



## DESK RESEARCH ON CURRENT SITUATION IN ALBANIA

The content of this note is based on desk research. The information below is categorised in line with a PESTLES analysis, concentrating on information that is relevant to potential support in the area of Community Policing in Albania. The headings cover Political, Economic, Social, Technological, Legal, Environment, and Security<sup>1</sup>.

### Political

Albania's president is elected by the Parliament for a five year term by majority vote (possibility of one renewal). The current president, Bamir Topi, was elected by an overwhelming majority in 2007. The next elections will be in July 2012. Bamir Topi was a key member of the Democratic Party (DP) prior to his election in 2007. He/she has a largely ceremonial role.

Albania has a unicameral system with 140 deputies. Following recommendations after the 2005 elections, the country has a regional proportional electoral system with closed lists of candidates<sup>2</sup>. The Prime Minister (PM) is chosen by the majority party in parliament and appointed by the President. The current PM, Dr Sali Berisha, is in his second term of office, following his party's victory (as part of a coalition) in the June 2009 elections<sup>3</sup>.

Politically motivated appointments and dismissals of public employees are a significant problem, despite a new Civil Service Law, although this has reduced in the last year. The "lack of transparency and accountability in appointments remains a key European Partnership priority to be addressed"<sup>4</sup>.

Albania is divided up into 12 regions (run by a prefect), 65 municipalities (run by mayors), 309 communes (run by the Head of the commune), and the Capital, Tirana (also run by a mayor)<sup>5</sup>. The prefect is proposed by the PM and appointed/dismissed by the Council of Ministers<sup>6</sup>. All the other positions are elected in Local Elections, which run concurrently to the General Election.

The central institutions at a local level (e.g. education departments, environment agencies etc) are supervised, monitored and coordinated by the prefect, whereas the local government structures are managed by the mayors and heads of communes. However, the prefect has a responsibility to verify the legality of acts approved by local governance units<sup>7</sup> (including reviewing citizens' appeals<sup>8</sup>), and controlling functions delegated from the central government<sup>9</sup>. Monitoring reports gathered by the Institute for Democracy and Mediation<sup>10</sup> (IDM) over the period August 2007 – July 2008 show that there are tensions between the prefect offices and local government structures, often due to ambiguity within the legal framework regarding responsibilities<sup>11</sup>. With respect to the prefect's influence over central institutions at a local level, IDM's monitoring project concluded that this was predominantly linked to the relationship the prefect has with the central government, rather than due

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<sup>1</sup> This is in line with the process used by ISSAT in its Operational Guidance Notes on Assessments.

<sup>2</sup> Electoral Code, Republic of Albania, 2008.

<sup>3</sup> IFES election guide, Albania. [www.electionguide.org](http://www.electionguide.org).

<sup>4</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.9

<sup>5</sup> Council of European Municipalities and Regions

<sup>6</sup> Law on Prefect, (version on web is not dated – needs confirmation)

<sup>7</sup> Article 14, Law No. 8927 'On the Prefect', dated 25.07.2002.

<sup>8</sup> Article 17, Law No. 8927 'On the Prefect', dated 25.07.2002.

<sup>9</sup> Article 16, Law No. 8927 'On the Prefect', dated 25.07.2002.

<sup>10</sup> *Instituti për Demokraci dhe Ndërmjetësim*

<sup>11</sup> IDM, 2008, 'Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level', Tirana July 2008, p.9.



to any institutionalised authority<sup>12</sup>. This is anticipated to worsen with the new Strategy on Decentralisation, which would strengthen the position of the Prefect<sup>13</sup>.

There have been several examples of coordination working groups involving the Prefect and local government institutions (e.g. on road traffic in Durres during the tourist season). However, these are assessed as having limited impact because a) institutions at local level retain far greater loyalty to the line institution to which they report at a central level; b) the influence of the prefect at local level is considered political, as the Prefect comes from the ruling party coalition (due to the fact this position is appointed by the Council of Ministry) – this is especially visible in municipalities run by the opposition; c) the legal framework is ambiguous and there are few examples of good coordination and/or resolution of clashes over division of labour between local institutions; and d) the Prefect has very little de facto power to coordinate publicly elected local government officials and other institutions<sup>14</sup>.

