role in identifying and determining local security priorities, as well as ensuring that security threats are addressed.

Understandings of Community Policing within the judiciary (judges and prosecutors) vary, and are often linked to the context in which the individuals encounter the term. Whilst some recognise it as a partnership (particularly the prosecutors), Community Policing is understood by some as the way that judges and prosecutors take into account the impact on the community in cases of very serious crimes when determining sanctions[63].

Cooperation between judges, prosecutors and the ASP is underpinned by a series of existing organic laws, and a new draft law on the Judicial Police is currently being reviewed at the Council of Ministers. There are three different categories of Judicial Police. The first fall under the direct authority of the prosecutor, although they remain the administrative responsibility of the ASP. The second are those police officers hired by the prosecutors directly. The third category concerns any police officer who can investigate crime.

Prosecutors automatically have a much more intense level of cooperation than judges with the ASP due to the nature of their role. A cooperation agreement was signed between the ASP and the General Prosecutor in April 2008 to define responsibilities. However, investigative capacity within both institutions is still considered weak and there has been little progress in establishing case reporting systems for the police. There are also challenges to cooperation at the operational level between the Police, Customs and General Prosecutor's Office[64]. An exception to this appears to be

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[63] Interview with judicial representative
[64] European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.48

the joint police-prosecutor office set up to tackle corruption, which is reported to be operating well[65].

In addition to cooperation prescribed by law, the prosecutors provide some input into the working plan of the Director of the Regional ASP, whereas the judges provide virtually none. There have been some ad hoc occasions whereby the judges or prosecutors provided inputs into the ASP yearly analysis. Many judges consider the cooperation with the ASP to be satisfactory, and there have been no recent complaints, although as mentioned above, they would welcome further interaction to discuss how to address community problems[66]. Efforts to institutionalise such interaction would prove beneficial to all parties, with one option involving monthly meetings between judges, prosecutors and the ASP in order to cultivate a climate of cooperation and share ideas.

A further area to consider is probation. The probation service was only established in June 2009 and has so far provided alternative sentencing arrangements for more than 1,000 individuals. In addition to undertaking assessments of the offenders, the probation service work towards ensuring the social integration of offenders and reducing the likelihood of re-offending[67]. This level of analysis would be beneficial to Community Policing efforts to identify the root causes of conflict in the community and develop ways of tackling them, and the potential for building partnerships here should be explored further.

4.6. Civil Society

In general, the level of partnership between civil society and the police is considered to be poorly developed, although there are some areas where there has been much greater involvement by civil society in security related matters; for example, regarding reconciliation efforts by civil society in a number of blood feud-related killings[68]. There has also been considerable participation of civil society organisations in the training of police officers in areas related to human rights, domestic and children abuse. Like in other areas, the level of partnership and cooperation between civil society organisations and the police is highly dependent on personal relationships. Nonetheless, the team encountered occasional negative views within civil society organisations regarding ASP openness to civil society engagement, combined with a sense that the police lacked professionalism and capacity[69].

This perception reflects the capacities of civil society to engage with official bodies more widely, as highlighted in the assessment of civil society in Albania undertaken by IDM in 2009/2010. Although Albania was described as a "moderately enabling environment" for civil society, the assessment claimed "widespread citizen scepticism towards civic engagement and a prevailing mindset that change comes from the top"[70].

The Government has started to consult with civil society, for example on draft laws, but there are no formal relationships. Coordination mechanisms to enhance civil society participation in policy formulation are weak. This may be enhanced with the Law on the Establishment of the Civil Society Foundation, which came into force in 2009[71]. Nonetheless, civil society is still described as relatively immature in Albania[72].

