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**STRENGTHENING COMMUNITY POLICING IN ALBANIA**

**FORCIMI I POLICIMIT NË KOMUNITET NË SHQIPËRI**

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**INCEPTION PHASE REPORT**

**(REVISED, December 2017)**

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| **Address** | Dalagatan 7, 111 23 Stockholm, Sweden  Web: [www.fcgsweden.se](http://www.fcgsweden.se)  ++46 8 406 76 20 |
| **Contact person** | Mr. Pontus Förberg, Project Director FCG  Cell: +46 70 214 21 81, Office: +46 8 406 76 20 [pontus.forberg@fcgsweden.se](mailto:pontus.forberg@fcgsweden.se)) |
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| **Chair of Project Steering Committee** | General Director of Albanian State Police |
| **FCG Project Team Members** | Mr. Ansi Shundi, Team Leader  Mr. Alexius Schubert, International Police Advisor  Mr. Ulrich Dugas, M&E Expert  Mrs. Miranda Fishka, GS Manager, DV Expert  Mr. Arian Braha, Program Coordinator  Mrs. Jolanda Gugaj, Program Officer |
| **SCPA Contacts** | Address; Blv “Gjergj Fishta” Rr. Fadil Rada, P. Daniela, Hyrja B, Ap. 6/22 Tirana, Albania. Tel + 355 44 511 340  Mail: [info@cp-project.al](mailto:info@cp-project.al)  Web: [www.cp-project.al](http://www.cp-project.al) |

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# ACRONYMS AND ABBREVIATION

ASP - Albanian State Police

CP - Community Policing

CPF - Community Police Forum

CPO - Community Policing Officer

CSP - Community Safety Partnership

CSS - Community Safety and Security

DAC - Development Assistance Committee

DDPFFA - Department of Development Programming, Financing, and Foreign Aid

DV - Domestic Violence

DVS - Domestic Violence Support

ESS - European Social Survey

EU - European Union

EUR - Euros

GD - General Director [of the ASP]

GoA - Government of Albania

GS - Grants Scheme

HQ - Headquarters

IC - International Community

ICITAP - International Criminal Investigative Training Assistance Program

SIAC - Service for Internal Affairs and Complaints

ILECU - International Law Enforcement Coordination Units

INSTAT - Institute of Statistics

IOM - International Organization for Migration

IPA - International Police Advisor

ISSAT - International Security Sector Advisory Team

ITWG - Inception Technical Working Group

JSC - Joint Steering Committee

JWG - Joint Working Group

LCPS Local Council on Public Safety

LPD - Local Police Directorate

LGBT - Lesbian, Gay, Bisexual, Transgender

M&E - Monitoring and Evaluation

MoI - Ministry of Interior

MoJ - Ministry of Justice

NGO - Non-Governmental Organization

NSDI - National Strategy for Development and Integration

OECD - Organization for Economic Co-operation and Development

OSCE - Organization for Security and Cooperation in Europe

PAMECA - Police Assistance Mission of the European Community to Albania

PMS - Performance Management System

PMT - Project Management Team

PSC - Project Steering Committee

SAA - Stabilization and Association Agreement

SACP - Swedish support to the MoI / ASP on Community Policing

SCPA - Strengthening Community Policing in Albania

SGS - Small Grants Scheme

Sida - Swedish International Development Cooperation Agency

SMS - Strategic Management Support

SSR - Security Sector Reform

SOP Standard Operating Procedure

ToC - Theory of Change

TLPD - Target Local Police Directorate

TWGs - Technical Working Groups

UNDP - United Nations Development Program

UNHCR - United Nations High Commission for Refugee

UNICEF - United Nations Children’s Fund

USAID - United States Agency for International Development

# Executive Summary

As PMT, we are glad to present this Revised Inception Report to be endorsed by the Swedish Embassy and ASP, prior to the commencement of the implementation of its activities. It encompasses our approach to deliver the expected outputs, as well as the list of activities and rationale behind each of them.

SCPA was designed to support Community Policing in Albania with MoI and Albanian State Police as the main beneficiary. This second phase of the program started with an inception period in 2017 and is planned to last until 2020. It acknowledges and builds upon results achieved from the first phase of SACP. The program will provide assistance in three inter-related pillars: I. Regional Police Directorate Community Policing Support; II. Strategic Management Support (SMS); III. Domestic Violence Support (DVS).

For the purpose of continuity and sustainability the new Community Policing Document 2018 – 2021 needs to be drafted and PMT will fully support the MoI and ASP in this undertaking. Furthermore, the PMT will support the elaboration of the progress report on Policing Document on Community Safety 2015 – 2017. The report will be used as an important tool to feed to the new Community Policing Document. The Document will constitute the basis of the local strategies of the two TLPDs which implementation will be supported by SCPA. In addition, the PMT will contribute to the review of the legal and by-legal framework on DV and the SOPs for CPO in order to update them and best fitting to the current context.

Based on a set of criteria, the ASP jointly with PMT decided to select the LPDs of Elbasan and Kukes to be the pilot LPD where the CP will be further strengthened and supported. To support this, a questionnaire was compiled and the extensive data will be evaluated to identify gaps and to develop recommendations to make the TLPDs and later on the other LPDs fit for the future as well as to transfer ownership to the ASP.

As a first step the PMT submitted proposals for revised organizational structures of the Elbasan LPD, Elbasan Commissariat and for a smaller Commissariat in a rural area. The recommendations are relevant to strengthen the intervention and Community Policing capacities. They enhance the abilities for analyzing, planning, monitoring and evaluation. Apart from the decision to restructure the above mentioned organizations, the program will support the ASP to elaborate a simple, yet efficient monitoring system for the Community Policing Document, based on a set of key performance indicators, easy to collect but meaningful in substance. Furthermore, the PMT will support the ASP to implement the Integrated Communication Strategy.

To reach the primary goal of Community Policing, namely building mutual trust and partnership between police and communities, the organization needs purposeful capacity building at all levels. Therefore, it is of crucial importance to have well educated and trained as well as motivated staff.

Hence, the program will support, monitor, evaluate and provide training for the CPOs and crime inspectors, the reception hall staff, the spokespersons of LPDs and continuous refresh DV training for the staff of all LDPs. In addition, training will be offered for the middle and high management focused on monitoring and evaluation systems/methods. The daily work of CPOs will be assessed and a coaching system might be helpful to enhance their skills and motivation. The ASP will be supported in strategic management, in strategic planning and in improving the system of reporting. A Domestic Violence Prevention Approach by the ASP needs to be developed to ensure a sustainable and effective response by the police. Furthermore, internal coordination and communication among police structures needs to be enhanced. This is an important challenge and step for the ASP to be successful and shall eliminate a major week point. Finally, by the use of PSS and LSMS will be further increased the capacities to systematically use an external monitoring mechanism evaluating performance of ASP and its staff.

External cooperation is crucial for Community Policing. Experiences in all police services dealing with CP show, that in the long term the police has to be the “motor” for it. The engagement of external stakeholders in Community Policing decreases due to their own daily tasks and obligations. Hence, it is essential for sustainability that the idea and the rules of CP need to be strongly anchored in the ASP as well as the capability to deal with it.

The most important step is to initiate and support the establishment of Local Councils for Public Safety (LCPSs) in the municipalities of the two TLPDs. In the municipalities where LCPSs exist, support shall be delivered regarding proper functioning. The LCPS shall be the discussion forum for issues related to local safety and security and coordinates the approach and intervention of police and municipality. In addition, partnerships with citizens and other local contributors shall be organized with the aim to enhance public safety and security in the regions. As an effective tool to intensify CP the PMT will support national awareness campaigns of different topics targeting especially youth and in addition to that Gender Based Violence and Domestic Violence awareness campaigns will be planned in the two TLPDs. Amongst others the above mentioned training for the spokespersons of the LPDs shall lead to a more active and interaction role in cooperation with the public and media. The PMT will foster cooperation with universities or other agencies dealing with surveys in order to establish a more sustained way to conduct such surveys.

Moreover, a Grant Scheme is developed and provided by the project to support the local civil society initiatives that are in line with the community policing philosophy and support the combat against DV. That assists to the achievement of the objectives of the three components of the SCPA. Such initiatives that help to facilitate an enhancement of the relationship and cooperation between police and local communities and prevention joint activities with the police will be supported.

Satisfying working conditions are important for a successful police service. They facilitate effective work processes and lead to the desired outcomes and impacts. The PMT will support the improvement of working conditions of the CPOs, crime inspectors and DV specialists in the commissariats of the TLPDs to better fulfill their tasks. The support will be focused as below:

* restructuring and reorganizing the internal premises
* support with working material and communication means
* support to enhance the Reception Hall infrastructure in the TLPDs
* set up of a data collection system on DV cases at central level for the ASP, Prosecutors and Courts
* Re-establish and maintain the virtual police officer in the pilot areas with a view to extend it into all LPDs.

It is expected, that these measures are important steps not only regarding better work results, but also for job satisfaction and motivation as well as for sustainability.

These are all complex interventions and close cooperation with the ASP is essential for the successful implementation of the project. In this regard three layers of project implementation/monitoring are created:

1. Technical Working Groups, that can be created anytime there is a need to discuss a particular, technical issue;
2. The Joint Working Group where the program reports on the progress and important decisions are taken;
3. Steering Committee, where all stakeholders come together and ensure the strategic management and steering of the program.

# Introduction and background information

The Strengthening Community Policing in Albania (SCPA) Program is implemented in a dynamic situation when the government is putting high emphasis on the community policing philosophy, aiming to secure the community support towards increased safety and security.

Community Policing (CP) philosophy is mentioned in all core policy documents and strategic plans, including the new Ministry of Interior (MoI) Policy Priorities 2017-2021. The CP will be at the fundaments of interventions in the public order area in the next government term and will guide the expected revisions of the modalities the Albanian State Police (ASP) works and it is organized. This activity is not seen as a mere revision of the structure, but as an incremental improvement of territorial control, efficient use of the resources, the proper use of internal structures and police officers, which are based on needs and increased partnerships with local stakeholders and the community.

In parallel, the ASP is aiming to increase the overall management efficiency and cut the unnecessary bureaucracy, as well as further improve the service delivery to the citizens. A special emphasis is put to prevention of domestic violence cases and better coordination response from all the institutions dealing with this issue.

All these objectives suit well with the overall objectives of the Swedish support for the Government of Albania and the SCPA Program will support the MoI and the ASP achieving these objectives.

## Swedish support to Albania on (Community) Policing

Sweden has a long fruitful story on supporting the Albanian MoI and Albanian State Police (ASP) over the past years to develop Community Policing (CP) in Albania. From 2012 Sweden provided assistance through the SACP Program (Swedish Support to MIA/ASP on Community Policing - 1st phase). The Program focused on providing support to MoI and ASP in order to improve security and safety service delivery to the communities, to increase trust between the police and various stakeholder groups, as well as to increase partnership with the population (in particular youth). In order to contribute to this virtuous circle of better service delivery – trust – partnership, the SACP worked on three main streams of action: i) performance management within the ASP; ii) partnership, including the support to 74 small grants for activities reinforcing cooperation between the police and youth, and iii) domestic violence (with the ASP and other main institutional stakeholders such as the Ministry of Education and Ministry of Welfare and Youth and Health).

By the end of the first phase the Government of Albania (GoA) expressed an interest in continued support in this area in the coming years. Therefore, Sweden developed and managed a process in partnership with the MIA and the ASP to design a new Program (2nd phase) which took place over the period September–December 2014, comprising five phases. It was conducted by a team including representatives from the MoI, ASP, a team from DCAF’s International Security Sector Advisory Team (ISSAT), and one representative from the Swedish National Police Board (SNPB). The Swedish Embassy in Albania played an integral role during each phase.

The program proposal document (SCPA-Strengthening Community Policing in Albania – 2nd phase) is based on a wide consultation with a large variety of stakeholder groups. Throughout the whole process, particular attention has been given to the Results Strategy for Sweden’s reform cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020 and the Albanian Stabilization and Association Agreement (SAA), the National Strategy for Development and Integration 2014-2020 (NSDI); the Law on State Police, the ASP Strategy (2015-2020), the Policing Document on Community Safety 2015-2017 etc.

In 2017, Sweden started a new contribution focusing on juvenile justice. Swedish justice agencies will work together with their Albanian counterparts to promote EU standards on juvenile justice, through better coordination between the Albanian justice agencies. At present, a team is established and working on updating their program document in order to start the activities by the beginning of 2018.

## 2.2. International assistance to the Albanian State Police on community policing

In their commitment to enhance community policing, the MoI and the ASP are being supported by a number of international actors. Besides SCPA which is one of the major actors in this area, the current **EU funded program PAMECA V** (Police Assistance Mission of the European Community to Albania) is active in supporting the ASP. Its main objective is to bring Albania’s law enforcement agencies (in particular the ASP and the General Prosecution Office) closer to EU standards. Key activities include support to further develop target group’s capacities to identify priorities, draft strategic and action plan documents, support EU integration structures and their work practices regarding inter-institutional cooperation, identify priorities and needs for donor funding as well as improvement of IT and communication infrastructure. PAMECA V will continue to provide support and strategic advice to the high level officials of beneficiary institutions (MIA, GPO and ASP) on various strategic issues, namely, strategic planning, legislative and structural changes, institutional cooperation and international cooperation with EU and MS agencies in the area. PAMECA’s work is not as such focusing directly on community policing but the areas it covers such as human resources, traffic policing, human rights, and strategic advice, are integral to success in this area and are hence very important to take into consideration for coordinating international assistance to community policing attempts of MoI/ASP.

**ICITAP** (International Criminal Investigative Training Assistance Program) has been present in Albania since 1998. ICITAP has assisted in the development of Albania's police through a program that focuses on enhancing border management, increasing capabilities to combat organized crime, police training and academy administration, human resource management and professional accountability and developing a sustainable information management system. ICITAP advisors are collocated within the MoI and the ASP, predominantly working as strategic advisors. During 2012-’15, the SACP program collaborated closely with ICITAP on information management systems strategic management and implementation of the program “Education, awareness and reduction of demand for drugs and other substances*”,* in the 9-year schools of Albania”. Many grantees within the small grant scheme were coached and led to implement their activities in a manner consistent with the above program.

ICITAP has recently started a program on Countering Violent Extremism (CVE) in Albania and an expert is dedicated to such activity. This program will include strengthening the ASP, specifically the CP officers in identifying and managing CVE cases especially in identified hotspot areas. In Elbasan there will be cooperation with SCPA because the same target CPOs will be trained to increase cooperation with the public. It has already been discussed the possibility to join forces when the CPOs of this area will be trained.

It is worth noting too that the EU is implementing a program on the consolidation of the justice system in Albania, EURALIUS. Future development of this program and the linkage within the criminal justice chain will be important to take into account.