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<sup>15</sup>, and the role of the Prefect regarding coordination in general. IDM monitoring highlights that the local polices believe the cooperation between the Prefect and their institution to be “fairly important” and “close”, although the most relevant institutions are the local government structures. They suggest that this is due to the weight local police officers place on instructions emanating from the central government and institutions, coupled with the irregular quality of engagement between the police and the local government<sup>16</sup>. According to the State Police, “good and cooperative relations with the local government come as a result of the contacts established during meetings organised by the Prefect”. Few relationships are institutionalised, and most is apparently due to personal willingness to engage<sup>17</sup>.

The Ministry of Interior was created in 2005 by merging the Ministry of Public Order and the Ministry of Local Government. The current minister, Lulzim Basha, was appointed in 2009<sup>18</sup>. His opening statement at the National Conference for Community Safety held on 04 February 2010 was supportive of community policing and underlined the need for regional police leaders to integrate contact with local communities into their work<sup>19</sup>.

Albania signed their Stabilisation and Association Agreement with the European Union on 12<sup>th</sup> June 2006, which came into force after ratification by all EU member states on 01<sup>st</sup> April 2009. They applied for membership of the EU on 28<sup>th</sup> April 2009. In line with the procedures for EU enlargement, the EU is currently undertaking an assessment of Albania’s readiness to join the EU<sup>20</sup>.

Albania has taken a proactive approach to meeting the performance indicators for the Paris Declaration. Donor coordination is managed through the Department of Strategy and Donor

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<sup>12</sup> IDM, 2008, ‘Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level’, Tirana July 2008, p.13.

<sup>13</sup> Ibid, p.10.

<sup>14</sup> Ibid, p.15.

<sup>15</sup> Law on State Police (No. 9749, dated 04.06.2007), Article 122 – see below under Legal.

<sup>16</sup> IDM, 2008, ‘Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level’, Tirana July 2008, pp. 18-19.

<sup>17</sup> Ibid, p.35

<sup>18</sup> Ministry of Interior website, accessed 25 July 2010.

<sup>19</sup> ASP Press Release, 04 February 2010, [www.asp.gov.al](http://www.asp.gov.al)

<sup>20</sup> [www.ec.europa.eu/enlargement/index\\_en.htm](http://www.ec.europa.eu/enlargement/index_en.htm), accessed 03 August 2010.



Coordination (DSDC), supported by an Integrated Planning System (IPS)<sup>21</sup>. However, despite the introduction of coordination structures, the extent of central coordination capacity remains limited<sup>22</sup>.

### **Economic**

Albania was one of the few countries to have maintained a positive economic growth over recent years despite the global economic downturn. GDP grew at a rate of 6.1% in 2008 and 3.7% in 2009. GDP per capita in 2009 was approximately 6,300 USD<sup>23</sup>. In the latest figures, Albania is 70<sup>th</sup>/182 in the UNDP Human Development Index (HDI)<sup>24</sup>. According to the USAID Corruption in Albania perceptions survey, over half of respondents think the country's economic situation is "Bad" or "Very Bad" and roughly a quarter of the general public thinks that the country's economic situation will be worse over the next year<sup>25</sup>.

The population of Albania (01 January 2008) is 3.17 million, of which just over 800,000 live in the capital, Tirana<sup>26</sup>. Population growth stands at 0.9 percent annually<sup>27</sup>. Unemployment (Q1 2010) is 13.83%. The average monthly wage for public sector workers is 40,878 Albanian Lek (300 Euro<sup>28</sup>), with a minimum wage of 18,000 Albanian Lek (136 Euro)<sup>29</sup>. The average police salary varies from 39,000 Albanian Lek/288 Euro (rank of inspector) to 93,000 Albanian Lek/628 Euro (rank of leader) per month.