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[65] SIDA Albanian Anti-Corruption Study, Dec 2007
[66] Interview with judicial representative
[67] The Implementation of Alternative Sentence Project, www.ncso-al.org/english/probation_service.html
[68] Ibid, p.11
[69] Interviews with several of the civil society organisations met by the team.
[70] IDM, CIVICUS Civil Society Index (CSI) for Albania – 'In Search of Citizens and Impact', July 2010.
[71] European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.14
[72] Interview with international community representatives

In IDM's assessment, 75.3 percent of civil society organisations surveyed considered donors' priorities very important in shaping civil society's agenda[73]. The tendency for civil society to be donor-led, and therefore vulnerable to inter-organisational competition, was echoed in several meetings throughout the mission. Moreover, the view prevailed in several of the team meetings that few civil society organisations had experience in advocating change, as opposed to project implementation. It is also problematic that until recently there has not been any umbrella organisation coordinating the work of civil society organisations working on security and justice issues. However, it does appear that IDM is in the process of establishing a security management network which could be a potential key partner in community policing cooperation.

There are several civil society actors operating in areas related to Community Policing, but there is only one organisation that appears to be directly involved. IDM have undertaken a number of projects aimed at supporting and developing the concept over the past decade. In 2002 they implemented a project on "Community Policing in the Educational System" in Tirana, focusing on crime prevention through education. In 2006, they ran a roundtable on "Decentralisation and Community Policing" as part of the process to draft the new Law on State Police. They implemented a pilot project in 2007 to establish Citizen Police Review Boards in Tirana and Durres[74]. Over the period 2007-2008, they implemented a project in Durres on participatory good governance using community liaison between the communities and local government structures. They have also been involved in a six-month project to expand best practices of community mobilisation in Shkodra through supporting community based groups and the active use of the community centre[75]. They also participate in the Community Policing Working Group within the International Consortium (see section 6).

Other organisations that provide related support are: the Albanian Helsinki Committee, which is currently focusing on education, gender awareness and domestic violence (Community Policing is not a priority focus); the Albanian Centre for Human Rights, engaged in tackling domestic violence; the Children's Human Rights Centre of Albania; the Albanian Human Rights Group; the Gender Alliance for Development Centre (GADC); the Albanian Foundation for Conflict Resolution and Reconciliation of Disputes (AFCR); and the Foundation for Local Autonomy and Governance (FLAG)[76]. With the exception of FLAG and IDM, the areas in which the various organisations mentioned above focus on, may explain in part the strong negative perceptions regarding the capacity and willingness of the police to develop open partnerships with civil society.

All the above organisations, with the exception of FLAG and GADC, were involved in a Ministry of Interior initiative launched in 2006 to use a civil society grouping to contribute, monitor and review the National Police Strategy 2007-2013. Although the group has not met in the past two years, its creation provides evidence of the potential for civil society to act as a form of monitoring and oversight body to the ASP in its application of Community Policing. However, as one interlocutor highlighted, civil society access to monitor police work would be reliant on a formal mandate given by the General Director of the Police or the Minister of Interior[77].

The media is also an important actor, due to their potential to provide oversight, influence public perceptions and provide a medium and outlet for shared stakeholder discussions and communication. Little has been covered in the media regarding Community Policing since around

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[73] IDM, CIVICUS Civil Society Index (CSI) for Albania – 'In Search of Citizens and Impact', July 2010.
[74] Further information is required on whether there has been any follow on to the Citizen Police Review Boards.
[75] www.idmalbania.org/en/programs
[76] The team were not able to met all of the organisations during the in country visit.
[77] Interview with civil society representative

2006. This is in part due to the lack of exciting newsworthy events in this field, and a tendency for journalists to focus on the sensationalist aspects of crime (the act itself), rather than the root causes. The situation is further exacerbated by a lack of understanding within the media of what Community Policing is. The team was informed that many sections of the media have a superficial understanding of the concept (seen as a "partnership" between the police and the community), but much of the information available is rhetoric, and therefore difficult to grasp. This tendency to use generalisations and rhetoric is a common occurrence in Albania, and reinforces the aforementioned points that identifying concrete examples on which to build and potential communication strategies is vital.