The **OSCE** has been supporting the MoI and ASP in their modernization process since 1997. They currently have staff working on policing issues, focusing on the educational system of the police, border management and forensics. Today, the OSCE Presence’s activities, among others, range from arms control and the fight against trafficking to human rights protection; and building the capacity of law enforcement officials. Recently OSCE has involved in building Local Safety Councils in the area of Elbasan in the framework of their program of combatting terrorism and radicalization.

There are a number of other actors working on security and justice issues, albeit on a smaller scale, such as:

* UNDP on domestic violence and anti-corruption
* IOM, UNODC and UNHCR on migration, human trafficking and organized crime
* UNICEF on juvenile justice
* Dutch Embassy funded Matra Program on social transformation, including developing police integrity and anti-corruption mechanisms in the State police.
* Austria and Switzerland supported program on International Law Enforcement Coordination Units (ILECUs) in South Eastern Europe

SCPA, PAMECA, ICITAP and OSCE are sharing information and cooperating with each other on a regular basis. This good collaboration will be important to maintain for the 2nd phase of the SCPA program in order to avoid duplication and develop activities based on existing achievements from other donors.

In this regard, *the program has already established contacts with all managers and component leaders of all the programs mentioned above and addressed the risk of running activities in parallel. Instead, a synergizing approach has been adopted*. It was agreed with OSCE that SCPA will build on the job done by OSCE in the region and further develop the concept of Local Councils on Public Safety. With UN related organizations it was agreed to coordinate our activities in the area of domestic violence, while with the Matra Project it was agreed to coordinate the regions where grants will be provided by both projects.

The USAID Project on Planning and Local Governance has recently introduced another component namedStrengthening Civic Engagement to Counter Violent Extremism, which includes activities in two pilot areas, one of which is Elbasan. One of the activities will be training of the Local CVE Forum. Further discussions will take place regarding the details of cooperation and the modalities to involve the Local Council on Public Safety which will be supported by the SCPA program.

# Program objectives and focus areas

**Overall Objectives**

The primary objective of the Program is to **support the Albanian State Police in building mutual trust and partnership between police and communities in order to create safe neighborhoods**. Another long-term objective is to contribute to increased public trust in the police so that the communities become more engaged and confident in the way that their safety and security needs are met. The intervention will require behavioral changes at a number of different levels, all of these are necessary to ensure a strong CP approach.

**Program focus areas & specific objectives, as expressed in the ToR are:**

**Pillar 1** A**-** Assist the Police especially at the TLPDs level to solve and prevent more crimes with the assistance and cooperation of CSS actors and the public.

B- Contribute to an increased partnership and level of interaction across the different CSS actors and communities; work with all the elements of the LPD besides CP designated police officers.

C- Enhance the soft skills to interact with public and other institutions and strengthening or creating supporting systems.

**Pillar 2** A-Assist the ASP to implement strategic management system that allows the organization to track their performance and be able to strategically deploy suitable resources in an effective and efficient manner based on M&E capacity development.

B-Enhance the internal coordination of the ASP.

C-Improve the internal and external communication of ASP.

**Pillar 3** A-Support the ASP to enhance the capacity to better respond to DV cases and also increase the coordination with other stakeholders dealing with domestic violence, with the focus on the range of preventative and responsive needs with regard to DV incidents.

B- Contribute to enhancing the interaction/ coordination among the ASP and other actors to ensure necessary flexibility to ensure adequate and comprehensive (ample) treatment of domestic violence.

# Program components and intervention logic

The PMT has endeavored to link each component part of the Program by ensuring that all activities are complementary and support the overall common objectives of the Program. Pillar I & II activities are complementary and careful planning has been done in this regard. The program will use the Local Councils on Public Safety in the framework of Pillar I to discuss issues related to safety in the community and better cooperation among all stakeholders, while in the framework of Pillar II the support to LCPSs will be focused on a more strategic level, aligning objectives and resources towards common goals. At the same time, the Grants’ Scheme will serve as a boost for all pillars, especially bringing different actors from the communities closer to the police and enhance cooperation in all three intervention areas.

The specific elements of the current management systems that require adjustment in the area of SMS, DV and the delivery of community policing were identified from a process of consultations and analysis during this inception phase.

Phase 1 provided important support for fostering different elements of Community Policing concepts within the ASP. This has been clearly manifested by the new ASP law, the five-year Strategy on Public Order and the three years Document on Community Policing. The second phase will be a natural continuation of support in all three intervention areas, building upon the outputs and outcomes of the first phase. The program will use all products developed during the first phase and continue to further develop the interventions.

The first phase’s experience showed that it is possible to engage communities and government institutions in joint work as in carrying out the LSMS, national surveys and DV studies. The Small Grant Scheme contributed to strengthen the cooperation between public and police at local level and especially the openness of the ASP towards youth and people living in difficult circumstances.

The second phase will build on the corner stones and the lessons learned in the first phase as it will further support the development the CP structures through its reorganization, strengthen ASP monitoring and evaluation process and fight against domestic violence. The Grant Scheme will cover all the three pillars.

Collaboration and coordination with ASP and MIA will have the same approach as in phase 1. A set of agreements is signed with MIA, ASP HQ and TLPDs detailing the engagement of the parties and the decision making process. Close cooperation will take place with local bodies and organized and non-organized communities. The agreement between Sweden and Albania was ratified by the Albanian parliament with the law no 95/2017 dated 29.09.2017.

A bridging workshop was organized by the PMT inviting the main representatives of the ASP and international programs supporting the ASP. The main objective was to discuss the lessons learned from the phase 1 and links to the second phase. The program’s intervention logic is depicted in the chart below:

IMPACT

**Mutual trust and partnership between police and communities in order to create safe neighborhoods**

FINAL

OUTCOMES

**Citizens play an active and positive role towards their personal & CSS**

**Accountable, capable and responsive institutions providing community safety & security(CSS)**

* assist the ASP to solve and prevent more crimes with assistance and cooperation of SSC & the public.
* contribute to an increased partnership and level of interaction across the different SSC actors and communities.
* enhance the soft skills to interact with public and other institutions and strengthening or creating support systems.
* support the ASP improving the system of strategic planning and performance evaluation.
* support the ASP in improving and operating the internal and external coordination systems
* support the ASP in improving and operating the communication system for both: i) internal communication and ii) communication to the community/public,
* Improvement of preventive measures and services delivery quality of the ASP in responding to DV incidents.
* Improved interaction/coordination among the ASP & local stakeholders to ensure adequate and comprehensive treatment of domestic violence cases.

**GRANTS’ SCHEME- HORIZONTAL APPROACH**

**Small Medium Large**

## **Inception Phase Activities**

The inception phase commenced on 4 January 2017 when the Program Management Team (PMT) was deployed to Tirana. The work plan for the inception phase was prepared by the PMT in close consultation with the ASP and it reflected the tasks and responsibilities set out in the Program Document. The Political Agreement between Government of Sweden and the GoA was signed on February 16th 2017.

Based on the ToR and the Project Document, the program is supposed to work with the ASP in two selected TLPDs and pilot different solutions, while identifying the best suitable model for Albania. Based on the results, future extension of the intervention to all LPDs will be decided.

Until September, a number of site visits and collection of information and data were organized. In agreement with ASP two TLPDs, Elbasan and Kukes were selected. These will serve as pilots for the activities on community policing and for the foreseen reorganization of commissariats and LPDs. Elbasan is a very diverse LPD with commissariats in large and small cities, mountainous and rural large areas. The MoI has designated Elbasan as pilot and would like to start the transformation of the police from Elbasan.

Kukes LPD was selected as representative of a small LPD with few commissariats in small cities and rural, mountainous areas.

In September 2017 the Swedish Embassy decided to extend the Inception Period until December 2017 to incorporate in the plan of activities all new priorities and objectives of the newly formed government. At the same time the FCG was required to find replacements for the three key experts in the PMT[[1]](#footnote-1) and redraft the Inception Report and activity plan. The replacement of experts occurred rapidly and did not cause further delays in the program.

Despite the full activity plan of the program has not yet been approved, it was agreed with the ASP and the Swedish Embassy to start some activities already in the Inception Period. In the framework of Pillar I the PMT supported the ASP launch of the in-depth analysis of Elbasan LPD. A specific questionnaire was prepared and agreed with the ASP technical working group. A workshop was organized to discuss the approach and with the representatives of the Technical Working Group a workshop in Elbasan LPD with police officers involved in the analysis was organized. The raw data are expected during December, while the finalization of the analysis and recommendations for reorganizing policing in the LPD are expected by March 2018.

The first call for grants was launched in three regions – Shkodra, Durres and Fier. The selection of winners is expected during December and kick-off of activities during January 2018.

In the framework of the two weeks of activities against discrimination, the SCPA supported the MoI and ASP launch the awareness raising campaign against domestic violence. The target is the youth in five LPDs – Tirana, Elbasan, Shkodra, Korçe and Fier. Special presentations will be organized in different high schools with police officers, municipality representatives and NGO activists. In Tirana and Elbasan, a movie show with DV topic was organized, followed by a moderated discussion with DV experts.

A detailed work plan is prepared for 2018, while activities are shown in broad terms for 2019-2020. The detailed annual work plans will be prepared at the beginning of each year and approved in the JWG and Steering Committee.

### Project Management Team

The reshape of the PMT provided a boost in planning of activities as well as brought a fresh view on the overall program. The working ambiance established among staff members is conducive to establish fruitful and effective relationships with the beneficiary as well as provide useful inputs into the program.

During the inception phase it was agreed to perform some changes in the PMT structure. The Grant’s Scheme Manager was transferred to work 50% as DV expert. This solution was proposed based on the experience from the first phase and the proposal to have an administrative support during periods with heavy workload related to grants’ applications and process administration.

We also propose to convert one National Support Staff position to part time support staff and part time long term expert to be involved in issues related to partnership activities in the TLPDs, support to LCPS and communication activities of the project. The other National Support Staff will continue to be primarily involved in support activities for the team, but on ad hoc basis will be involved in providing expert input on issues related to project implementation.

These proposals are based on increased capacities of PMT and the bouquet of competences mastered by team members, as well as on the needs to further motivate the staff and increase their productivity towards achieving the best results for the program.

## **Pillar I –** Local Police Directorate Community Policing Support

Pillar I activities represent the core of the project and directly influence improvement of policing work and implementation of CP philosophy. The use of community policing philosophy in day to day policing is agreed by the ASP as underlying philosophy of the organization. However, the current structure and division of roles is not the best to be conducive for success in the territory.

### Objectives

Improved CP structure; enhanced capacities in the operational, management, administration and communication area of the staff of the two selected LPD; material support to the two LPDs and its Commissariats; increased awareness of the police on their accountability towards the public and other agencies; enhanced service-delivery culture and means.

**Sub-components**

The following sub-components can be derived from the above mentioned objectives:

1. **Support the ASP in enhancing the efficiency of the CP structure**.

Taking into account the results of the analysis in Elbasan LPD, elements of CP shall be identified, tested and validated in the pilot areas. It is needed to determine CPOs manpower, to restructure and redeploy staff, to define districts, to review job description and job profile, to select candidates according to the profile, to develop a training curriculum for CPOs and to train, coach, monitor and to assess them; reception halls infrastructure needs to be upgraded and staff for RH trained; to develop training curricula and to deliver training for the entire staff regarding CP. Prepare extending of the concept throughout the entire country.

Before starting with the replication, external parties shall be involved in the validation process.

1. **Strengthening local partnerships**. Revitalize and initiate the establishment of Local Council on Public Safety in the two TLPD. Focus on the police role in the council and train ASP on local level accountability.
2. **Capacity building** to transform ASP into a modern citizen and service oriented organization. Deliver and evaluate training.

### Current situation in the sector

Picking up the results of the first phase of the program, the analysis performed during the inception period and comparing them with the findings of the recently gathered information by the new PMT, the situation can be depicted shortly as follows:

**Legal and regulatory framework, CP strategies and policies**

Within the first phase of the project the Law on State Police and pertaining bylaws were adopted in summer 2014 and September 2015 by the Albanian Parliament, respectively the Government. The PMT gave input during the drafting and debating phase. The law (article 76 to 80) and the respective bylaws provide the legal basis for the cooperation with the community and for community policing in Albania. In article 80 of the above mentioned law it is inter alia regulated that ASP together with other state institutions and civil society has to develop community policing strategies. At local level CP strategies exist in the two TLPD, but the implementation could be intensified. The bylaws contain a set of rules for the State Police, such as the function of CPO.

The PMT drafted in cooperation with ASP experts the law on antisocial behavior, in order to empower ASP to intervene in such cases. However, this law has not been adopted yet by the Parliament.

The Strategy of Public Order 2015-2020 refers to community policing as a priority issue and defines what is meant by CP. The Policy Document on CP sets out 10 objectives for concrete interventions to deepen the implementation of CP. A special emphasis is put on improving administrative services for citizens and business, the use of modern information technologies and setting up police offices to deliver appropriate services for citizens. It further defines the new role of the CPO and includes redefining of the police areas. A shift of mentality, a new management style and structure for ASP shall accompany these processes.

There is a general SOP for police officers and a specific SOP for CPO. However, it shall be revisited and refined, if deemed necessary.

Additionally, in the first phase, upon request of the General Director of the ASP, a manual for CP was designed by the PMT in close cooperation with the ASP. This manual provides theoretical and practical material for senior and midlevel managers. It describes along 5 chapters the philosophy and practice of CP in general, CP in Albania, legal framework and strategic planning, communication and interaction with the public to prevent crime. 1.000 copies of the manual were produced and distributed.

**Restructuring and change from Zone Inspectors to Community Policing Officers**

Currently, 54 Zone Inspectors (ZI), now Community Policing Officers (CPO) for Elbasan (27 for urban and 27 for rural areas) and 19 in Kukes (7 in urban and 12 in rural areas) are in place - mostly older officers - who maintain contacts with individuals, NGO and local government representatives.

In practice, they prefer to meet with aldermen, health centers, schools and local government officials. A job description for this function is there but overloaded with (too) many tasks (more than 50) which in reality cannot be all effectively fulfilled. CPOs are often misused to perform tasks which are not at all related to policing, e.g. to deliver court writ of summons to the citizens, though the courts have their own staff to carry out such service. A dilemma is indeed who shall do the work assigned to the CPO. Hence, a restructuring of the CPO role based on an assessment of necessary CPO skills and a clear division of tasks and competencies between CPO, patrolling officer and investigator is urgently needed. The current CPO is availing of only limited competencies and is thereby hindered to work efficiently. A restructuring and possible re-deployment of staff shall be taken into consideration to reinforce the function of the CPO by reducing the tasks on the one hand and to enhance by re-deploying of staff the number of patrolling units.

**Logistics**

The logistic status of the CPOs is subject to improvements. In urban areas the CPO is foot patrolling through his/her area of responsibility which fosters personal contacts and builds up relationships and mutual trust. However, in rural areas such immobility hampers the control of territory and the CPO to fulfill tasks. Moreover, in these rural areas at least a small office for offering citizens consultation, light vehicles (like bicycles or motor cycles) and other equipment is needed.