Corruption is considered to be relatively high in Albania, although it has improved in the past years. A culture of impunity still prevails<sup>30</sup>. Albania currently ranks 95<sup>th</sup> out of 180 on the Transparency International Corruptions Perception Index for 2009 and 39.1/100 on the World Bank Worldwide Governance Indicators 2008 (2<sup>nd</sup> to bottom of all the Balkan countries on both scales). However, the police are considered less corrupt than other public officials (59 on a scale of 1-100)<sup>31</sup>. 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. Transparency of institutions is deemed low, with local government structures scoring amongst the highest<sup>32</sup>.

### **Social**

An assessment of civil society in Albania was undertaken by IDM in 2009/2010. Although Albania is 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". 75.3% of civil society organisations surveyed considered donors' priorities very important in shaping the civil society's agenda<sup>33</sup>.

The Government has started to consult with civil society on draft laws, but there are no formal mechanisms. Coordination mechanisms to enhance civil society participation in policy formulation are weak. The Law on the Establishment of the Civil Society Foundation came into force in 2009<sup>34</sup>.

<sup>21</sup> [www.dsdc.gov.al](http://www.dsdc.gov.al) and [www.aidharmonisation.org.al](http://www.aidharmonisation.org.al)

<sup>22</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.9

<sup>23</sup> CIA World Factbook.

<sup>24</sup> UNDP HDI 2009, <http://hdrstats.undp.org/en/indicators/87.html>

<sup>25</sup> USAID Corruption in Albania survey 2010, <http://albania.usaid.gov>, accessed 02 August 2010.

<sup>26</sup> Albania Institute of Statistics, [www.instat.gov.al](http://www.instat.gov.al).

<sup>27</sup> UNDP HDI 2009, <http://hdrstats.undp.org/en/indicators/139.html>

<sup>28</sup> 29 July 2010, [www.xe.com](http://www.xe.com)

<sup>29</sup> Albania Institute of Statistics, [www.instat.gov.al](http://www.instat.gov.al).

<sup>30</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.11

<sup>31</sup> SIDA Albania Anti-Corruption Study, 2007, p.56

<sup>32</sup> USAID Corruption in Albania survey 2010, <http://albania.usaid.gov>, accessed 02 August 2010.

<sup>33</sup> IDM, CIVICUS Civil Society Index (CSI) for Albania – 'In Search of Citizens and Impact', July 2010.

<sup>34</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.14



A 2007 opinion poll for youth aged 9 – 17 years old found that their main concerns were the lack of culture, sports, or leisure facilities. A very high percentage of youth/children supported EU integration, and 44% of those surveyed expressed a wish to live in another country in the future<sup>35</sup>.

Preparations are underway for a population census and a census unit has been set up within the Institute of Statistics (INSTAT), although progress in this area requires amendments to the 2001 Law on Population Census<sup>36</sup>.

IDM has undertaken a number of civil society projects relating to Community Policing. In 2002 they implemented a project on “Community Policing in the Educational System” in Tirana (funded by CIDA), 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 (funded by USAID) to establish Citizen Police Review Boards in Tirana and Durres<sup>37</sup>. 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 (funded by the US Embassy). They are also 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<sup>38</sup>. They were also part of the Community Policing Working Group held by the International Consortium in February 2006

In 2007, IDM ran a project within their ‘department of local mobilisation and decentralisation’ to develop Community Liaison structures in Tirana, Shkodra and Durres. These include Community Based Groups (CBGs) to increase participation in local decision-making. In terms of process, the lessons they learned from developing active participation by the community include: ensuring a sound legislative basis; 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)<sup>39</sup>. The mayor has signed an MoU with the CBGs in Shkodra, sharing responsibilities regarding community communication with local government structures.

In 2005 the Directorate General of the State Police signed an MoU with the Albanian Youth Parliament to improve cooperation between the police and the youth parliament. The purpose of the MoU was to help create a “preventative environment against crime” and facilitate the exchange of information to prevent and identify criminal offences that concern the youth of Albania. This included a toll-free number, encouraging comments on the ASP Community Policing Strategy, and organising periodic meetings between the police and educational facilities<sup>40</sup>.