The media and the police do contact each other for information, mainly due to the fact that the media is becoming more investigative and the police more open, but there is a long way to go. There is certainly potential for greater partnership in this area, and support has been voiced for initial media briefings to cover the concept and the component parts of Community Policing, including the obstacles and advantages to its adoption. Another possibility is the use of televised debate shows, such as "Opinion" (Klan TV), to reach wider audiences and provide a variety of views on the subject from different stakeholder groups[78].

4.7. Communities

The level and quality of interactions between individuals and police greatly varies. There is a general perception amongst the public that going to the police only makes the problem bigger. However, many of our interlocutors reported to also having positive interactions with officers. In the mini-survey carried out by the team over 30 percent of respondents said that they or their families had called for police assistance in the past three years. Half of the respondents could also identify by name or sight the officers in their communities. The ASP survey found that the main source of contact that individuals have with ASP is through the Zone Inspectors or by calling the police directly.[79] However, many interlocutors commented on the lack of ASP presence in their neighbourhoods. Patrols were carried out in cars, which reduced the accessibility of police officers. There was little sense that the police were present as a friendly part of the community.

The mini-survey that the team carried out revealed that about 57 percent of respondents do not believe that the police currently work in cooperation with communities and its citizens. However, an overwhelmingly majority of interlocutors interviewed, as well as 96 percent of the respondents, are in favour of increasing this, particularly in solving community and neighbourhood problems.

A variety of explanations were offered to explain the lack of cooperation with the police. The main explanation given is that there are great levels of mistrust for the ASP, in part due to the historical reasons mentioned in Section 4.1. In a 2005 survey on trust in Albanian institutions carried out by the Institute for Development Research and Alternatives (IDRA), the police scored 44.5 percent (where 100 signified high levels of trust)[80].

This mistrust is reinforced by views held by some members of the public that the police are unprofessional and lack capacity to do their job. Many local interlocutors expressed that there are good police officers in the service, but there are also many that lack integrity and pride in their profession. They gave examples of police wearing their uniforms inappropriately or situations where police officers were eating or smoking while in uniform. The survey carried out by the team revealed that 33 percent of respondents believed that police in their neighbourhoods were professional and

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[78] Interviews with media representatives
[79] ASP 2009 National Survey. p 20
[80] IDRA Tirana Transparency Survey 2005.

helpful, and 40 percent believed that they were professional 'sometimes'. Only 18 percent believed that officers were fair when dealing with citizens and 52 percent believed that they were fair 'sometimes'. In a survey carried out in 2009 by the ASP, they found that 48 percent of respondent thought that the ASP violate human rights in some cases, and 5 percent believed that they regularly violate human rights or use violence.[81] It was echoed throughout the interviews that many police officers needed additional training and many needed to learn how to communicate with the public and be more respectful, attentive and service-minded.

It is vital to improve the sense of confidence by citizens that the police will follow up their complaints and keep their details confidential throughout the process. It is also evident that there are few opportunities for the police and the community to exchange information and have open discussions. An international observer also commented that even when such forums have taken place, individuals are unaccustomed to speak up and voice their concerns to the police. The survey revealed that only 10 percent of respondents believed that the population has enough say in policing priorities in their neighbourhoods. While there may be an interest in improved community-police cooperation, dealing with the perceived notions of police professionalism (or lack thereof), and empowering people to publicly voice their concerns with the police, will be key in improving police partnerships.

There have been efforts in the past to galvanise the engagement of citizens in public safety and security. For example, UNDP created a series of Community Problem Solving Groups under their SSSR programme, which ended in 2008. One lesson learned from this process, however, was that it could be difficult to ensure broad representation in such groups, as many groups involved a narrow selection of individuals who tended to monopolize participation in all similar initiatives[82].

Furthermore, although not directly linked to Community Policing, several lessons can be gathered from a project implemented by IDM in 2007 to build up community participation in local government decision-making in Tirana, Shkodra and Durres. In terms of process, the lessons they learned from developing active participation by the community included: ensuring a sound legislative basis; and developing a dual track awareness campaign (informing the community of the role it can play, and raising awareness within the official structures of the benefits gained by community participation)[83].