It shall be contemplated, that the CPO support or even take over tasks from the patrolling unit, if needed. Thereto the equipment needs to be improved and calculated in the budget accordingly. Some municipalities offer office space for CPOs. This makes regular consultation between CPO and citizen possible.

**Virtual police officer as element of CP**

As an element of community policing and as a complementary measure a virtual police officer system-web constable-was implemented in Tirana Commissariats 1 and 2. Based on a Facebook account citizens have got the possibility to communicate “online” with the police and vice versa for the police to involve the public for example in cases where information is needed.

The web constable pilot project was well received by the local community. Young female police officers appointed by the chief of the commissariat posted daily safety messages and were very interactive. The Program provided one laptop and paid for one year the internet subscription. Additionally, an awareness campaign was conducted by the police officers in charge to manage the Facebook account and supported the action by distributing business cards. This activity which involved numerous visits in the high schools increased the number of interactions with the police significantly. Moreover, the web constable was also used as a tool to share awareness videos or images on different issues, e. g. to assist in finding missing persons.

Unfortunately, the initiatives from the first phase have been discontinued. Currently all LPDs have a Facebook page but the information provided there is not localized and basically consists on sharing or republishing information published on MoI website and ASP website/FB account. Losing the local flavor have made these FB pages uninteresting for the community and they have currently very few followers and almost no interaction with the public (LPD Elbasan has 377 followers while LPD Kukes has only 30 followers). Therefore, a restart of the web-constable system is needed.

**Reception halls**

A supporting element of community policing was the new concept of police reception halls. During the first phase the program supported the creation of a new way of serving the public, combined with reconstruction and refurbishing of the premises in different commissariats. External conditions were created in order to facilitate the relationship and building trust between police and the public and citizens.

A concept was developed to re-design the areas of police stations where citizens meet police officers first. All sort of physical barriers like bars were put away to create conditions which foster a positive atmosphere for communication between police officer and “client”. Reconstruction works were necessary to re-shape these facilities and 15 reception halls (8 of them directly funded by the Program) were built respectively reconstructed and are in use. Additionally, 67 staff members (civilian and uniformed police officers) were trained how to deal / interact with the citizens in an open-minded and friendly way.

In parallel, the ASP was supported in drafting SOP related to service delivery. Therein is inter alia regulated that “operators” in the reception halls dispatch the citizens to a separate and secured area where the case can then be dealt with by police officers in charge for the citizen´s request. Joint ASP and PMT evaluation and monitoring teams have received from both public and police very positive feedback. For example the timely response to citizen`s request and the friendly environment is appreciated. This very successful approach is recommended to be resumed by re-shaping step by step the remaining reception halls in the TLPDs. However, in course of visiting some reception halls it was detected that a physical division between “open” and “secured” area is missing and needs to be installed.

To support and facilitate the work of the staff in the RH a “citizen application system” was developed and implemented, which covers all 93 services provided by the ASP. Application forms of citizens, e. g. to get a hunting license can be processed electronically. However, due to some misconfigurations and improper analysis, an upgraded software is needed. Additionally, to provide a customer oriented service the decision making for the applications needs to be accelerated in order to reduce the waiting time for the applicants.

**Cooperation between police and other agencies and civil society**

Even though the cooperation between police and civil society is prescribed in the Articles 76 to 80 of the Law on State Police the practical implementation seems to be underdeveloped and can be significantly improved. There is no institutionalized form of collaboration, like agreements or directives. An understanding of each other’s role must be fostered and regular meetings arranged. Community policing strategies are developed according to the above mentioned law, but need to be filled with concrete measures.

Although a Local Council on Public Safety in Elbasan was introduced by the OSCE there is still a lack of efficient cooperation between police and civil society. So far the safety council met only twice and did not convene since last February. A revival of such previous efforts is recommended.

In Kukes the efforts to establish such a multi- agency safety forum have been limited only to meetings held only in case of natural disasters in the area, rather than an institutionalized and regular communication.

**CP related training**

The Academy of Security (AS) is involved to introduce CP as a new philosophy for policing in Albania. Since more than 10 years CP is embedded in the AS curricula for basic and advanced training and subject of lectures. In the modules for vocational training CP is one element which shall enable students to recognize that CP practices and principles are an integral part of a modern police service. The curriculum contains topics like CP and crime prevention, role of the CPO and his/her responsibilities, duties and skills. Moreover, practical exercises are included in the curriculum, such as dealing with conflicts, getting information on preventing crime and problem solving. All in all, 4 theoretical lectures are provided as well as 12 lectures of 45 minutes dedicated to role plays and practical exercises. Additionally, the AS provides lectures also for bachelors and introduces different models of CP to their students. 5 days training courses to qualify former ZI also for investigations were held and thereby enable CPOs to deal with crime cases. CP is an important issue in the whole education of Albanian police officers and all in all CP as a concept is well known.

However, the practical implementation on the ground is still lacking. But by intensifying training endeavors the AS could contribute to breathe more “life” into the CP approach.

In the first phase a two days international workshop was organized by the PMT with 40 participants from ASP. Apart from lectures delivered by experts from Sweden, Croatia, Kosovo, Slovenia and the UK, three working groups discussed and elaborated on ideas for community policing. The workshop underlined the need for getting more input from international best practices and models.

In order to increase the capacity of staff in the reception halls (RH) a cycle of two days training sessions with the chiefs of public orders of LPD, heads of Commissariats and CPOs was arranged. Apart from introducing to them a new electronic system used in RH (“citizen application system”), contemporary communication techniques were presented.

### Methodological approach

The Project Management Team (PMT) will - by respecting the ownership principle - intensively **coordinate and cooperate** with all stakeholders, especially with the MoI and ASP, also with the Swedish Embassy, to implement the program with its agreed actions and activities successfully.

At the beginning of phase 2 a preliminary **analysis** has been conducted in Elbasan and later in Kukes to **take stock** of what has been done and achieved so far and what is planned to be implemented in the remaining life time of the program.

Main efforts will be concentrated on **information gathering and analysis** of the two chosen TLPDs Elbasan and Kukes. It is planned - and partly already started - to conduct first an in depth analysis of TLPD Elbasan in order to get a solid fundament of data and facts which shall be used for analysis and form the basis for all following activities. The information gathering shall be done by a comprehensive questionnaire covering the whole range of policing. The TWG created for this specific purpose, will lead the work to introduce the purpose of the action and to support the phase of receiving the filled in questionnaires and to analyze data. In **meetings, discussions and workshops** with the TWG and JWG necessary steps for reviewing current role of the CPOs in the Commissariats and recommendations on how to improve the situation will be prepared and respective **decisions** taken. In this context it is planned to compile a synopsis of different CP models in EU MS and countries in the region and select those elements which fit best for Albania. The aim is to implement tailor made solutions for the ASP. The following elements shall then be tested and validated in the pilot areas:

* CPOs manpower to determine and zones to be defined,
* job description and job profile to review,
* CPOs to train, coach, monitor and to assess,
* staff for RH to train,
* LCPS to become operational, and
* training curricula to develop and training for the entire staff regarding CP to deliver.

Based on that, a work plan comprising activities, expected results, outcome indicators and combined with a time table will be drafted to determine the way ahead for the second phase. The implementation shall be closely **monitored and evaluated** by the PMT, ASP, TWG and JWG.

The **replication** of the concept to all other LPD will be **prepared** by **analyzing the results** of the two pilot projects in Elbasan and Kukes. Lessons learnt from there will be taken and used to implement the CP elements in all 12 LPD. All these measures need to be done in close coordination and cooperation within the different pillars. Moreover, external (international) parties shall be involved in the validation process.

**Graphics of the methodological cycle:**

Coordination and cooperation

Local ownership

The intervention within the LPD and commissariat structure and modalities of work will be coupled with enhanced cooperation with other local stakeholders interested of safety and security in the community. The special and active role of the LCPS will boost police efforts and will also increase accountability of other institutions for public safety in the community. The program will strive to institutionalize the habit of discussing periodically in the Council different topics related to safety and follow up with decisions to improve the situation.

### Activities

* + - 1. **Support the ASP in enhancing the efficiency of CP structure sub-component:**

The activities under the first sub-component will focus on strengthening CP structure and its profile within the police organization.

The expected results of this set of activities will be: 1. Completed in-depth analysis of the Elbasan and Kukes LPDs on the current situation; 2. Improved CP structure with regard to job description/profile and HR management; 3. Increased capacities through coaching/mentoring and AS curricula, and 4. Enhanced service-delivery capacities via infrastructure improvements and soft skills.

1. ***Conduct a thorough analysis of TLPD Elbasan and Kukes in close cooperation and coordination with MoI and ASP. Find out the status of community policing, identify gaps and needs and get a solid fundament for the next activities.***

Based on the decision of the ASP the LPD Elbasan and Kukes were selected to implement pilot projects. A questionnaire was developed by the PMT during the inception phase, discussed and agreed with the TWG. A workshop was organized with the TWG at the headquarters and with the local working group in Elbasan LPD. The extensive data will be elaborated and discussed in the working group to identify gaps and assessing needs. Thereof general recommendations will be formulated. Moreover, aforementioned results lay the basis for the activities which are necessary for the second phase of implementing the program and reaching its objectives.

The recommendations will be provided in two sets/ phases:

* **Quick fix recommendations** aiming to change the organization of the commissariat and LPD, but that do not require legal amendments related to grades’ system, investigative powers, etc.
* **Structural changes requiring interventions in different legal acts**

An emphasis in the in-depth analysis shall be put on the current structure, staff resources, function and portfolio of CPO. In light of these results it needs to be discussed and decided if the existing structure and staff of 54 CPO for Elbasan (27 for urban and 27 for rural areas) and 19 CPO in Kukes (7 in urban and 12 in rural areas) can be kept or amended. Merely changing the name from the former ZI to CPO will not suffice to meet the contemporary approach of modern, pro-active, transparent policing where the citizen is to be perceived and dealt with as a client and the police are expected to develop into a service oriented organization. It is recommended to assess the situation and to start with testing of the structure in the Commissariat of Elbasan and then replicate it to others and Kukes and later on to the other Commissariats in the LPD.

The PMT needs to spend a lot of time and efforts “on the ground” to attend, support and advice the processes wherever needed or requested. A close coordination and cooperation of these efforts with the other pillars is mandatory.

This thorough analysis will be completed by February/March 2018 in Elbasan and September/October 2018 in Kukes. The revised organizational structure and the reassignment of the CPOs shall be done in Elbasan in May/June and in Kukes in November/December 2018.

1. ***Assist to identify those community policing elements which fit best for Albania***

There are many different models of CP, first and foremost developed and implemented in the United Kingdom, the United States of America and Canada, but also used with some modifications in European Union Member States (EUMS) and countries in the region.

Within this activity a synopsis shall be compiled of CP models applied in Germany, Austria, Slovenia, Croatia and Kosovo providing a short overview of the approaches. The identified elements shall then be tested and validated in the pilot areas. CPOs manpower shall be determined and policing areas defined, job description and job profile reviewed, CPOs to trained, coached, monitored and assessed, LCPS initiated and training curricula developed and training for the entire staff regarding CP delivered.

In the respective bodies, Technical Working Group (TWG) and Joint Working Group (JWG) these models will be presented and those elements shall be chosen and decided fitting best for Albania. The results of the analysis to be done in the two TLPD (Elbasan and Kukes) shall be taken into consideration in the decision making. The ASP prioritizes Elbasan as first pilot area. However, as soon as possible and after the analysis is finished, all efforts shall be undertaken to start with the implementation of the elements in the pilot areas. This activity will be carried out during March 2018.

1. ***Design job descriptions and job profile for the function of Community Policing Officer (CPO).***

The current catalogue of tasks for the CPO function is overloaded and contains too many tasks. Therefore, it needs to be clarified which tasks shall be performed by the CPO. Interfaces to the general patrol officers shall be recognized and to avoid overlapping and duplications a clear division of tasks, competences and responsibilities needs to be formulated. Therefore, it is recommended to design job descriptions for a CPO and a patrolling officer including objectives of the function, competencies, area of responsibilities, tasks and job category.

Moreover, a job profile for a CPO shall determine the requirements a candidate has to meet for this function. An emphasis shall be put on the social competencies, especially communication skills, conflict prevention and solution abilities. The job description/job profile shall form the basis for the vacancies to be opened and the selection of candidates.

This activity will be carried out in April/May 2018.

1. ***Check and revise the SOP for CPO function, if deemed necessary.***

A concise handbook for the CPO function shall be developed to give the police officer an orientation about the goals, function, tasks, procedures, responsibilities and performance expected to be done. In comparison with the already existing SOP for police officers it shall be more concise and significantly reduced in terms of tasks. It shall serve as a very practical tool which easily can be used by the CPO. This activity will be carried out during June/July 2018.

1. ***Assist the ASP HRM assess current CPOs against new job profile***

Police officers fulfilling the requirements should be encouraged to apply for the CPO positions. Thereby a mechanical transfer of the incumbent ZIs to CPOs is avoided. A selection procedure shall be drafted following clear, transparent and traceable rules with the aim at getting the best officer for each position. The CPO position shall be comparable with patrolling officers or investigators and remunerated accordingly. The PMT shall only have an advisory role and by no means be involved in the selection process. This activity will kick off during September 2018 until January 2019.

1. ***Coach, monitor and assess the CPO work (in close coordination with activities under Pillar 2).***

The CPOs shall be monitored by the respective police superior but also by the citizens, institution representatives and community members in the district where they are deployed. It shall be considered to create a position for CPO supervisors who coaches, monitors and assesses the CPO. The PMT will assist, if deemed necessary. Feedback, for example in the form of interviews and/or surveys, could give evidence for possible changes or adjustments of the concept applied or behavior shown.

By continuously monitoring and assessing the implementation process information can be gathered and used as lessons learnt for the dissemination of the concept to the other areas.

This activity shall be implemented in close coordination and cooperation with activities under the second pillar. This activity will be performed during July 2018 until December 2020.

1. ***Provide the CPOs with material support and communication means. Check possible reconstruction needs to accommodate CPO.***

A needs assessment shall be rendered, examining if and what premises and material support is required for a professional CPO work. A specification entailing number and type of office consumables, IT equipment and reasonable transportation means (e. g. bicycles for rural areas) will be drawn up. The need for the CPO to support other units (like patrolling officers, traffic police and CID) shall be taken into account. The need for CPOs to have access to reasonable premises near the local government premises shall be examined. The vast need in combination with the limited program budget available for investments as well as the VAT cost to be covered by ASP, need to be factored in.

This activity will be performed during July 2018 until December 2020.