### **Technological**

Albania is rated as 86/182 for e-readiness, based on the UN e-Government Survey 2008. Many public administration actions are now available online (such as payment of taxes and procurements), and every high school and primary school has been provided with a computer room and Internet access<sup>41</sup>.

Progress in this area is governed by the Inter-sectoral Information Society Strategy 2008-2013. The strategy provides vision on developing an information society, increasing the use of information technology and developing information technology infrastructure<sup>42</sup>.

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<sup>35</sup> UNICEF national youth opinion poll, "Albania Young Voices", 2007.

<sup>36</sup> Ibid, p.42

<sup>37</sup> Further information is required on whether there has been any follow on to the Citizen Police Review Boards.

<sup>38</sup> [www.idmalbania.org/en/programs](http://www.idmalbania.org/en/programs)

<sup>39</sup> IDM, 2008 'Praktikat e mira rajonale mbi pjesëmarrjen komunitare në qeverisjen vendore',

<sup>40</sup> MoU Directorate General of State Police / Albanian Youth Parliament No. 052812/1, 28 December 2005.

<sup>41</sup> NSDI Progress Report 2008, p.44.

<sup>42</sup> Strategjia Ndërsektoriale e Shoqërisë së Informacionit, [www.e-albania.al](http://www.e-albania.al)



The Law on protection of personal data came into force in April 2008 and a Commissioner for Data Protection was appointed by Parliament in September 2008<sup>43</sup>.

There are two national television (TV) stations, 69 local TV stations, 50 cable stations (several of which may just be cable versions of the local TV stations), two satellite TV stations, 48 local radio stations and six international radio stations.

## Legal & Strategic

### National Strategy for Development and Integration

In accordance with Albania's National Strategy for Development and Integration (NSDI)<sup>44</sup>, by 2013, "Public order will be strengthened [in Albania], through community policing, which is recognised as most appropriate for a democratic state..... Albania will have security standards similar to those in EU countries as evidenced by the reduction in crime, the increase in public trust to the police, and the strengthening of law enforcement" (p.13).

More specifically, the NSDI sets out sectoral priorities under Public Order (Democratisation and Rule of Law) which are relevant to Community Policing (p.34). These include:

- Building partnerships and confidence (staff training, researching citizen perceptions and demands, improving communications between partner agencies and institutions involved in implementing the law)
- Increasing the quality of service (capacity building in communications, performance management)
- Intelligence-based policing (developing a national intelligence model, creating intelligence units and training staff)
- Reduce crime rates and anti-social behaviour
- Improve road safety
- Develop human resources, improve logistical management and develop infrastructure

The strategic-level indicator included in the NSDI is the number of criminal offences per 100,000 population excluding traffic offences (p.92)

The NSDI also underlines commitments to Gender Equality and the prevention of domestic violence (p.59). The most relevant priorities and policies with respect to Community Policing include:

- Increase the representation of women and girls in decision-making processes
- Protect and offer justice to the victims of domestic violence
- Offering social support to victims

### Law No. 9749 on 'State Police' (04.06.2007)

Community Policing is covered in Article 122 in the Albanian State Police Law. It sets out the obligations for District Police Directors to draw up annual District Policing Strategies for the Community Safety. The strategies must be drafted in consultation with the respective Prefects, Mayors and other local government leaders, representatives from district institution directorates, and representatives from 'interest groups'. The strategies must map out the situation with respect to criminal offences; make recommendations for reducing offences; clearly express commitment to engage in regular dialogue with representatives from the community; and specify how concerns arising over the past 12

<sup>43</sup> European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.50

<sup>44</sup> The NSDI incorporates Albania's commitments within its Stabilisation and Association Agreement (SAA) with the EU. Relevant Articles in the SAA are 80-85 under Title VIII on Justice, Freedom and Security.



months have been tackled. The report will be submitted for approval to the Policy Group<sup>45</sup> at its January meeting.