5. Current status of the Community Policing Action Plan

Of the 56 activities listed in the Community Policing Action Plan, 18 have specified deadlines, all of which have passed. Amongst the remainder, 16 are listed as ongoing, and 12 are "according to the Special Plan". Several interlocutors voiced concerns over a lack of implementation, but the team were not able to obtain an update on the status of particular activities during the week, although it is not certain whether this is due to a lack of progress or the absence of a functioning performance management system to accurately capture progress made.

The Action Plan runs from 2008 to 2010, and the team received mixed messages over whether this would be revised for the next period, or simply left to roll through. The ASP and various international partners are currently embarking on a series of reviews, which should shed more light on the situation. Furthermore, the ASP representative in the team is reviewing progress on a sample of activities within the Action Plan during the interim period before the team's second deployment.

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[81] ASP 2009 National Survey. P. 19

[82] Interviews with different International Community and ASP representatives

[83] IDM, 2008 'Praktikat e mira rajonale mbi pjesëmarrjen komunitare në qeverisjen vendore',

6. Coordination

6.1. Current Structures

In addition to the numerous committees established by the ASP mentioned above, there are national and international coordination structures that need to be taken into account. National coordination is led by the Department of Strategy and Donor Coordination (DSDC). The eventual project will have a dedicated steering committee, which should be chaired by a deputy minister[84]. The International Consortium is an informal group comprised of representatives from international donor organisations offering assistance to the Government of Albania in the area of law enforcement and rule of law, as well as Albanian representatives from the relevant institutions. It convenes once a year and has a specific working group on Community Policing[85].

6.2. The 'Albanian Project Leader' and the Memorandum of Understanding

As per the SIDA Terms of Reference and associated Work Plan for Support to SIDA and the Albanian Authorities, the MoI has appointed an "Albanian Project Leader", who will serve as the liaison point of contact to ensure that the ministry's interests are inputted into the design process. This person will also be instrumental in opening doors.

The team has also submitted ideas to the Albanian Project Leader for the contents of a Memorandum of Understanding (MoU) between the MoI and SIDA. These will require review and expansion by the MoI to ensure that it takes into account the expectations and commitments of both parties. SIDA has confirmed that they will take forward the process to finalise the MoU.

6.3. Other Donors

The team met with a variety of donors who are either directly involved in supporting Community Policing, or working with related aspects (other areas of the ASP, safety and security, local government capacity, anti-corruption, etc). These relationships established by the team will be maintained throughout the process to ensure that the areas on which the eventual programme will be based will be complementary to other donor support. The list of organisations met is included in Annex C.

7. Next steps

7.1. Considerations for Programme Design

Overall, the team encountered strong support for a joint SIDA-Albanian programme to support the implementation of Community Policing in Albania that reinforced the current strategies and existing action plan. Throughout the various meetings, the team gathered information on the key considerations for designing the programme within the Albanian context. These are covered briefly below and combine suggestions received from all stakeholder groups. The list does not include generic international good practice in designing security and justice programmes, although these will be taken into account during the design process.

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[84] Interview with DSDC.
[85] Terms of Reference for the International Consortium.

- Any potential support programme should focus on tangible outputs, building on the priorities of the ASP Community Policing Action Plan, and using the structures and strategies already in place.
- Special attentions should be paid to ensuring a sustainable process, as there are several examples of previous support that have produced little lasting success. Any pilot projects must be linked into longer-term strategies.
- The ASP administration begins its preparations for 2011 at the end of September/beginning of October.
- Awareness raising within stakeholder groups should focus on real examples, rather than just discussions on the concept.
- Projects need to create or reinforce institutionalised links, rather than relying solely on individuals. This is in order to minimise politicization of the police.
- Quick-impact activities could include areas that are less politicised, such as police communication, awareness raising, and enhancing partnerships with schools, hospitals and businesses.
- Support to Community Policing should be applied simultaneously at senior levels and the rank and file. Support should also be given at both HQ and at the Regional level.
- There will need to be a clear division of roles between the different actors within the eventual programme, including indications of the institutional framework that underpins the responsibility of each actor.
- Monitoring indicators should feed into those developed by the DSDC to track progress in the National Strategy for Development and Integration. The DSDC is currently strengthening its monitoring process, so further details will be required on the available capacity.
- SIDA has confirmed that the eventual project will include mid-term reviews and an annual audit.