1. ***Re-establish and maintain the virtual police officer (web constable) in the pilot areas, with a view to extend it into all LPDs***

An assessment of the previous phase of the web-constable concept is required. Based on the results, the concept shall be revitalized, revised and maintained. In the TLPDs where ASP so far could not be reached digitally, the web constable concept needs to be established. Moreover, staff to administer and maintain the system shall be selected, trained and assigned. A public relation campaign shall be initiated to inform the citizens about the web constable concept and motivate clients to make use of it. However, also ASP shall pro-actively use the instrument for online communication with and distribution of information to the citizens. To make this tool attractive to users, short response time to citizen´s requests and/or questions is essential.

This activity will be performed during March 2018 until December 2020.

1. ***Support to enhance the Reception Hall infrastructure in TLPDs and services provided by all RHs***

The support for reception halls from the first phase should be continued and some other commissariats shaped along the developed concept. A pre-condition is that budgetary means shall be made available by the ASP to cover for the VAT. The reception halls to be refurbished in the two TLPDs will be identified in cooperation with the ASP, using the same standards as applied in the first phase.

To improve the service for the public in all Commissariats the “citizen application system” shall be installed and efficiently used. In close cooperation and coordination with the ASP the PMT will develop TOR and technical specifications for the upgraded software needed. A one day training series of the RH staff is planned to take place in each of the 12 LPD. The budget needed is calculated approximately 300.000 Euro (hardware + software). However, the whole hardware cost will be supported by the ASP, while the SCPA Program will only cover the software development costs and training costs (estimated around 40.000-50.000 euro).

This activity will be carried out during February 2018 until December 2020.

* + - 1. **Strengthening local partnerships sub-component:**

The activities under this sub-component will focus on strengthening local partnerships through revitalization and establishment of Local Councils on Public Safety (LCPS) in the two TLPDs, improving the police role in the council and train ASP on local level accountability.

We will initiate by the establishment or reinforcement (of already existing) LCPSs in the two TLPDs; instruct and sensitize the members of the LCPS for their future work; support their periodic activities; coach ASP on how to interact with the LCPS; prepare the replication of the concept to other LPDs.

The expected results of these activities will include increased awareness of the role of the police when engaging with other agencies and civil society; increased capacity of the police on local level accountability and an inter-institutional approach to solve local issues.

The activities under this sub-component will be implemented in close consideration with the activities under sub-component 2 of Pillar II. While the activities under Pillar II will cover the activities of the LCPS regarding the strategic approach in the municipality, the activities under Pillar I will be focused on more practical roles for the Council’s members on different topics interesting the community.

1. ***Initiate and support the establishment and working of LCPSs in the municipalities in the two TLPDs. In the municipalities where LCPSs exist, support proper functioning and discussion of common concerns related to security and safety in the neighborhoods.***

Where LCPSs are not yet established in the TLPDs (in Elbasan, Librazhd and Cerrik there are local safety councils created, supported by the OSCE), they shall be initiated. The stakeholders (the mayor, the police and civil society representatives) shall convene for a constitutional meeting to debate and decide upon the way ahead. Thereto formal agreements between the police, municipality, NGOs and citizen groups shall be signed. Objectives shall be formulated, tasks defined and procedures agreed. These processes shall be fostered, monitored and supported by the PMT.

In Elbasan, Librazhd and Cerrik, where local councils already exists, as a first step, meetings with the mayors and the members of the councils shall be organized to discuss the current situation and to revive the already existing structure and process. As soon as possible, the mayors - as chairpersons of the councils - shall convene the next meeting. An official invitation shall be distributed to the members of the councils including topics, such as a discussion of actual safety and security related issues, formulation of results and conclusions and agreeing on the date and agenda for the next meeting.

The program will support the work of the Councils by engaging local experts to support the members and follow up on decisions in order to create a social, positive pressure on public institutions. A close coordination with other activities under pillar 1 and 2 is of essence. The LSMS shall be used to measure outcomes.

This set of activities will be carried out from June 2018 until December 2020

1. ***Coach the police and sensitize other LCPS representatives, if appropriate, to prepare them for their role in the councils.***

As for most of the members of LCPSs this role is quite new, it is recommended to prepare and qualify them by a briefing or a one day workshop. In this context it is essential to familiarize them not only with their mission, tasks, competencies, procedures and responsibilities, but also to introduce to them contemporary communication methods, conflict solution, negotiation and mediation skills. This does not apply for highly ranked and already qualified members like the mayor, the public prosecutor and other comparable functions. The Police Academy or/and NGOs could be involved in developing and delivering such a workshop. The LCPS members participate in the workshop voluntarily.

However, it shall be considered and discussed with the LCPS to possibly establish a “working group” subordinated to the council, which prepares the council meetings at an operational level. In this body experts could discuss the agenda and topics in-depth and prepare the council meetings to facilitate the decision making.

This set of activities will be carried out from June 2018 until December 2020.

* + - 1. **Capacity building to transform ASP into a modern citizen and service oriented organization:**

Activities under this sub-component will focus on development, delivery and evaluation of training to transform ASP into a modern citizen and service oriented organization.

The expected results of these activities include enhanced police education system through modern and updated curricula on CP and shared knowledge and experience with police services of EU countries.

1. ***Initiate the development of curricula for training of all police officers to transform ASP into a modern citizen and service oriented organization. Deliver and evaluate the training.***

The philosophy of community policing can only induce a positive impact if not only the CPOs, but the entire staff and organization understands, accepts, adopts and applies the approach wherever and whenever appropriate. In course of this long lasting change process the complete staff needs to be informed what the philosophy is about, why its implementation is needed, how it can be supported and which positive repercussions emerge for the organization as a whole.

This can be accomplished by a bundle of measures, like intensive internal and external information and public relation campaigns (also via the virtual police officer system), meetings, newsletters, intranet messages, police open door days or weeks and mandatorily by basic and advanced training.

In course of this activity a concept shall be designed and introduced on how especially training can contribute to internalize the CP approach. Thereto a curriculum for a two days training course shall be developed. This two-days course shall be delivered to the entire ASP staff, except the CPOs who will participate in another, more in-depth training.

The program, in close cooperation with the Academy will develop the curricula and will run a train-the-trainers program. The participants will be selected in cooperation with the Academy and might be from the internal pool of trainers, but also police officers from different LPDs.

During 2018 the training will be implemented by the Academy, according to the program to be elaborated in close cooperation with SCPA. During 2019-2020, in case the proposal currently discussed with the ASP to create a Training Section within the LPD structure will be approved, this section will be tasked to organize the training for the police officers of the given LPD.

The Academy shall lead the development, delivery and assessment of the training.

This capacity building program will be carried out from September 2018 until December 2020.

1. ***Initiate review of the training curricula, conduct and evaluate training for the CPOs.***

The Program will support the Academy to design one-week specific training courses for CPOs in TLPDs, containing inter alia the following components: the philosophy of community policing (to get an understanding of the profound changes of mindsets needed); tasks, competencies, responsibilities; role plays and practical exercises to enhance social competencies, especially communication skills; interaction with other police units and the need for coordination and cooperation.

A highly interactive methodological approach shall be applied. By using various scenarios to exercise adequate behaviors a client oriented approach towards citizens will be applied. At the end of the course the trainees shall make a test proving that they have internalized the subjects and content, and the ones passing will get a certificate.

The Academy shall assume a leading role and be in charge of developing the training curricula, delivering and assessing the training. The training activities for the TLPDs will kick off during October 2018 and will be implemented until June 2019.

The program will further support the Academy in delivering the training for the other LPDs in the country. The exact number of the CPOs will be determined after the full reorganization will be carried out and staff assigned to new positions. This activity will kick off in January 2019 until December 2020.

1. ***Provide continued training for the reception hall staff***

The training for RH staff shall continue in order to improve their skills in providing the best quality service to the citizens. The curricula shall contain mainly interactive elements and train RH staff dealing with service provisions to the citizens. This training shall also focus on how to use the software managing the citizens’ applications efficiently. The training activities will kick off during October/November 2018 and will be implemented until December 2020.

1. ***Organize and conduct study visits to EU MS or states in the region in order to provide members of the Albanian delegation an overview on how CP is structured and implemented abroad and how they work as a citizen and service oriented organization.***

Several study visits are planned to be organized to provide ASP representatives with the chance of looking their colleagues “over their shoulders” on how they work regarding CP and other aspects related to the core objectives of the program.

It is recommended to visit EU MS and/or states in the region comparable with Albania regarding size, population, history and structure, crime and traffic situation. CP approaches implemented there shall be presented, discussed and results used for the execution of CP in Albania. The delegation shall be composed of different members from ASP dealing with CP matters and be accompanied by a PMT member and translator.

The PMT has already started the preparations to arrange the first study visit to Croatia and Slovenia in the early implementation phase of the program, focusing on the CP principles and organization of police stations in these two countries. This study visit will take place in February 2018, while the others will be planned in the following months, in agreement with the JWG.

## **Pillar II –** Strategic Management Support

Pillar II activities represent a continuation of activities from Phase I of the program implementation and build upon the results achieved so far.

### Objectives

Increased capacities in strategically managing the organization in all levels, based on realistic baselines and targets; improved coordination procedures with other partners in the area of security and safety and use of communication to effectively mobilize partners as well as transmit the right messages in all layers of the organization and with the public.

The Support to Strategic Management (SMS) pillar consists in the following sub-components:

**1. Strategic planning and performance evaluation**

Based on the project policy-documents the focus of the program under the first sub-component is **to support the ASP improving the system of strategic planning and performance evaluation**,including but not limited to support for:

1. improvement of procedures, instruments and mechanisms (including a well-designed set of performance indicators, targets typology, standard data collection and reporting mechanisms - focused on the performance/outputs).
2. strengthening the in-house capacities to operate the system in a sustainable way.

**2. Coordination**

Based on the project policy-documents the focus of the program under the second sub-component is **to support the ASP in improving and operating the coordination system including i) internal coordination among police structures, ii) coordination with the safety contributors and citizens as participants and direct contributors**

**3. Communication**

Based on the project’s policy-documents the focus of the program under the third sub-component is **to support the ASP in improving and operating the communication system** **for both: i) internal communication between police structure, and ii) communication to the community/public, i**ncluding but not limited to support for:

1. setting the bases for a sound communication (more decentralized) model/system;
2. establishment of communication procedures;
3. Strengthening of capacities to operate the system.

### Current situation in the sector

**Strategic documents:**

Strategic management within the ASP is an area that has been representing high interest for many years now. Several organizational structures were established and supported to properly manage the strategic management of the organization. MoI plays a particular important strategic role because the main policy directions are set at the level of the ministry via different governmental approved documents/strategies and the ministry is the main responsible institution for their implementation, at the political level. At the level of operational responsibility, the ASP is the main responsible institution.

Currently there are in force the “Public Order Strategy 2015-2020” and the Policing Document on Community Safety 2015-2017. Recently MoI, based on the government priorities, approved the MoI Policy Priorities 2017-2021, where the issues related to security and safety and especially the community policing philosophy take an important share.

All these policy planning documents constitute the basis of short term planning activity of the ASP. The short term planning is based on the model of Annual Local Strategies for Policing and Public Safety, approved at the level of each LPD. Each commissariat approves the Annual Action Plan, based on the LPD Strategy.

Based on MoI policy priorities it is expected a revision/update of the general Public Order Strategy, while it will be drafted the new Community Policing Policy Paper/Document to cover the period until 2021. A high level policy working group will be established under the leadership of the MoI, while a technical working group will be established at the ASP level. SCPA is expected to be member in both groups. Elaboration of the new document will be preceded by the analysis on the implementation of the current Action Plan. Due attention will be paid to the indicators because in the current document not all indicators are SMART. Simplification should be the basis of all interventions.

The structure of policy documents is in general in line with best practices. The main issues observed at this level are the quality of the analysis, the costing of different activities and the time schedule.

With regard to the quality of the analysis, the Annual Local Strategies for Policing and Public Safety do not analyze the outputs of the activities as well as the efficiency of the resources used for the activities. Recommendations are not well grounded and costing is in general missing and if included it is not broken down by activity item.

**Stakeholders:**

At the MoI level there is one Deputy Minister specifically appointed for the community policing area and she will lead the policy working group on analyzing the current CP Policy Paper and its Action Plan as well as drafting the new one. In addition, the MoI General Department for Strategic Planning and Integration is involved in the process.

At ASP headquarters level, the Department for Strategic Studies is the main unit responsible for developing policies and proposals, as well as for monitoring and evaluating the implementation of all strategic documents at ASP and LPD level. This department issues guidance to LPDs and reviews the annual progress reports.

The Department for Professional Standards is responsible for monitoring the enforcement of professional standards and SOPs by all police units and officers. This department is also involved in the overall performance management of the organization.

In addition to these horizontal departments, the LPDs and their units report to different specialized departments within the headquarters. The CID unit reports to the main CID Department in the headquarter, the public order section to the Public Order Department, etc. In parallel the Command and Control Units report to the main Command and Control Unit at the Headquarters.

The multitude of stakeholders, the frequency and overlapping of reporting and sometimes the low quality of information are not conducive to an effective strategic planning process and an efficient monitoring and evaluation.

On the **coordination** part, the ASP is one of the most active institutions at local level and it is the sole author of the Local Strategies for Policing and Public Safety, although this should be a document incorporating the contributions of other stakeholders as well, not the least the local government. Despite the fact that the Law “On State Police” and the Law ‘On local self-government” envisages the active participation of local government and local community in drafting these local strategies, the police is the only institution that is active.

In few cities there were efforts made to establish the Local Safety Councils, although the activities were limited to the creation of the structures and follow up activities did not take place. In the TLPD Elbasan the Safety Councils were created in Elbasan, Librazhd and Cerrik. There is no evidence of further activities of these councils beyond the constitution meetings.

The police maintain continuous contacts with the communities and other institutions and actors in local level, trying to involve them into policing activities and dialogue to increase safety in the community and alignment of priorities and resources. The situation differs between LPDs and there is no clear approach on how and when these coordination activities should take place. Also, police involvement in prevention activities is sporadic and influenced by different external projects, not a self-standing activity per se for each LPD.

A concerning issue that influences all processes and also the sustainability of interventions in all levels is the frequent change/reshuffle of personnel at all levels. Furthermore, it leads to demotivation and low engagement of the whole staff. This is an old concern and we raised this issue also during the first phase of the project. Although some improvements are in place, still the frequency of reshuffling personnel remains high and there is almost impossible to work on building capacities and reinforcing processes when key staff at central or local level are constantly circulated. This is a systemic issue and the ASP and MoI should take a policy decision on this.

**Processes:**

In the whole framework of strategic planning, monitoring and evaluation and coordination, the processes are the main element requiring improvements. While the structure and format of strategic documents is in place and aligned with best practices, analytical processes, continuous monitoring, performance evaluation and guidance require improvements. The LPDs and other units report in several fora and with a frequency that is not common in other countries.