*Comment – according to analysis carried out by IDM<sup>46</sup>, this law seriously undermined the foundations of Community Policing in Albania. In the previous law (law no. 8553, dated 25.11.1999 “On the State Police”), the local municipal structures were consulted on the appointment of the police Commissariat<sup>47</sup>. Under the new Law, this link with the local elected government has been removed, which, according to IDM, has reduced police accountability and hampered efforts to develop local solutions to problems of crime and public safety<sup>48</sup>. The responsibility for coordination now lies with the Prefect, who is an appointee of the Prime Minister, which exacerbates the problem of politicisation and central level control of the police.*

#### Law No. 8224 on ‘Organisation and Functioning of Municipal and Communal Police’ (15.05.1997)

This law details the basis for cooperation between the state and the municipal police<sup>49</sup>.

#### Law on Legal Aid

This entered into force in April 2009. The Law provides for free legal services to juveniles, witnesses or vulnerable persons. This will be supported by a State Commission for Legal Aid (still to become operational). Access to justice by vulnerable groups (Roma, victims of domestic violence, etc) is still deemed to be sub-standard<sup>50</sup>.

#### Regulation on the Probation Service

This was adopted in 2009, following amendments to the Criminal Code in December 2008 on alternatives to detention. Implementation is progressing slowly<sup>51</sup>.

#### Law on Domestic Violence

Most of the bylaws to implement the law on Domestic Violence have been implemented.

#### Law No. 8652 on ‘Organisation and Functioning of Local Government’ (31.07.2000)

This law underlines the autonomy of local government and delineates relations between the central and local government.

#### Strategy on Decentralisation and Local Government

This strategy recognises the role of the Prefect in coordinating actors at a regional (‘qark’) level.

#### Law No. 8927 on ‘The Prefect’ (25.07.2002)

Article 10 states that the “prefect receives regular information on the problems of order by the region police director, and he requires the enforcement of measures to keep the order”. Furthermore, the “prefect coordinates the activity and ensures the mutual support of the state police organs of the central institutions at the local level, and of the local government organs in order to keep the order, and public security, as well as for the enforcement of the acts of the local government organs”.

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<sup>45</sup> Art. 29(2): the Policy Group is made up of the General Director of the Police, the Deputy General Directors of Police and the Directors of the General Police Directorate.

<sup>46</sup> IDM, 2008, Policy Brief No. 2, ‘Për një baskkëpunim real Polici e Shtetit – Pushtet Vendor’

<sup>47</sup> See in particular Arts 44, 54 and 57.

<sup>48</sup> According to IDM, this issue is being pursued by PAMECA, although there is no reference in PAMECA’s work plan (dated September 2008).

<sup>49</sup> Information taken from the IDM report – a copy of the Law is required.

<sup>50</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.13

<sup>51</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.14



*Comment – The Police have welcomed moves to undertake awareness campaigns to clarify to the population the legal competencies of the police vis-à-vis the local government (e.g. illegal parking, etc). 65% of police departments at the regional level and around 50% of police commissariats believe that deficiencies in the law and the lack of clear competencies have affected the levels of cooperation with local government and quality of service to citizens. Focus group participants have suggested MoUs between the police and institutions at local level to improve cooperation<sup>52</sup>.*

Additional relevant EU frameworks:

The European Code of Police Ethics<sup>53</sup>

- *Article 15: Police organisation and operational independence from the executive.*
- *Article 18: Organising the police from the perspective of the police being an integrated part of society.*
- *Article 59: Accountability and control of the police.*

EU Stockholm Programme, Multi-Annual Programme 2010 – 2014 regarding Freedom, Security and Justice serving the Citizen.

## **Environment**

Independence Day on the 28<sup>th</sup> November is a national holiday.

Following the construction of new national roads throughout Albania, travelling time between the regions has been reduced dramatically.