7.2.   Development of the Work Plan

In accordance with the Work Plan for Support to SIDA and the Albanian Authorities, the team will undertake interim activities over the next month, followed by a second in-country deployment. This is anticipated to take place within the period 07th to 15th October 2010. Although additional interim actions may arise as a result of feedback on the report from the various stakeholders, the team anticipates that the following activities will take place:

1. Find out the current level of progress of the Albanian Community Policing Action Plan, and start analysis of the reasons behind the results. Information gathering is already on going.
2. Compile a list of existing examples of successful results achieved through adopting a Community Policing approach.
3. Clarify the exact division of tasks between the ASP and the Municipal Police, as well as institutional arrangements between the two.
4. Launch in-depth scientific survey questions on issues to be determined after the update from activity one. This will most likely be carried out through the omni-survey service provided by IDRA.
5. Analyse any new available information and impact assessments developed by the ASP and other stakeholders, including the International Community.
6. Further analyse the information gathered during the first in-country mission and develop the framework for the programme design process.
7. Find out more information regarding the proposed establishment of a national committee on Community Policing

RISK MATRIX FOR SIDA'S SUPPORT PROJECT TO COMMUNITY POLICING IN ALBANIA[86]

Risk Factor	Risk to 'design process' or project as a result of risk factor (security, political, operational , financial, reputational)	Impact	Likelihood	Priority	Mitigation Strategy and Responsibilities
1. Overburdened national partners	• Excessive demands of national partners results in them losing interest or willingness to participate in project design or project • Other demands results in low priority of community policing • Limited national experience in taking an active role in the design of international support programmes •	Moderate	Likely	Medium-High	-Avoid labour intensive strategies or requests related to project design. -Pay attention to specific local deadlines or other demands -Use existing local systems and procedures (i.e. monitoring systems) -SIDA to ensure that international community is communicating and cooperating with each other and ensure common interest and objectives in community policing, in partnership with DSDC
2. Local Government Elections in 2011	• Elections shift focus and priorities of local government, so little interest in cooperation with ASP and in project • Pilot projects in certain areas could become politicised	Major	Likely	High	-If working to include local government into community policing ensure that support is institutional rather than personal -Encourage donor coordination and maintain contact with international community agencies who are working on this issue

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[86] Impact is graded Minor-Moderate-Major; Likelihood is graded Unlikely-Credible-Likely; Priority is graded Low-Medium-High

3. Central Government expectations	• Specific government interests fall outside of Sweden's identified strategic areas of cooperation (listed in Swedish Government country strategy for Albania) • Momentum for the project could lost if the Government has expectations that cannot be met, which could potentially strain Swedish/SIDA relationship with Albanian authorities	Major	Unlikely - Credible	Medium	-Continue open dialogue and reporting of project planning process -SIDA to manage political expectations of project (as per the MoU)
4. Lack of, or unwillingness of, local partners to participate and cooperate	• Resistance or mistrust from local partners to cooperate with police • Local partners are not part of project process • Departments are not willing to share their data with other departments (either due to culture or the fact that they have nothing to show)	Moderate	Unlikely - Credible	Medium	-Ensure transparent project design process and allow for local partners to actively participate -Emphasise role of Albanian Project Leader in opening doors within institutions
5. Shift in international engagement	• PAMECA drawdown results in less resources available • SIDA project overlaps or competes with other international project/demands and overburdens local partners	Moderate	Likely	Medium -High	- SIDA to ensure that explicit project objective is communicated and coordinated with international community, in partnership with DSDC
6. Desire to over-institutionalise / legalise processes	• Local partners unwilling to participate in project design or project until legally mandated to do so	Minor	Credible - Likely	Low - Medium	- Identify and share examples of alternatives from other countries, such as MoUs between different stakeholders

HOW THE ASP DEFINES COMMUNITY POLICING

The model that Albania has chosen with regard to Community Policing is set out in the ASP Seven Year Strategy. There are six elements: Crime prevention; Solution of problems; Partnership; Intelligence-led policing; Strategic planning-led activity; and Costs-led activity[87].