Reporting is transformed into a self-fulfilling objective and the analysis that should follow each progress report is missing. The high number and frequency of reports, not to mention the multitude of units where it is reported, is time and resource consuming for the LPDs and other units and the results are not the expected ones. Reporting has turned into a compliance process, rather than a substance one. LPDs are authorized to filter and prioritize the reports. However, they do not use this competence and simply forward all information.

The organization lacks the analysis that should follow each report and that constitutes the bases for future recommendations and allocation of the resources. Progress reports are a wide collection of indicators, but lack the “why?” parts. As a result, the discussions related to next steps are not well grounded and performance related discussions do not take place. The scarce resources available have not allowed discussions related to distribution of resources and demands were not always accommodated.

The progress reports are considered a formality and are not considered when decisions related to the structure or processes are taken. There is no belief in the organization that these progress reports will serve as the basis for future changes. Consequently, the quality has decreased for years. The same can be sustained for the individual performance appraisal of police officers. It is considered a formal process and with few results yielded in practice. A behavior change is needed in this regard.

The work objectives for each commissariat are supposed to be established by the LPD in an engaged performance dialogue with each commissariat individually. In practice this happens rarely and the LPD just formally approves what is proposed by the commissariat.

The progress in the organization is predominantly measured using internal data. External data are rarely used, although it should be mentioned that the analytical part of the recently approved political priorities of the MIA was based also on different surveys. During the first phase of this program (SCPA) we successfully introduced two types of surveys in ASP: 1. The national Police Satisfaction Survey and 2. The locally based Local Safety Measurement System (LSMS). Both surveys produced very interesting data for the organization and served to instigate important decisions in the past related to the image of the police, corruption related issues, the organization of work in the commissariats, etc. For several reasons, both practices stopped after the first phase and systematic surveys have not been implemented since then. It is a common practice in other countries to use external resources to analyze the work of an organization, especially when the organization provides important services to the public. Of course external data should be combined with internal data to get the full picture.

The cooperation – especially horizontally – within the police structures is limited because the information flow is only vertical. That causes restricted internal cooperation and communication. Essential is a better dialogue between all levels to discuss findings and results of analysis.

On top of all these, it is worth mentioning the very centralized and bureaucratic feature of the organization and lack of delegation of competences and decision-making in different levels. Over bureaucratic regulations hamper engagement, self-initiative, creativity and flexibility and lead to demotivation. Delegation of competences and responsibilities for transferred tasks would raise the performance of the organization and its staff as well as job satisfaction.

**Staff Capacities:**

The quality of the capacities for strategic management, planning and reporting differs between layers of the ASP. At the central level the Department for Strategic Studies is well equipped with experienced police officers. However, analyses are limited and they lack proper analysts in the staff.

In the LPDs the progress reports and the draft strategies are elaborated predominantly by the Analytical Specialist belonging to the CID. He/she is obliged to process analyses not only for crime sectors but also for the sector of Public Safety and the sector of Traffic Police. In reality the analyst of CID is mainly focused on crime sectors. The Deputy Director is involved and sometimes the Head of Section for Public Order as well. However, their involvement is occasional. There is a need in these units to have well- trained analysts that will process the data and come up with conclusions or recommendations.

At commissariat level this type of analytical competence is completely lacking. In general, the analytical capacities are weak, therefore proactive approach in identifying solutions and proposing improvements requires significant improvement.

The analytical function can also be associated with managerial positions. In this particular case managers should be able to use the information actively and come up with solutions or proposals for higher levels. Currently these capacities are not well developed and the use of resources is not effective.

### Program Methodological approach

The intervention logic under the current phase of the SCPA program will be centered and built around the New Policy Document on Community Policing, expected to be elaborated at the MoI level at the beginning of 2018.

The program will follow the “on-the-job-support” method and will assist the ASP through the process in all phases of elaboration and implementation. All elements related to Pillar 2 (planning, monitoring and evaluation, coordination with stakeholders, improved communication, etc) will be developed having the new strategic document on community policing as the central element.

The intervention at the **central level** will involve support for the MoI and ASP in *drafting the progress report for the current Policy Document on Community Safety 2015-2017 and elaboration of the new strategic document*. Regarding monitoring and evaluation, the support will include assistance in setting the indicators, enhance the monitoring practice and reinforcing of external evaluation methods like the police satisfaction survey and the LSMS.

At **local level** the support will be focused on the *two TLPDs and will entail elaboration of progress reports, annual action plans and implementation practice, especially enhancement of coordination and interaction with other local stakeholders and implementation of prevention measures at local levels*. Most importantly we will support establishment of a performance related dialogue between commissariats and the LPDs as well as between the LPDs and the center.

As **horizontal support, all stakeholders will benefit from a training package** related to strategic planning, monitoring and evaluation. Costing will be part of these trainings and concepts related to costing issues will be shared with LPDs and Commissariat staff.

Despite divided in Pillar I and II, the activities of the project are well interlinked and will serve the purpose and objectives of both pillars. This is the case especially for the **“coordination” related activities**.

While in Pillar I the activities under coordination and partnership will target the needs to further involve the community and other local stakeholders in preventive actions and fostering cooperation with the police, under Pillar II the intervention will be to enhance the role of the Local Councils for Public Safety (LCPS) in planning the activities in target LPDs and commissariats, possibly a common allocation of the resources towards common safety concerns. The role of the LCPS is crucial in coordinating all stakeholders in their common efforts to improve the safety situation in the local area, discussing the results of opinion polls and taking measures to address community concerns.

Beside coordination and communication with other stakeholders, activities will target also internal coordination and communication within the ASP organization. Activities related to analyzing communication and reporting practices as well as delegating responsibilities will be implemented. On the external communication front, the project will use the recommendations from the Study completed during the first phase on Communication Strategy and Communication Plan as a basis.

### Activities:

* + - 1. **Strategic planning and performance evaluation sub-component:**

The activities under this sub-component will focus on **improving the system of strategic planning and performance evaluation** within the ASP and MoI by increasing capacities to collect, analyze and use data to inform management, strategic and local decisions, identify results, learn lessons and communicate better their achievements to the other institutions of the GoA and to the population of Albania.

1. ***Support the MoI and ASP elaborating the final progress report on Policing Document on Community Safety 2015-2017 and drafting the new Community Policing Document 2018-2021***

Under these outputs the program will provide direct support to the MoI and the ASP in drafting these two documents, offering advice on particular policy decisions related also to outputs from Pillar I on improving community policing practices.

The **expected results** under this set of activities are 1. A thorough analysis on current situation of community policing practice and stock taking of the achievements, as well as 2. A sound policy planning document until 2021 delivering clear policy objectives, agreed outputs, realistic indicators and costed interventions.

1. ***The PMT will support the MoI and ASP to prepare the progress report on Policing Document on Community Safety 2015-2017.***

For this purpose, a *workshop* with participation of all stakeholders from the ASP will be organized, using as a guiding material the draft prepared by ASP. All performance indicators will be assessed and enabling or impeding factors will be highlighted.

Members of the working group on drafting the progress report will benefit *on the job training and coaching* during the process.

*Results* claimed in the document at central level will be *validated* at local level at the two TLPDs Elbasan and Kukes.

1. ***Support drafting the new Community Policing Document 2018-2021***

The program will support the policy working group at MoI level and the technical working group at ASP level to elaborate the new Community Policing Document 2018-2021. For this purpose, advice will be provided on different policy options and PMT in-house expertise will be augmented by additional expertise from practitioners from other countries sharing their experience.

The PMT will facilitate organization of *working sessions* with the experts and counterparts as well as at least *two workshops* to discuss in a wider audience the different policy options. One workshop will be organized with more technical staff, while the other with higher level staff and policy decision makers and influencers.

During the process, *specific* *training* will be provided to ASP staff on different topics, i.e. indicator setting and performance evaluation, costing methods, concepts of community policing, etc.

These activities will take place from January 2018 to June 2018.

1. ***Increasing capacities of the organization at all levels to effectively monitor and assess implementation of policy documents and action plans.***

Under this output the program is expected to support improvement of procedures, instruments and mechanisms to monitor and assess implementation of policy documents, in our case the Community Policing Document, - focusing on the performance/outcomes.

One of the weaknesses of current monitoring system is the lack of key performance indicators in planning documents and weak monitoring and reporting practices. Although there are many reports produced and several indicators collected, the whole effort is not focused on outcomes, but on the process.

1. ***The program will support the ASP elaborate a simple, yet efficient monitoring system for the Community Policing Document, based on a set of key performance indicators, easy to collect but meaningful in substance.***

The program will support the ASP at central level elaborate the monitoring mechanism and reporting templates, as well as at local level the two TLPDs on cascading down the objectives and indicators and setting up their proper monitoring system at local level.

After the elaboration of the draft, the program will support the organization of a *workshop* with key participants from central and local level to validate the monitoring mechanism and pave the ground for implementation work.

This activity will start in parallel with drafting the policy document and is expected to be completed by October 2018.

1. ***The two TLPD will be supported during implementation of their local strategies based on the Community Policing Document, elaboration of periodic progress reports and identification of bottlenecks and recommendations to improve the situation.***

The PMT will work with the staff in the TLPDs monitoring the implementation of the strategies at local level and elaboration of progress reports as well as initiation of a performance dialogue with the ASP center. On the job training program will be provided to TLPDs staff and other key stakeholders on the process.

The support to TLPDs will be provided for the whole duration of this second phase of the program. However, from implementation year 2 (2019) the PMT, in cooperation with the JWG, will explore the possibilities to extend the direct support to other LPDs aiming to extend the support to at least 50% of the LPDs by year 3 (2020).

The whole intervention logic will be to create in-house capacities in the LPDs to operate the system independently and in a sustainable way.

1. ***Increasing capacities to systematically use external monitoring mechanisms to evaluate performance***

As a follow up to the activities implemented in phase one, the program will support the ASP to run at least two types of surveys:

* The *national Police Satisfaction Survey* aiming to measure the efficiency of the police work on safety situation and level of satisfaction of the public with different services provided by the police.

This survey will be run twice during the lifetime of the project. The first measurement will be conducted in the first quarter of 2018 and will serve as baseline for the project intervention in the areas under piloting, as well as for wider police work. The measurement will include the regional level, while in the two TLPDs it will be further broken down at municipality level (commissariat level) to better understand the situation and measure the impact of the activities. The data will be compared with the previous two measurements of the first phase of the project, as well as with other countries, given that the selected questionnaire and the methodology are borrowed from the European Social Survey. The second measurement will be conducted in the second semester of 2020 to trace the program’s intervention impact as well as overall improvement of the police work.

* The second type of survey will be the Local Safety Measurement System (LSMS). Based on the positive experience from the first phase, the program will continue to support the ASP to implement the LSMS in the two TLPDs to measure safety related issues and concerns at the neighborhood level.

Based on the LSMS methodology and the existing questionnaire the program will further support ASP stakeholders to implement the survey in small policing zones to evaluate the efficiency of police work, as well as the increase of cooperation with other stakeholders, given that the LSMS highlights safety issues that might depend from the intervention of other institutions rather than the police.

The zones will be decided at a later stage depending also on the new organization of the police at the TLPDs following the analysis in Elbasan LPD. The frequency will be every 6 months, to measure the progress achieved and enable quick corrective measures, in cooperation with other local stakeholders.

The PMT will revitalize the LSMS software built during phase one and currently stored in ASP servers.

In parallel, efforts will be made to establish a long term and sustainable cooperation with academic institutions to run the LSMS in a more cost effective way. The PMT will facilitate discussions between TLPD Elbasan and the University of Elbasan for the data collection and interviewing part of the LSMS during year two of implementation. Data processing will be done at ASP level with support from specialized experts. If positive, the experience will be extended in other cities where local universities are operational.

For both surveys *special analytical processes* will be set up at ASP. The aim will be to use the data to inform decision making at all levels (central and local). Information from the surveys will be cross-checked with the information from internal sources of the police.

* A third survey that might be implemented is the *Internal Police Officers Satisfaction Survey*. During the first phase the program supported the ASP to implement such a survey. This type of surveys is important when the organization is embarked on a change process that influences all levels. This was the case with the elaboration of the current law on police. At the moment it is not foreseen an intervention of such amplitude. But if the MoI and the ASP may proceed on this path during the second or third year of implementation of the program, we might support the implementation of such internal survey. In addition, such a survey can be connected with an assessment of the organization based on a specific questionnaire or on Common Assessment Framework (CAF).
  + - 1. **Coordination between all stakeholders**

Based on the project’s policy documents the focus of the program under the second sub-component is to support the ASP in improving and operating the coordination system including i) internal coordination among police structures and ii) coordination with the safety contributors (public institutions and NGOs) and citizens as participants and direct contributors for public safety in the community.

The **expected result** under this sub-component is **better alignment of priorities and interventions among all stakeholders involved in community safety and security at central and local level**.

At central level the MoI is expected to lead the work of coordination among different central institutions. The approach will be decided in the framework of the policy working group in charge for elaboration of the Community Policing Document 2018-2021. The program will support the MoI and ASP in this process, based on options developed at the policy group level.

1. ***Use of the Local Councils for Public Safety (LCPS) as a discussion forum for issues related to local safety and security and coordinate the approach and intervention:***

The LCPS in all municipalities under the two TLPDs will be created or revitalized and will be effectively used as a discussion forum for different issues highlighted in progress reports of all participating institutions, concerns coming from the civil society or the citizens. Activities in this regard will be closely coordinated with activities described under Pillar I, involving the LCPS.

The program will support the work of the LCPS by:

* + providing technical support for the preparation of the meetings;
  + supporting stakeholders to elaborate short reports raising important issues to be discussed in the forum;
  + following up the implementation of the decisions taken in the LCPS;
  + improving the practice of discussing the local strategies and interventions in the forum and agreeing on concerted efforts;
  + discussing the results of Police Satisfaction Surveys and LSMS in the forum and taking appropriate decisions to address the concerns;
  + stimulating the participation of citizens in the meetings, etc.

This support will be provided to LCPS in the TLPDs during the whole duration of this phase (three years).

Based on positive examples the program will strive to extend the activities on support to LCPS to other regions in Albania aiming to increase the engagement of local stakeholders on CSS. The aim is to extend the practice up to 5 regions. However, the exact number and timelines will be decided in cooperation with the ASP and decided by the JWG. The expected timeline for this activity is the third year or project implementation (2020).

1. ***Increasing partnerships with citizens and other local contributors to CSS***

Beside local institutions, participation of local organizations and citizens is important in increasing partnerships with the police and supporting the activities of prevention and cooperation in the safety area. Involvement of the public and other stakeholders than the public institutions will be done also through the Grants’ Scheme.

Based on the successful experience from phase I the program will continue to support initiatives from local NGOs aiming to foster cooperation with the police and increase engagement of local communities. The grants will be distributed in all regions and target all preventive areas, as well as supporting partnership mechanisms.