## **Security**

### General crime environment

In 2008 there were 321 criminal (non-traffic) offences per 100,000 inhabitants. The detection rate for criminal offences was 81%. 81% of cases were solved, including 83% of murders. There has been a significant drop in the amount of illegal drugs transiting through Albania to Italy and the rest of the EU<sup>54</sup>. However, more work is required to increase reporting levels for crimes and the low level of offences recorded is most likely misleading<sup>55</sup>.

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. There has been progress in combating trafficking of human beings. The number of indigenous persons trafficked has decreased and Albania is no longer considered to be a transit country<sup>56</sup>.

The number of blood feud-related killings dropped in 2008 due to reconciliation efforts by civil society and improved prosecution of perpetrators. However, a consolidated strategy to deal with blood feuds, including crimes committed under customary law, has still to be adopted<sup>57</sup>.

Domestic violence is widespread, although many incidents are unreported and sound data is missing<sup>58</sup>.

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<sup>52</sup> IDM, 2008, 'Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level', Tirana July 2008, p. 36.

<sup>53</sup> It should be confirmed if Albania has, or plans to, adopt this.

<sup>54</sup> NSDI Progress Report 2008

<sup>55</sup> European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.48

<sup>56</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.49

<sup>57</sup> Ibid, p.11

<sup>58</sup> Ibid, p.15



In 2007, 84% of children felt “safe” or “very safe” in their neighbourhoods, up from 64% in 2001<sup>59</sup>.

### Police-Prosecutor relations

A cooperation agreement was signed between the ASP and the General Prosecutor in April 2008 to define responsibilities. Investigative capacity within both institutions is weak and there has been little progress in establishing police case reporting systems.<sup>60</sup> There are issues relating to cooperation at the operational level between the Police, Customs and General Prosecutor’s Office. The Judicial Police Law is not yet fully implemented<sup>61</sup>. The joint police-prosecutor office set up to tackle corruption does, however, appear to be operating well<sup>62</sup>.

### The Police

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<sup>63</sup>. There are 12 police directorates at regional level, and regional Border and Migration Directorates. In 2007, there were 9,700 officers in the Albanian State Police<sup>64</sup>.

### *Seven Year Strategy of the State Police*

The Albanian State Police (ASP) has a **Seven Year Strategy of the State Police** that supports their commitments to the NDSI and expands the priorities listed in the NSDI. It runs over the same period (2007-2013).

The **vision** of the ASP is “Together for a Safer Community” (p.7).

Its **mission** in support of this vision is: “To guarantee a safe environment for the community by higher performance policing standards that are demand driven, supported by the most advanced infrastructure and the establishment of a modern management culture in the State Police” (p.8).

The ASP Strategy explicitly selects Community Policing as their policing model. By implementing this, the ASP seeks to change the police mindset, create a modern management culture, build partnerships, and improve the image of the police with regard to trust. The Strategy also specifies that implementation cannot be achieved without contemporary infrastructure (p.9).

With regard to trust, the ASP Strategy recognises the need to improve the quality of service to the public and undertake confidence building (pp. 32-33). This will be achieved through:

- Identifying every police-public relationship that needs to be improved;
- Improving police officer attitudes towards citizens (irrespective of social origin);
- Improving communication skills, including “giving citizens access to monitor activity and improving the performance of the organisational structures responsible for public relations”;
- Identifying and promoting positive values in such a way that will promote the image of the police and enhance cooperation;
- Creating a proactive and active model of reaction to problem-solving;
- Identifying public needs and establishing them as priorities;
- Continuously improving the quality of service;
- Improving the experience citizens have when contacting the operations and emergency rooms (these tend to be the first contact citizens have with the police after a crime is committed);

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<sup>59</sup> UNICEF national youth opinion poll, "Albania Young Voices", 2007.

<sup>60</sup> European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.48

<sup>61</sup> Ibid, p.48

<sup>62</sup> SIDA Albanian Anti-Corruption Study, Dec 2007

<sup>63</sup> A schematic is available in hard copy due to its size (2x A3)

<sup>64</sup> Swedish Fact-finding study 2009



### *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<sup>65</sup>.

*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<sup>66</sup> 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: creating a map of ASP processes and activities<sup>67</sup>; 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).