Crime prevention – The ASP Strategy focuses on reducing crime through partnership, and capacity building, improving crime reporting procedures and exploiting police and prosecutor office statistics. The ASP will also focus on the protection of children, tackling blood feud and revenge crimes, collection of weapons, domestic violence, and protection of the environment through cooperation with other lead actors in this field. In addition, and as a result of public demand, the ASP will address anti-social behaviour. This latter aspect requires a revision of the legal framework, improved cooperation between the ASP and the municipal police, and joint projects between the police and communities (p.42).

Solution of problems – The ASP Strategy underlines the need for analysing economical, social and demographic factors that underscore the root causes of criminal activity. This should be carried out in partnership with other actors through the development of sustainable partnership groups (p.31).

The ASP identifies Road Safety as a key security concern for Albania, and as such recommends that the Traffic Police[88] are brought in to the Community Policing philosophy (p.48).

Partnership – The ASP Strategy highlights the need to develop mid-term plans to build up a culture of partnership between the police and communities, other institutions of central and local government, and other interested stakeholders (p.30). In particular, it is necessary to change the view of the police that it is risky to involve persons outside of the ASP in preventing or tackling crime. The Strategy recommends a series of trainings to understand and accept the capacities of other partners in the process of fighting crime (p.31).

The development of sustainable partnership groups should be accomplished through "establishing communication lines, taking and separating responsibilities, and performing joint activities based on planning" (p.31).

Intelligence-led policing – The ASP Strategy details the ASP plans to develop a National Intelligence Model. The model includes: Coordination of decision-making at strategic and tactical levels; Intelligence Products (strategic evaluations, tactical evaluations, profiles of the person(s), and profiles of problems); Knowledge Products (staff professional knowledge, training needs, Standard Operating Procedures, and common terminology); and System Products (special Intelligence Units, police culture of collecting and sharing information, and Information Technology) (ASP Strategy, pp. 37-40).

Strategic planning-led activity – The requirement for strategic planning-led activity lies at the heart of the ASP's concept on improving the management of the State Police. Changes envisaged include:

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[87] The ASP Strategy refers to the need for a "separate strategy which will plan all the activities, their cost and budget implications" (p.10). The team will need to identify whether this strategy exists. It may be that this is a "Community Policing Strategy".
[88] Also of interest here is the fact that the Traffic Police are deemed to be amongst the most corrupt with regard to demanding bribes from the population (SIDA Albania Anti-Corruption Study, 2007).

creating a map of ASP processes and activities; re-orientation towards decentralisation; reinforcing the chain of command; embracing new methods and tools; and re-orientation towards strategic planning and implementation (pp. 44-46).

Costs-led activity – The ASP support services seek to maximise the efficient use of resources, in order to "allow the community to derive maximum benefit from the police services". The ASP Strategy promotes the devolution of ASP budgets. This means that the ASP has a separate budget within the government; and that local structures have full budget authority, whereby they are provided a single-budget figure and have responsibility and authority for allocating its use in order to fulfil their functional duties.

INTERLOCUTORS MET DURING THE IN-COUNTRY MISSION 22-27 AUGUST 2010
(Listed alphabetically by agency)