* + - 1. **Support communication processes and capacity building**

Based on the project’s policy-documents the focus of the program under the third sub-component is **to support the ASP in improving and operating the communication system** **for both: i) internal communication between police structures, and ii) communication with the community/public, i**ncluding but not limited to support for:

1. setting the basis for a sound communication (more decentralized) model/system;
2. establishment of communication procedures;
3. Strengthening of capacities to operate the system.

In the second phase of the SCPA Program the external communication of the ASP will have a special focus which will be mainly built on the outputs and results of the support provided in the first phase.

The daily external communication of the police officers with the public is of crucial importance in order to build a relationship with the citizens and also identify the necessary mechanisms to improve the quality and performance of the service provided. Therefore, the Program will support the ASP to enhance the Public Relations and Communication in general through the below activities at the central and local level.

1. ***Support the ASP to implement the Integrated Communication Strategy***

The Integrated Communication Strategy was drafted during the first phase of the Program and is a very important document which the police might find it useful to implement to improve their communication and coordinate it with other stakeholders per subject area as the public institutions, private businesses, NGOs etc.

One of the objectives of this strategy is to create a more decentralized communication model and further empower the PR units across the institution to not only report on the different cases, but also plan and lead the prevention campaigns and other awareness raising activities.

The support will be provided from September 2018 until December 2020.

1. ***Support the national awareness prevention campaigns which are used as an effective tool in Community Policing***

Currently the ASP limits the awareness campaigns only to traditional media and internet based ones rather than having direct and structured contact with the schools, minority groups, target groups and the public at large. The LPD spokespersons and community policing officers need to plan their monthly PR activities in the region they cover and have direct contact with the target groups and public at large. In order to have better campaigns, awareness materials are needed.

1. ***Provide training for the LPD spokespersons to enhance their PR skills and review of their job description/job profile***

The spokespersons at the LPD level have not undergone specific training and their role is mainly drafting press releases and maintaining the FB account of the LPD. Generally, it is the LPD director reading the press release in front of the media. The spokespersons are not directly involved in preventive awareness campaigns. They merely implement the guidance issued by the ASP HQ. The FB account of the LPD lacks local context and the responses to the comments are poor. Therefore, the skills of the LPD spokesperson need to be enhanced and their role decentralized and more locally oriented.

1. ***Review the communication curricula of the Police Academy of the initial training and continuous training***

The curricula review process is necessary to upgrade them to the best practices. This goes especially for the continuous training curricula for the middle and high level managers to communicate with the public and also the non-uniform staff hired to communicate with the public at the Reception Halls.

## **Pillar III – Domestic Violence** Support

Pillar III activities represent a continuation of activities from Phase I of program implementation and build upon the results achieved so far.

This pillar has **two interlinked objectives**:

* Improvement of preventive measures and services delivery quality of the Albanian State Police in responding to domestic violence and violence against women incidents.
* Improved interaction/coordination among the Albanian State Police and local stakeholders to ensure adequate and comprehensive treatment of domestic violence cases.

### Current situation in the sector

During the inception phase the project has collected the most recent information related to DV area. Additional information was gathered from 12 in-depth semi-structured interviews (60 - 80 minutes each) and two focus group discussions (around 120 minutes each), with a total of 28 professionals (ASP, Prosecutor Office, Court, Legal Medicine, Municipality) from Tirana, Elbasan and Kukes. In addition, consultative meetings were held with project partners and stakeholders, such as the former Ministry of Youth and Social Welfare, UNDP, UNFPA, UN Women and OSCE.

**General**

With regard to current organizational structure, at the ASP central level it was established the Sector on Protection of Minors and Domestic Violence. Whereas at the local level (except for the LPD of Tirana where there is a unit), the structure consists only of one specialist for Minors Protection and Domestic Violence under the Sector for Crimes. At the Police Commissariat level, there are no special structures that address domestic violence. However, CPOs and/or specialists for crimes who work in the Sector for Crimes are dealing also with domestic violence cases.

Except for the Elbasan LPD, in none of the eight targeted police commissariats, nor in Kukes Directorate, there are no premises to carry out individual interviewing of DV victims and children. Instead they are interrogated in the offices of the CPOs which totally lack privacy and child-friendly environment. In Kukes LPD there is a facility for human trafficking victims that might be temporarily used for the DV victims, if available.

**Procedures**

Despite that according to the law No. 9669 “On measures against violence in family relations,” the police role related to DV should cover both prevention and protection, its efforts are focused and limited mostly to the victim’s protections. There is no monitoring of the situation in problematic families by the zone inspectors/CPOs for preventing aggravation. There is no further supervision or follow up of the DV case after the release of the offender from prison. It is obviously a lack of a proper system for recording the DV offenders’ criminal records and resettlement.

Through the existing database on women victims it’s impossible to track the existing situation of violence survivors and offenders. In addition, the manual register administered by the CPOs has no separate section for DV cases and neither there is a sub-categorization of the type of violence used such as psychological, sexual or physical. Furthermore, still with regard to collection and processing of DV cases as part of the Referral Mechanism at the local level, there is no database for tracing the case management which includes complains and obstacles encountered when managing the DV victims. This system would be helpful for the police to monitor the performance of the duties that should be carried by other members of the Referral Mechanism as provided by law.

The victim is not always informed on the law and its provision. Confidentiality is not always kept regarding the referral source and sometimes they are disclosed to the perpetrator. The victim’s anonymity is often not preserved and it happens that the police releases the victim’s name to media.

The psychological assessment is generally not included in the case file. Victims are not always accompanied by the police officers to the legal medical clinic for examination. The Police hands the medical certificate form to the victim to go to the doctor by herself causing delay or discouragement.

UNFPA has started a process of the DV-GBV Standard Operational Procedures at the regional level and the police is taking part in this process. During the inception period we discussed with UNFPA that SPCA might be an important stakeholder in this process, in support of the police.

**Human resources**

The CPOs are not skilled enough to accurately fill in the petition for Protection Orders/ Emergency Protection Orders or to properly collect evidences of violence other than physical, e.g. sexual ones. There is lack or low level of knowledge on the legislative framework related to domestic violence as well as on communication and interviewing techniques.

Non-ethical behavior of some police officers has occurred. Masculine and patriarchal mentality sometimes constitutes problems during investigations.

**Other Stakeholders and Referral Mechanisms**

The work and effectiveness of ASP is influenced by the cooperation with and efficiency of local institutions, who are part of the Referral Mechanism and Interdisciplinary Technical Team. For this reason, lacking support by local institutions often cause overload for the police and also render poor quality of assistance to domestic violence victims.

Community Coordinated Response mechanism is established already and operational in 3 out of 9 municipalities geographically covered by the two TLPS.

In both targeted LPDs there is a lack of long-term shelters for DV victims. In Kukes, the Municipality has partly funded a facility but funds are lacking to make it functional. The Elbasan Municipality has lately signed an agreement for the restructuring of an existing facility.

Ineffective Protection Orders (PO) are frequent (the victim and offender in many cases are sharing the same premise, as there are no shelters or other alternative places where the victim could take refuge). Typically, the husband is the offender and the victim has to live with her parents in law.

24/7 services for victims are available only in the Elbasan municipality. In Kukes, this service is not provided. Few cases of victims are supported with free legal assistance.

### Methodological Approach

During the first phase, a series of studies were conducted such as: The Study on DV Victims and Sexual Assaults, the Study on DV and ASP, a Study on the Police’s Role in the Referral Mechanism. A Practitioner’s Manual on Tackling Domestic Violence was produced and distributed; we also delivered a set of trainings on the manual countrywide; in cooperation with OSCE annual awareness raising campaigns were developed and conducted.

The planned interventions are designed in harmony with the National Strategy and Action Plan on Gender Equality 2016-2020. All these activities are a continuity of the activities carried out during Phase 1 of the Program.

The methodology will be a combination of different interventions aiming at supporting and assisting the ASP to formulate, undertake and implement prevention oriented interventions to address domestic violence and gender based violence. It will consist of three areas: 1. strategic level interventions, 2. capacity building/strengthening and 3. Infrastructure/logistics. The chart below depicts the foreseen interventions in this area:

The ASP is an important member of the Community Coordinated Response (CCR) to DV and GBV and the Referral Mechanism at local level. Efforts and contribution will be given to strengthen and consolidate the coordination and functioning of local mechanisms and enhance the police role in the CCRs to better assist the violence victims. In cooperation with UN agencies, the referral mechanism will be established in the municipalities where it does not exist and revitalized where it is not operational.

The program will combine an intervention dealing with review of SOPs in DV related cases, based on the model adopted by the UN agencies in the region, as well as capacity building activities for police officers involved in implementation of these SOPs. In parallel we will support the ASP in building an internal reporting mechanism, as well as in implementing several awareness raising campaigns.

### Activities

The interventions will focus on three directions within the Domestic Violence Support, all of which link into the RPD level as well as providing assistance across the institutions.

* + - 1. **Strategic Level Interventions sub-component:**

1. ***A Domestic Violence Prevention Approach by the ASP needs to be developed to ensure a sustainable and effective response by the police to domestic violence and mainstream prevention into police services and plans.***

This approach / document will provide an opportunity to advocate, consolidate and institutionalize best preventive practices and integrate them into the daily work of the ASP in general and domestic violence police structures in particular, aiming at the avoidance of the recidivism of the violence and violence de-escalation.

A follow up output of the DV prevention approach will be carried out by *tracking and monitoring its implementation*.

An integral part of this approach will be the development of a *Model on Risk Identification and Assessment of DV Cases. This Risk Model will serve all CPOs and other police officers when preparing the requests for protection orders and will help the judges take an informed decision for each case, based on comprehensive assessment by the police officers*.

All these activities will be implemented during 2018.

1. ***Support reviewing the legal and by-legal framework on DV.***

The legislation related to domestic violence is in continuous improvement in Albania. Currently the Ministry of Health and Social Welfare, with the support of UN agencies, has elaborated a new draft law regarding the measures against violence in family relations. This new draft is expected to comply with the provisions of the Council of Europe Convention “On Preventing and Combating Violence against Women and Domestic Violence” (the Istanbul Convention) and the CEDAW (Convention on the Elimination of all Forms of Discrimination against Women) convention, both ratified by Albania.

The proposed amendments aim at better harmonization of domestic violence definition and other relevant terms with the Istanbul Convention and CEDAW. This will ensure the effective application of different procedures in practice. Protective measures provided for in the proposed amendments have been improved in the context of the immediate protection order and the protection order and responsibilities of ASP are better stipulated.

The proposed amendments are currently under review and consultation process. The program will support the ASP provide inputs to the draft and participate in the discussions rounds with all stakeholders.

In addition, during 2018 the CEDAW Committee will review Albania’s fifth periodic report on implementation of the UN Convention and a set of recommendations on domestic violence (domestic legal framework included) is expected to be provided to Albanian authorities. Usually these recommendations are materialized in amendments to the Government Regulations in implementation of the main law.

The program will support the ASP elaborate the amendments / provide inputs to the amendments prepared by other institutions, to better align the activities implemented by the police in this area.

These activities are expected to be provided based on request and will be implemented during 2018-2020, following the calendar for preparing the amendments to different legal and by-legal acts.

1. ***Improvement of Standard Operational Procedures for DV cases, monitoring methods and sharing of information.***

Improvement of Standard Operational Procedures particularly for better case registering, accurate monitoring of violence situation in the zones and case follow up is needed. This activity will be carried out in close cooperation with the UNFPA and the Police Academy. The Albanian authorities, in close cooperation with UN agencies, are developing the Standard Operating Procedures for Victims of Gender-Based Violence. These standards are based on the Essential Services Package for Women and Girls subject to Violence, previously developed by UN agencies. This comprehensive package will be adapted to the Albanian context and subsequently approved by the relevant normative framework. The SCPA will offer expertise in this process and also will take on the delivery of corresponding capacity building for the staff of ASP. (For additional detail please see the section on “Capacity Building and Strengthening”).

These activities will start during 2018, but will be influenced by the speed the other institutions will work on the adoption of the SOPs. Due to the reorganization of the government, it was difficult to get an expressed commitment regarding the deadline for adoption of these SOPs.

1. ***A data collection system for ASP, Prosecutors and Courts will be set up on the DV cases at central level and the related protocols will be drawn-up.***

The necessity to set up this *database* is made evident by ASP and other stakeholders. It will be of use for tracking the situation and needs of the violence survivors and offenders and for information sharing between ASP and the judicial system. The database will be designed as a modular system, so that other modules can be added to the system, making it accessible by the Ministry of Health, municipalities and other members of the referral mechanism in the future. Additional modules might be added to include complaints and obstacles encountered by the police officers when managing the case when the cooperation of other law provided agencies is needed and lacked.

This activity will be implemented during 2018 – 2019*.*

1. ***Setting up Referral Mechanism and Interdisciplinary Technical Team in TLPDs***

Community Coordinated Response (CCR) to DV and referral systems at municipality level will be established where it does not exist and will be revitalized where it is not operational in all the municipalities within the TLPDs territory. This activity will be carried out in close cooperation with ASP, Ministry of Health and Social Welfare, UN agencies (particularly with UNDP and UN Women), using standardized procedure protocols.

We plan to support creation of Referral Mechanisms in 2 municipalities (Has and Cerrik) and revive them in 2 municipalities (Kukes and Gramsh).

Efforts and contributions will be given to strengthen and consolidate the coordination and functioning of local mechanisms and enhance the police role in the CCRs to better assist the violence victims - including practical implementation of community policing. This will aim improving the effectiveness of existing services and their expansion accompanied by specific mitigation procedures in view of immediate assistance to victims. These activities will be implemented during 2018-2020.

1. ***Awareness campaigns on Gender Based Violence and Domestic Violence addressing cultural and patriarchal attitudes towards domestic violence in the two TLPDs districts are planned.***

The program will support the ASP and MoI carry out several awareness raising campaigns. These campaigns will be organized in the framework of UN Days of Activism Against Gender Based Violence (25 November – 10 December every year). Based on the example of the campaign organized during 2017, we will support ASP to repeat and expand the activities in the next years. The program will also support ad-hoc requests from the police for specific campaigns. In this framework, the activities from the grantees will also be used to raise awareness amongst different layers of the society.

The activities will be carried out during the entire duration of the program implementation phase 2018 – 2020.

* + - 1. **Capacity Building and Strengthening sub-component:**

1. ***A Capacity Development Plan related to domestic violence needs will be developed in cooperation with the ASP Human Resources Department and the Police Academy.***

This will make ASP embark on a continuous process to develop the DV capacities within the organization and ensure a continuous and regular basis in-service training on all forms of violence against women. It will be based on up-to-date and clear protocols and guidelines that set out the standards ASP staff are expected to follow. Its core components will consist of a range of concrete capacity developing activities, a competency framework defining specific competencies, modes of delivery and the time schedule. We foresee the implementation of a ToT program in cooperation with the Academy.