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<sup>65</sup> 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”.

<sup>66</sup> 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).

<sup>67</sup> The team should ascertain if this has been carried out and if so, obtain a copy.



*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.

#### Albanian State Police Action Plan regarding Community Policing<sup>68</sup>

The Operational Action Plan for the Implementation of the Strategy on Community Policing was adopted in November 2008. It covers the period 2008-2010<sup>69</sup>. The ASP has reiterated implementation of this Action Plan as one of the priorities for 2010<sup>70</sup>.

The Action Plan includes the following overall objectives:

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

The Albanian State Police have set up a strategic steering group involving command level officers from all directorates to set the direction and oversee implementation of their own Community Policing action plan and those actions advised by PAMECA. This is to get away from Community Policing being seen as only a specialist function for a few low level uniformed officers, and to promote the philosophy that it is an overarching policing style for all. The 12 Regions have set up regional working groups (RWG) to oversee progress against their annual policing plans. They are evolving from police-only structures to multi-agency groups so that partner agencies can contribute to wider community safety. The emphasis is on joint problem solving of local priorities. A national training programme is under way to train all patrol officers (some 5,000) in CP via a one-day course, delivered on the Regions by ASP local trainers. This training incorporates problem solving in partnership, intelligence led deployment, effective communication and quality of service<sup>71</sup>.

#### Police performance

The ASP Strategy states that improvement of police performance means the “increase of results in the fight against crime, more effective resource management, [defined] indicators [and means of measurement] for every structure, promotion of best values and experiences, career system, increase of transparency and communication, increase of capacities, as well as improvement of the police education system” (p.12). The main priorities of the ASP should be derived from the identification of public needs and demands for policing. PAMECA and IDM are currently engaged in supporting the introduction of Results Based Management (RBM) in the ASP.

They intend to use several methods to assessing performance, including the “creation and implementation of a self-assessment model, and elaborating indicators measuring individual and structural performance” (p.32). The self-assessment model includes the following components: strategic indicators of performance; leadership; personnel; policies and strategies; partnerships and

<sup>68</sup> Information on has been taken from the SIDA 20009 Fact-finding report.

<sup>69</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.48

<sup>70</sup> Activities of the Albanian State Police 2009, www.asp.gov.al

<sup>71</sup> Email correspondence PAMECA/ISSAT July 2010.



resources; processes; and employee, public and society indicators. These are measured through performance indicators.

Generally, there are problems with removing previously trained and competent staff from their posts. Police officers who have failed basic competent test remain within the system for up to three years. Overall management of police human resources is considered unsatisfactory<sup>72</sup>. The complaints and discipline process requires better integration with the Office of Internal Control<sup>73</sup>.

The police have limited awareness of how to use an intelligence-led approach on a national scale, and there is limited use of criminal intelligence tools. Regional police have access to the MEMEX information system<sup>74</sup>.

There is an internal police order that requires the regional police structures to submit a weekly report to the Prefect on police work and public security, but adherence to this appears sporadic. Police in all four areas included in the IDM study (Durrës, Shkodra, Fier, Korça) noted that the Prefect had reduced the focus on coordination, although the joint meetings between police, local government and central institutions that did take place were beneficial<sup>75</sup>.

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<sup>72</sup> European Commission Albania 2008 Progress Report, SEC(2008) 2692, p.48

<sup>73</sup> European Commission Albania 2009 Progress Report, SEC(2009) 1337/3, p.48

<sup>74</sup> Ibid, p.48; MEMEX is a “worldwide leader in intelligence management solutions that help improve intelligence processes, enhance public safety, and prevent and deter crime, terrorism and other threats. The company has a strong presence in the law enforcement and homeland security markets” ([www.memex.com](http://www.memex.com)). These include the US, UK and Albanian State Police.

<sup>75</sup> IDM, 2008, ‘Moving Towards Consolidated Interactions Between the Local Government and Central Institutions at Local Level’, Tirana July 2008, p.34.