Agency	Surname	First Name	Position
Albanian Association of Communes	Haxhimali	Agron	Director
Albanian Association of Municipalities	Hodaj	Fatos	Head
Albanian Helsinki Committee	Mecaj	Vjollca	Executive Director
Albanian Media Institute	Lani	Remzi	Director
Albanian Mine Action Programme	Braha	Arben	AMAE
Children's Rights Centre of Albania / Defence for Children International	Hazizaj	Altin	Director
Consultant	Korkuti	Robert	(Former ASP & UNDP)
Council of Ministers	Duli	Manjola	Coordinator, Department of Strategy and Donor Coordination
	Haxhi	Florensa	Coordinator of Strategies, Department of Strategy and Donor Coordination
	Kuko	Valbona	Director of Department of Strategy and Donor Coordination
	Pollo	Genc	Minister for Information Technology, Communication and Innovation
European Union Delegation	Singh	Aneil	Head of Operations Section
	Ujkaj	Lora	Programme Manager, Justice and Home Affairs
Gender Alliance for Development Centre	Arqimandriti	Mirela	Executive Director
General Directorate of State Police	Borishi	Rasim	Deputy General Director (Support Services)

	Halilaj	Astrit	Head of Internal Control Service
	Kulicaj	Agron	Deputy General Director (Criminal Investigations)
	Nasi	Ilir	Head of the directorate for public order
	Nurendini	Agron	Director of Professional Standards
	Prodani	Agim	Head of International Cooperation
	Shekaj	Gentjan	Deputy Director Training
	Sheplo	Marenglem	OIC Strategic Planning
High Council of Justice	Spahiu	Kreshnik	Deputy President
ICITAP	Bullard	Gary	Programme Manager
	Conrad	Wally	Senior Advisor Organised Crime and Corruption Programme
IDM	Zoto	Artur	Police advisor
	Cela	Erisa	Head of Local Governance and Integrated Development
	Hroni	Sotiraq	Executive Director
	Vurmo	Gjergji	Programme Director
IDRA	Pasha	Auron	Executive Director
Ministry of Interior	Basha	Lulezim	Minister
	Bektashi	Gentiana	Director of International Relations
	Hasekiu	Mimoza	Director of Local Government
	Olli	Alfred	General Director, General Directorate of Civil Emergencies
	Poni	Ferdinand	Deputy Minister (Local Government)
Ombudsman's Office	Jaupi	Alket	Legal Advisor
Opinion TV show / Klan TV	Fevziu	Blendi	Presenter

	Bell	Jack	Head of Security Cooperation Department
OSCE	Dalton	Frank	Head of Rule of Law and Human Rights Department
	Los	Klaas	Senior Police Assistance Officer
	Redford	Dan	Deputy Head of Presence
PAMECA	Bradley	Mark	Professional Standards Expert
	Craig	Cecil	Team Leader
	Porter	Jon	Human Resources Expert
	Thomson	Dave	Community Policing Advisor
Police Union	Sadedin	Fishta	President (Head of Administration also present)
Professional & Business Women's Handcraft Association of Albania (PBWA)	Xhabija	Flutur	President
Shkodra Municipality	Benjamin	Naka	Chief of Municipal Police (one inspector also present)
	Oni	Ahmet	Deputy Mayor
Shkodra Police Directorate	Arben	Broja	Focus group participant
	Blerim	Laci	Focus group participant
	Bohzi	Arjan	Director of Police
	Hasa	Rakip	Chief of Public Order
	Mereme	Dragu	Focus group participant
	Pal	Prroi	Focus group participant
Shkodra regional government	Cunguj	Mexhit	Prefect
Tirana Police Directorate	Abdulla	Lika	Focus group participant
	Algert	Mullaimeri	Focus group participant
	Domi	Asslan	Chief of Public Order

	Ermal	Bregu	Focus group participant
	Gerti	Bajrami	Focus group participant
	Gjon	Tusha	Focus group participant
	Jorgo	Giergji	Deputy Director for Public Order
	Maringlen	Hoxhaj	Focus group participant
	Mentor	Kullolli	Focus group participant
	Tatjana	Ago	Focus group participant
Tirana sub-municipality 7	Sara	Pandi	Mayor
UNDP	Malkaj	Vladimir	Cluster Manager, Human Security and Local Development
Union of Chambers of Commerce and Industry of Albania	Zhilla	Ilir	President

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(The team also managed to obtain a number of additional documents during the field trip, which will
be analysed further)