The target group will be the police officers that deal directly with DV cases such as CPOs, reception hall staff, command and control room staff, general patrol, traffic police, public safety inspectors, crime inspectors, etc. Senior ranking officers will be targeted as well since changing attitudes must be done institutionally to be effective and sustainable.

The topics will be categorized in 1) Increase knowledge topics such as: International human rights norms and standards, international and domestic legislation on gender and violence against women (VAW), the socio-cultural context in which VAW occurs, understanding the needs of survivors and required services, inter-agency collaboration and support, characteristics of offenders, etc. 2) Capacity building for response to VAW such as: protocols and practices on DV (new SOPs); General investigative process: victims, suspects, crime scene, witnesses, evidence collection, report writing; Specialized communication and interview skills; Service provision for victims and families; Risk Assessment, Risk Management and Safety Planning; etc.

In implementing the above, the ASP will gradually take full ownership of the training process, in particular by involvement of the Academy in training delivery, guaranteeing the application of harmonized standards and monitoring the quality of training.

The Capacity Development Plan will be elaborated during 2018, while training delivery will start in 2018 and continue during 2019 and 2020.

1. ***Upgrading the training curricula and modules of the Police Academy on GBV -DV in view of the latest legislative and procedural improvements***

At present, the training on domestic violence is offered to the operational level police staff, limited to basic concepts of domestic violence, human rights, non-discrimination and the role of the police staff in handling cases of domestic violence.

In this context, SCPA will provide technical assistance to Academy to assess and upgrade the training curricula on domestic violence and gender based violence, based on the revised legislation and SOPs. The curricula will be used by the Academy for the basic training of all police cadets in this topic.

Depending on the finalization of the new legislation and SOP, this activity will be implemented during 2019*.*

1. ***Continuous refresher training courses of the staff in all LDPs on DV and GBV.***

In the framework of the implementation of the Capacity Development Plan, the program will support the delivery of the periodic training provided to different police officers (CPOs, reception hall staff, operational hall staff, general patrol, traffic police, public safety inspectors, crime inspectors, etc.). There will be two training sessions (one day each) in every LPD, organized in cooperation with the Academy, to be repeated every year. The main topic for each session will be based on the priorities described in the Capacity Development Plan (updated domestic legislation, case management, improved communication skills with the victim, cycle of domestic violence, etc).

Organizations of the trainings will start during 2018 and will be implemented in all LPDs during 2019 – 2020.

1. ***Specific training for CPOs and crime inspectors***

When the developed and upgraded protocols and procedures (SOPs) will be approved, the SCPA will provide corresponding training to CPOs and crime inspectors, to level professionals’ attitudes, skills and responses to violence against women cases up to the required standards. It is foreseen three series of training (one day each) in every LPD. Other topics will include “better response” topics category, such as:

* petition for POs/IPOs to fill in,
* interviewing techniques,
* crime site examination and evidence collection,
* increased understanding about the needs and perspectives of victims (to avoid re-victimization) and increased knowledge on available resources (to provide better information to victims).

Important part of the modules will cover issues related to other forms of violence such as sexual violence, the identification, investigation and prosecution of these cases when it comes to family relations, etc. This part of the training will be developed and implemented in cooperation with the ICITAP program.

These capacity building activities will be implemented during 2019-2020.

* + - 1. **Infrastructure and logistics sub-component:**

The program intervention foresees support to improve the working conditions of police officers working with DV related cases. For this reason, the following activities are planned:

1. ***Restructuring and reorganizing of internal premises in pilot region commissariats.***

Establishment of special rooms for individual interviewing of violence victims, which also are child-friendly are foreseen in the pilot TLPDs. The victims/survivors are often interviewed and supported in completely inappropriate facilities for them and their children. Provision of facilities with appropriate conditions and planning of some necessary support services for emergency cases is a necessity. The indicative number of target commissariats is three and the exact ones will be decided in cooperation with local LPDs.

The reconstruction works will be implemented during 2018– 2019.

1. ***Improvement of working conditions of the DV specialists and zone inspectors/crime inspectors in the agreed commissariats to better fulfill their daily tasks***

In addition to infrastructure improvement the program plans to improve the logistic inventory for the CPOs and other police officers dealing with DV cases (computers, equipment, logistics). Infrastructure improvement should be seen also in terms of providing employees with essential equipment needed for fast and effective interventions and services.

The interventions and support will be agreed with the ASP, as in 2018 the ASP is expected to purchase different equipment for the staff. Where it will be needs, the program will supplement what the ASP will provide to its staff (Year 2018 – 2019).

## **Horizontal activity – Grants’ Scheme**

The Grant Scheme is developed to support the local civil society initiatives that are in line with the community policing philosophy and that assist the achievement of the objectives of the three components of the SCPA. Through the Grant Scheme, initiatives that help to facilitate an enhancement of the relationship and cooperation between police and local communities will be supported. Grants Scheme will also be an additional instrument to support the educational, preventive joint activities with the police at the local level.

### Objectives of the grant scheme

***The objective******of the Grant Scheme*** is to empower civil society organizations to embrace and implement the community policing philosophy and principles and support to combat DV. Priority will be given to projects that strive to create common added value and sustainability and support to the specific program objectives.

The Program´s grant scheme will be comprised of:

* *Large size grants- up to 15 000 Euro and Medium size grants - up to 10 000 Euro*, for projects aiming at empowerment of civil society organizations to establish and strengthen capacities of community based coalitions to increase cooperation between the State Police and local communities and enhance the mutual trust; to improve the interaction between the State Police and other local stakeholders, member of the referral mechanism, aiming at qualitative preventive measures and a better response to the domestic violence and violence against women.
* *Small size grants* *– up to 5 000 Euro*, for projects aiming at establishing and consolidating partnerships between the Albanian State Police and local communities, with main subject issues such as conflict resolution, promotion of voluntarism, awareness on drug and substance abuse, road traffic safety, bullying and cyber-crime, human trafficking, homophobic crimes, etc. with an emphasis on prevention measures.

### Grants distribution and Timeline

The scheme will be active throughout the life span of the program. The allocated budget will support large size grants (up to 15,000 Euro each), medium size grants (up to 10,000 Euro each) and small size grants (up to 5,000 Euro each) over the period of 3,5 years. Small grants will be implemented in a shorter period (up to 7 months), while large and medium size grants will be implemented in a longer period (up to 18 months), providing the grounds for increased sustainability and longer term support to stakeholders.

An indicative schedule of the grant scheme rounds is given below. The plan describes [the objectives of the Grant Scheme, target groups and priorities, financial settlement and geographic coverage. Procedures for the grant giving is regulated defining actors, responsabilities and time limits. Furthermore, guidelines for applicants and formulation of applications/project proposals and budget issues are specified.](#_Toc485136043)

The detailed Grant Scheme Plan is attached as Annex III.

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# Stakeholders and program steering

We plan the overall steering of the project in two main tiers:

1. **Program Steering Committee – strategic guidance of the project**

The program document sets forth that the Program Steering Committee (SC) should be formed and functional before the end of the inception phase. Following the extension of the inception period, the first SC meeting is planned for January 2018. The SC will decide on strategic SCPA matters such approval of project plans and reports and guide the partners (PMT and ASP) in their work. Considering the good experience of the Program’s first phase, the SC’s members will represent the main stakeholders (ASP and MoI), other relevant ministries (i.e. Ministry of Education and Sports, Ministry of Health and Social Welfare, Ministry of Justice) and agencies as well as the Swedish Embassy. Representatives from local government authorities as well as from non-governmental organizations will be invited as well. Possibly, other stakeholders will be invited to take part in the SC on ad-hoc basis. The SC will be chaired by the Director of ASP and will meet every 6 months to approve the progress report and the activity plan. The PMT will act as rapporteur, organizer and secretariat for the PSC.

1. **Joint Working Group – operational steering of the project**

The operative decisions will chiefly be taken by the Joint Working Group (JWG), chaired by the Director of the Department for Public Order and Safety at the ASP Headquarters and co-chaired by the PMT Team Leader. The JWG will include ASP representatives from Public Safety Department, Strategic Studies Directorate, Domestic Violence Sector, Public Relations Sector, etc. Representatives of other Departments of ASP will participate in accordance with the requirements of the JWG agenda. The joint chairs of the JWG will invite a representative of the Ministry of the Interior to join the group.

The JWG will hold regular meetings every second month. Also, JWG will appoint a coordinator who will be the primary contact between the Program and the relevant central and local departments within ASP. The detailed working modalities of the JWG and competences are foreseen in the Technical Agreement signed with the ASP.

If needed the JWG can propose to the General Director the creation of specific working groups, at central or local level, to deal with specific activities related to program intervention area. The agreed methodology will also contribute to the overall sustainability of the Program by involving the ASP in all aspects of the work and decision making.

The agreed working methodology includes the following:

* The establishment of a joint working group (JWG) that will comprise of the Program (PMT) and ASP representatives.
* The JWG is the main coordinating and operational body for implementing the activities of the Program.
* The agreed work plan for each phase of the Program will serve as the foundation document for determining the work of the JWG.
* The joint chairs will decide on issuing invitations to other individuals or organisations that can productively contribute to the work of the JWG for all or selected meetings.
* The JWG will meet every second month. The frequency of meetings may change by agreement between the co-chairs, taking into account the progress of work and identified needs.
* The venue for the meetings will be the Headquarters of the ASP or the SCPA office premises and the working language of the meetings will be Albanian.
* Simultaneous oral translation and translation of documents will be provided by the PMT.

# Risks matrix and mitigation

The Risk Management Matrix elaborated in the Program Document was further developed and updated by the PMT after consultations with ASP colleagues and taking into account the recent developments during the Inception Period. However, the Risk Matrix should be considered as a living document which will be constantly reviewed and adjusted to the prevailing circumstances.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Risk Factor  (security, political, operational , financial, reputational) | Impact | Likelihood | Mitigation Strategy and Responsibilities |
|  | **High-level buy in** | | | |
| 1 | Overburdened national partners / lack of resilience   * Excessive demands of national partners results in them losing interest or willingness to participate in program * Other demands results in low priority of community policing * National counterparts may not be able to operate at the speed desired of the PMT to design and set up specific activities within the program streams * Pressure by senior leadership to produce results within unreasonable timeframes (including pressure focusing on outputs, rather than outcomes) | Medium | High | * Pay attention to specific local deadlines or other demands * Use existing local systems and procedures (i.e. monitoring systems, rather than setting up parallel structures) * Sida/PMT to ensure that international community is communicating and cooperating with each other and ensure common interest and objectives in community policing, in partnership with DDPFFA * Capitalize on the demonstrated interest from senior MoI and ASP leadership in the program * PMT to ensure sensitization across senior MoI and ASP leadership of the program work plan and estimated timelines |
| 2 | Lack of, or unwillingness of, stakeholders to participate and cooperate   * Resistance or mistrust from communities and local government / decentralized institutions to cooperate with police * Partners within the regions do not feel they are part of a process | Low | High | * Ensure transparent processes and encourage local partners to actively participate * Support for partnership approaches can be developed with the relevant line ministries (advocacy and liaison) * Risk management matrix and development of mitigating strategies is carried out collectively by the SC * Capitalize on the excellent partnerships developed during the first phase of the program |
| 3 | Major reshuffle of key police personnel   * Key personnel are moved to other positions before progress can be institutionalized within the ASP or LPDs | Medium | High | * PMT to monitor personnel shifts and timely reporting to SC * Explicit approach by the SCPA to strengthen institutional capacity not just focus on individuals |
| 4 | Lessons and progress made as a result of the program are not recognized by decision-makers and do not inform future policy development   * The SCPA seeks to develop institutionalized behavioral change. The gains of the program will not be sustainable if the changes remain solely at the individual level and do not influence policy changes that support cultural shifts in the way of working | High | High | * Sensitization activities on key lessons to be incorporated into the PMT program monitoring process * M&E program stream to include creating or developing mechanisms to ensure that the lessons are fed into MoI/ASP policy making bodies * The SMS Coordination stream will encourage cross-departmental cooperation and cohesion * PMT to be prepared to provide summaries of key lessons and changes to the MoI if/when a process to develop an MoI policy on safety and security commences |
| 5 | Program loses coherence   * Pressure by the MoI/ASP to provide support to ad hoc activities outside the planned design * Program impact becomes diluted / program loses focus as a result of reacting to new/additional requests for individual activities from the MoI/ASP | Medium | Medium | * SC consent to be required, in addition to Sida’s, for any substantial deviations or requests for new assistance * Requests should be accompanied by clear analysis of how the new request contributes to achieving the program’s direct outcomes * PMT to ensure that requests for new activities are included in the preparatory documents for the SC |
|  | **Program processes** | | | |
| 6 | Corruption or allegations of corruption in program (particularly relevant for the Grants Scheme)   * Misuse of funds and poor accounting * Favoritism of particular groups for projects | High | Low | * The SCPA shall continue the excellent transparent practices for their GS * Emphasis on transparency throughout program * Clear and transparent selection procedure for all projects * Allegations of corruption to be followed up immediately by the PMT and the Embassy/ the SC informed |
| 7 | Experts are not of a sufficiently high quality   * PMT staff members do not have the capacities to deliver the required quality of work * Short-term experts do not provide work of a sufficient quality / relevance to the Albanian context | High | Medium | * FCG / the Embassy / ASP / MoI quality control of program’s outputs * Use of the monitoring mechanism to track performance and follow up with feedback from the beneficiaries on expert performance * Clear terms of reference and expected deliverables to be developed for short-term experts etc. |
|  | **Sustainability** | | | |
| 8 | ASP and MoI do not follow the recommendations regarding budget allocations and staff reshuffle after TLPDs piloting   * Diversion of ASP funds to the TLPDs in order to ensure their short-term success * Diversion of ASP funds away from the TRPDs because they are covered by the program * ASP/ MoI do not systematically provide support to TLPDs | Medium | Medium | * Relative allocation of funding to ASP LPDs (including the TLPDs) to be monitored as part of the PMT monitoring mechanism * Concerns to be raised to the SC * Clear and transparent selection criteria for the TRPDs * Sensitization process across the ASP on the program – especially regarding progress being made, lessons learned, and dissemination and replication activities |
| 9 | Lack of responsiveness to adapt proposed models to Albanian specific situation   * Models provided by PMT for Pillar I do not fit with specific conditions | Medium | Low | * PMT will not design a “model” for the community policing in Albania, but will provide different elements of a model * The elements will be illustrated by international examples and provided with their “pros” and “cons”, aiming to develop an Albanian model. |
| 10 | Shift in international engagement   * International development programs fail to achieve stated aims and objectives in areas linked to the SCPA * Sida project overlaps or competes with other international project/demands and overburdens local partners | Medium | Medium | * Key international community (IC) actors have been informed/consulted throughout the design process * PMT to map out what key deliverables from other programs will influence their activities * Program proposal and future program activity documents to be shared widely with DDPFFA and the IC |
| 11 | Albanian authorities do not start to take on elements of budgetary responsibility   * Whilst the SCPA will absorb the costs for monitoring activities in the early stages of the program (e.g. citizen perception surveys) these will need to be taken on by the MoI/ASP progressively as the program unfolds * Any budgetary impacts for new procedures for the LPDs will also need to be incorporated into MoI/ASP budget planning | Medium | High | * Exit strategy contains clear mechanisms for the GoA to adopt gradually increasing funding responsibilities throughout the program – framework to be developed during the inception phase and built up over years 1 and 2 * Constant monitoring |
| 12 | Transfer of procedures, skills and expertise to other LPDs is not done in a sustainable way   * Pressure to replicate TLPD processes and approaches to other LPDs before they have been monitored, evaluated and proven * Lessons and new/updated ways of working are never transferred | Low | Medium | * Role of the IPA in advising on time lines * SC consensus on large scale replication activities * Continuous monitoring on progress and development of when aspects will be disseminated * Selection for LPDs based on international good practice * Individual risk analysis / mitigating strategies to be developed for specific dissemination/replication activities |

# Horizontal issues

During project implementation, the PMT will implement several horizontal activities, the most important being the communication procedures related to the program. At the same time, gender mainstreaming and protection of human rights will characterize all program’s related activities.

## Communication procedures

The communications framework of the program will serve as a guide for communications throughout the life of the program. The main objective is to make known to the public and to draw on the public’s expectations and feed-back and to have effective and accessible communication. Many of the communication tools are built on the positive previous experience of SCPA I on sharing information, conveying messages and support in strengthening CP in Albania.

**Messages to be conveyed from the program**

The messages that the PMT will seek to deliver by means of the communication will be consistent, concise and tailored as necessary for the audiences for each individual component part of the program. They will describe the overall program in general terms and more specifically how the individual component activities can assist the ASP in providing a more professional and caring policing service in partnership with the citizens.

**Tools for Delivery**

There are a range of communication tools at the disposal of the PMT and these will be used to support the implementation of the different phases of the program. Clearly defined outcomes with measurable objectives will be used in selecting the most appropriate medium in individual instances to ensure the message reaches the desired audience.

Tools include:

* *Public Events / National and International Conferences/ Grantees public events/ASP Events*

To enhance visibility and increase public awareness the organization of such events is a crucial task.

In addition to the participation of all the stakeholders also media will be invited and the PMT will be available to give interviews. The PMT will also be part of the Grantees public events in order to show the support at local level, increase the visibility and at the same time monitor the activity. Participation in ASP events will provide the opportunity to the PMT to increase cooperation with ASP and all the other relevant actors and consequently coordinate the interventions in the area of Community Policing.

* *Promotional Literature / Pubic Interviews / Web page and social networks*
* The formulation and distribution of promotional literature, brochures/leaflets, monthly newsletters and other promotional materials.
* Public statements and media interviews by: - the Team Leader, Senior Officers from the ASP, the grantees etc.

The SCPA II website which is already functional contains full information on the program and also the information of phase I. The web site will be regularly updated and have links to other stakeholder organizations. This will allow the public and police officers to access calendars, agendas and reports, and information on the grants schemes. In addition, the PMT will make use of the social accounts to effectively communicate with the young audience and share project’s activities. Facebook, Twitter and Instagram accounts are already active, as well as the YouTube Channel.

* *The Media*

The media includes the national, local, regional, specialist and minority ethnic newspapers; national and regional and minority ethnic radio and television; documentary and news programs. All opportunities will be availed of to promote success and achievements of the program.

## Gender mainstreaming and protection of human rights

Reaching out to the community with gender responsive policing services entails respecting citizens’ rights and fulfilling diverse security needs of women and men. The gender perceptions and respecting human rights of less advantageous communities will be reflected in the program priorities and activities through measures that ensure the provision of effective policing services and advancement of enabling organizational culture.

The program will interact with many communities, institutions and representatives at central and local level. Gender equality values and equal protection and provision of human rights for all society groups will be promoted by the program. The PMT will try to induce the same approach to our partner organizations.

Gender mainstreaming is an approach and method to integrate the gender perspective into every stage of policy processes – design, implementation, monitoring and evaluation – with a view to promoting equality between women and men. It means assessing how policies impact on the life and position of both women and men – and taking responsibility to re-address them if necessary. This is the way to make gender equality a concrete reality in the lives of women and men creating space for everyone within the organizations as well as in communities - to contribute to the process of articulating a shared vision of sustainable human development and translating it into reality**.**

For the above, there is a need to proactively ensure gender mainstreaming in project activities and results and support the ASP to expand their efforts to enhance the value and contribution of women in police and develop systematic processes to prevent, reduce and better respond to the crimes against women and girls.

The constitutional provisions on equal rights and equal protection and the national commitments on women’s empowerment, access to justice and protection from gender based violence serve as the policy premise for institutional level gender equality strategies.

The program will provide support to the elaboration of different policy papers, especially the Community Policing Policy Document 2018-2021. We will try to include the abovementioned approach into this policy document.

The project aims at supporting ASP in organizing and implementing jointly with ASP diversity officer the following gender mainstreaming activities:

* Creating appropriate approaches with female employees especially related to the project areas of LPDs CP Support, Strategic Management and Domestic Violence.
* Organization of trainings on Community policing with women and girls who are potential candidates for being prospects of working in the project areas; including organization of consultation sessions where higher rank female officers consult those with lower ranks;
* Assist the ASP diversity officer in organizing activities related to community policing, especially in the three program areas of LPDs CP Support, Strategic Management and Domestic Violence.

The project management team will exercise active leadership in building gender awareness in the program and its activities.

* The project shall always strive for gender balanced representation in all entities.
* All project members or ad hoc ones and related working groups members should be aware of the gender equality and its obligations within the normative and institutional framework of ASP.
* Awareness of the fact that all project activities always aim enhancing gender equality
* Support ASP to develop and plan internal gender policy in order to ensure and support integration of gender aspects into their sectors
* Inclusion of the gender balance and gender sensitive indicators as important criteria for the grant scheme.

The following gender indicators will be used for the project to measure the gender mainstreaming perspective in the project framework;

* Follow-up the gender balance in the project framework; the Steering Committee, the Joint Working Group, PMT and the Technical Groups in two TLPDs (Elbasan and Kukes).
* Follow-up the number (or percentage) of female staff in each working group or equivalent in the project
* Follow-up the respective number and percentage of men and women at each decision-making or specialist level in each working group or equivalent in the project
* Training opportunities in the project should also include number of women and men, participants per topic of training

Regarding marginalized and other less advantaged communities the program will finance special projects to enhance the bridges and communication with the police organizations and their integration in normal life. Grants will serve as the main tool, but related issues will be brought to the attention of the Local Safety Council in the framework of Pillar I and II activities.

# Sustainability of the intervention and smooth exit of technical assistance

Following the practice from Phase I, the PMT has elaborated all program related activities with a view to ensure increased sustainability of the intervention and continuously enable the ASP to fully take-over different business processes. The primary goal of our approach is the further consolidation and internalization of the activities and practices initiated by the SCPA and transited to the daily work of the ASP police structures in the field, with a gradual increased independence and self-initiative. While we avoided having a separate Exit Strategy and Action Plan as in Phase I, we were careful to design all activities with a view of ensuring continuation after this program will be completed.

The Joint Working Group will have a crucial role in, not only discussing and approving different deliverables of this phase, but also examining the ASP organizational competence to absorb the new initiatives as well as the readiness to independently advance the processes and pursue into further development of the organization.

This program involves in general a mindset change, without which it will be close to impossible to internalize different new practices and business processes. With this in mind, all program’s activities are designed as common products of ASP and PMT, while an increased role is foreseen for the Academy to ensure long term outcomes of all capacity building activities.

## Our approach to sustainability and smooth exit

In order to ensure sustainability, this program is designed and will be implemented focused on the

following objectives:

* to internalize the CP elements and practices that are implemented in course of the predefined activities and are reflected in the daily work of the ASP
* to efficiently use the Strategic Management System and highlight benefits of a proper planning and management system
* to enhance ASP capacities to combat DV cases and continue raising awareness regarding this plague of the society
* to build strong ties with local actors and contributors in issues related to community safety and ensure their continuous involvement in improving the situation.

Implementation of these objectives encompasses all branches of the ASP and requires change management. Senior management of ASP is of pivotal importance for the processes and is challenged when problems come up.The following factors might trigger resistance for the implementation and which risks hampering the sustainability of the project:

* Lack of human and financial resources
* Lack of job satisfaction and demotivation
* Individuals are not open for new ideas
* Doubt that new practices will work better
* Fear to loose acquired status
* No sense of urgency developed
* Satisfaction and certainty with procedures and practices used over decades
* Lack of communication and information (change communication)
* No efforts to win the skeptics for the change
* No participation of the staff in change processes
* Changes are not anchored in the culture of police and the society
* Continuous reshuffle and /or replacement of ASP personnel.

## Principles for smooth exit

Pillar 1 constitutes the core of the program and represents the biggest challenge for future sustainability of the intervention. Therefore, we were careful in designing and discussing all activities here, in close consultation with our ASP colleagues. The same is valid for Pillar 2 and 3 activities.

Our intervention is based on the following principles:

* *Avoid proposing a “ready-made” model, rather contribute in creating “the ASP model”*

Implementation of CP philosophy is done differently in different countries. We chose to present to ASP different examples of system’s elements and identify in close consultation with them what can be the most suitable one for Albania’s specific conditions.

All elements will be discussed in the technical working group specifically created for the analysis in Elbasan and Kukes and the decisions will be ratified by the JWG. The PMT role will be a facilitator role and provision of analysis based on different examples, whereas the decisions will be fully owned by the TWG. This approach was already adopted during the December 26th workshop, where the proposed Elbasan LPD structure was presented by the Deputy General Director of ASP as a product of the working group, assisted by the PMT.

* *Ensure the sustainability of the proposed systems before continuing with large scale implementation*

In several cases good systems in paper have not become good implemented systems. This because the organization lacked qualified resources, or even sufficient understanding of the system. To avoid this, we planned all activities with a pilot phase before passing to large scale implementation. On the other hand, we foresaw a sufficiently long coaching and guiding period to ensure internalization of business processes and systems in the daily activities of the organization and incremental increase of capacities to master the system.

* *Plan activities in cooperation with responsible departments and combine the resources*

While SCPA will provide consistent support to ASP, it is important to ensure increased capacities of the organization in proper planning of the resources and continuous development of the systems. Following the successful implementation of the reception halls from phase I, the PMT prosed to continue the work in this area. However, it was closely coordinated with the ASP and the organization will cover the costs of equipment and IT infrastructure, while the program will bear the costs for software development and further business processes optimization.

The same approach will be applied in cases of reconstruction and infrastructure improvement. The PMT will continue to promote the practice applied during phase I that ensured 8 premises reconstructed by the SACP, while several other premises were reconstructed using the same model, but with alternative funding.

* *Targeted capacity building activities are extended during the whole duration of the program*

Changing mentalities and administrative processes is not a “one-stand” intervention. Behavioral change requires continuous education and building up a system. This is why our approach was to involve the Academy in jointly reviewing the training programs and delivering the trainings. It is not a mere transfer of curricula, rather a joint effort in incorporating the novelties in their current capacity building and educational programs.

* *Ensuring external stakeholders’ cooperation lasts in time*

Implementing CP and elaborating sound Local Strategies on Public Safety requires close cooperation with different stakeholders in the territory, public institutions or civil society. Although supported in principle as idea, these forums never took off and faded as soon as the project supporting them completed the intervention. This is the case with the LCPS in Elbasan supported by OSCE during set up phase and remained in dormant state afterwards.

Our approach will build on past experience and we propose to provide support for 2-3 years to these forums until they are fully functional, have become important mechanisms in the territory to commonly discuss and plan activities and, most important, have become indispensable tools for each institution involved, especially the ASP, in this area. Only after making sure one LCPS is fully functional, we will involve our resources in supporting another one.

The same approach will be used for the functionalization of referral mechanisms in the DV area. We will support the revival of established mechanisms and make them useful for each organization involved in the process.

* *Ensure multi-level functionality of proposed models*

In few cases we observed that processes are well designed for one level of the organization, but do not work well on another level. This is the case with the current model of the Local Strategies on Community Safety. The model is well designed and satisfies the needs of the ASP Headquarter. However, at LPD level the model was not completely internalized. The LPDs do not see a benefit on the strategy, its planning related process and the progress reports prepared. Also the strategies are not the result of a group of institutions, as required.

To avoid this situation, we designed the activities related to SMS around the new policy document of CP. This document will combine the central level needs to further develop CP philosophy and the local level needs to have a proper document that will serve as planning and performance management tool as well. In order to achieve this, we planned continuous support for the two TLPDs to increase their capacities in operating the procedures and make them part of the administrative practice. Most important, a useful administrative practice.

* *Ensure cooperation with other stakeholders to limit the costs*

One of the reasons the LSMS was not used by the ASP during the two phases of the SCAP program was related with the costs. The program elaborated a software to make costs affordable, but apparently that was not enough for the ASP to independently run the surveys, although these are foreseen in the current CP Policy Document.

During the second phase we will support the ASP establish a cooperation with Elbasan University, and possible with other universities in the country. The aim will be to use the universities for the interviews part and for data entry. The analysis of the results will always have to be done by specialized professionals. However, if we manage to involve the universities (they should be interested for their own research reasons), costs will be further reduced and ASP will have the chance to run the surveys even beyond the SCPA lifetime.

* *Ensure concerted efforts and communication with all partners*

ASP support and CP in particular are areas where different international partners provide their assistance. In designing the activities, we were not only careful to avoid all overlaps, but also to communicate with all partners to ensure useful activities can be further supported in the framework of SCPA. The JWG and main ASP counterparts were all consulted on the approach and the proposed activities. Therefore, we will continue the work done by OSCE on LCPS and will take over what ICITAP did regarding capacity building on sexual crimes investigation. We ensured cooperation with all UN organizations involved in DV area and planned to implement our activities in a way that ASP will manage the processes and will be on steering seat from the beginning.

**Review mechanism**

Building a sustainable approach requires periodic review of activities and the way the partners contribute to their achievement. Every year, together with the JWG we will examine the implementation of abovementioned objectives and principles and will agree on corrective measures, if necessary. During the semi-annual progress report of June 2019 we will analyze in details the situation and provide recommendations for the ASP to further advance the processes, after the SCPA program will come to an end.

# Budget

In consultation and agreement with the Embassy an Assignment Cost Budget was drafted during the inception period. This budget has been revised to reflect the detailed and tentative Work Plans.

The Budget is attached as Annex 4.

# Annexes:

# Work plan

# Log frame

# Grants Scheme Plan

# Budget for the program

# List of officials met

1. Team leader, IPA and M&E expert [↑](#footnote-ref-1)